



Adolescent Exploitation Strategy 2019-2022

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Foreword

Safeguarding children and young people from the psychological and physical harm caused by sexual and criminal exploitation is a core priority for the Wandsworth Partnership. All forms of exploitation for either criminal or sexual gains are equally as abusive and destructive to a young person's outcomes. In response we have a strong desire to offer services that deliver effective support to exploited adolescents.

This type of harm is extremely complex and often hidden, it occurs when children and young people misplace their trust in peers and/or adults who exercise coercion and control over them through intimidation, grooming, debt bondage and violence for their own gains.

National reviews and local experience have shown us that the primary focus of the child protection system is to prevent harm to younger children who may be at risk within their own family. We recognise that the system sometimes neglects the needs of adolescents where many of the risks are found outside of the family home.

Children and young people may not recognise the harm they are experiencing and may also be very reluctant to tell, as such all agencies and professionals need to be alert to the signs of exploitation and be able to effectively respond.

In Wandsworth, there is growing evidence of the strong links between children going missing, drugs, serious youth violence, gang affiliation, criminal and sexual exploitation which highlights the importance of safeguarding and targeted intervention with this group of young people.

In Wandsworth, our approach to tackling the problem must be collaborative and multi-agency, supported by purposeful leadership across the partnership to drive our strategic priorities. This strategy and the establishment of the EVOLVE team forms the beginning of the partnership commitment towards improving the collective response to improve the outcomes for exploited young people.

Our Vision

1. Wandsworth Children's Services Department's stated vision for children and young people is:

'Our aspiration is for every child and young person in Wandsworth to be safe from harm and abuse, be enabled to reach their full potential and develop skills for life, enjoy healthy lifestyles, and be happy and active members of the community.'

2. Working within this vision the Wandsworth Partnership and Evolve team:
'Are committed to protecting children and young people from exploitation.'

It is this vision and specific commitment that provides the context for the Evolve priorities and that shapes both the strategy and operational delivery of the offer.

Purpose of this Strategy

3. The Wandsworth partnership recognises that there are number of adolescents in Wandsworth facing unacceptably high levels of risk, for example through child sexual exploitation (CSE), criminal exploitation, suspected involvement in county lines and/or gangs. Some of those at the highest risk face a combination of these factors. As a partnership, we must do more to protect these young people, support those who have already experienced trauma and prevent more young people from being affected. In line with this, the Ofsted re-inspection of children's social care recommended that Wandsworth should: Develop the multi-agency response to children who are at risk of sexual exploitation or of going missing to include those at risk of criminal exploitation and gang affiliation and ensure that the impact of intervention is analysed and clearly recorded.
4. A successful approach to protecting and supporting exploited adolescents requires a clear strategy and a co-ordinated multi-agency response. This document aims to lay the foundation for this in Wandsworth by setting out six priority areas of work and explaining how these will be delivered and how success will be measured.
5. This strategy is supported by an annual action plan for 2018-19 in Appendix 1, which highlights key actions which will be taken by agencies across Wandsworth to strengthen the partnership response to protecting and supporting exploited adolescents.
6. Throughout this document we use the term 'exploited adolescents' or '- young people' to describe children and young people from aged 10 up to 19 years who may be at risk of CSE, serious youth violence, criminal exploitation, gangs, county lines, missing from home, care or education. These are key areas of priority and defined in the next section. However, risk factors are not limited to these key areas and the strategic and operational partnership response will be flexible to emerging or changing concerns.

Key Principles

The following **nine core principles** could provide an overarching framework for safeguarding work with adolescents. They have been adopted by the London Children's Safeguarding Board and in Wandsworth.

- I. As children get older, their increasing autonomy should be recognised, inform our response and shape how they are involved in decision making. Their wishes and opinions should also inform strategic decision making, including the allocation of resources and the design of services.

