

Dudley Safeguarding People Partnership

Multi-Agency Child Exploitation Strategy

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Author	Contextual Safeguarding Hub
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Foreword

Section 1: Introduction and overview

The Government's updated statutory guidance Working Together to Safeguard Children (2018) and Keeping Children Safe in Education (2018) now refers to assessment of risk outside the home in relation to exploitation and contextual safeguarding and this approach enables us to understand, assess, and reduce the risk of harm from outside the family home. This harm will often manifest itself as exploitation. Regardless of the type of exploitation, children and their families have a right to be safeguarded from this form of abuse.

The common issues and reasons can be due to several factors, including vulnerabilities identified and being targeted by the abuser. It is often the case that those who become exploited do not perceive themselves to be victims, as they consider they have acted voluntarily. The reality is that their behaviour is not voluntary or consenting.

All agencies across Dudley are fully committed to safeguarding children from all forms of exploitation along with disrupting and prosecuting the individuals who have exploited them. This commitment is reflected in the Partnerships strategic priorities including the reduction of exploitation across the life course. The overarching terms of child exploitation will be used throughout this strategy to encompass a range of issues requiring a contextual safeguarding approach which include criminal and sexual exploitation of children, other forms of exploitation such as modern slavery and associated vulnerabilities such as serous youth violence, radicalisation, harmful sexual behaviour (HSB) and online abuse.

Our vision is that Dudley is a place of healthy, resilient and safe communities with high aspirations and the ability to shape their own future. Furthermore, Dudley borough is a place where children and young people thrive. The prevention of exploitation and a multiagency coordinated response to the protection of children where contextual safeguarding concerns are identified is fundamental to ensuring required to ensure we achieve our aims. An effective response will require all agencies within the Partnership to work together. It is about contributing to a collective task focused on children rather than on individual organisations and their own agendas.

This Strategy, therefore, also seeks to outline how the Partnership will work together to ensure that we make a real impact on the lives of our children. The implementation of this Strategy will be managed by the reports to the Contextual Safeguarding (Children) subgroup which is governed by Dudley Safeguarding People Partnership Board.

1.1 Remit

This strategy will apply to children who reside in Dudley. For the purposes of this strategy a child is defined as anyone who is under 18 years of age. Care leavers may include young people aged 16 and 17 and young adults up to the age of 24.

Dudley MBC retains responsibility for Dudley children looked after who are placed outside the local authority boundaries. In these cases, Dudley Children Social Care (CSC) will require the placement provider to comply with this protocol and those local to their area.

This strategy should be considered alongside the following documents:

- West Midlands Child Protection and Safeguarding Procedures
- West Midlands Safeguarding Adults Multi agency procedures
- Dudley Missing Children Procedures
- Dudley Violence Prevention Strategy
- Dudley Channel Procedures
- Dudley Harmful Sexual Behaviour pathway
- Dudley Modern Slavery Policy and Statement
- Dudley Community Cohesion and Hate Crime Strategy
- National Referral Mechanism: guidance for child first responders

1.2 Strategy aims and purpose

There is a partnership commitment to develop a joint exploitation strategy across the life course, with Dudley MBC, West Midlands Police and the Clinical Commissioning Group (CCG) jointly responsible. It seeks to unify a process of recognition, risk assessment, referral and discussion amongst professionals utilising a single process and document. It sets out a clear pathway by which to ensure all organisations work together to provide the best service possible for all children who are at risk of being exploited.

The purpose of this strategy will be:

- To ensure there is a strategic commitment across all agencies
- To prevent exploitation
- To improve awareness, understanding and recognition of exploitation issues within the community and by developing the workforce across the partnership
- To improve support and reduce the impact for victims of exploitation

To achieve this, the strategy will focus on four interconnected objectives:

- To **prepare** the partnership in understanding the scope and breadth of the problem
- To commit to a life course approach to **prevention** of exploitation
- To **protect** and support victims of exploitation and their families
- To **pursue** and respond to perpetrators of exploitation

As an outcome of this strategy, Dudley MBC and the DSPP will have the following elements in place.

