



# **STOKE-ON-TRENT AND STAFFORDSHIRE SAFEGUARDING CHILDREN BOARDS**

## **CHILD SEXUAL ABUSE MULTI-AGENCY STRATEGY**

**Version 7**

19 July 2016

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## **INTRODUCTION FROM CHAIR**

Child sexual abuse is a sensitive and complex issue that takes many forms. It is not an easy subject to talk about but it is essential that we do. The Staffordshire and Stoke-on-Trent Safeguarding Children Boards that I chair are determined and committed to work together to address it.

Child sexual abuse destroys the lives of individuals and has far reaching consequences for their families and our communities. It is not limited to any particular geographic area or social background but it is clear from the increased awareness arising from a string of high profile media cases that it is prevalent throughout the UK.

This strategy advocates that the best way to tackle the sexual abuse of children is through effective co-ordinated inter agency and partnership working to a clear and coherent plan, doing everything possible to prevent child sexual abuse and as well ensuring that there is a swift and proportionate response with practical and tailored support provided to children and young people unfortunate to become victims. To that end an important part of this strategy is working with children and young people and communities to inform them about the dangers of child sexual abuse and the early warning signs to look for. We potentially have children and young people in relationships that they themselves do not recognise as exploitation and abuse and we want to equip them with the knowledge and confidence to come forward and report.

This strategy describes how the safeguarding children boards and all our partners across Staffordshire and Stoke-on-Trent intend to continuously improve our effectiveness in tackling child sexual abuse. In recent years we believe that we have made good progress and have the evidence to support this view and this new strategy builds on what we have learned, both locally and more widely.

The strategy confirms how we intend to continue our vitally important awareness raising campaign focusing on children and young people, parents, schools, sections of the business community and all local communities. It outlines how agencies work together to deal with specific cases when potential child sexual abuse concerns are reported, and our continuing plans to disrupt this kind of activity and prosecute the people who perpetrate this crime.

We will listen to and learn from the victims, their families and friends who have been affected by these terrible experiences. It is vital that we translate what they tell us into positive action, so that we can tackle these crimes more effectively whilst ensuring that children and young people who are damaged by this experience get the professional help and support they need.

The safeguarding boards will be publishing an Annual Report that will provide the details of how this strategy has been implemented and what has been achieved. I look forward in due course to reporting on the good work that has been done to protect the children at risk of harm from sexual abuse.

**John Wood QPM**

Independent Chair, Staffordshire and Stoke-on-Trent Safeguarding Children Boards

## **STRATEGIC CONTEXT**

The Children Act 2004 (sections 13 and 14) requires each Local Authority to establish a Local Safeguarding Children Board (LSCB) to co-ordinate the actions of connected partners with whom they work and ensure the effectiveness of the safeguarding children arrangements.

Local Safeguarding Children Boards (Staffordshire and Stoke-on-Trent in this case) have a range of roles, responsibilities and statutory functions as set out in the Children Act and Regulations 5 and 6 of the Local Safeguarding Children Board Regulations 2006. Those relevant to this strategy are summarised below:

- Participating in the planning of services for children and young people in the area of the local authority;
- Developing policies and procedures for safeguarding and promoting the welfare of children and young people;
- Monitoring the effectiveness of what is done to safeguard and promote the welfare of children and young people;
- Delivering effective multi-agency safeguarding training;
- Undertaking serious case reviews;
- Communicating the need to safeguard and promote the welfare of children and young people,
- Publishing an Annual Report on the effectiveness of local arrangements to safeguard and promote the welfare of children and young people

At the joint meeting of Staffordshire and Stoke-on-Trent and Staffordshire Boards in September 2014 it was agreed that the strategic priorities for 2015-18 would be common to and owned by both Boards.

The development sessions held by the partnership Boards and the Executive Groups to examine and assess the national and local drivers set out within the Single Improvement Plan identified the need to tackle child sexual abuse as a priority.

The strategic priorities for 2015-2018 have been developed following self-assessments, external scrutiny and evaluation. High profile national serious case reviews, have identified child sexual abuse as a significant risk factor for children and young people regardless of where they live in the country. It is also known that children and young people who are missing from home or from residential care settings are particularly vulnerable to the risk of internal trafficking and child sexual abuse.