- II. The risks facing some adolescents, and the protective factors that help keep them safe, are located not only in families but also in their peer groups and wider communities. Services must therefore work in close partnership with families, peer groups and communities.
- III. We must never give up on children and young people because they seem reluctant to engage with services or face complex issues. We must always 'go the extra mile'.
- IV. Responses must address the context of children and young people's lives, including the impact of different forms of social prejudice, inequality and racism. Such factors can mean that many young people find it difficult to trust professionals.
- V. Policy and practice should address the need for older young people (i.e. those over 18 years) to be able to access appropriate support and protection.
- VI. A joined up multi agency response must be provided by professionals who have expertise and capability in working with older children and young people.
- VII. When a child is believed to be involved in criminal or anti-social behavior, assessments should seek to understand safeguarding concerns.
- VIII. Children need to be equipped with the knowledge and skills to keep themselves safe and live healthy, happy and productive lives. For older children this means high quality sex and relationship education.
- IX. Strategic and operational practice must be based on sound evidence, good and shared intelligence and effective data analysis.

Risk Factors & Vulnerabilities - Definitions

- **Child Sexual Exploitation (CSE):** is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. CSE does not always involve physical contact; it can also occur through the use of technology.¹
- **Child Criminal Exploitation (CCE):** There is currently no legal definition from the DfE of CCE. However, county lines is defined by the Home Office as a form of CCE (see below). The Children's Society define Criminal Exploitation as involving exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them completing a task on behalf of another individual or group of individuals; this is often of a criminal nature. Child criminal exploitation often occurs without the child's immediate recognition, with the child believing that they are in control of the situation. In all cases, those

¹ [DfE Guidance Child sexual exploitation: definition and guide for practitioners – February 2017](#)

exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability.²

- **Gang:** A relatively durable, predominantly street-based group of young people who (1) see themselves (and are seen by others) as a discernible group, and (2) engage in a range of criminal activity and violence. They may also have any or all of the following features: (3) identify with or lay claim over territory, (4) have some form of identifying structural feature, (5) are in conflict with other, similar, gangs.²
- **County Lines:** is the police term for urban gangs supplying drugs to suburban areas and market and coastal towns using dedicated mobile phone lines or "deal lines". It involves child criminal exploitation (CCE) as gangs use children and vulnerable people to move drugs and money. Gangs establish a base in the market location, typically by taking over the homes of local vulnerable adults by force or coercion in a practice referred to as 'cuckooing'. County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.³

Child Trafficking: the "recruitment, transportation, transfer, harbouring or receipt" of a child for the purpose of exploitation.⁴ The Modern Slavery Act 2015 states 'A person commits an offence if the person arranges or facilitates the travel of another person ("V") with a view to V being exploited'.

- **Missing:** Anyone whose whereabouts cannot be established and where the circumstances are out of character or the context suggests the person may be the subject of crime or at risk of harm to themselves or another.⁵
- **Serious youth violence:** Victims of serious youth violence are aged 1-19 and have been subject to offences such as violence against the person, sexual offences, robbery, or gun or knife crime.⁶
- **Harmful sexual behaviour:** Sexual behaviours expressed by children and young people under the age of 18 years old that are developmentally inappropriate, may be harmful towards self or others and/ or be abusive towards another child, young person or adult.
- **Peer on Peer Abuse:** despite the current focus on child sexual exploitation, peer-on-peer abuse is captured in four key definitions already defined above (Firmin 2013a): domestic abuse (16-17 year olds), child sexual exploitation (under-18 year olds), harmful sexual behaviour (under-18 year olds) and serious youth violence (under-18 year olds).
- **Contextual Safeguarding:** is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature

² Children's Society/Knowsley LSCB definition

³ [Home Office Guidance: Criminal exploitation of children and vulnerable adults: county lines – July 2017](#)

