

# **An Evaluation of the GDVSAP Trafficking and Grooming Project, Gloucester, UK**

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## Executive summary

This report was commissioned by Gloucestershire Domestic Violence Support and Advocacy Project (GDVSAP) in Gloucestershire to evaluate the Trafficking and Grooming (T&G) project established in 2011 and funded for three years by the Esmée Fairbairn Foundation. Researchers at the University of Bristol Centre for Gender and Violence Research considered:

- how effective the project has been at what it actually delivered;
- what learning the project offers in terms of both frontline practice with victims of grooming and/or trafficking and the wider strategic and/or policy response in Gloucestershire, and beyond.

The report is structured around three sets of outcomes data:

- Telephone interviews with selected practitioners in the county who have worked with the T&G project and/or are working with young people (including views of the project, its organisation, effectiveness and aims; the nature of multiagency working; and the perception of trafficking and grooming as an issue in Gloucestershire) (n=12)
- The individual victim casework files (n=64)
- Evaluation sheets completed by attendees at CSE training delivered by the T&G project (n=174)

Conceived originally to meet the needs of trafficked women (particularly those without recourse to public funds) and support young women being groomed in to prostitution, the T&G project evolved to focus particularly on young girls at risk of, or experiencing, sexual exploitation broadly (90% of recorded cases) and has worked with only a handful of trafficking victims (around 6% of recorded cases).

**Of the 64 individuals that the project has supported over the funded period, half engaged positively and two thirds of this group appeared to have a reduced CSE risk after the project's intervention.**

A key achievement of the project is that it has provided a service to those at risk and in need who might otherwise slip through the statutory net (adult women, for example) or who need intensive work over a period (such as the young people at risk of CSE/grooming). This has been particularly important during a period of budget cuts to statutory services.

**The client base is very diverse and this has required negotiating and maintaining a profile working across three different strategic remits, which is extremely resource-intensive. A county-wide 'anti-sexual exploitation' strategy which recognises the links between risk of CSE, prostitution, and trafficking, could bring together this work more coherently.**

Despite losing the domestic violence tender, GDVSAP maintains a strong reputation locally and the T&G coordinator has worked hard to sustain its wider remit. As such, there has been an attempt to maintain the positioning of the T&G project in the wider context of gender, power, domestic and sexual violence and coercion.

**The majority of the interview respondents said that the project's work with young people at risk of CSE, its specialist knowledge and BME expertise, were vital and there is concern about future funding for the service.**

In the month following the data collection period, the project received seven further referrals indicating that the rate of referrals is increasing exponentially. Interviewees also indicated that further court cases involving CSE were pending, for which the victim support work of the T&G project was particularly valued.

**In summary, it appears that whilst the original aims of the project have shifted somewhat, the project has met a local need. The project continues to be involved in both strategic development and service delivery and if resourced adequately, the project is regarded as well placed, by a range of statutory and voluntary service providers, to continue to meet the needs of those experiencing trafficking and sexual exploitation.**

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## Abbreviations

BME	Black and minority ethnic
CEOP	Child Exploitation and Online Protection Agency
CSE	Child sexual exploitation
CYPS	Children and young people's services
GARAS	Gloucestershire Action for Refugees and Asylum Seekers
GDASS	Gloucestershire Domestic Abuse Support Service
GDVSAP	Gloucestershire Domestic Abuse and Advocacy Project
GPPB	Gloucestershire Public Protection Bureau
NCVO	National Council for Voluntary Organisations
NSPCC	National Society for the Prevention of Cruelty to Children
NRM	National Referral Mechanism
PSHE	Personal social and health education
T&G	Trafficking and Grooming

## Section 1: Introduction and context

### a. Purpose and structure of this report

This report was commissioned by Gloucestershire Domestic Violence Support and Advocacy Project (GDVSAP) to evaluate the Trafficking and Grooming (T&G) project established in 2011 and funded for three years by the Esmée Fairbairn Foundation. Since the focus of the project changed somewhat from the original objectives set out in the initial funding application, we consider in this report:

- how effective the project has been at what it actually delivered;
- what learning the project offers in terms of both frontline practice with victims of grooming and/or trafficking and the wider strategic and/or policy response in Gloucestershire, and beyond.

The report is structured around three sets of outcomes data:

- Telephone interviews with selected practitioners in the county who have worked with the T&G project and/or are working with young people (including views of the project, its organisation, effectiveness and aims; the nature of multiagency working; and the perception of trafficking and grooming as an issue in Gloucestershire) (n=12)
- The individual victim casework files (n=64)
- Evaluation sheets completed by attendees at CSE training delivered by the T&G project (n=174)

A summary of the methodology is provided at the start of each chapter.

The report starts by relating the national policy context (Section 1) and the initial aims and objectives of the T&G project (Section 2).

### b. UK policy context

#### i. Human trafficking

Human trafficking is defined in the 2000 UN Palermo Protocol<sup>1</sup> and relates to the movement of people for the purpose of exploitation, of particular interest in this report, for the purpose of sexual exploitation. Importantly, people are recruited, moved or held through coercion, force, deception or abuse of power or manipulation of vulnerability. Historically, most adult victims identified are women trafficked for sexual exploitation, but labour exploitation is also growing in prevalence. Children are also trafficked in to the UK for reasons including benefit fraud, street begging and sexual exploitation.<sup>2</sup>

Trafficking is a complex criminal activity that requires a network of perpetrators to recruit, transport and exploit people. It ranges from large scale criminal networks to small gangs working out of

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<sup>1</sup> 'Protocol to prevent, suppress and punish trafficking in persons, especially women and children, supplementing the United Nations Convention against Transnational Organised Crime', available at: <[http://www.uncjin.org/Documents/Conventions/dcatoc/final\\_documents\\_2/convention\\_%20traff\\_eng.pdf](http://www.uncjin.org/Documents/Conventions/dcatoc/final_documents_2/convention_%20traff_eng.pdf)> [Accessed 3 August 2014].

<sup>2</sup> Human Trafficking: The Government's Strategy (2011), available at: <[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97845/human-trafficking-strategy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97845/human-trafficking-strategy.pdf)> [Accessed 3 August 2014].

particular geographic areas. Some perpetrators may be loosely acquainted, each responsible for their stage of the process (for example, falsifying documents, renting premises, or acting as gang-masters). At the recruitment stage, traffickers may use grooming techniques to gain the trust of the individual or their family and may offer the ‘opportunity’ to be smuggled knowingly to another country with the promise of employment, education or a better life. International trafficking often occurs in the context of war or instability and global economic, gendered and educational inequalities. Once the individual arrives at the receipt country, they will generally be taken to unfamiliar premises and have their identifying documents removed. It is common for trafficked individuals to be told they owe an exorbitant amount of money to those who organised their transport which they must work to pay off (through forced labour or prostitution, for example); what is termed ‘debt bondage’. The term ‘trafficking’ also refers to the internal movement of people, and in the context of this report this would include the grooming of young people, who are then taken to different premises and forced to engage in sexual activity, as well as the movement of sex workers to different brothels, flats or other premises.

The clandestine nature of human trafficking means that it is difficult to get an accurate picture of its scale and nature within the UK. Figures taken from the UK’s human trafficking victim identification and support framework, the National Referral Mechanism (NRM), identify 322 children and 932 adults over the period 1 April 2009 to 31 December 2010:

Exploitation Type	Number of Referrals	
	Child	Adult
Sexual exploitation	99	438
Labour exploitation	98	267
Domestic servitude	44	175
Unspecified exploitation	81	52
	<b>322</b>	<b>932</b>

However, as shall be discussed later in this report, the particular criteria required for adults to be identified through the NRM mean that the ‘real’ number of adults and children trafficked for sexual exploitation is likely to be significantly higher.

In 2009, the UK implemented the Council of Europe Convention on Action against Trafficking in Human Beings, which required signing up to a set of minimum standards on the identification, protection and support of trafficking victims. While the Labour government (2005-2010) channelled funding to victims via a selection of voluntary sector organisations, the current Coalition government have nominated the Salvation Army as the “central contractor” with a “case-management function as well as responsibility for overseeing and coordinating the provision of care. Under this model, the funding will follow the victim to whichever organisation supports them”.<sup>3</sup> It is also hoped that this centralising model will help the government to track trafficking victims through the system.

## ii. Grooming

Child sexual exploitation (CSE) is defined by the NSPCC as:

A form of sexual abuse that involves the manipulation and/or coercion of young people under the age of 18 into sexual activity in exchange for things such as money, gifts, accommodation, affection or status. The manipulation or ‘grooming’ process involves

<sup>3</sup> Op cit., p.11.



befriending children, gaining their trust, and often feeding them drugs and alcohol, sometimes over a long period of time, before the abuse begins. The abusive relationship between victim and perpetrator involves an imbalance of power which limits the victim's options. It is a form of abuse which is often misunderstood by victims and outsiders as consensual. Although it is true that the victim can be tricked into believing they are in a loving relationship, no child under the age of 18 can ever consent to being abused or exploited.<sup>4</sup>

The context of CSE and grooming can vary: it can involve an older perpetrator exerting (physical, emotional, financial) control over a young person; it can involve peers (including gangs) forcing a young person to engage in sexual activity; or it can involve organised networks of perpetrators who traffic young people to different locations to engage in sexual activity with often multiple adults. The NSPCC highlights the role of technology in the exercise of CSE:

Exploitation can also occur without physical contact when children are persuaded or forced to post indecent images of themselves online, participate in non-contact sexual activities via a webcam or smartphone, or engage in sexual conversations on a mobile phone (DfE, 2011). Technology is widely used by perpetrators as a method of grooming and coercing victims, often through social networking sites and mobile devices (Jago et al, 2011). This form of abuse usually occurs in private, or in semi-public places such as parks, cinemas, cafes and hotels. It is increasingly occurring at 'parties' organised by perpetrators for the purposes of giving victims drugs and alcohol before sexually abusing them (Barnardo's, 2012).<sup>5</sup>

Like human trafficking, the extent and nature of child sexual exploitation in the UK is yet to be fully understood. Abuse has a profound impact on victims, invoking feelings including fear, shame, confusion and self-blame – and indeed, many victims will not recognise what is happening as abuse. These factors make disclosure and detection difficult. Moreover,

[W]hen perpetrators are convicted for involvement in child sexual exploitation cases, it is for associated offences such as sexual activity with a child - there is no specific crime of child sexual exploitation and therefore it is not possible to obtain figures from police statistics of sexual offences (Berelowitz et al, 2012).<sup>6</sup>

A report by the NSPCC in 2011<sup>7</sup> claims that 0.5 per cent of under 11 year olds, 4.8 per cent of 11 to 17 year olds, and 11.3 per cent of 18 to 24 year olds had reported contact sexual abuse as defined by the criminal law at some point in childhood. In addition, 1.2 per cent of under 11 year olds, 16.5 per cent of 11 to 17 year olds and 24.1 per cent of 18 to 24 year olds had experienced sexual abuse including non- contact offences, by an adult or by a peer at some point in childhood. The majority of perpetrators were male, either adult or other young people, and were known to the child or young person.

In 2011, the Office of the Children's Commissioner launched an inquiry into child sexual exploitation, the first phase of which was to gather evidence on the nature and scale of CSE in gangs and groups

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<sup>4</sup> Taken from the NSPCC webpage on Child Sexual Exploitation, available at:

<[http://www.nspcc.org.uk/Inform/resourcesforprofessionals/sexualabuse/cse-introduction\\_wda97566.html](http://www.nspcc.org.uk/Inform/resourcesforprofessionals/sexualabuse/cse-introduction_wda97566.html)> [Accessed 3 August 2014].

<sup>5</sup> Op cit.

<sup>6</sup> Op cit.