The risk of child sexual abuse through exploitation has been recognised by the Government as a national threat and in March 2015 they introduced an expectation that Safeguarding Children Boards will conduct regular local assessments on the effectiveness of local responses to Child Sexual Exploitation (CSE) and publish those assessments through their annual reports.

## **VISION FOR SAFEGUARDING IN STAFFORDSHIRE AND STOKE-ON-TRENT**

*Children and young people are kept safe by agencies working together effectively to provide the right help to families at the right time.*

Our vision recognises that protecting and safeguarding children and young people is about the development of a culture that promotes good practice and continuous improvement within services, raises public and practitioner awareness that safeguarding is everyone's responsibility, responds effectively and swiftly when sexual abuse has been alleged or occurs, seeks to learn when things have gone wrong, is sensitive to the issues of cultural diversity and puts the young person at the centre of planning to meet their support needs and ensure they are safe in their communities.

### **CHILD SEXUAL ABUSE – A DESCRIPTION OF WHAT IT IS**

Staffordshire and Stoke-on-Trent Safeguarding Boards have adopted the definition in the statutory guidance that describes child sexual abuse as:

*"..Forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child/young person is aware of what is happening".*

The sexual abuse of children and young people takes many forms and those relevant to this strategy are outlined below.

#### **Child Sexual Exploitation (CSE)**

This is where a person(s) exploits, coerces and/or manipulates a child or young person into engaging in some form of sexual activity in return for 'something' the child needs or desires and/or for the gain of the person(s) perpetrating or facilitating the abuse.

#### **Missing Children and Young People**

This is where the whereabouts of a child are unknown and cannot be established by their parent, guardian, or legal custodian and where the circumstances are out of character or the context suggests the young person may be subject of crime or at risk of harm to themselves or another.

#### **Child Trafficking**

A child has been trafficked if he or she has been moved within a country, or across national borders, whether by force or not, with the purpose of exploiting the child.

#### **Female Genital Mutilation (FGM)**

Includes procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. (World Health Organisation, 2014). It is recognised as a violation of the human rights of women and girls.

### **Honour Based Abuse**

This covers a combination of practices and behaviours, which are used as a means of exerting unwanted control within families or other social groups to protect perceived cultural and religious beliefs and/or honour. Such violence can occur when perpetrators perceive that a relative has shamed the family and/or community by breaking their honour code.

### **Forced Marriage**

This is a marriage conducted without the willing consent of one or both parties through the use of duress. It is now a specific offence under section 121 of the Anti-Social Behaviour, Crime and Policing Act 2014. Prior to this Act, prosecutors dealt with forced marriage cases using legislation including false imprisonment, kidnapping and offences of violence where this was a feature.

### **Intra-familial Sexual Abuse**

This is where a family member involves a child in (or exposes a child to) sexual behaviours or activities. The “family member” need not be a blood relative, but could be someone who is considered “part of the family,” such as a godparent or very close friend.

### **Youth Violence**

This is where harmful behaviours start at an early age and may continue into young adulthood. The young person can be a victim, offender or a witness to the violence.

## **PURPOSE OF THE STRATEGY**

This strategy sets out the vision, commitment and approach of the Stoke-on-Trent Safeguarding Children Board and the Staffordshire Safeguarding Children Board to ensure the effectiveness of the arrangements to safeguard children.

This strategy advocates that the best way to tackle the sexual abuse of children is through effective co-ordinated inter agency and partnership working to a clear and coherent plan, doing everything possible to prevent child sexual abuse and as well ensuring that there is a swift and proportionate response with practical and tailored support provided to children and young people unfortunate to become victims.

It is our collective multi-agency responsibility to identify those children and young people at risk of abuse and our joint responsibility to protect them and safeguard them from further risk of harm and reassure our communities we can perform our duties effectively. To that end the Board has a key role in promoting and facilitating local and cross border co-operation and collaboration. It is the police responsibility to focus on the detection, disruption and prosecution of perpetrators.