- A senior, strategic, multi-agency commitment to Child Exploitation and a Contextual Safeguarding approach
- An action plan which sets out how this will be undertaken
- A workforce who understand the impact of adverse childhood experiences and the potential link with exploitation
- A multi-agency contextual safeguarding and child exploitation hub, working alongside Children's Services and other partners, to provide input and expertise on

- levels of risk and leading on strategic and operational responses
- A screening tool for professionals to undertake an initial assessment of risk which considers a broad spectrum of exploitative behaviours and focuses on both inter and extra familial risks
- Clear pathways and processes where risks are identified
- Robust multi-agency risk management and safety planning processes to ensure the child/young person have access to the right level of support and care
- Collection and analysis of data to understand the extent and impact of child exploitation that is used to inform local threshold decisions, risk assessments, safety planning and disruption activity

1.3 How will we know we've made a difference?

In delivering this strategy we will know we have made a difference by measuring our success against a range of multi-agency contextual and positive outcomes indicators. This includes quantative and qualitative information about the success of our interventions.

The partnership will be able to indicate that vulnerable children have benefitted through the following measures:

- Remained cared for in their family and/or community
- Reduction in children missing from education (CME)
- · Reduction in the number and length of missing episodes
- Reduction in children being detained in custody
- Reduction in children entering the criminal justice system where exploitation is a feature
- Reduction in a range of criminal activities e.g. peer on peer violence, violent crime, drug related crime
- The coordination of robust safety plans via a multi-agency risk management strategy meeting
- Provided feedback and captured the voice of the child to inform service delivery and development

1.4 Governance and Accountability

The 7 regional Local Safeguarding Children Safeguarding Partnerships within the West Midlands have responsibility for overseeing the co-ordination and ensuring the effectiveness of the individual and collective systems that respond to Contextual Safeguarding and Exploitation.

Within Dudley, the Safeguarding Children Partnership Group (DSCPG) is responsible for the focus on the statutory duties under the Children and Social Work Act (2017) and Working Together (2018) and it includes Police, Social Care and Clinical Commissioning Group (CCG)

Dudley has an established Exploitation subgroup for Children. Along with Social Care, Police and CCG, additional members include: Education DSL leads, Community Safety, a

range of voluntary sector providers, Early Help and the Youth Offending Service. This group reports Dudley Safeguarding Children Partnership Group and has links to the Dudley Safe and Sound partnership

1.5 Definitions

	·
Safeguarding	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 children form in their neighbourhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial harm can undermine parent-child relationships. Therefore, children's social care practitioners need to engage with individuals and sectors who do have influence over/within extra- familial contexts, and recognise that assessment of, and intervention with, these spaces are a critical part of safeguarding practices. Contextual Safeguarding, therefore, expands the objectives of Childrens safeguarding systems in recognition that children are vulnerable to abuse in a range of social contexts.
'Adult at risk'	A person aged 18 or over, who has needs for care and support, who is experiencing, or at risk of, abuse or neglect and as a result of their care needs - is unable to protect themselves.
Modern Slavery and Trafficking	The Modern Slavery Act, 2015 provides the encompassing framework which features the exploitation of children, and adults at risk. (This framework confirms two important points: (a) that a child (under 18 years) cannot consent to trafficking and modern slavery regardless of the 'form' of exploitation, and (b) that consent is 'irrelevant' where it is ascertained that the threat or use of force, coercion, abduction, fraud, deception or abuse of power is used for the purposes of exploitation. "Trafficking of persons, shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour [including criminal* exploitation] or services, slavery or practices similar to slavery, servitude or the removal of organs." (Palermo Protocol, UN, 2000)
Exploitation	This is a form of abuse, is often characterised by an imbalance of power, exchange and (the restriction or absence of) consent. 'Exploitation' occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child (under the age of 18 years): (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 be exploited for criminal or sexual purposes (see below); it can

	include forced labour, organ harvesting, domestic servitude, and forced marriage.
Criminal exploitation	This occurs when the victim is coerced and manipulated into criminal activities; for example, children forced or coerced into transporting drugs, working in cannabis farms, laundering money or to commit theft.
County lines	This is the term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of 'deal line'. They are likely to exploit children to move and store the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons (Home Office, 2018)
Sexual exploitation	This is a form of sexual abuse, whereby the child at risk is coerced, manipulated or deceived for sexual purposes. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive another into sexual activity: The victim may have been sexually exploited even if the sexual activity appears consensual. Sexual Exploitation does not always involve physical contact; it can also occur through the use of technology
Radicalisation	This occurs when someone has their vulnerabilities or susceptibilities exploited towards crime or terrorism - most often by a third party, who has their own agenda. Radicalisation is usually a process not an event. During that process it is possible to intervene to prevent vulnerable people being drawn into terrorist related activity. The Home Office define 'extremism' as vocal or active opposition to fundamental British values including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. Section 26 of the Counter Terrorism and Security Act 2015 places a duty on Local Authorities to have 'due regard to the need to prevent people from being drawn into terrorism, trafficking/modern slavery and other adult safeguarding issues. It is important to recognise that these terms do not necessarily work in isolation and various forms of exploitation and modern slavery may be operating concurrently.