⁴ Nations Palermo Protocol & Modern Slavery Act 2015, Section 2

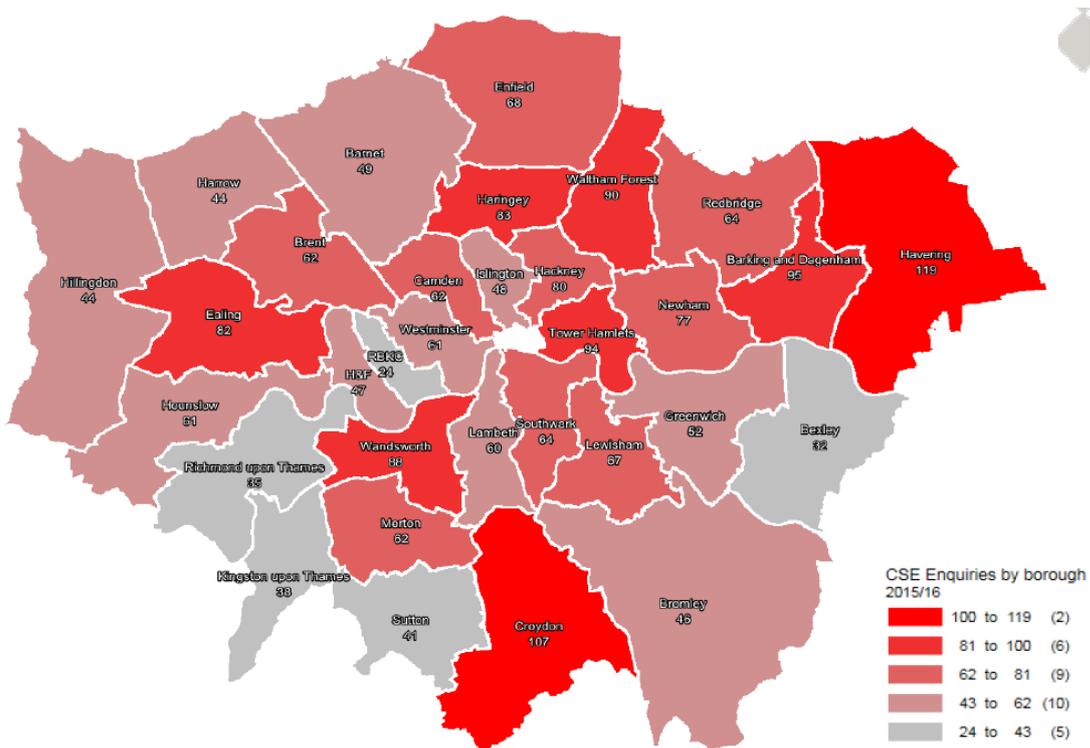
⁵ Association of Chief Police Officers/College of Policing definition

⁶ Metropolitan Police definition

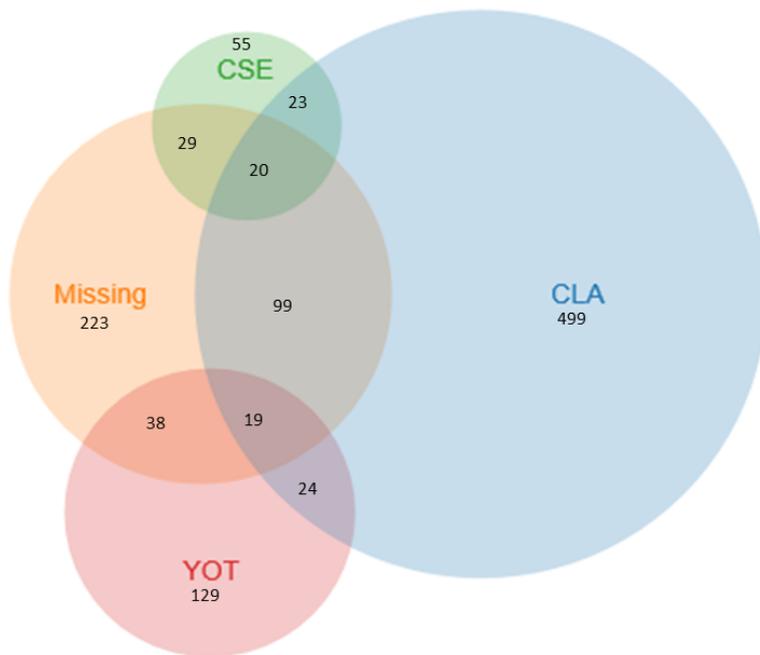
violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships.