## **WHY IT IS IMPORTANT**

Child sexual abuse is completely unacceptable but, arising from a series of high profile cases widely reported in the media, it is clear that it is prevalent in the UK and for many children and young people the impact of this abuse can have a serious long term impact on every aspect of their life particularly on health and education that endures into adulthood.

The consistent findings from research highlight that the adverse consequences for the child often include acute feelings of betrayal, powerlessness, stigmatisation, guilt and traumatic sexualisation, physical and mental health problems, as well as difficulties forming and maintaining relationships. Abuse often has wider impacts and damages the lives of families and carers and can lead to family break ups.

The child /young person must always be the focus of what safeguarding partners do. It is important that we not only listen, we also need to engage with children and young people, their families and carers and the wider community and use their experiences to understand local need.

**This multi-agency strategy for safeguarding children who are abused or at risk of sexual abuse draws on:**

- **Working Together to Safeguard Children (DfE 2015),**
- **Safeguarding Children from Sexual Exploitation (DCSF, 2009),**
- **Tackling Child Sexual Exploitation Action Plan (DfE, 2011)**
- **I thought I was the only one. The only one in the world: The Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups, (OCC 2012).**

## **KEY PRINCIPLES**

The *'Final Report of The Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG)'* (November, 2013) outlines the *'See Me, Hear Me Framework'* for action, which sets out the functions, processes, proposed structure and underpinning principles that need to be in place to help ensure that children and young people are seen, heard and made safe. The overarching aim of this framework is that child sexual abuse is responded to as a child protection and safeguarding issue in accordance with the supplementary guidance to Working Together *'Safeguarding Children and Children and young people from Sexual Exploitation'* (DCSF, 2009) and messages from national child abuse enquiries.

Staffordshire and Stoke-on-Trent Safeguarding Boards have adopted the following *'See Me, Hear Me Framework'* principles:

### **1. The child's best interests must be the top priority**

The best interests of children and young people and their rights to protection must drive all decision making. The paramountcy principle as outlined in the Children Act 1989 must be adhered to where applicable.

### **2. Participation of children and children and young people**

Service providers need to involve children and young people when decisions are being made about their care, protection and on-going support and kept informed on any issues that affect them throughout.

### **3. Enduring relationships and support**

Support must be tailored to meet the needs of the child, according to their age, identity, ethnicity, belief, sexual orientation, disability, language, and stage of development. Children and young people tell us that having a consistent support worker throughout the whole period of their protection and on-going care is crucial to their recovery.

### **4. Comprehensive problem-profiling**

A joint Strategic Needs Analysis needs to be compiled with the oversight of the LSCB and shared with key partners to inform the development of a multi-agency strategy and action plans, the commissioning of services and the delivery of training and awareness-raising activity to support local practitioners. The strategic profiling risk and vulnerability led by Staffordshire police to inform the prioritisation of operational activity.

### **5. Effective information-sharing within and between agencies**

Each area should have a cross sector information-sharing protocol. All relevant agencies and services should be signatories and it should clearly state what information should be shared, by whom and the process for doing this.

### **6. Supervision, support and training of staff**

Services should invest in the development and support of staff including providing regular supervision and the opportunities for them to reflect on practice. Those practitioners who offer direct support to sexually exploited children and young people may require further specialist training and need regular opportunities to reflect on their practice with a suitably skilled supervisor.

### **7. Evaluation and review**

Evaluations and regular reviews of the effectiveness of the child sexual abuse strategy and the supporting action plan is necessary to ensure services and interventions are achieving their intended outcomes and meeting the needs of children and young people.

Sexually abused children are children in need of services under the Children Act 1989 and 2004. They are also children in need of protection. A multi-agency planning meeting/discussion should take place for all children considered at risk of sexual abuse. Formal child protection procedures should be followed where:

- The child is at immediate risk of significant harm and has other additional vulnerabilities
- There is concern that the sexual abuse is being facilitated by the child's parent/carer
- There is concern that the sexual abuse is facilitated by the child's parent/carer failing to protect
- There is concern that a related or unrelated adult in a position of trust or responsibility to the child is organising or encouraging the sexual abuse.