1.6 National context

The Children Act 2004 states that local agencies, including the police, health and education should work together to safeguard and promote the welfare of children. The Care Act 2014 also sets out a legal framework for how these partners should protect adults at risk of abuse or neglect.

A number of reviews and inquires have indicated that safeguarding partnerships require a new framework for ensuring the child protection system is equipped to respond to abuse that children and young people are exposed to in community or peer contexts. Examples include the Child safeguarding practice review panel publication *'It was hard to escape'*: Safeguarding children at risk from criminal exploitation and Serious Case Reviews (Waltham Forest May 2020 / Newham August 2018)

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

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

These include:

- National child sexual abuse and exploitation prevention strategy
- Serious Violence Strategy
- Early intervention youth fund
- · Troubled families: supporting families against youth crime
- Child exploitation disruption toolkit

1.7 Dudley context

In line with feedback from regional (West Midlands Barnardo's) and national organisations (National Working Group - NWG) it is evident that within Dudley, exposure to risk through youth violence and criminal exploitation feature more strongly than sexual exploitation.

Local contextual safeguarding data indicates that children at CSE risk are relatively evenly spread across all wards within Dudley MBC and the majority are white British females with most being aged between 15 and 17 with high levels of Social Care involvement as at the end of 2020.

Current CSE concerns would appear to be typically occurring within the following two types of abuse dynamics: inappropriate relationships: usually one offender who has physical, financial or emotional control over a young person; or the 'Boyfriend' model of exploitation and peer exploitation. There is no current evidence of organised or networked sexual exploitation or trafficking whereby young people are passed through networks where there may be forced or coerced.

The group of young people at risk of CCE are is overwhelmingly located in the central / eastern wards of the borough, they are more ethnically diverse with higher risk ratings than their counterparts in the CSE cohort. The majority being male and also aged between 15 and 17. This indicates that in Dudley, black and Asian young men are disproportionality at higher risk of CCE. This is also in line with national findings (e.g. 'It was hard to Escape'). Social Care involvement is lower but are significant number are open to YOS on either statutory or Early Help interventions.

Of the crimes that are committed by young people in Dudley, Knife possession and violence against the person are consistently high in relation to local crime categories. Concerns have also recently arisen about the criminal exploitation of young people involved in residential burglary and the theft of high-performance vehicles 'to order' as part of organised crime groups.

There is a significant group of care leavers transitioning into adulthood and the authority also has high rates of School exclusions, and Special Educational Needs and Disability (SEND) cases. The authority is also facing a sharp spike in Elective home educated Children.

Section 2: Strategic Objectives

A whole-system approach should be adopted to address perpetrators and to protect and support victims. It requires engagement across the whole partnership, the workforce and communities. A whole-system and life course approach needs to protect and support children and try to prevent exploitation through raising awareness in the community and disrupting criminal activity. To achieve its aims, this strategy will focus on four objectives based upon a 4P framework:

2.1 Prepare

- Recognise what forms of harm are prevalent and understand the nature of such harm.
- Recognise factors within a child's life which can increase vulnerability and place them at disproportionate risk, including the transition into adulthood and the associated challenges.
- Recognise how grooming and coercion can be the instigator for victims moving into a recruiter/ perpetrator of abuse.

2.11 Develop an informed and high-quality workforce.

- Multi-agency training and development (including the business community, transport hubs, hotels and leisure industry) to raise awareness of the growing nature of criminal exploitation, the links with sexual exploitation and wider forms of exploitation including labour exploitation and trafficking.
- Support and enhance the identification of children and young people at the highest levels of risk
- Strong partnership working ensures opportunities for professional challenge and oversight
- Using the voices of others (children, young people and their families and professional workforce) to inform the evaluation of our responses, influence practice and create change.
- When young people at risk are identified there are effective and responsive systems and processes in place to ensure their needs are assessed and a plan developed and implemented to meet those needs.

2.12 Understand the nature and scale of exploitation to inform our response to tackle it.

- Collating intelligence and information sharing across a range of agencies to maintain and improve our understanding on the scale and nature of exploitation.
- Use this understanding to support prevention, protection, and pursue activities.