<sup>7</sup> NSPCC (2011) Child Abuse and Neglect in the UK Today, available at:

<[http://www.nspcc.org.uk/Inform/research/findings/child\\_abuse\\_neglect\\_research\\_wda84173.html](http://www.nspcc.org.uk/Inform/research/findings/child_abuse_neglect_research_wda84173.html)> [Accessed 3 August 2014].

across England.<sup>8</sup> The findings show that 2,409 children were confirmed as victims of sexual exploitation in gangs and groups during the 14-month period from August 2010 to October 2011 and 16,500 children from across England were identified as being at high risk of CSE during the period April 2010 to March 2011. The Children’s Commissioner found that victims were identified between the ages of 4 and 19 with the most common age being 15. The vast majority of victims identified were girls, with a disproportionate number living in residential care when the abuse began.<sup>9</sup>

The Child Exploitation and Online Protection Agency (CEOP) Threat Assessment of Child Sexual Exploitation and Abuse Report published in 2013 indicates that the dynamics of online grooming has changed considerably in the last few years.<sup>10</sup> While it has traditionally applied to the gradual relationship building between a perpetrator and his victim over time; today “the period of time between initial engagement with a child and an offending outcome is extremely short”.<sup>11</sup> CEOP report that offenders are now spending a small amount of time on a large number of potential victims: a so-called ‘scatter-gun’ approach. Perpetrator conduct is increasingly characterised by a “rapid escalation to threats, intimidation and coercion”. Commonly, perpetrators seek to “deceive children into producing indecent images of themselves or engaging in sexual chat or sexual activity over webcam”, and this may lead to “offline offending, such as a meeting between an adult and a child for sexual purposes following online engagement”.<sup>12</sup> In 2012, CEOP received a total of 1,145 reports of online child sexual exploitation from members of the public and in almost 70% of these cases, the perpetrator had failed in their attempts. However, the cases which are reported to CEOP only represent those where the young person has reported what has happened to a trusted adult and that adult has decided to make a formal report. It is likely therefore, that the incidence of online CSE, including grooming, is far higher than these figures suggest.

It is important to note the impact on the public consciousness of sexual offences, including child sexual exploitation, following the revelations in the second half of 2012 of prolific abuse by the television presenter Jimmy Savile, and again more recently in the publication of details about the sexual exploitation of children in Rotherham. The revelations provoked extensive media coverage and analysis of sexual abuse, including victim testimonies. In the six months following the broadcast of an ITV documentary about Savile, the police recorded more than 33,000 sexual offences, a rise of 9.2% on the same period a year earlier.<sup>13</sup> Operation Yewtree was launched by Scotland Yard in the wake of the Savile allegations, partly to respond to the volume of victims coming forward, as well as to explore the significant increase in allegations of sexual abuse generally, unconnected to Savile. In October 2013, the NSPCC also reported a sharp increase in calls over the past 12 months to their national helpline for victims of child abuse which they attribute largely to the ‘Savile effect’.<sup>14</sup> While this is positive as evidence for victim’s increased confidence in reporting – although some of this will

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<sup>8</sup> A summary of the Office of the Children’s Commissioner’s inquiry into child sexual exploitation in gangs and groups (NSPCC briefing, December 2012), available at: [http://www.nspcc.org.uk/Inform/research/briefings/childrens\\_commissioners\\_inquiry\\_CSE\\_wda94172.html](http://www.nspcc.org.uk/Inform/research/briefings/childrens_commissioners_inquiry_CSE_wda94172.html) [Accessed 3 August 2014].

<sup>9</sup> Op cit.

<sup>10</sup> CEOP (2013) Threat Assessment of Child Sexual Exploitation and Abuse, available at: [http://ceop.police.uk/Documents/ceopdocs/CEOP\\_TACSEA2013\\_240613%20FINAL.pdf](http://ceop.police.uk/Documents/ceopdocs/CEOP_TACSEA2013_240613%20FINAL.pdf) [Accessed 3 August 2014].

<sup>11</sup> Op cit., p.10

<sup>12</sup> Op cit., p.10

<sup>13</sup> BBC News (1 July 2013) Jimmy Savile: Recorded sex crimes up 9% since scandal, available at: <http://www.bbc.co.uk/news/uk-23001428> [Accessed 7 August 2014].

<sup>14</sup> NSPCC (2 October 2013) Jimmy Savile child sex abuse scandal: One year on, available at: [http://www.nspcc.org.uk/news-and-views/our-news/child-protection-news/savile-child-sex-abuse/savile-child-sex-scandal-one-year-on\\_wda98732.html](http://www.nspcc.org.uk/news-and-views/our-news/child-protection-news/savile-child-sex-abuse/savile-child-sex-scandal-one-year-on_wda98732.html) [Accessed 7 August 2014].

be adults reporting historic abuse, rather than children currently experiencing abuse<sup>15</sup> – it will undoubtedly test the procedures, attitudes, and capacity of statutory services and the criminal justice system to respond appropriately and effectively.

### c. UK economic context

It is important finally to underline the economic context in which the T&G project has been operating and its impact on the local landscape of services. When the Coalition government came to power in 2010, they made the reduction in the budget deficit a key priority. The impact on government departments and bodies, the statutory and voluntary sectors has been profound. For example, in addition to the £114 million it is on schedule to save from 2010, Gloucestershire County Council has announced it is to save a further £75 million over the next three years.<sup>16</sup> For the voluntary sector, the majority of state funding is in the form of contract payments for service delivery: given that the voluntary sector plays an essential role in preventative services (the T&G project would be an example), the National Council for Voluntary Organisations (NCVO) argues that “what appear to be cash savings now may be storing up considerable challenges for the future”.<sup>17</sup>

A specific issue is the way new local authority commissioning procedures and funding cuts have precipitated a shift from smaller, specialist services to larger, generic services.<sup>18</sup> Smaller providers, for example, have lacked the resources to dedicate to complex tender requirements and have tended to negotiate entry into bid consortia. The difficult financial climate has also meant that funding decisions have been increasingly uncertain in recent years, with some services on very short rolling contracts and subject to last minute decisions, making planning, recruitment and morale building challenging. The concern is that the specialist knowledge and informal networks that have been nurtured in these smaller organisations -sometimes over many years - may be lost. To date, the T&G project has been funded through a private grant, but as it reaches the end of its funding period, it faces significant challenges around seeking financial sustainability but also maintaining the integrity and expertise of the service.

<sup>15</sup> See Office for National Statistics analysis of Sexual Offences in England and Wales for the year ending June 2013, available at: < <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/period-ending-june-2013/info-sexual-offenses.html>> [Accessed 7 August 2014].

<sup>16</sup> Gloucestershire Echo, 10 June 2014, ECHO COMMENT: Voluntary groups need help to work on county council's radical plans, available at: < <http://www.gloucestershireecho.co.uk/ECHO-COMMENT-Voluntary-groups-needs-help-work/story-21211079-detail/story.htm>> [Accessed 3 August 2014]. The total revenue budget for Gloucestershire County Council for 2013/14 is around £480m, taken from: <<http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=50886&p=0>> [Accessed 4 August 2014].

<sup>17</sup> NCVO, How are public spending cuts affecting the voluntary sector? Available at: <: <http://data.ncvo.org.uk/a/almanac12/how-are-public-sector-spending-cuts-affecting-the-voluntary-sector/>> [Accessed 3 August 2014].

<sup>18</sup> See for example Equality and Human Rights Commission Research Report (2012) The Impact of Changes in Commissioning and Funding Women-Only Services, available at: <[http://www.equalityhumanrights.com/sites/default/files/documents/research/rr86\\_final.pdf](http://www.equalityhumanrights.com/sites/default/files/documents/research/rr86_final.pdf)> [Accessed 3 August 2014].

## Section 2: Trafficking & Grooming project aims and objectives

### a. Initial aims of the funded project

GDVSAP was established in 1979 to support women and children in the county of Gloucestershire who were victims of domestic abuse. The service provided a helpline and advocacy; safe accommodation for women and their children; and specialist support for members of black and minority ethnic (BME) communities. In 2010, the service was reaching over 1,600 individuals a year who were living with, considering leaving, or continuing to have problems with an abusive partner. GDVSAP supported women, men, same sex victims and those affected by family violence across the county.

In the period leading up to 2010, GDVSAP identified an increasing number of referrals from women being trafficking/groomed into prostitution. Having consulted with a range of local agencies, it was recognised that:

- Around 20-30 trafficked women were being identified by Gloucestershire Action for Refugees and Asylum Seekers (GARAS). A “high proportion” of these were “Eastern European and South East Asian” (Esmée Fairbairn Funding Application, 2010) women working in off-street brothels and being internally trafficked as premises were periodically shut down and re-located.
- Street prostitution in Gloucester was characterised by young girls being groomed in to prostitution and these young people were coming “either from overseas or from the UK care system” (Esmée Fairbairn Funding Application, 2010).

Through discussion with other specialist organisations such as the Poppy Project in London, GDVSAP identified that “the main issues in supporting trafficked women are health issues, language barriers, and no recourse to public funds” (Esmée Fairbairn Funding Application, 2010). There was a need to co-ordinate services given the “high level of mental and physical health problems” common to victims of trafficking and to “provide outreach support focusing on improving safety through harm reduction and helping victims exit their situation” (Esmée Fairbairn Funding Application, 2010). It was also hoped that – in common with victims of domestic violence – victims of trafficking would be more likely to cooperate with criminal proceedings against their exploiters.

In terms of young girls experiencing or at risk of grooming, GDVSAP identified a similar need around co-ordination of services and harm reduction work. Their application for funding concludes that:

“There is no single body responsible for co-ordinating this work in Gloucestershire and all of the organisations that we have consulted with want us to take this work forward.” (Esmée Fairbairn Funding Application, 2010)

It is in this context that GDVSAP applied for funding of almost £150k from the Esmée Fairbairn Foundation to establish the T&G project.

The activities planned for the 3-year project were as follows:

Months 1-3	<p>Mapping exercise to gather baseline data.</p> <p>Establish protocols and procedures to work with other agencies/partners.</p> <p>Establish a working group of partners (including e.g. police, Sexual Assault Referral Centre (SARC), Sexual Health Clinic etc.). A key aim of this group was to collect and share baseline data and to resolve issues that inhibit consistent data collection and sharing.</p>
Months 4 onwards	<p>A new specialist worker will identify relevant calls coming through the GDVSAP helpdesk and will risk assess and then work with those individuals on safety planning.</p> <p>For women with no recourse to public funds, the project will provide emergency accommodation and co-ordinate a long term support plan. The project will also provide ongoing emotional and advocacy support.</p>
Years 1, 2, 3	<p>The project will maintain good quality data, commission external evaluation and regularly disseminate outcomes.</p>

In terms of impact, the project hoped to reach 160 people over three years. The breakdown was as follows:

80 victims of trafficking	<p>20 in Year 1, 30 in Years 2 and 3.</p> <p>These will primarily be women from South East Asia (Chinese, Thai) or Eastern European (Czech, Polish) and aged 18-24. They will have been subject to violence and abuse which may include prostitution and may be unable to escape their situation because they have no recourse to public funds.</p>
80 people who have been groomed	<p>20 in Year 1, 30 in Years 2 and 3.</p> <p>These will primarily be young women who have been in the UK care system or from overseas.</p>

The project also hoped to influence the work of local agencies and identified 4 outputs in particular:

“The work will also bring together organisations from across Gloucestershire to work together to build common policies and practices [1] to support women who are victims of human trafficking and/or who have been groomed into prostitution, including those who have no recourse to public funds.

[...]

We will work in close partnership with the Safeguarding Children’s Board who have the responsibility to ensure that all agencies working with vulnerable young people have appropriate policies or procedures in place to protect them. We will undertake a mapping exercise [2] to inform the county of the extent to which young people, especially young people leaving care, are being groomed into prostitution. This work will provide statistical information and inform the referral process to appropriate agencies for these vulnerable groups.

The initial mapping exercise that the project will undertake will identify all statutory and non-statutory agencies that have an interest in these particular client groups. The project will develop a good practice approach by inviting all interested parties to join the quarterly working group [3]. The working group will pool information and report on emerging trends and risks. This multi agency approach will influence and change the policies and practices of other agencies to build a common approach to meeting this need by developing a common risk and referral form [4].”

(Esmée Fairbairn funding application, 2010, emphasis and numbering added).