## OUR STRATEGY

The Safeguarding Children Boards have resolved to develop and co-ordinate a cross agency approach to increase effectiveness in tackling all forms of child sexual abuse, with an emphasis on those outlined at pages 4 and 5 above. Our strategy has the following four key elements:

- **Prepare** – Provide strong leadership, effective systems and working with partners to tackle child sexual abuse
- **Prevention** – Raising awareness of child sexual abuse amongst children and young people, parents, carers, the community and potential perpetrators and provide help at the earliest opportunity. This includes building resilience with families and partners to understand and act together in preventing this form of abuse.
- **Protect** - Safeguard children and young people by providing targeted support in order to achieve good outcomes for those who are at risk of or already victims of exploitation and support professionals to do so
- **Pursue** – Disrupt, arrest and prosecute offenders wherever possible and appropriate

## ELEMENTS OF THE STRATEGY

### PREPARE

#### Why it is important

It is widely acknowledged and agreed that only a clearly defined child focused, proactive and co-ordinated, multi-agency approach will be effective in preventing and disrupting child sexual abuse and bringing perpetrators to justice.

Safeguarding partners have demonstrated a strong commitment by signing up to working together to meet the strategic aims and principles set out within this strategy.

#### What we will do

The Safeguarding Boards have resolved to form a joint Child Sexual Abuse Forum (CSAF). The governance structure is shown at Appendix 1, page 16

The key purpose of this multi-agency forum is to share information, initiate action to implement the strategy, challenge each other and all key agencies and drive the work of the child sexual abuse strategy to ensure that this very important matter is given continual priority.

The CSAF will report to the respective Safeguarding Children Boards.

There are established links with the Multi-Agency Risk Assessment Conference (MARAC) in relation to domestic abuse and sexual violence and with Community Safety Partnerships in respect of gang activity.

There will be engagement with other strategic partnerships across Staffordshire and Stoke-on-Trent when required to align and help progress the work of the CSAF.

### **How we will know that we have made a positive difference**

The Safeguarding Boards will have a sound understanding of the nature and extent of child sexual abuse.

The Boards are assessed as effective in their co-ordination of multi-agency activity to tackle child sexual abuse.

## **PREVENTION**

### **Why it is important**

Those who work in the prevention of child sexual abuse know that the problem continues at an alarming rate and that much work remains to be done to prevent abuse before it happens. As safeguarding partners we know that work on prevention can be effective. We have helped to make it easier for victims to disclose and report abuse, and generated increased attention to all forms of child sexual abuse and exploitation.

General awareness of child sexual abuse and what to look for, amongst key groups of professionals and community organisations is a critical protective factor for children and families. One of the key aims of this strategy is to keep prevention of child sexual abuse in the forefront of people's thoughts, agendas, and policy discussions in such a way that we ensure all children grow up safe and free from all forms of sexual harm.

Patterns and prevalence of child sexual abuse should be understood so that prevention strategies can be adjusted to meet specific needs.

### **What we will do**

Our intention is for every child, parent/carer, teacher, social worker, healthcare professional who works with children, family member, and friend to understand what child sexual abuse is and know how they can play a part in preventing it. This will help children and young people to understand the potential dangers of exploitation and abuse, make safe choices, and build their resilience.

We will promote learning about healthy relationships including respect, help with informing decisions about what is acceptable and unacceptable, and how to access support.

We will provide information for children and young people to improve their resilience and stay safe including ensuring that they have somewhere safe to live.

We will provide information to teachers, parents and communities, helping them to understand the risks, recognise the signs that a child may be vulnerable or subject to abuse, and take appropriate action.

We will develop a media and communication strategy designed to raise public awareness of child sexual abuse. The communication strategy will be subject to regular reviews to ensure an effective response to local and national issues. The intention is to:

- Undertake high profile campaigns with different target audiences
- Make links with and signpost to other relevant services such as Childline, Child Exploitation and Online Protection (CEOP)
- Work directly with parents and children and young people to obtain their views

Mapping of potential access points to groom, exploit and abuse vulnerable children and young people that will assist in targeting those areas where perpetrators prey on children and young people.

We will link vulnerable children and young people to early help/ intervention services. We will manage risk at the lowest level, to prevent escalation, increase the numbers referred in, and achieve good outcomes for children and young people.