2.2 Prevention

• Commit to a life course and whole community approach, ensuring that 'blame' is not placed on the child or their families for the occurrence of exploitation itself.

2.21 Communities are resilient and knowledgeable

- Professionals, parents and carers, children and young people at risk as well as
 other members of Dudley communities are fully aware of the signs of exploitation
 and know where to go to seek help.
- There are multi-agency prevention activities across communities, including within educational establishments, health services, private sector and third sector organisations.
- These activities are informed by feedback from children and their families at risk who are experiencing, and have also exited, exploitation.
- Activities recognise and reflect the diverse and changing make-up of Dudley
- An understanding of children, young people, parent and carers needs, experiences, and how these can be best met or used to shape services.

2.22 Adopt a graduated approach to prevention.

- Universal: designed to ensure our universal services are committed to strengthening emotional well-being and resilience through activities such as healthy relationships and well-being and using technology safely.
- Targeted: focus on groups, and geographical areas, identified through prepare activities as disproportionately at risk of abuse. For example, children in care, children at risk that go missing, children and young people in gang associated neighbourhoods.
- Secondary: early identification of risk, through the identification of multiple vulnerabilities and or indicators, providing early help responses to decrease the likelihood of further escalation.

2.3 Protect

- Support victims of exploitation and their families by providing the best possible intervention and services.
- Recognise when victims are further recruited, coerced or threatened into facilitating the abuse of other victims.
- Deliver successful interventions which lower the assessed level of risk and increase the resilience of children and their families.

2.31 Victims voices and their families

- Are heard and responded to in relation to accessing the most appropriate services/support to meet their needs in a timely way.
- Services use tailored and creative solutions to engage with victims and their families.

2.32 Agencies adopt a collaborative approach to assessment in relation to risk and vulnerability of exploitation

- Statutory, voluntary and charitable organisations consistently apply multi-agency cooperation in the assessment of risk to children.
- This includes consideration of how environmental influences and perpetrators can facilitate the recruitment of others and, for some, reoffending.
- For vulnerable adolescents preparing for adulthood, agencies consider the 3 principles (a) the harm of exploitation experienced in childhood can continue into adulthood; (b) exploitation can occur to adults at risk; and (c) the impact of child exploitation can manifest in adulthood after the 'harm' has occurred.

2.4 Pursue

- Respond to perpetrators of exploitation, holding them to account through enforcement and activities which deter perpetrators from abusing children.
- Holding perpetrators and their activities to account requires a multi-agency response across councils, police, and children and adult workforce.
- It relies on evidence gathering and robust information sharing to ensure the identification of those that seek to exploit children.
- Consider alternatives where prosecution is not possible, such as civil interventions and disruptions

2.41 Perpetrators are identified, and enforcement action is taken

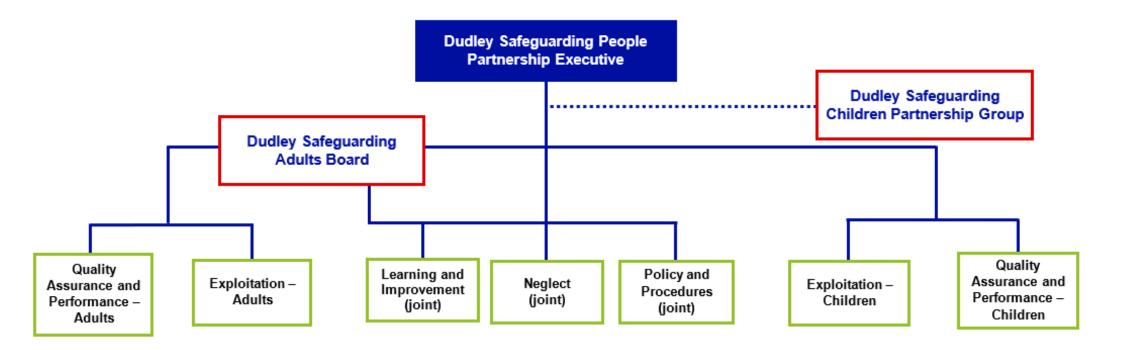
- There is an effective multi-agency community safety approach that uses local intelligence to identify perpetrators and/or locations of concern and disrupt activity by understanding and utilising a range of methods/orders/powers.
- Enforcement activity seeks to increase the arrests of perpetrators leading to convictions and increase the use of warning notices and orders which disrupt and prevent further exploitation.
- Behaviour change interventions are robust and effectively support perpetrators to desist from exploitation and achieve pro-social goals.