As well as identify the broad areas of activity and the impact on target groups and the local agency environment, a number of specific objectives were identified for the T&G project:

**Aim 1: Anti-trafficking Service Development – to raise awareness of the issue locally and support victims of trafficking.**

1. Build on positive partnership relationships with the police and Glos Public Protection Bureau.
2. Establish excellent working relationships with key staff at HMP Gloucester and HMP Eastwood Park and support all prisoners who are potential victims of trafficking.
3. Organise an anti-trafficking awareness raising event in Gloucester City, in partnership with Unchosen UK an in line with national strategy for Anti-Slavery month.
4. Organise and deliver anti-trafficking training events at HMPs Glos and Eastwood Park.
5. Advertise our service to prisoners.
6. Organise an event to raise schools’ awareness of forced marriage, to be hosted by a targeted school.
7. Ensure Gloucestershire’s response to trafficking is developed in line with national strategy.

**Aim 2: Ugly Mug Scheme Development and Sex Worker Assertive Outreach and Drop- In Project – in order to protect sex workers, encourage engagement, build trust and support holistically**

1. Ensure all GDVSAP workers understand the scheme and are confident to action referrals as necessary.
2. Develop Assertive Outreach Project in Barton Street, Gloucester Park and Cheltenham.
3. Develop and implement a strategy for addressing the issue of the increase in prostitution during Gold Cup week.
4. Ensure local sex workers are informed of the scheme and encouraged to join our register receiving text alerts.
5. Establish a weekly evening drop-in project to support sex workers.

**Aim 3: Child Sexual Exploitation Service – development of service to identify and support children and young people who are at risk of CSE – or who are already being exploited.**

1. Roll out the additional CSE modules in the LINX programme, in order to support young people aged 12 – 18, who are at low to moderate risk of CSE.
2. Implement tiered CSE training programme for all professionals working with children and young people in the county – in partnership with Social Care, GSCB, and GPPB – and in line with the CSE protocol.
3. Identify and support children and young people who are at risk of CSE or who are already being exploited.

**b. Changes since the initial funding application**

As the authors of this report began in June 2013 to collect the data available – principally in form of hard-copy written files, an electronic case monitoring form, interviews with selected practitioners working in Gloucestershire and evaluation forms completed by participants attending CSE training delivered by the T&G project– it was clear that the focus and the activity delivered over the three years had changed somewhat from that outlined in the initial funding application and the early work plans, as summarised above.

Briefly, the T&G project had evolved to focus particularly on young girls at risk of or experiencing sexual exploitation (90% of recorded cases) and had worked with only a handful of trafficking victims (around 6% of recorded cases). In addition, some of the partnership work around base-lining and mapping, and establishing county-wide processes and protocols had proved challenging. Finally, the organisational context had changed significantly as in 2011 GDVSAP had lost the county-wide tender to deliver domestic violence services. This meant that the original staff complement of ten (a project manager, 3 full time staff and 6 volunteers, supported by a board of 5 trustees) which existed at the time of original funding application, was reduced to a single project manager running both GDVSAP and the T&G project, supported by one sessional specialist BME support worker and three volunteers.

Therefore, rather than systematically evaluate the project outcomes in relation to those original aims and objectives, the report authors decided to start with the outcomes data collected (i.e. the evidence of what was actually achieved) and explore the learning that the project offers in terms of both frontline practice with victims of grooming and/or trafficking and the wider strategic and/or policy response in Gloucestershire, and beyond.

**c. Summary**

- The T&G project was funded to meet the needs to trafficked women, particularly those without recourse to public funds, and to provide harm reduction work and co-ordinate services for young people at risk of/being groomed into prostitution.
- In the initial funding application, the T&G project aimed to reach 80 victims of trafficking and 80 victims of grooming over the 3 years.
- The project also planned activities to raise awareness of trafficking and CSE across the county, to build common policies and practices across the county and to collect data to inform practice, including mapping the extent of young people being groomed in to prostitution.

- The T&G project has evolved to focus particularly on young girls at risk of, or experiencing, sexual exploitation (90% of recorded cases) and has worked with only a handful of trafficking victims (around 6% of recorded cases). In total, 64 cases have been recorded over the data collection period.
- There have been significant organisational changes to GDVSAP, which have had implications for staff managing the T&G project, although there is no evidence that the delivery of the project has been compromised.
- This report evaluates what the project actually delivered and what learning the project offers in terms of both frontline practice with victims of grooming and/or trafficking and the wider strategic and/or policy response in Gloucestershire, and beyond.



## Section 3: Analysis of interviews with practitioners

### a. Introduction and methodology

The report authors sent an initial, and then follow-up, email to 28 practitioners who were identified as having worked with the T&G project. Of the 28 identified practitioners, 13 agreed to be interviewed. Of the remaining 15, three emails failed to deliver (most likely as staff had left), two explicitly declined to take part, and a further two did not feel that they had had enough contact with the service to justify taking part in an interview.

Of the 13 who agreed to take part, one was not available on the day of the interview. Twelve interviews were therefore carried out between the end of June and the beginning of August 2014. Consent was gained to record the interviews and respondents answered questions on four areas: relationship to the T&G project; perception of the problem of trafficking and grooming in Gloucestershire; views of the T&G project; and comments on the role of the T&G project within local inter-agency working and how current structures could be improved.

Some of the interview responses are reproduced in boxes in this section: the small size of the sample and the familiarity between some of the respondents would have made it difficult to guarantee anonymity had the name of the employer or employee position been included.

The proposed research received ethical approval from the School for Policy Studies, University of Bristol, Research Ethics Committee in May, 2014.

### b. Perception of trafficking and grooming

Interviewees were asked their perceptions of the extent of trafficking and grooming in Gloucestershire and how this had impacted on their own work. Most responses concerned grooming, which was perceived as an increasingly significant issue in the county and particularly in relation to young people.

*Whether in urban or rural areas, I would have thought most secondary schools would have children on the roll who are at risk of sexual exploitation.*

Respondents acknowledged the difficulty of distinguishing between raised awareness among professionals and in the media, and an actual increase in numbers of cases.

*We might have called it something else in the past, like 'child abuse' and it would have been dealt with as such. But identifying child sexual exploitation is useful because it is a distinct issue that needs particular specialist attention.*

*I knew of an address in Gloucester which kept cropping up over a number of years, in different roles I was working in - I reported it more than once but nothing was done. Only recently, there have been arrests.*

*I don't really know how Gloucester compares to other areas – we haven't had high profile cases like Bradford and Oxford etc. but there [might be in the future]. Some recent arrests in the local area have raised the profile of the problem among practitioners and residents.*

Most of the interviewees had not had direct contact with a trafficked individual, but were aware of the issue either through the training delivered by the T&G project or from media reporting. One respondent expressed concern that as funding for the statutory provision of social care has been squeezed locally, so has the definition of vulnerability, meaning that adults who are subject to grooming and sexual exploitation are under-recognised:

*People don't understand that adults can be sexually exploited; it's not as emotive as when it relates to children.*

### **c. Understanding of the aims of the T&G project**

Fewer than a third of the respondents knew what the aims of the T&G project were, and in three cases (out of eleven), interviewees stated they were not familiar with or had not had contact with the project.

*I tried to look them up on the web and couldn't find them.*

*I don't know the project but CSE is part of my remit so happy to offer anything I can.*

However, some were aware of GDVSAP when it was a dedicated domestic violence service (although were unclear on the relationship between GDVSAP and the T&G project) and others said they had referred grooming/CSE cases to the T&G project or were aware of such referrals – so by implication they understood that one role of the project was to support victims of grooming/CSE. In addition, given that the diversity of the work that the T&G project has pursued, and therefore the range of statutory providers it has engaged with, it is to be expected that that interviewees would be familiar with the work that they are directly engaged in, but less aware about an organisation's broader remit.

At the time of the funding application for the T&G project to the Esmée Fairbairn Foundation, GDVSAP was a dedicated domestic violence service with four full-time workers and six volunteers. When such services were put out to tender locally, GDVSAP lost out to a consortium called GDASS (the Gloucestershire Domestic Abuse Support Service). The T&G project co-ordinator eventually took on the role of managing GDVSAP after one manager left and another went on long-term sickness leave. Other staff were either transferred over to the new service or made redundant over time. Despite losing the tender, GDVSAP had built up a strong reputation locally and the T&G coordinator has worked hard to maintain that wider role. In other words, there has been an attempt to maintain the positioning of the T&G project in the wider context of gender, power and domestic and sexual violence and coercion. Indeed, the positioning of GDVSAP as an anti-sexual exploitation

service for adults and children draws effectively on the roots of the service as supporting individuals experiencing partner violence to address historic abuse and longer term issues of re-settlement.

However, given the breadth of work that has been attempted (the Ugly Mugs Scheme; work with young people on forced marriage; raising awareness of prostitution during Gold Cup week for example, are all mentioned in the work plans, see Section 2), this has perhaps led to project over-stretch given the resources allocated. While this may not have compromised the quality of delivery of the T&G project – but only because of the tireless commitment of the T&G Coordinator, sessional staff and volunteers – it has possibly led to some lack of clarity externally about GDVSAP and the T&G project, and their respective relationship and purpose.

#### **d. Experience of dealing with the T&G project**

The respondents who were familiar with the T&G project and/or the T&G project coordinator (n=8) and sessional staff were overwhelmingly positive. Interviewees referred to the project staff as “passionate”, “professional” and “knowledgeable”. The project was acknowledged as a specialist resource, which contrasts notably with the trend both locally and nationally towards generic services as discussed in Section 1.

*It is very useful that the project has an Eastern European worker. It brings that victim's perspective and the worker understands the cultural impact.*

*What is important is that [the T&G project] works with those groups that are hard to reach and therefore easy to ignore. There are some communities that people are reluctant to work with - so it is a unique offer.*

*We are pleased to have the project. For practitioners, it is a resource to draw on. The area of CSE is quite dynamic at the moment so having a point of reference is very helpful for staff.*

Of the 8 respondents that knew the T&G project or the T&G project coordinator, all concurred that this sort of service is needed, whoever it is delivered by – although the staff at the project were identified as a particular factor in its success.

The T&G coordinator in particular was singled out as highly skilled and highly committed. There was also a sense among some respondents that they knew on referring to the T&G project, something would be done quickly.

*The young people trust [the T&G Coordinator]; she understands that you need to give time to build trust. She doesn't 'clock-watch' like a counsellor. And that means that they tend to confide in her and listen to her advice – going to the sexual health clinic, for example.*

*We were both worried about a young person who had gone missing and so we ended up spending a Friday night doing the missing person's report etc. [The T&G coordinator] is willing to work outside the normal hours, and that's what's needed. And for the young person, [the T&G coordinator] might be the only adult in their life at that time who is willing to do that for them, and they recognise that and appreciate it.*

*[The T&G coordinator] is very good at getting the women [sex workers] to trust her.*

*I now contact [the T&G coordinator] at the same time as making the online referral. For example, I made a referral six or seven weeks ago and I just got a response yesterday. If I refer it to [the T&G coordinator], I know she'll be working with the young person next week.*

Interviewees who were familiar with the service expressed concern about the uncertain financial future of the T&G project, particularly as grooming and CSE were high on the local and national agenda yet not matched by secure funding.

*It is a concern that this sort of service is grant funded when it actually needs to be core funded and embedded in the statutory framework. Once that financial uncertainty is removed, the organisation can mature and improve, which only comes with time and stability.*

Interestingly, it was the flexibility that the T&G project seemed to offer – although as discussed above, that has been partly due to over-commitment of staff and focus – and at a time when so many organisations' budgets are tightly earmarked, that was particularly welcomed by respondents. The T&G project has been able to pick up those vulnerable individuals falling through the cracks of service rationalisation or lost in the mass. Practitioners in this area are experiencing particular difficulty because just as finances are being squeezed, the NSPCC identifies that nationally referrals and disclosures relating to child sexual exploitation are increasing, in part related to the intense media coverage post-Savile, as outlined in Section 1.

*Social workers are overloaded and they are keen to outsource work where they can.*

*The police are drowning in CSE cases.*

*The referrals are getting through to the police, but they are overwhelmed with workload.*

### e. Identification of those at risk of CSE/grooming and coordination of response

A key improvement to the identification of those at risk of CSE/grooming has been the development of a child sexual exploitation screening tool, which has been co-developed by the countywide CSE working group and championed by the T&G project through training local professionals in partnership with Gloucestershire Safeguarding Children Board. The CSE screening tool is a form (see Appendix 1) to be completed by the referring organisation: it records personal details about the young person and lists a number of vulnerabilities and risk indicators which are differentiated between those in evidence in the past six months (which score a '5') and those which can be identified more than six months ago (which score a '1'). The total score places the young person in a particular risk category numbered 1-4 (see Section 4.e. for category descriptors). The referrer is also asked to add qualitative detail on principal concern, rational and intended actions, before forwarding the completed form to the Police Central Referral Unit. Before the CSE screening tool was developed, interviewees talked of making referrals to social care but there was some concern expressed that lack of awareness/expertise in CSE meant that cases were not always followed up, or followed up with the right approach.