We will seek assurances that practitioners working at all levels of need have access to expert advice and consultation, understand their duty to identify vulnerability and risk, and ensure children and young people are provided with appropriate support.

Training and awareness packages should be identified for schools and other settings that deal with large numbers of children and those agencies that offer targeted services to vulnerable children and young people such as Pupil Referral Units and Residential Children's homes.

We will continually review and assess 'what works' to ensure preventative strategies can respond to developing issues and changes in victim or offending patterns of behaviour.

### **How we will know that we have made a positive difference**

Increased public awareness of what constitutes child sexual abuse

Increased public awareness of how to prevent child sexual abuse

Increased public awareness of how to report concerns and access support about child sexual abuse

Expected increase in reports of child sexual abuse

Positive feedback on the effectiveness of the communication methods for target audiences

Safeguarding partners are knowledgeable about child sexual abuse and able to respond appropriately when they become aware of it.

## **PROTECTION**

### **Why it is important**

Children and young people who are victims of child sexual abuse are often distrustful of adults and may have had negative experiences of statutory services. Whilst there may be situations which require emergency interventions to protect children and young people, the best approach is to work collaboratively with the young person and their family.

Taking the right approach to engaging vulnerable children and young people is crucial if we are to stand any chance of supporting them to break free from abuse and exploitation. We want to improve victim's experiences of being supported, ensuring that they are listened to, respected and given choices about how they are helped. We will work with our commissioned services to ensure that they reflect the needs of our community. We will work with our health colleagues around the development of longer term support for victims.

### **What we will do**

We want to ensure that we continually improve the way we respond to those victims brave enough to report their experiences.

The local authority has a statutory responsibility and safeguarding partners have a duty (Working Together 2015) to take protective action when a child is at risk of suffering significant harm. Depending on the context and level of vulnerability this could be in partnership with the family or by way of legal orders. Any joint actions will be proportionate and will focus on securing the best outcome for the child.

We will listen to and learn from the victims, their families and friends who have been affected by their experiences and translate what they tell us into positive action so that they get the professional help and support that they need.

Child sexual abuse has a devastating impact, not only on the child victim but on the whole family. Parents and carers will often want the perpetrators arrested and prosecuted and can be valuable partners in supporting an investigation by providing intelligence, corroboration and other evidence. Practice has shown that providing effective engagement and support to both the victim and their family can significantly improve criminal justice outcomes.

We are committed to involve parents and key family members in the assessment and planning process, and ensure that children and young people are central to any decision making. The aim is to support and empower children and young people and their families to find solutions themselves wherever possible.

The actions of alleged offenders or their associates in attempting to intimidate the child can be devastating for a victim. There may be direct action against the victim and family, or subtle threatening messages via social media, or to siblings and friends. Safeguarding partners are committed to deal promptly and robustly with intimidation.

### **How we will know that we have made a positive difference**

Commissioning of support services for child sexual abuse is demonstrated to be responsive to the needs of children and young people

Potential child sexual abuse victims are offered appropriate support/intervention

Parents/carers know where to access support when they need it.

Children and young people get the support when they need it.

## **PURSUE – DISRUPT AND PROSECUTE**

### **Why it is important**

Child sexual abuse has a devastating impact, not only on the child victim but on the whole family. Parents and carers will often want the perpetrators arrested and prosecuted.

We are committed to ensuring that we do all we can to disrupt perpetrators who are sexually abusing children and young people. It is vitally important that all efforts are taken to bring perpetrators to justice.

### **What we will do**

#### **Pursue**

Our approach to tackling perpetrators will be proactive and 'joined-up'. Our collective aim is to target known perpetrators, disrupting their activities, initiating prosecutions as appropriate. However, we recognise that gathering evidence can be challenging because victims may:

- Not realise or believe they are being sexually exploited and abused
- Distrust statutory services or adults in general
- Fear of their peer group should they seek help, particularly in gang-related abuse and exploitation
- Provide confused accounts of their experiences as child sexual abuse tends to take place in a range of settings, and can involve the use of alcohol and drugs and multiple perpetrators.