Local profile

7. There are various sources of data which can be pulled together to help us understand the prevalence of different risks faced by adolescents. However, this is also an area where data is likely to highlight the ‘tip of the iceberg’, as it relies on identification and reporting of these risks. This means increasing trends, which may look negative at first glance, could reflect increased public awareness, changes in policy and/or improved identification of risk.
8. London-wide, there has been an increase in various indicators relating to risks faced by adolescents. As mentioned above, increases for some of these indicators may not necessarily reflect a ‘real’ increase:
 - a. 8158 youth victims of serious youth violence (Jan 17 to Jan 18) compared to 5002 (Jan 12 to Jan 13).
 - b. 2132 knife crime injuries to under 25-year-olds (Jan 17 to Jan 18) compared to 1383 (Jan 12 to Jan 13).
 - c. Crimes connected with child sexual exploitation (CSE) across the capital rose by nearly 50 per cent between 2014 and 2016.
 - d. The number of missing episodes reported to police in the 13-18 age category rose from 23,098 in 2013 to 32,811 in 2017 - a 42% rise.
 - e. Met Police handled nearly 17,000 children missing from care reports in 2017 - a 34% rise since 2013.
9. The map below reports the number of recorded incidents/investigations CSE in 2015/16⁷. There is a close correlation to gang prevalence and areas of greatest deprivation. Wandsworth falls into the second highest category in London.



10. In the reporting year 1 April 2018 to 31 March 2019 there were 499 children looked after ('CLA'), 223 children who were missing from home or care ('Missing'), and 55 children at risk of child sexual exploitation ('CSE'). Of the 499 children looked after, there were 99 who were also missing from home or care, and there were 23 who were also at risk of child sexual exploitation. There were 20 children looked after who were missing from home or care in the year and were also at risk of child sexual exploitation. This is a high-risk group of children.



Not shown: YOT+CSE = 6, YOT+CSE+CLA = 4, and YOT+CSE+CLA+Missing = 4

Four key cohorts of adolescents at high risk of exploitation

In the year 1 April 2018 to 31 March 2019 there were 499 children looked after ('CLA'), 223 children who were missing from home or care ('Missing'), 55 children at risk of child sexual exploitation ('CSE'), and 129 children involved in youth offending ('YOT').

11. This diagram illustrates that review of key risk factors identifies a group of young people who are experiencing multiple risk factors associated with exploitation. Further analysis by EVOLVE and partners e.g. overlaying youth justice and health data will support the improvement in identification of the young people that could benefit from a more intensive, coordinated and targeted approach.

12. The disproportionately high number of Black, Asian and Multi-Ethnic young people at risk is also a recognised feature of the cohort of children in focus. Among the children now in the youth justice system are high numbers of black, Asian and minority ethnicities (BAME). For example, these children are particularly over-represented in custody, where over 40% are BAME despite only accounting for 3% of the 10-17 general population. Other key groups include children affected by modern day slavery, those at risk of PREVENT interventions or unaccompanied asylum-seeking children.

⁷ Sexual Violence Against Children & Young People Needs Assessment 2016

Our Priorities

13. The six priorities reflected below are the drivers behind work to tackle risks faced by adolescents in Wandsworth and are complimentary with the Early Help THRIVE Strategy. Each agency in Wandsworth is committed to delivering on these priorities at both a strategic and operational level.
14. Under each of these six pillars there is a range of work underway as well as identified areas for further development. The vulnerable adolescents action plan in Appendix 1 sets out the identified actions for improvement in relation to each of these priorities.
15. In Wandsworth this means that to protect young people from exploitation we:



16. These priorities will help us ensure:
- a. Strategic arrangements are well developed, and provision is based on analysis of local trends and problem profile. Strategies and action plans demonstrate impact;
 - b. Partnership arrangements are strong, with all agencies prioritising this issue and working together to raise awareness, share information, resource direct work and protect vulnerable adolescents;

- c. Professionals across the partnership, including the VCS, are knowledgeable about risks to exploited adolescents, including CSE, gang-related activities, criminal exploitation, trafficking and missing. This leads to appropriate response to emerging concerns;
- d. Multi-agency meetings and panels effectively track and mitigate risk, identifying themes of concern, and informing strategic planning.
- e. A contextual safeguarding approach is adopted, with recognition that safeguarding exploited adolescents is not always related to risks within the home.