*I remember doing four referrals [concerning child sexual exploitation] all of which were referred as no further action – but there was definitely action needed.*

*There have been views among some professionals that the young people are attention-seeking. The T&G project has been instrumental in challenging this. It's been about reframing the debate away from blaming young people.*

However, despite a general agreement that CSE was now being prioritised across the county and the establishment of a multi-agency protocol for safeguarding children at risk of CSE,<sup>19</sup> two respondents expressed concern that the extent of work required to identify CSE and elicit a disclosure, was under-recognised:

*If there is an allegation of CSE, then the police are obviously the right people to take it forward. But there is often a lack of recognition that it can take months to build trust with a young person before they disclose. The more generic youth services provide six week interventions, but the young people need more long term support both if we want disclosures but also to build the skills to protect them from future exploitation and associated problems.*

*You could work with a young person for a year and only then do they disclose. And you can't just then pass them on. The work is long and requires commitment and a relationship.*

<sup>19</sup> The Gloucestershire 'Multi-agency protocol for safeguarding children who are at risk of abuse through child sexual exploitation' was developed in 2012 and is available at: <http://www.gscb.org.uk/article/113294/Gloucestershire-procedures-and-protocols> > [Accessed 6 August 2014].

Two respondents noted that preventative work with all young people was needed. Given that PSHE is not statutory<sup>20</sup> and there is lack of consistency in content across schools, it was felt that information on grooming and online safety is not always getting to young people.<sup>21</sup> A further issue is that those children most at risk are not always in school: where they have been completed, the CSE risk assessment forms (see Section 4 for further explanation) in the T&G project case files confirm high absenteeism among referred clients is common. One respondent commented that by the time young people present to mental health services, the issues around CSE and grooming may already be well developed and complex and echoed that intervention is needed much earlier.

Two respondents also voiced concern about what happened after the CSE screening tool (see Section 4 for more information) was completed and submitted and that there was a lack of coordination and tracking.

*Someone needs to take lead oversight. It's also really important that everyone is keeping good quality, 'court-standard' records too.*

The T&G project has maintained a case monitoring spread sheet backed up by hard copy files, which contain detailed notes on face to face and telephone meetings with clients. This includes details disclosed about perpetrators. However, apart from the CSE screening tool (if it is completed) and through the sharing of information at at-risk meetings, for example, it continues to be the case that a number of agencies hold different records about the same individuals. It is not clear how those agencies are working together or with the young person so as to avoid duplication, and, more importantly that the young person is not subject to multiple interventions without an assessment of their holistic value.

One aim of the T&G project had been to undertake a mapping exercise to inform the county of the extent to which young people are being groomed into prostitution. This work was to provide statistical information and inform the referral process to appropriate agencies for these vulnerable groups. Although some work was recorded on sex workers, using data from the sexual health clinic and other services, the launch of the monitoring tool by the T&G project coincided with the CSE pilot, led by Police and Social Care. The decision had already been made from the pilot to use

<sup>20</sup> In July 2014, a PSHE (Statutory Requirement) Bill which would make PHSHE education statutory in all state funded schools was presented to Parliament by Green Party MP Caroline Lucas, and supported by four female Labour MPs and one male Liberal Democrat MP. The Bill specifies that PSHE should include sex and relationships education (SRE) and education on ending violence against women and girls and that teachers should receive 'initial and continuing' education and guidance on best practice for delivering PSHE and SRE. See < <http://services.parliament.uk/bills/2014-15/personalsocialhealthandeconomiceducationstatutoryrequirement.html>> [Accessed 6 August 2014].

<sup>21</sup> In 2007, the Labour government commissioned Dr Tanya Byron to carry out a review of the risks that children face when using the internet and video games. Following publication of her recommendations in 2008, Ofsted was asked to evaluate the extent to which schools teach pupils to adopt safe and responsible practices in using new technologies. E-safety inspections relate to the "school's ability to protect and educate pupils and staff in their use of technology and to have the appropriate mechanisms to intervene and support any incident where appropriate" (taken from Inspecting Safety in Schools, available at <http://www.slideshare.net/Ofstednews/inspecting-esafety-in-schools> [Accessed 6 August 2014]. In other words, the requirement relates principally to managing the risk of the use of (new) technologies within school, rather than equipping pupils with the knowledge to use these technologies safely *out of school*.

completed screening tools to map prevalence of child sexual exploitation. This therefore obviated the need to use an additional monitoring form. Such ‘mapping exercises’ are a common aim of services, to assess (or prove) prevalence and need, and inconsistent and parallel recording processes are a frequent barrier. It may be worth the T&G project, through the county-wide CSE working group, re-visiting what is really needed and what could be achieved practically, building on existing work. However, given the likely significant under-reporting of CSE (see footnote 10), approaches which rely on counting recorded cases are unlikely to convey the full picture. Tools such as the Online Pupil Survey, signposted by one interviewee, could be a much more effective means of horizon-scanning CSE.

*The Online Pupil Survey (<http://www.ghll.org.uk/online-pupil-survey/>) is administered every 2 years across Gloucestershire to pupils in Year 4, 6, 8, 10 and 12. The survey has involved over 22,000 students and been carried out over eight years (i.e. four times). As well as data on gender, ethnicity and a range of health and wellbeing issues, there are questions included on grooming and online activity. The last survey apparently showed a significant proportion of students would meet (or had met) face to face someone they had made contact with online.*

#### **f. Coordination of the response to trafficking**

The T&G project has had an impact on the county’s response to trafficking first, through awareness raising (training SARC and police officers, for example); second, in being routinely asked to attend brothel raids (which provides an opportunity to meet with potential trafficking victims) and third, through membership of a national body on trafficking (the Human Trafficking Foundation’s working group on support and aftercare for victims). The T&G coordinator has also visited and/or been in contact with organisations such as Bristol’s Unseen and the Poppy Project in London to understand what protocols are required in Gloucestershire to respond effectively.

There have been two key issues for the project in addressing its aims of supporting trafficking victims. First, the National Referral Mechanism requires adult victims to disclose that they have been trafficked by signing a referral form (another individual cannot sign a referral form on their behalf; children do not need to consent to their referral but the child should be informed as to why it is being made and be kept up to date through an appointed representative).<sup>22</sup> This means that when the T&G coordinator attends a brothel raid and finds someone who is a potential victim (the circumstances at the brothel or their story of how they got to where they are may all indicate trafficking), the T&G coordinator has only a limited time to offer support and elicit a disclosure. If that is not forthcoming, the individual is referred to the UK Borders Agency (see Section 4, Case Study 13 for illustration).

The second issue is that beyond attending a brothel raid – which is no guarantee of identifying a trafficking victim – these individuals are by definition hard to find. The two victims which the T&G project has actually worked with were both referred by local agencies and Gloucestershire was not the area they had been initially trafficked to but rather where they had escaped/re-located. Other referrals may come through the local homelessness team or through the local women’s centre (who have one dedicated SWOP [sex workers outreach project] worker who is grant funded on a 3-year contract). There is currently no dedicated vice team or vice officer within Gloucestershire

<sup>22</sup> See National Crime Agency, available at: < <http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/specialist-capabilities/uk-human-trafficking-centre/national-referral-mechanism> > [Accessed 2 August 2014].

Constabulary, nor is there a drop-in for sex workers, although GDVSAP and the SWOP worker are trying to develop this. Only one of the interview respondents reported working with a victim of trafficking and others suggested a more proactive and public-private sector response was needed:

*We need a strategy of identification, involving the county's postmen and women, refuse collectors for example.*

*The TGU Coordinator has worked with hotels, raising the awareness of reception staff, for example. We need to work with the budget sector especially.*

### **g. Multi-agency working**

The T&G project works with a number of different client groups (e.g. young people truanting from school or missing from home or attending pupil referral units or in abusive relationships, street sex workers, trafficking victims, young adults referred through a domestic violence route who are at risk of exploitation etc.): each of these groups fall within different strategic remits. Working in this diverse context requires attendance at strategic and committee level meetings and working groups for each; it means training the relevant professional teams; and developing referral and information arranging arrangements. Looking at the source of referrals to the T&G project, 14 organisations in all are identified, a figure which would increase further if, for example, the institutions captured under the heading 'school' were itemised. This reflects the wide range of organisations which the project needs to work with.

The sheer volume of meetings is extremely resource intensive – and all this alongside working directly with clients and maintaining administrative duties. Through profile and persistence, engaging in the meetings circuit is bearing fruit. However, the county may want to consider how an anti-sexual exploitation strategy broadly (including children and adults, including those with learning difficulties or excluded from school; including individuals in institutions or working in the sex industry) could help break down some of the inter-agency barriers and duplication of effort, and focus on proactively and preventatively tackling sexual exploitation in the round.

### **h. Summary**

- From an initial sample of 28 practitioners identified as having worked with the T&G project, 12 agreed to telephone interviews carried out between the end of June and the beginning of August 2014.
- Only one interviewee had worked with a victim of trafficking; most talked of CSE as a priority issue in the county and attributed this to increased awareness or prevalence – or both.
- Practitioners were not clear on the aims of GDVSAP and/or the T&G project – although they recognised GDVSAP's long-established reputation on domestic abuse and most understood the casework function of the T&G project. It may be that the strategic aims of the T&G project (and how it relates to GDVSAP) have been unclear externally given the broad range of objectives that each has appeared to pursue.
- Those interviewees who had worked with the T&G project praised the professionalism and specialist knowledge of the staff, including the sessional worker with Eastern European communities. The coordinator is considered highly effective at building trust with clients and practitioners appreciate the flexibility and speed of the T&G project in responding to referrals.



- The T&G project has been centrally involved in the development of a county protocol on CSE referrals and developing and championing a CSE screening tool. However, mapping the extent of grooming has proved difficult and while the T&G project maintains good records, it is not clear how the data held on young people across the county is being shared in order to track their experience and outcomes.
- Two respondents expressed concern that the response *after* the screening tool has been completed was not yet robust and at least two others called for more preventative work, for example through schools and PSHE lessons (something the T&G project is already involved in).
- The T&G project has had an impact on the county's response to trafficking through training and awareness raising events; through attending brothel raids and through membership of a national body on trafficking. However, the project has identified only a handful of trafficking victims and has felt constrained both by the requirements of the National Referral Mechanism and by the limited resources it has in providing emergency safe accommodation, for example.
- The diverse nature of the T&G client base has required the project to negotiate a number of different strategic remits and attend the associated meetings, which has proved extremely resource-intensive for a small organisation. A county-wide anti-sexual exploitation strategy could bring together this work more coherently.

## Section 4: Analysis of case files

### a. Introduction and methodology

This section presents an analysis of the case records of individuals referred to the T&G project. All the cases over the life of the project up to early June 2013, when the report authors started to collect the evaluation data, were included for the purposes of analysis. In total, 64 cases were referred to the T&G project for support work over the period and a further 38 were recorded as part of an exercise in mapping the prevalence and profile of sex workers in the county.

This section focuses principally on the 64 cases referred which were recorded in a case monitoring form (an Excel spread sheet) by the service. The report authors supplemented this Excel record with information taken from the individual hard copy case files. The finalised data was then anonymised before analysis. No file existed for 16 individuals: in most cases this was because a referral was recorded but not proceeded with or because the record related to a young person who attended a module on grooming delivered by the T&G project, for example.

The data is re-presented here in terms of age; gender; ethnicity; location; risk assessment score<sup>23</sup> source of referral; type of intervention; and duration of support. Looking across the data, the authors have then attempted to develop a schema of outcomes and code individual cases accordingly.

In addition, we have categorised cases based on common features and noted recurring characteristics across cases, both of which may serve as useful markers for developing risk assessment work in this area.