We will build on the work of committed and skilled practitioners, and take a strategic approach to identifying, disrupting and prosecuting perpetrators. We will continue to develop systems to enhance information-sharing and provide clear guidance to support effective collection and recording of evidence. Police will continue their efforts to secure prosecutions and maximise opportunities to disrupt child sexual abuse locally.

Learning from national and local experience is vital to ensure continuous improvement. We will build in regular reviews, analysis and feedback to learn from successes and failures, and disseminate this learning. The Crown Prosecution Service will work to improve the effectiveness of prosecutions; promote within its organisation examples of good practice; and work to increase the use of 'special measures' in appropriate cases.

## **Disruption**

A strategic overview is likely to identify particular "hotspots" where there are strong indications of abuse taking place. This might include emerging concerns about particular areas, addresses, businesses or professions, particularly those related to the night time economy. Local strategies will often be led by the Police but will in some situations be more effective when planned with other agencies. Particular activities might include:

- Equipping parents and carers of children and young people at risk of sexual abuse with simple strategies such as monitoring mobile phone and social media use, or recording details of cars belonging to suspected perpetrators
- Street operations and visible policing
- Use of specific legal Orders and Notices
- Use of licensing laws and powers
- Targeting particular professions or businesses
- Sharing information and intelligence in relation to highlighted locations, perpetrators or suspected perpetrators with school networks and other relevant organisations
- Prosecution including role of and links to CPS
- Multi-agency training for risk assessment and intelligence submission

Victims do not always perceive themselves to be victims and may not see that they are being abused, therefore it is vital that all agencies seek to disrupt activity in a co-ordinated manner with criminal justice partners seeking opportunities to prosecute for other offences should there be insufficient evidence for sexual offences.

## **Prosecution**

As child sexual abuse is a criminal act, it is important that suspected perpetrators are investigated and where appropriate, prosecuted. Publicity resulting from prosecutions sends out a powerful message to victims that their disclosures can be effectively responded to and abusers, or potential abusers, are likely to become more aware of the serious implications of their behaviour.

While safeguarding children and young people is the guiding principle, many responses to child sexual abuse focus solely on children and young people. Safeguarding partners need to be aware of the potential for children and young people sometimes to be removed from the location of the abuse without addressing the behaviour of abusers who may go on to exploit other children and young people.

It is acknowledged that prosecutions can often be difficult, due particularly to the positions of power that perpetrators tend to have over their victims. However, there have been national developments such as Child Abduction Warning Notices which do not require victim co-operation and these will be used whenever appropriate.

Data of criminal justice outcomes should be routinely gathered and monitored including, and specifically the attrition rates for cases referred to the CPS to ensure that learning from individual cases is shared and acted upon.

### **How we will know that we have made a positive difference**

Early identification of potential victims and proactive intervention against potential perpetrators

Identification and disruption of individuals and organised criminal networks engaged in child sexual abuse

Diligent, expeditious investigations by appropriately trained investigators.

Victim focused investigations resulting in outcomes that meet the needs of the victim and are fair and firm with offenders.

Expected increase in charges and convictions of perpetrators of child sexual abuse.

### **MONITORING AND ASSURANCE**

The safeguarding children boards have jointly developed a performance and quality assurance framework. Each Board will monitor the effectiveness of local activity and the impact of the operational response of connected agencies to individual children and young people and their families as well as seeking to identify any unmet need or gaps in service provision.

A key element in assuring effectiveness is the development of a CSE outcomes framework, commissioned in 2015, which is designed to gather data to provide a rich picture of the extent to which collective multi-agency activity tackles CSE effectively.

The data gathered in the framework will assist strategy development and the commissioning of services to support continuous improvement in the effectiveness of the local response to CSE. It will inform as to the prevalence of CSE, the outcomes of interventions including disrupting and prosecuting perpetrators. Overall the framework will help to identify agency or system strengths and areas for development.

In addition to the outcomes framework, safeguarding boards will undertake a coordinated programme of themed case audits and will use the findings to enhance assurance.

**Appendix 1**

**CSAF STRUCTURE AND GOVERNANCE DIAGRAM**

The Child Sexual Abuse Forum (CSAF) oversees the progress of the designated work streams set out below in the CSAF Structure and Governance Diagram:

Child Sexual Abuse Forum – Structure Chart 2016