Delivering our Priorities

17. In order to deliver the outlined priorities, there is a network of services and multi-agency groups that work together to ensure the needs of exploited adolescents are met. This includes individual services or practitioners that work with young people, and multi-agency groups that coordinate activity and provide strategic oversight.
18. Engage with the wider community in identifying and targeting services will be essential to develop effective responses that will support children and families to mitigate risks. Trusted relationships and safe spaces are often located in the community and is therefore are an important link to young people at risk. This may require reaching out to a range of support networks, for example, local churches and mosques, shopping and leisure centres, foster carers or voluntary sector organisations. Joint approaches with the Community Partnership Team will be able to assist with this.
19. To provide services that meet exploited adolescents needs and contribute to our overall strategic and operational aims, it is important to consider the steps that we will need to take as a partnership over the duration of this strategy. The Adolescent Exploitation Theory of Change on the following page provides an overview on how we will approach our ambitions for exploited adolescents.

Vulnerable Adolescents Theory of Change

Assumption

- That a coordinated multi-agency assessment and action plan is necessary to mitigate high risk for a small number of young people within our services. It is vital that this recognises adolescence as a key developmental period where risk taking is a normal way to understand and experience their worlds outside of the family and within.
- We believe that a safeguarding and trusted relationship approach, with an emphasis on contexts where there is the highest risk and vulnerability to exploitation, will be the most effective way to improve mitigation of risk, improve

Pathways

- Young people access through the IPOC, children's services teams or referral from partner services

Young Person's Voice and Choice

Key steps

- Understand why the young person was referred, what are we worried about
- Analysis of the professional, family and wider network resources and concerns
- Understanding the young person's goals, worries, what's working well and what needs to happen to reduce harm from risks
- Develop a voluntary trusted relationship with young person (& family where needed), mapping of the young person's contexts
- Listening to young person's goals and support them to create their plan
- Help young people set and support incremental, achievable goals tailored to their safety and plan
- Maintaining a stable and long term trusted and encouraging relationship

Enablers

- High quality and safe environments with programmes developed with young people
- Timely access to the right support at the right time that is flexible to the needs and wishes of young people
- Consistent, non-judgemental, helpful, positive and supportive staff that deliver on commitments
- Engaging activities which give young people responsibility, choice, security, challenge and support
- Experienced & skilled professional staff who understand young people and believe in their capacity to change

Impact

- Young person and family understand the connection between purposeful activity and the development of life skills on feeling and being safer.
- Young people contributing as positive community members. Young person developing a pro-social, wellbeing & engagement identity.
- Stable relationship with a trusted adult. Young person understands the influences that impact on life decision making.

Final Goal

- Young people are safe from harm and abuse, enabled to reach their full potential and develop skills for life, enjoy healthy lifestyles, and are happy and active members of the community.
- Vulnerable or disadvantaged young people are supported to be safer and have equity of opportunity to access high quality early help opportunities and where necessary individual targeted support.

- 20. The Wandsworth Safeguarding Children Board has a lead on the governance for this strategy. This approach has recently been reviewed and restructured to ensure the partnership response for exploited adolescents, regardless of the risks they face, is aligned, effective and impactful.
- 21. The Community Safety and YOT Partnership Board also have a remit for oversight on key aspects of risk and service delivery relating to the exploitation of adolescents including serious youth violence and criminal exploitation.
- 22. The Adolescent Exploitation Strategy also links with the Wandsworth THRIVE and START Well strategic approaches. The aspiration to meet the needs of children in Wandsworth and the Start Well Charter underpin the work of the EVOLVE Adolescent Exploitation team. This specifically focuses on Start Well Themes 3 and 4 which emphasise the importance of supporting young people to form trusted relationships and challenging violence, abuse and exploitation against children.
- 23. In addition to these critical links the Adolescent Exploitation Strategy will contribute to a wide range of local plans that aim to reduce risks within the community and specifically for children.
- 24. A representation of the service structures and links for protecting exploited adolescents is outlined below:



- 25. Clear links between the groups illustrated are critical to ensure a coordinated response and that reporting structures are in place to provide oversight. On an operational level, arrangements for managing suspected cases of sexual exploitation are set out in a multi-

agency protocol. This protocol supports practitioners in understanding how to access services and in explaining the agreed process for managing cases.

26. Development of the partnership links with community based services and networks is a strategic and operational development priority driven through the THRIVE Early Help strategy and will be a key feature of the operational development of the EVOLVE model.

27. **Strategic Panels** include:

- a. Quarterly Safeguarding Childrens Board
- b. Quarterly Community Safety & YOT Partnership Board
- c. Quarterly Strategic Partnership meeting

28. **Operational Panels** include:

- a. Operational Development Group
- b. Monthly Adolescent Exploitation Panel
- c. Weekly Missing Meeting
- d. Weekly Risk Strategy Meetings (Youth Offending Team)
- e. Out of Court Disposal Panel

29. **Specialist Services** includes:

- a. Adolescent Exploitation Team - Evolve (Children's Services)
- b. Youth Offending Team (Children's Services)
- c. Gangs Team (Police)
- d. Police Missing Persons Unit (Police)
- e. Edge of Care Team (Children's Services)
- f. Intensive Intervention Team (Children's Services)

30. **Individual practitioners across Wandsworth partnership**, in addition to those above includes, but is not limited to, those working for:

- a. Children's Services, including early help, youth services, children's social care, youth offending team, education
- b. Schools, including Pupil Referral Units
- c. Schools and Community Psychology Service
- d. Police, including schools officers
- e. Health services, including St George's hospital, school nursing, GP surgeries, Looked After Children named nurse
- f. Housing services, within and outside council
- g. Other local authority services, including Adult Social Services, Community Safety, Licensing,
- h. Voluntary and community sector, including for example Carneys Community, Luminous House children's home staff, Redthread, Barnardo's etc.

Measuring Success

31. The success of this strategy will be measured on the progress in the delivery of the six priorities. Each priority has clear outcomes that will be measured using a range of quantitative & qualitative information. A framework has been developed to support this:

Priority 1 - PREPARE and enable the partnership to protect and support exploited adolescents, through strong leadership and effective multi-agency working.

What does good look like?	
Strategic partnership arrangements are well developed, with all agencies prioritising vulnerable adolescents and provision based on analysis of local trends and problem profile. Young people and families are listened to and able to influence strategic priorities and service development. Professionals across the partnership are knowledgeable about risks to vulnerable adolescents, including CSE, gang-related activities, criminal exploitation, trafficking and missing.	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> Partners receive regular analysis of data and trends in relation to vulnerable adolescents % complete or Green RAG-rated actions Number of partner agencies engaged in multi-agency panels Take-up of CSE/Missing training Take-up of Gangs training 	<ul style="list-style-type: none"> Strategy and action plan in place Regular updates to partners on progress of action plan Service user feedback from audit Evaluation of teams/services

Priority 2 - PREVENT adolescents from risk, by raising awareness, undertaking work with young people and embedding a contextual safeguarding approach.

What does good look like?	
There is a coherent and comprehensive multi-agency approach to sharing information and raising awareness about adolescent risks, including child sexual exploitation, criminal exploitation and going missing. This means that professionals, parents and carers, children & young people and other adults that may come into contact with young people are fully aware of the signs of different forms of risk and know where to go to seek help.	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> Number of awareness raising sessions held in schools and other settings Number of hits on WSCP internet pages relating to CSE Number of incidents of children missing from home Incidents of children missing from care Number of repeat mispers 	<ul style="list-style-type: none"> The types and effect of preventative work carried out (e.g. with schools, Police direct work with young people) Evaluation/feedback from training and awareness raising sessions Annual evaluation reports of services/posts Contextual safeguarding approach is used to make locations/spaces safer for young people

Priority 3 - Effectively IDENTIFY young people at risk through coordinated partnership working. Put in place robust plans to address the identified risks.