Since the presentation of quantitative and summary data does not always convey the individual complexity, variability and indeed significance of this work, we have also included (anonymised) case summaries at the end of this section to illuminate the work qualitatively.

The evaluation team were granted permission to analyse the anonymised data, without the consent of individual clients, by the appropriate Research Ethics Committee.

### b. Analysis of case files

#### i. Age

The age profile of the 64 referred clients was as follows:

Age	No. of clients
12	1
13	6
14	11
15	13
16	5
17	4

<sup>23</sup> See sub-section (b.v.) below and sub-section (e) in Section 3 above for an explanation of the risk assessment score.

Age	No. of clients
18	0
19	0
20	2
21-30	1
31-40	1
40+	2
Not recorded	18

What is striking is that whereas the T&G project funding application to the Esmée Fairbairn Foundation originally envisaged helping women, including young women, most of the cases where age is recorded are under 18 and almost half are aged 15 and under. The age profile here is consistent with the findings of the Children’s Commissioner’s report in to victims of sexual exploitation in gangs and groups, that the most common age of victimisation was 15 (see Section 1, footnote 9).

In addition, the case files reveal that many of those young girls aged 13-15 are already at significant risk of grooming (for example, they are in contact with male strangers on the internet and face to face) and, by virtue of being referred, have raised concern. This suggests that education around staying safe online etc. needs to be targeted at children earlier, i.e. Years 7 and 8. Although as the analysis of interviews suggests in Section 3 of this report, there is an additional issue of high school absenteeism among the very children who could most benefit from this knowledge.

## ii. Gender

Of the 64 case files, 63 related to female clients. The remaining case file was atypical in that it related to support provided to a male sex worker who was seeking to leave prostitution. As far as the case file reveals, the individual was not exploited but was looking for some practical advice and encouragement, for example, to account for gaps in his CV and withdraw from old networks. The inclusion of this case as a referral (and possibly it would have been better recorded elsewhere) links to comments elsewhere in this report that the focus of the T&G project may have been too broad. It also raises questions about the support available for exiting sex workers in Gloucestershire, and indeed GDVSAP is working with the SWOP worker at local women’s centre to establish a drop-in to try to take this work forward. This also further supports the idea of having a broader anti-sexual exploitation strategy which recognises the different ways in gender and exploitation can be enacted and experienced.

## iii. Ethnicity

The ethnicity profile of the 64 cases was as follows:

White	W1	White British	39
	W2	Irish	0
	W3	Any other white background	8

Mixed	M1	Mixed White and Black Carribean	0
	M2	White and Black Carribean	0
	M3	White and Asian	0
	M9	Any other mixed background	2
Asian or Asian British	A1	Indian	0
	A2	Pakistan	0
	A9	Any other Asian background	0
Black or Black British	B1	Carribean	0
	B2	African	2
	B9	Any other Black background	0
Chinese or other ethnic group	O1	Chinese	2
	O9	Any other ethnic group	0
		Unknown	0
		Not recorded	11

Of the 8 cases with 'Any Other White Background [W3]': 3 were Polish, 4 Czech and 1 Slovakian. Of the 2 African[B2] cases, both were from Nigeria.

The original funding application identified the target trafficking group to be South East Asian and Eastern European and the young women groomed in to prostitution as being from the UK care system or from overseas. Of the four recorded trafficking cases, two were Nigerian and two Chinese and around 14% of the young girls at risk of or being groomed have East European heritage. The sessional BME worker at the T&G project who speaks Eastern European languages has therefore been of particular value here. The vast majority of young people referred to the service are White British [W1] - over sixty per cent.

However, it is not clear how far this reflects the 'real picture' of ethnicity in relation to trafficking and grooming in Gloucestershire. For example, it would be useful to explore how this data maps against the current ethnic profile across Gloucestershire (see table below) or whether (and why) Eastern European and White British families are statistically over-represented within the county's social work case files in a way that South Asian or Black Caribbean families are not, for example.

The latest data from the Office of National Statistics on ethnic profile was released in 2009, although this table does not show how age categories map on to the ethnic groups:

<b>Ethnic Profile of Gloucestershire, 2001 and 2009<sup>24</sup></b>				
	Population		% Population	
	2001	2009	2001	2009
White: British	535,300	531,800	94.7%	90.3%
White: Non British	13,500	21,000	2.4%	3.6%
Mixed	4,900	8,200	0.9%	1.4%
Asian or Asian British	5,600	14,300	1.0%	2.4%
Black or Black British	3,300	7,100	0.6%	1.2%
Chinese or other ethnic	2,500	6,800	0.4%	1.2%

<sup>24</sup> Adapted from Gloucestershire County Council website, available at: <http://www.gloucestershire.gov.uk/extra/CHttpHandler.ashx?id=47098&p=0> [Accessed 3 August, 2014].

#### iv. Location

The geographical spread of clients by home address was as follows:

Location	No. of clients
Gloucester	29
Tewkesbury	6
Quedgeley	1
Cheltenham	3
Stroud	4
Forest of Dean	3
Tuffley	3
Not recorded	15

The majority of clients (51%) were therefore coming from the county city of Gloucester and two of its suburbs (Quedgeley and Tuffley), a fifth were identified in some of Gloucestershire's principal towns (Cheltenham, Tewkesbury and Stroud) and a small number in the Forest of Dean. For almost a quarter of clients, the location was not recorded.

#### v. Risk assessment score

As introduced in Section 3 above, a 'CSE screening tool' (see Appendix 1) is completed by the agency referring the young person and forwarded to the police Critical Response Unit (CRU) who liaise with Social Care. Sometimes referrers also forward a copy to the T&G project coordinator at this point. Alternatively, the police CSE team or Social Care may refer to either the T&G project coordinator or another service provider to support young people who have been identified as being at risk of CSE. Of the 28 files where a risk assessment had been completed, there was a roughly even distribution of scores between 'up to 10' and '26-30'. Only 4 cases recorded a risk score of 31 or over which would require of multiple indicators and evidence of behaviours in the last 6 months.

Risk Assessment Score	Risk Management Framework	Number of clients
0-5	Category 1 – Not at risk of sexual exploitation  A child who is not at risk of being targeted and groomed for sexual exploitation or who has exited an exploitative situation and is no longer at risk.	0
6-10	Category 2 - Mild risk of sexual exploitation  A vulnerable child where some concerns are present but their situation does not currently present as an	5

Risk Assessment Score	Risk Management Framework	Number of clients
	exploitative one.	
11-15	Category 3 – Moderate risk of sexual exploitation A vulnerable child with a number of risk indicators present that put them at risk of exploitation, e.g. periods of going missing, exclusion from school, lack of protective network, time spent with inappropriate adults.	7
16+	Category 4 – Significant risk of sexual exploitation A vulnerable child with multiple risk indicators present who is or is likely to be experiencing exploitation either currently or in the near future with specific individual(s).	16 (4 scored 16-20; 4 score 21-25; 4 scored 26-30; 2 scored 31-35; 2 scored 36-40).
	No file for this client	16
	No risk assessment in file	20

The CSE screening tool has undoubtedly been important in raising awareness among practitioners about the signs of sexual exploitation and in empowering them to document and formalise those concerns and refer them on. There are two comments that we flag here in relation to the tool, neither of which are meant to undermine the tool in principle. The first is that, while documenting identification is very important, as was raised by some interviewees, it is what happens next which is crucial. While the formal process has been agreed county-wide in the Gloucestershire ‘Multi-agency protocol for safeguarding children who are at risk of abuse through child sexual exploitation’<sup>25</sup> it would be useful to pull together referral and tracking data across organisations and see what has actually happened to those young people and what could be learnt.

The second comment arises from reflection on Case Study 9 (see section xi. below). The case file records that practitioners felt this particular young person did not display the ‘usual signs’ of sexual exploitation. Although the circumstances were quite perturbing, the client in this case is reluctant to engage and performs well academically with plans to go to college, so no further action is pursued. Doubtless, there was more detail, nuance and professional judgement involved with the case than this rough summary can do justice. But it does raise a question of principle about young people who do not fit the profile and therefore the limits of the screening tool in some circumstances. Many of the vulnerabilities and markers within the CSE screening tool are common to the ‘chaotic’ or ‘troubled’ families that populate the caseloads of social workers. One interviewee notes that most of the young people who are referred to the T&G project are, by definition, ‘up the scale’ in terms of identifiable risk and complexity. So in one sense, while the identification of CSE is of course critical for that young person, it can mean a tendency to focus interventions on the same constituency. This raises questions about the vast majority of families who are off the state’s radar and what identification processes can be used here. It also raises questions about the breadth of individual coping strategies which might not ‘fit the profile’ of the screening tool and whether cross-

<sup>25</sup> See footnote 19.

cultural differences<sup>26</sup> in coping are recognised (here we might consider the lack of cases referred to the T&G project involving a young person from an Asian background, for example).

#### vi. Source of referral

The following table shows the source of client referrals. What is notable in analysing the data is both the volume of referrals coming from the police overall but also that police and school are the principal referrers in more recent cases. This may be related to the CSE training delivered to both of the workplaces/staff sets, which was very well received (see Section 5).

Source of referral	No. of clients
GDVSAP	9
Cheltenham General Hospital	1
Children and Young Peoples Services	5
Social Care	7
Police	15
ISIS Women's Centre	2
Sexual Health Clinic	3
County Community Projects	1
St George's Pupil Referral Unit	4
The LINK, Gloucester	4
School	9
Young Person	2
Gloucestershire Referral and Assessment Team	1
Diversion	1

#### vii. Type of intervention

The T&G project offers a full range of interventions to support the client as needed. The table below presents examples identified from the case files data and grouped by domain.<sup>27</sup>

Domain	Examples
Health	GUM clinic and sexual health screening Weight and self-esteem issues Recognising the impact of learning disabilities on, e.g. how clients perceive risk
Relationships	Healthy relationships counselling Working with parent(s) Work on Duluth Abuse Wheel

<sup>26</sup> See for example Kuo, B., 2011. Culture's Consequences on Coping. *Journal of Cross-Cultural Psychology*, 42(6), pp.1084-1100.

<sup>27</sup> This means that the table does not necessarily capture every type of intervention undertaken over the life of the project, but rather captures the interventions identified in the data.

Domain	Examples
	Family tree work
Practical and emotional	Self-esteem work Circle of influence/circle of control work Exploring career and college options Support on writing CV and finding paid or voluntary work Signposting in relation to immigration and asylum issues Signposting in relation to housing Signposting in relation to foster placements Advocating on behalf of young person/client Setting goals about school attendance Signposting in relation to benefits Paying for emergency accommodation (e.g. 1 or 2 nights in a B&B or hotel) Buying emergency clothes
Criminal justice work	Witness support (e.g. while giving video evidence or police statement) Taking detailed descriptions of perpetrators and passing information to police Signposting client to police where appropriate e.g. to press charges
Multi-agency	Working with other professionals/practitioners Delivering CSE modules within courses for young people organised by other agencies Seeking specialist support (e.g. Salvation Army for a potential victim of trafficking)
Safety	Keeping safe online work (e.g. privacy settings on Facebook) Explaining grooming process Talking through contents of text messages Staying safe while outside the home (strangers, drugs, alcohol etc.) Talking about sexual risk-taking and contraception

### viii. Duration of support

The following table profiles the length of time spent supporting each of the 64 clients:

Referred but not actioned	Not known	Less than 1 month	1-3 months	3-6 months	6-9 months	9-12 months	Over 1 year	Ongoing
3	2	20	12	6	4	2	3	12

As a number of the interviewees commented (see Section 3), the value of the T&G project has been the willingness of staff to ‘take as long as is needed’ to support the young person. This does raise questions of capacity, given the limited resource and wide brief of the project, and it is also not clear



how the project contracts with the young person in such a way that s/he understands the support they will receive, what outcomes they are working towards and how they will know when they have reached them. It is clearly a balance between finding a realistic commitment of resource to each case but not compromising the ethos of the service of providing consistent, nurturing support to which many of the clients have responded so well.

**ix. Analysis of case outcomes**

The case monitoring form (in which the T&G project records brief details on all cases dealt with) and the hard copy case files for the 64 clients were analysed and a schema of outcomes was developed. The schema focuses on three areas: engagement (which considers the quality of the client engagement with the project; action (which summarises how the intervention played out); and risk (which considers how the risk status of the client had changed post-intervention).

Engagement

E1	Engaged positively
E2	Reasonably engaged
E3	Client reluctant to engage
E4	Circumstances made engagement difficult or not possible

Action

A1	Ongoing case
A2	Client requested no further contact or further engagement not possible, although more work needed
A3	Unable to make contact with client, although more work needed
A4	Referred to other specialist agency
A5	Intervention complete by mutual agreement
A6	Moved out of county
A7	Social worker requested no further involvement

Risk

R1	Risk appears to have reduced
R2	Not clear or unknown whether risk is reduced
R3	Significant escalation of risk due to change in circumstances

At first reading, a ‘successful’ outcome may be a combination of engaged positively (E1), intervention completed by mutual agreement (A5) and risk appears to have been reduced (R1). However, identifying ‘success’ in this area of work is difficult: first, because the context for many of these young people is multi-faceted, multi-casual and fast-changing, making the link between intervention and outcome difficult to pinpoint; and second, because the cases tend to have unique features which can make robust cross-case comparison difficult (this is considered in further detail in sub-section (d.) below). The value of this schema is that it starts with capturing what actually happened. This enables a definition of success that is rooted in the individual context, rather than applying a blanket definition to all cases. In presenting this analysis, it is important to keep in mind that the number of cases is relatively small so the interpretation of the findings presented in this sub-section (i) and the next (j) are indicative rather than definitive.

**(a) Outcomes: engagement**

In almost half of the 64 cases, the clients engaged positively:

E1	Engaged positively	30
E2	Reasonably engaged	10
E3	Client reluctant to engage	7
E4	Circumstances made engagement difficult or not possible	17

**(b) Outcomes: action**

A1	Ongoing case	12
A2	Client requested no further contact or further engagement not possible although more work needed	12
A3	Unable to make contact with client, although more work needed	5
A4	Referred to other specialist agency	8
A5	Intervention complete by mutual agreement	19
A6	Moved out of county	6
A7	Social worker requested no further involvement	2

**(c) Outcomes: risk**

R1	Risk appears to have reduced	23
R2	Not clear or unknown whether risk is reduced	37
R3	Significant escalation of risk due to change in circumstances	4

What is clear across the data is that where clients engaged positively, it was more likely that the intervention would be completed and that risk appeared to have reduced. To illustrate this, of the 30 cases where clients were recorded as engaging positively, over 50% completed the intervention by mutual agreement with the T&G project:

A1	Ongoing case	7
A2	Client requested no further contact or further engagement not possible although more work needed	1
A3	Unable to make contact with client, although more work needed	1
A4	Referred to other specialist agency [name]	0
A5	Intervention complete by mutual agreement	17
A6	Moved out of county	2
A7	Social worker requested no further involvement	2

And two-thirds of this group that engaged positively appear to have a reduced risk post-intervention:

R1	Risk appears to have reduced	20
R2	Not clear or unknown whether risk is reduced	9
R3	Significant escalation of risk due to change in circumstances	1

Of the 17 cases where clients were reasonably engaged or reluctant to engage, two-thirds either requested no further contact (although more work was needed) or represent an ongoing case:

A1	Ongoing case	5
A2	Client requested no further contact or further engagement not possible although more work needed	6
A3	Unable to make contact with client, although more work needed	2
A4	Referred to other specialist agency [name]	2
A5	Intervention complete by mutual agreement	1
A6	Moved out of county	1
A7	Social worker requested no further involvement	0

For the majority of this group, the risk status post-intervention is unclear, but that is partly *by definition* of the work being incomplete or the client withdrawing.

R1	Risk appears to have reduced	3
R2	Not clear or unknown whether risk is reduced	12
R3	Significant escalation of risk due to change in circumstances	2

Of the 17 cases where circumstances made it difficult to engage the client, most often this was because the client requested no further contact or because they were referred to another specialist service – where there was a serious mental health issue, for example.

A1	Ongoing case	0
A2	Client requested no further contact or further engagement not possible although more work needed	5
A3	Unable to make contact with client, although more work needed	2
A4	Referred to other specialist agency [name]	6
A5	Intervention complete by mutual agreement	1
A6	Moved out of county	3
A7	Social worker requested no further involvement	0

#### x. Categorising cases

As mentioned above, the details of each case are unique which can make cross-case comparison of outcomes difficult. Notwithstanding this, the salient features of each of the 64 cases were recorded and then analysed to identify broad categories. The cases were then re-coded using these categories to get a sense of the distribution. The results show that in 30% of cases, young people were at risk of/being groomed or sexually exploited and in 16% of cases, the young person was being sexually exploited or assaulted by a group of older men (defined here as two or more males who appear to acquainted). In 13% of cases, the young person had been sexually assaulted or abused by someone within their family.

Category	No. of cases*
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Sexual assault/abuse within family	8
Older boyfriend who is known sex offender	2
Potential trafficking victim identified in brothel raid	3
Older boyfriend	7
Being groomed by older men on the internet and/or through introduction	5
Sexually exploited or assaulted by male peers	2
Sexually exploited or assaulted by partner	3
Sexually exploited or assaulted by group of older men	10
Posting explicit images of themselves online	2
Victim of trafficking identified by local services	2
At risk of grooming/sexual exploitation	19
In domestic violence relationship	6
Sexually exploited or assaulted by an (non-family) older male	3
Sex worker seeking to exit	1
Information not available	2

*\* Since 11 of the case files fell into two categories, the numbers in the second column add up to 75, rather than 64, the total number of case files analysed.*

Analysis of the case files also suggested that there were particular contextual features in the cases involving grooming/CSE (n=58, all female) which were sufficiently recurrent to pay attention to, particularly with a view to informing practice around risk assessment (although as underlined above, given the relatively small number of cases in this sample, care should be taken in over-interpreting these findings). Of particular note is that in almost 40% of cases, the young person's birth father was either estranged or absent (and 10% from their birth mother). In 28% of cases, the client had a boyfriend of 3+ years older: half of this group (n=8) also had an absent father. In 10% of cases, the young person was living with a registered sex offender or someone who had perpetrated sexual abuse and in almost 20% of cases, the young person had experienced historic sexual abuse or assault, either within the circle of family and friends, or less often by a stranger. In 14% of cases, the young person had a diagnosed or suspected learning or developmental difficulty.

<b>Context</b>	<b>No. of cases</b>
Birth father absent or estranged	22
Birth mother absent or estranged	6
Living with registered sex offender or perpetrator of abuse known to client	6
Being groomed/SE through internet and/or meeting older men	16
Older boyfriend (3yrs +)	16
Suspected or diagnosed with learning or developmental difficulties	8
Historic sexual abuse/assault	11

## xi. Examples case summaries

This section presents a selection of case summaries which would populate some of the categories above and which demonstrate the complexity and gravity of the cases handled by the T&G project.

### Case study 1

Young person aged 13 lives with her mother: her father, who was violent towards her mother, left when she was aged 6. She is initially referred to the project because a member of her mother's family had got in touch and wanted to meet her. The mother intervened to stop the meeting and police ordered the relative to stay away from the young person's home and school. The young person then makes contact with another man via the internet who is known to police as being involved in trafficking. On starting a new school, she truants regularly. She later presents at A&E in a confused [...] state: she has been missing for a couple of days prior and cannot account for where she has been. The T&G project provide face to face and phone contact over almost two years, with work focusing particularly on healthy relationships and addressing the feelings of abandonment in relation to her father. The client is later placed in foster care where she shows some signs of improvement although she continues to use drugs and alcohol and is involved in high-risk social networks. The intervention is ended mutually as the client seeks to focus on her studies.

### Case study 2

Young person aged 16 lived with her dad following the breakdown of his marriage to her step-mum, with whom she got on well. Her dad has a history of violence. The client is sexually assaulted by a young male that she knows and she later goes to live with her mum and her partner, her sister and her sister's boyfriend, all of whom live in a small flat. Her mum's current partner is a Schedule 1 sex offender. The T&G project has six face to face meetings and two phone conversations with the young person focusing on: safety work, emotional support relating to witnessing domestic violence, managing depression and supporting her study and assessing her college options. The client responds well and develops a plan for the future including back-up options should she not get the grades. She also takes on a part-time job, becoming the only person in her household to be working. Although she lacks guidance and support from her family, she is receiving appropriate care, food and safety and at the last contact in June 2014, the client is doing her exams and appears positive.

### Case Study 3

Specific details of this case are removed – however – it involves a woman caught committing a criminal act of using false documents in order to escape trafficking and sexual exploitation. Although released she is unable to seek asylum because of her criminal record. Eventually, once moved, the T&G project work with her weekly to provide emotional and practical support, including a letter of support for attempts to quash her conviction and seek asylum. The woman would like to locate her children but is concerned that her husband will discover she has been working as a prostitute. Eventually, asylum is granted in 2014 and the project help her to transition to safe accommodation.

### Case Study 4

A young adult female with a possible learning disability discloses accepting a taxi with a female friend and being taken to a flat in the Midlands. There she is locked in a room and forced to engage in sexual acts. Her friend however claims that what happened was consensual and the police advise

that the case can go no further. This young woman and her friend have been staying with the friend's older female relative, and have been going out at night to meet with groups of men. The T&G project liaise with social workers on accommodation options, investigating whether she could move in with other family members. However, the client moves out and the case file records no further action.

#### **Case Study 5**

A 15 year old female is identified as in a relationship with a 30 year old man who it is thought has HIV. The police refer her to the T&G project to support her on reducing the risk of CSE. The case files records two face to face meetings and six telephone calls or attempted calls. The young person talks about young men, with whom she and other friends are having sex. The young person is living in overcrowded accommodation, sharing a bedroom with an older relative and her unhappiness is increasing her risk. The T&G project support her to go for sexual health screening, to get her CV together and find part-time work as well as advocating to the social worker about finding more suitable accommodation. The young person later takes a foster placement where she is happier and later confirms she needs no further support from the project.

#### **Case Study 6**

A young person is referred to the T&G project for safety and self esteem work having been sexually assaulted at a party. There is concern that the young person is going missing overnight, which is not always being reported by her parents, and that she is meeting men who have previous sexual offences. Her school attendance is down to 35%. The young person reports feeling depressed: she feels excluded from her father and step-mother's family. She expresses interest in establishing regular contact with her birth mother. Notably, the young person was referred to social care over a year earlier over concerns that she was in a sexual relationship with an older man. There were doubts expressed over the veracity of her claims – she was believed to be “impressing friends” – and it was felt that her parents were providing adequate safeguard. The T&G project has two face to face meetings with the young person: she is unwilling to discuss sexual exploitation so the focus of work is on safety. The young person cancels the third face to face meeting and the project is unable to contact the young person or her social worker further, despite several calls.

#### **Case Study 7**

A 13 year old female is referred following concerns that she is in an abusive relationship with a 14 year old boy. He carries a pen-knife, coerces her into sex, accesses her online accounts and mobile phone, pressures her into buying him things and tells her “he is the boss”. Her father was an alcoholic and has recently died, leaving her mother angry and grieving. The young person claims she loves her boyfriend and is also concerned that if she leaves him, he will share intimate pictures of her that he has taken on his phone. The T&G worker sets up face to face sessions where they talk through the Duluth Abuse Wheel and advises police involvement if her boyfriend refuses to delete the pictures. The young person receives bereavement support from another organisation and the T&G project support the young person to investigate possible careers.

#### **Case study 8**

A 14 year old female is referred via another client as she is believed to be having unprotected sex with a number of males she is either meeting online or being introduced to socially. This is the same

group of males identified by other clients, one of whom is believed to be HIV positive. She has been picked up and taken to a house to have sex on at least one occasion [i.e. internally trafficked]. One of the men involved is a gang member where 'progression through the ranks' is dependent on taking 'sexual risks', which often involves the exploitation of young girls. The T&G worker takes the young person for a sexual health screening and meets with her school, agreeing to deliver a session on CSE to staff. The project continues to meet the young person face to face and explore self esteem, staying safe and setting goals for school attendance. Over time, the young person cuts contact with the perpetrators and is offered a part time job following a period of work experience, which boosts her self esteem. She continues to miss about 5 days a month from school but appears to be staying at home during that time.