What does good look like?	
<p>Multi-agency work to raise awareness of adolescent risks results in better identification of those at risk. When young people are identified there are effective and responsive systems and processes in place to ensure their needs are assessed and a plan developed to meet those needs.</p>	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> • Number of risk assessments completed on Mosaic • Number of Children’s Services cases with CSE, Gangs, or other adolescent risk factors as a presenting need • Number of young people referred to multi-agency panel • Number of young people who go missing that received a return home interview • Breakdown of young people identified by ethnicity, gender, age • Number of CSE victims with CiN/CP Plan • Number of referrals to National Referral Mechanism (risk of trafficking) 	<ul style="list-style-type: none"> • The quality of information-sharing at multi-agency panels (including minutes) • Feedback from the MASH • Quality of assessments of need and plans put in place to meet needs (case audits) • In-depth analysis of Return Home Interviews

Priority 4 - Provide a broad range of services that young people and their families are able to ENGAGE with, which address all identified risks.

What does good look like?	
<p>There are effective mechanisms in place for ensuring that adolescents at increased risk or vulnerability are able to access the most appropriate service(s) to meet their needs. Services are successful in getting young people and their families to engage with the work by offering a tailored approach that supports their individual situation.</p>	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> • Number of young people supported by EGYV team • Number of young people supported by CSE/Missing team • Number of young people discussed at multi-agency panel with trusted adult identified on Mosaic • Number of return home interviews accepted by young people who go missing 	<ul style="list-style-type: none"> • Whether the young person is fully engaged with the service • Whether there is parental, carer or family engagement • Information about the types of interventions being delivered • Evidence of work undertaken with young people not referred to one of the three specialist services (case audits)

Priority 5 - Ensure that services deliver interventions that have an **IMPACT on the young person’s outcomes and effectively reduce the risks they face.**

What does good look like?	
Services understand the needs of the young people they are working with and deliver interventions that have a demonstrable impact. As a result of successful interventions, the level of risk is lowered and ultimately young people no longer require specialist support and/or social work involvement.	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> • Proportion of young people with RAG-ratings decreasing over time • Number of missing episodes reduce • Proportion of high risk young people closed to Children’s Services • Number of Good or Outstanding case audits 	<ul style="list-style-type: none"> • Evidence from case notes that the young person is experiencing positive outcomes as a result of interventions • Evidence of work with the young person’s family, parents or carers • Feedback from young people and their families

Priority 6 - **DISRUPT the activity of perpetrators, using arrests, and seeking prosecutions wherever possible, to reduce risk to adolescents from exploitation.**

What does good look like?	
There is an effective multi-agency approach that uses local intelligence to identify perpetrators and disrupt activity, including online perpetrators. Where possible arrests of perpetrators lead to convictions.	
Quantitative information:	Qualitative information:
<ul style="list-style-type: none"> • Number of arrests of individuals involved in CSE / criminal exploitation • Number of individuals charged for CSE/criminal exploitation related offences • Number of individuals convicted for CSE/criminal exploitation related offences 	<ul style="list-style-type: none"> • Evidence of the success of any activity to identify and disrupt individuals and networks engaged in CSE / criminal exploitation • Evidence of information-sharing at multi-agency panels that contributes to improved local intelligence

Appendix 1

Wandsworth Partnership Adolescent Exploitation Action Plan 2019-20

This is the current version of the Adolescent Exploitation Action Plan for 2019-20. The plan details how the 6 key objectives in our strategy will be met through a variety of actions for agencies across the partnership.

Action Owners:

Assistant Director for Children & Families (AD C&F)

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EVOLVE Service Manager (SM)

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