#### **Case study 9**

A 15 year old female is referred by the police after sending sexual images of herself on the internet, although following screening, she is not displaying any of the behaviours associated with CSE. Her parents have a history of domestic violence and her father has mental health issues. There are concerns about her brother. When the T&G project visit the young person at home (the parents did not want the meetings to be at school), she presents as extremely shy and introverted and will not come out of her room. The project worker agrees to visit weekly and the young person's social worker gets the parents to sign a contract to confirm that her brother will not be permitted to come to the family home. She does not come down from her room at two further meetings and at a multi-agency meeting the following month, it is reported that the young person has done very well in her exams and is assessing college options. No further action is sought.

#### **Case Study 10**

Two 15 year old girls are referred to the T&G project because they had got in to the car of a known perpetrator who a third friend had met on Facebook. The girls were unharmed and engaged positively in two sessions on online safety and identifying risky situations. One of the girls appeared particularly low and vulnerable and the project later did a session with her on boyfriends/healthy relationships with the project worker. The girls appear to recognise the gravity of what has happened and no further action is needed.

#### **Case study 11**

A 14 year old female discloses multiple sexual encounters which she is pursuing via Facebook and there is evidence that she is in controlling relationships with older men. Her relationship with her mother is very poor. It is thought her mother has been emotionally neglectful, blaming the young person for the breakdown of the relationship with her father. The young person regularly stays out late, has increasing mobile phone usage, is stealing money, has established a number of online persona and is self-harming. As well as unexplained absences from school, her mother reports in recent months seeing bruising on her inner thighs and that her daughter will go straight to the bathroom when she returns home. She has also been missing overnight and an older man is issued with a harbourer's notice, following one disappearance. The T&G coordinator meets with young person weekly/fortnightly and it takes some time to establish trust: the young person is reluctant to talk about CSE or take a sexual health screening, for example. Work is focused on staying safe and there is recent evidence of an improving relationship with her mother.

#### **Case study 12**

A woman in her 20s is found in Gloucester and referred by the local women’s centre to the T&G project. She is thought to be a victim of trafficking. Her story reveals that she has escaped government-backed persecution. Her family pays for her to be taken to the UK where she meets a man who forces her to have sex with him in exchange for bed and food. She is HIV positive. The T&G project provides her with emotional support, short-term bed and breakfast accommodation, some clothes and, in partnership with another agency, arrange for her to be safely accommodated out of county.

### Case study 13

Police identify two women as potential victims of trafficking and take them to the interview suite at the Sexual Assault Referral Centre. Police invite the T&G coordinator to speak with the women individually with an interpreter in order to try to build trust, explain her role and the service they are entitled to if they are victims of trafficking. One woman tells of experiencing domestic violence in country of origin and another believed she was coming to study here. Both it appears were trafficked to the UK and taken on a coach from London to Cheltenham. Initially one is moved around looking after very young babies before being forced into prostitution. Neither woman wants to accept help or identify themselves as a victim of trafficking so they cannot be referred to the National Referral Mechanism. The T&G project cannot access any funding to safe house the women and reluctantly, the police refer the women to immigration.

### xii. Mapping of need and prevalence of trafficking, grooming and sex work in Gloucestershire

One of the original project objectives was to “undertake a mapping exercise to inform the county of the extent to which young people, especially young people leaving care, are being groomed into prostitution. This work will provide statistical information and inform the referral process to appropriate agencies for these vulnerable groups” (Esmée Fairbairn funding application). In 2011, the Gloucestershire Anti-Trafficking and Grooming Task Group was set up, bringing together relevant organisations. The group originally met quarterly and consisted of agencies supporting adults and children. Later, it was decided to split the meeting in half, with professionals supporting children and young people attending the first half and those supporting adults attending the second half. This Task Group promised to be a useful platform to co-ordinate intelligence for the mapping exercise and so a monitoring form was designed and circulated by the T&G project. In 2012 the decision was made to rename the group to the SWOPT&G Task Group and amend the terms of reference: the group now focuses on adults who are sex workers, or victims of trafficking/ exploitation. Those key agencies working with vulnerable children and young people under 18, including the T&G coordinator, attend the countywide Children Missing from Home and Care and Child Sexual Exploitation Working Group.

While a number of forms were submitted (38 individuals are recorded as at early June 2014), these have been mainly in respect of adult female sex workers. This is mainly because the statutory services supporting children and young people were already engaged with a CSE pilot which involved completing a CSE screening tool to map prevalence –practitioners were consequently reluctant additionally to complete the T&G project monitoring form (T&G Annual Project Report, May 2012). The CSE pilot was launched by the Children and Young People’s Directorate and the Gloucestershire Public Protection Bureau (GPPB) in September 2011. As mentioned in Section 3, it may be worth the T&G project, through the county-wide CSE working group, re-visiting what is really needed in terms of data and what could be achieved practically, building on existing work.



### c. Summary

- Electronic and hard copy records of 64 cases were analysed in terms of age; gender; ethnicity; location; risk assessment score; source of referral; type of intervention; and duration of support. Looking across the data, the authors developed a schema of outcomes and coded individual cases accordingly.
- In most of the cases where age is recorded, the clients were under 18 and almost half were aged 15 and under. This is consistent with national evidence that the average age of grooming and/or exploitation is 15. It suggests that preventative work needs to be directed at the 11-12 age group (Years 7 and 8) and their parents and carers and it also means that GDVSAP has shifted from being largely an adult provider to being a significant children's provider.
- All of the clients were female (one exception was a male sex worker seeking to exit, which might have been better recorded elsewhere)
- The original funding application identified the target trafficking group to be South East Asian and Eastern European and the young women groomed in to prostitution as being from the UK care system or from overseas. Of the four recorded trafficking cases, two were Nigerian and two Chinese and around 14% of the young girls at risk of or being groomed have East European heritage. The sessional BME worker at the T&G project who speaks Eastern European languages has therefore been of particular value here. The vast majority of young people referred to the service are White British [W1] - over sixty per cent.
- In 28 of the 64 cases a completed copy of CSE screening tool was on file and in 16 of these 28 cases, the young person was judged to be at significant risk of sexual exploitation.
- In almost half of the 64 cases, the young person engaged positively with the T&G project and for two-thirds of that group, their risk post-intervention appeared to have been reduced.
- Of the 17 cases where clients were reasonably engaged or reluctant to engage, two-thirds either requested no further contact (although more work was needed) or represent an ongoing case.
- At the time of data collection 15 of the 64 of the cases required work over 3 months (3 over a year) and the list of interventions identified within the data is wide-ranging (see sub-section b.vii. above). Around 20 cases involved work of less than one month.
- In 30% of cases, young people were at risk of/being groomed or sexually exploited and in 16% of cases, the young person was being sexually exploited or assaulted by a group of older men (defined here as two or more males who appear to be acquainted). In 13% of cases, the young person had been sexually assaulted or abused by someone within their family.
- Recurrent features of the case files include the absence of the birth father (40%) or birth mother (10%); a boyfriend 3+ years older (28%); a young person living with a registered sex offender (10%); a diagnosed or suspected learning difficulty (14%); or historic sexual abuse (20%).

## Section 5: Training evaluation responses

### a. Introduction and methodology

The T&G project delivered training on child sexual exploitation to relevant practitioners across Gloucestershire, in partnership with Gloucestershire Safeguarding Children Board. The report authors analysed 174 completed evaluation forms for 13 training sessions delivered between February 2013 and June 2014. The forms asked participants to rate 5 areas on a score of 1 to 6 and provided space for written comments. Where there was a training attendance cover sheet, it was possible to cross-match names to identify their place of work and job title: however, cover sheets were only available for 6 sessions. This section presents a brief summary of the feedback from participants, including qualitative comments.

### b. Findings

For the cover sheets that were available (for 6 of the 13 sessions), it is clear that the training was delivered to a breadth of organisations and participants at different levels of seniority. Job titles range from 'clinical psychologist', 'learning mentor', 'specialist nurse', 'police officer', 'head teacher' to 'residential social worker' and as these roles suggest, practitioners are drawn from the health, education, social care, voluntary and criminal justice sectors. Although 174 questionnaires were completed for 13 training sessions, it is apparent from the cover sheets that a handful of participants did not complete the evaluation form, so the actual number trained will be higher.

The participants were asked to score the course in five domains (objectives were relevant; course well presented; course contained the right information; course made me think about/challenge what I do; my objectives were fully achieved). Of the 174 completed questionnaires, 112 scored 6 (the highest rating on a scale of 1-6) for all five questions. Only one score of 3 was recorded and, 14 scores of 4 overall. No question was scored at 2 or 1.

As the scoring suggests, the response to the training according to the evaluation forms was overwhelmingly positive. Participants particularly appreciated the knowledge and expertise of the presenters, the use of case studies and guidance on the CSE screening tool:

*Very knowledgeable presenters.*

*Informative and presented by very knowledgeable and experienced professionals.*

*Shared expertise and scenarios were very valuable.*

*I think 'Whitney's story' was extremely powerful in delivering the message of the grooming process.*

*Good mix of case-study, video and discussion.*

*Screening tool will be useful - it empowers practitioners.*

Participants expressed feeling that their 'eyes had been opened' about the nature and extent of CSE and five recommended that the training be "compulsory" and "rolled out" across relevant practitioners in the county.

*Certainly raised my awareness, knowledge and understanding of CSE.*

*A really useful and eye-opening course.*

*Really brought home the importance of being vigilant.*

*Excellent training. Really got me thinking I will be recommending to all my team.*

*The training was very helpful and opened my eyes to children/young people that are at risk of sexual exploitation.*

*All professionals should have to sit this training.*

A number of practitioners mentioned the relevance to parents and to those working with younger children, which suggests a useful avenue for the T&G project to pursue if it had the resource.

*I am dealing mainly 0-5 but makes me aware of other family members.*

*Excellent training for any person working with children/families of all ages. Also for parents of teenagers.*

*Might be useful to give a bit more info on young children, pre-school age upwards. Teenage basis was very useful as that's my client group. But as a parent I would like to relate it more to small children also.*

A common request was that the slides could have been provided at the training (rather than request them be sent later by email), because participants would have found it useful to annotate during the sessions. A final observation was that some practitioners were keen to know how – beyond completing the CSE screening tool - they could support young people through their work.

*Possibly as a follow-up it would be useful to know how us agencies (specifically education in my case) can best support the victims of CSE in school. There may be specific interventions.*

*Would be good to have access to any tools you use for direct work.*

*I would like to have known more about how to work with these young people.*

*I would like to have had a bit more info on how to make young person aware of what they may be experiencing is exploitation and how to work with them.*

*For future training - how to put the child back together who has been a victim of CSE. Victim support and how we can see further than the police investigation.*

### **c. Summary**

- Judging from the evaluation forms, the CSE training has been extremely well received by local practitioners.
- It has furthered the aims of the T&G project by raising the profile and hopefully use of the CSE screening tool and by raising awareness of the nature, extent and signs of sexual exploitation broadly. It has also been valuable as a strategy of networking, building trust and signposting the project and what it can offer.
- Many of the referrals in the second half of the project are coming from police and schools, which may well be connected to the training delivered in those workplaces.
- Resource to offer training to further practitioners and possibly wider constituencies (for example, parents) could be beneficial.
- With their permission (and again with resource), it would be helpful to re-visit participants 6-12 months later and see how they are using the CSE screening tool and what issues they would appreciate additional support on. This could strengthen the identification and referral process further.

## Section 6: Summary of findings

### a. Context

This report was commissioned by Gloucestershire Domestic Violence Support and Advocacy Project (GDVSAP) to evaluate the Trafficking and Grooming (T&G) project established in 2011 and funded for three years by the Esmée Fairbairn Foundation.

The T&G project was funded to meet the needs to trafficked women, particularly those without recourse to public funds, and to provide harm reduction work and co-ordinate services for young people at risk of/being groomed into prostitution. In the initial funding application, the T&G project aimed to reach 80 victims of trafficking and 80 victims of grooming over the 3 years. The project also planned activities to raise awareness of trafficking and CSE across the county, to build common policies and practices across the county and to collect data to inform practice, including mapping the extent of young people being groomed in to prostitution.

The T&G project has evolved to focus particularly on young girls at risk of or experiencing sexual exploitation (90% of recorded cases) and has worked with only a handful of trafficking victims (around 6% of recorded cases). In total, 64 cases have been recorded over the data collection period. There have also been significant organisational changes to GDVSAP, which have had implications for staff managing the T&G project, although there is no evidence that the delivery of the project has been compromised.

Since the focus of the project changed somewhat from the original objectives set out in the initial funding application, we considered in this report:

- how effective the project has been at what it actually delivered;
- what learning the project offers in terms of both frontline practice with victims of grooming and/or trafficking and the wider strategic and/or policy response in Gloucestershire, and beyond.

The report was structured around three sets of outcomes data:

- Telephone interviews with selected practitioners in the county who have worked with the T&G project and/or are working with young people (including views of the project, its organisation, effectiveness and aims; the nature of multiagency working; and the perception of trafficking and grooming as an issue in Gloucestershire) (n=12)
- The individual victim casework files (n=64)
- Evaluation sheets completed by attendees at CSE training delivered by the T&G report (n=174)

### b. Findings from the interviews

From an initial sample of 28 practitioners identified as having worked with the T&G project, 12 agreed to telephone interviews carried out between the end of June and the beginning of August 2014. Only one interviewee had worked with a victim of trafficking; most talked of CSE as a priority issue in the county and attributed this to increased awareness or prevalence – or both.

Practitioners were not clear on the aims of GDVSAP and/or the T&G project – although they recognised GDVSAP's long-established reputation on domestic abuse and most understood the casework function of the T&G project. It may be that the strategic aims of the T&G project (and how it relates to GDVSAP) have been unclear externally given the broad range of objectives that each has appeared to pursue.

Those interviewees who had worked with the T&G project praised the professionalism and specialist knowledge of the staff, including the sessional worker with Eastern European communities. The coordinator is considered highly effective at building trust with clients and practitioners appreciate the flexibility and speed of the T&G project in responding to referrals.

The T&G project has been centrally involved in the development of a county protocol on CSE referrals and developing and championing a CSE screening tool. However, mapping the extent of grooming has proved difficult and while the T&G project maintains good records, it is not clear how the data held on young people across the county is being shared in order to track their experience and outcomes.

Two respondents expressed concern that the response *after* the screening tool has been completed was not yet robust and at least two others called for more preventative work, for example through schools and PSHE lessons.

The T&G project has had an impact on the county's response to trafficking through training and awareness raising events; through attending brothel raids and through membership of a national body on trafficking. However, the project has identified only a handful of trafficking victims and has felt constrained both by the requirements of the National Referral Mechanism and by the limited resources it has in providing emergency safe accommodation, for example.

The diverse nature of the T&G client base has required the project to negotiate a number of different strategic remits and attend the associated meetings, which has proved extremely resource-intensive for a small organisation. A county-wide anti-sexual exploitation strategy could bring together this work more coherently.

### **c. Findings from the case files**

Electronic and hard copy records of 64 cases were analysed in terms of age; gender; ethnicity; location; risk assessment score; source of referral; type of intervention; and duration of support. Looking across the data, the authors developed a schema of outcomes and coded individual cases accordingly.

In most of the cases where age is recorded, the clients were under 18 and almost half were aged 15 and under. This is consistent with national evidence that the average age of grooming and/or exploitation is 15. It suggests that preventative work needs to be directed at the 11-12 age group (Years 7 and 8) and their parents and carers and it also means that GDVSAP has shifted from being largely an adult to a children's provider. All of the clients were female (one exception was a male sex worker seeking to exit, which might have been better recorded elsewhere)

The original funding application identified the target trafficking group to be South East Asian and Eastern European and the young women groomed in to prostitution as being from the UK care system or from overseas. Of the four recorded trafficking cases, two were Nigerian and two Chinese and around 14% of the young girls at risk of or being groomed have East European heritage. The sessional BME worker at the T&G project who speaks Eastern European languages has therefore been of particular value here. The vast majority of young people referred to the service are White British [W1] - over sixty per cent.

In 28 of the 64 cases a completed copy of CSE screening tool was on file and in 16 of these 28 cases, the young person was judged to be at significant risk of sexual exploitation. In almost half of the 64 cases, the young person engaged positively with the T&G project and for two-thirds of that group, their risk post-intervention appeared to have been reduced. Of the 17 cases where clients were reasonably engaged or reluctant to engage, two-thirds either requested no further contact (although more work was needed) or represent an ongoing case.

At the time of data collection 15 of the 64 of the cases required work over 3 months (3 over a year) and the list of interventions identified within the data is wide-ranging (see sub-section b.vii. above). Around 20 cases involved work of less than one month.

In 30% of cases, young people were at risk of/being groomed or sexually exploited and in 16% of cases, the young person was being sexually exploited or assaulted by a group of older men (defined here as two or more males who appear to be acquainted). In 13% of cases, the young person had been sexually assaulted or abused by someone within their family. Recurrent features of the case files include the absence of the birth father (40%) or birth mother (10%); a boyfriend 3+ years older (28%); a young person living with a registered sex offender (10%); a diagnosed or suspected learning difficulty (14%); or historic sexual abuse (20%).

#### **d. Findings from the training evaluation forms**

The report authors analysed 174 completed evaluation forms for 13 training sessions delivered between February 2013 and June 2014. The response to the training according to the evaluation forms was overwhelmingly positive, indeed a number of participants thought that the training should be compulsory. Of the 174 completed questionnaires, 112 scored 6 (the highest rating on a scale of 1-6) for all five questions. Only one score of 3 was recorded and, 14 scores of 4 overall. No question was scored at 2 or 1.

The provision of slides at the beginning of the training session was identified as a needed improvement by many and a handful of participants asked for more information on what work they could do to support the young person, once CSE had been identified.

With extra resource, it would be helpful to widen the training target group (to include parents, for example) and to re-visit participants 6-12 months later and see how they are using the CSE screening tool and what issues they would appreciate additional support on. This could strengthen the identification and referral process further.

#### **e. Conclusion**

One of the key successes of the project is that it is providing a service to those 'in need' who might otherwise slip through the statutory net (adult women, for example) or who need intensive work over a period (such as the young people at risk of CSE/grooming). This has been particularly important during a period of budget cuts to statutory services given the prevailing economic context. The work is diverse and includes, among others, young people truanting from school, missing from home or attending pupil referral units or in abusive relationships; street sex workers; trafficking victims; or young adults referred through a domestic violence route who are at risk of exploitation, and so on. This has required negotiating and maintaining a profile working across strategic remits, which is extremely resource-intensive. A county-wide anti-sexual exploitation strategy could bring together this work more coherently.

Despite losing the domestic violence tender, GDVSAP maintains a strong reputation locally and the T&G coordinator has worked hard to sustain its wider remit. In other words, there has been an attempt to maintain the positioning of the T&G project in the wider context of gender, power, domestic and sexual violence and coercion. Indeed, the positioning of GDVSAP as an anti-sexual exploitation service for adults and children draws effectively on the roots of the service as supporting individuals experiencing partner violence to address historic abuse and longer term issues of re-settlement. However, it has also led to a breadth of focus which is likely unsustainable without associated resource.

The majority of the interview respondents said that the work with young people at risk of CSE was particularly vital and were concerned what would happen when the project's funding finished. In the month following the data collection, the project received seven further referrals indicating that the rate of referrals is increasing exponentially. Interviewees also indicated that further court cases involving CSE were pending, for which the victim support work of the T&G project was particularly valued. In summary, it appears that this service is much needed and that the current staff of the T&G project, if resourced adequately, are regarded as well placed locally to deliver it.



## Appendix 1 CSE screening tool



# CSE Screening Tool



(To be completed by referrer)

Name of person completing		Agency and contact details	
Child/Young person's name/alias/known as		Gender	
Date completed		Interpreter required	Yes <input type="checkbox"/> No <input type="checkbox"/>
Age/DOB		Has sexual exploitation previously been identified as a specific issue for this child? Please provide details	Yes <input type="checkbox"/> No <input type="checkbox"/> <input type="checkbox"/> Unknown
Ethnicity/Religion		If other agencies or professionals are involved (please list them here)	
Language spoken (Is this their first language?)		Disability/Special Needs: (If yes, please clarify further)	

Vulnerabilities	Please score 1 for each tick	Vulnerabilities	Please score 1 for each tick
Emotional neglect by parent/carer/family member	<input type="checkbox"/>	Family history of domestic abuse	<input type="checkbox"/>
Physical abuse by	<input type="checkbox"/>	Family history of substance	<input type="checkbox"/>

parent/carer/family member		misuse	
Sexual abuse	<input type="checkbox"/>	Family history of mental health difficulties	<input type="checkbox"/>
Breakdown of family relationships	<input type="checkbox"/>	Low self-esteem	<input type="checkbox"/>

<b>Vulnerabilities</b>	<b>Score 1 if present on date of assessment</b>
Unsuitable/inappropriate accommodation	<input type="checkbox"/>
Isolated from peers/social networks	<input type="checkbox"/>
Lack of positive relationship with a protective/nurturing adult	<input type="checkbox"/>

<b>Moderate risk indicators</b>	<b>Score 1 if present on date of assessment or during past 6 months</b>
Staying out late	<input type="checkbox"/>
Multiple callers (unknown adults/older young people) - (record details i.e. description/names etc)(refer to information log)	<input type="checkbox"/>
Unusual or increased use of a mobile phone that causes concern	<input type="checkbox"/>
Self harming indicators including, eating disorder. challenging behaviour, aggression)	<input type="checkbox"/>
Exclusion/suspension from school or unexplained absences from or not engaged in school/college/training/work	<input type="checkbox"/>
Disclosure of sexual/physical assault	<input type="checkbox"/>
Sexually Transmitted Infections (STI's)	<input type="checkbox"/>
Other children involved displaying similar behaviour	<input type="checkbox"/>
Drugs misuse	<input type="checkbox"/>
Alcohol misuse	<input type="checkbox"/>
Unusual or increased use of the internet that causes concern	Computer <input type="checkbox"/> Mobile <input type="checkbox"/>

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Significant risk indicators.	Score 1 if present over 6 months	Score 5 if present on date of referral or during past 6 months
Multiple STI's / pregnancy / miscarriage		
Periods of going missing overnight or longer	<input type="checkbox"/>	<input type="checkbox"/>
relationship with controlling person (including older boyfriend/girlfriend)	<input type="checkbox"/>	<input type="checkbox"/>
Physical abuse by that controlling person	<input type="checkbox"/>	<input type="checkbox"/>
Emotional/sexual activity with that controlling person	<input type="checkbox"/>	<input type="checkbox"/>
Entering/leaving vehicles driven by unknown adults	<input type="checkbox"/>	<input type="checkbox"/>
Unexplained amounts of money, expensive clothing or other items	<input type="checkbox"/>	<input type="checkbox"/>
Frequenting potentially areas (specify where if known)	<input type="checkbox"/>	<input type="checkbox"/>
No contact with known support systems	<input type="checkbox"/>	<input type="checkbox"/>

Screening score	Risk Category
<b>Principal area of concern:</b>	

Please include a rationale for what you have scored

<b>Intended action: Please document any further action, treatment or monitoring arrangements</b>

**Risk Management Framework**

***Category 1 – Not at risk of sexual exploitation (score 0-5)***

A child who is not at risk of being targeted and groomed for sexual exploitation or who has exited an exploitative situation and is no longer at risk.

***Category 2 - Mild risk of sexual exploitation (score 6-10)***

A vulnerable child where some concerns are present but their situation does not currently present as an exploitative one.

***Category 3 – Moderate risk of sexual exploitation (score 11-15)***

A vulnerable child with a number of risk indicators present that put them at risk of exploitation, e.g. periods of going missing, exclusion from school, lack of protective network, time spent with inappropriate adults.

***Category 4 – Significant risk of sexual exploitation (score 16+)***

A vulnerable child with multiple risk indicators present who is or is likely to be experiencing exploitation either currently or in the near future with specific individual(s).

***Upon completion please send referral to***

**Police Central Referral Unit:** [cruenquiries@gloucestershire.pnn.police.uk](mailto:cruenquiries@gloucestershire.pnn.police.uk)