Section 3: Operational outcomes

Based on the above 4P framework, this child exploitation strategy makes following recommendations:

- The partnership will work towards the creation of a Dudley Exploitation hub (DEx hub) that specifically focuses on CSE, CCE, missing children and significantly vulnerable adolescents at risk
- This hub will have a case allocation function so that exploited children and young people can be supported by specialist social workers who are familiar with the local contextual safeguarding agenda and the associated resources and partners.
- These children will have the opportunity to be supported by a specialist adolescent safety planning framework when extra familial harm is the primary safeguarding issue (My Safety plan)
- The DEx hub will include specific police-identified resources dedicated to investigating and disrupting child exploitation, particularly CCE and CSE.
- The DEx hub will make referrals to specialist therapeutic pathways of support for CYP who are exploited including Barnardo's/PHASE trust and other recognised therapeutic providers
- DEx Hub to link in with health partners and facilitate access to health services to ensure children are supported to address their health needs
- DEx staff will attend the monthly Channel panel to ensure that prevent and radicalisation issues are considered thorough a lens of potential exploitation
- DEx will co-ordinate with a range of partners, the delivery of a daily missing triage, a
 weekly exploitation panel, ongoing MACE meetings and a monthly Child
 Exploitation Operational Group (CEOG)
- CEOG will consist of a multi-agency panel that responds to specific threats of criminal exploitation and CSE. This will include clear practical guidance for individual cases comprising of the relevant roles of individual agencies (who does what, when and how).
- DEx will work with management information analyst to co-ordinate, collate and information from a range of agencies to identify children and young people at risk of exploitation, and highlight vulnerable areas and hotspots.

Appendix 1: Governance Structure



Appendix 2: 4P Service Framework Key Partners & Stakeholders Roles and Responsibilities

Prepare	Prevent	Protect	Pursue
	Safeguardin	g Partnership	
 Create and embed Dudley Exploitation Strategy over the life course. Ensure that 'exploitation' is a priority in local structures Ensure that child exploitation is integrated with related partnership plans including the Modern Slavery Action plan and the YOS plan Implement training and development opportunities across the workforce. Families and Communities Awareness Information of risks and signs Partnership Publicity campaigns 	 Ensure exploitation, trafficking and signs of vulnerability for children and young people is well understood within communities and within businesses and agencies across Dudley The workforce has sufficient knowledge, skills and experience to deliver targeted interventions, identify risk and signpost/refer for additional support Targeted publicity campaigns and promotional material regarding situations and places 	 Identify joined-up approaches to the commissioning and provision of services to provide people with the right support at the right time Vulnerability panels ensure the workforce is supported to assess risk and provide proportionate support. Services ensure that victims and their information, flow seamlessly between different services, without complication and over their lifetime Provision of support via the relevant legislative framework including the National referral Mechanism 	 Enforcement activity is undertaken utilising appropriate legislation to address the issues with the location as well as targeting activity at the offenders themselves Resources and promotion regarding the law clearly identifies expectations and consequences of involvement in abuse and exploitation to perpetrators.
Children's Social Care			
 Agree local protocols with partners regarding responding to children at risk of exploitation and/or trafficking, including missing children defined as at risk of exploitation and/or trafficking Provide and share local analysis for partners about 	 Ensure early assessment and prevention planning takes place for children s at risk in care and those living at home Agree local protocols with West Midlands Police regarding children at risk of missing from care and missing from the community where there is a risk of extra- 	 Assessments of children should consider whether wider environmental factors are present and are a threat to their safety and/or welfare Work with partners to ensure children and young people victims of abuse and exploitation receive an 	 Children who may be alleged perpetrators should be assessed to understand the impact of contextual issues on their safety Young people are seen as young people first, and victims and/or perpetrators second.

Prepare	Prevent	Protect	Pursue
children at risk of exploitation in receipt of a statutory service and support	familial abuse	 appropriate, flexible, collaborative service Review the provision of emergency accommodation and other therapeutic support Coordinate safety planning and exploitation multi agency interventions 	
	Po	lice	
Provide local analysis and data for partners about exploitation and trafficking.	Embed a culture of understanding exploitation and in all its forms and work with partners to prevent exploitation	 Work with partners so that identified criminal offences are investigated Contribute to safety planning and multi-agency contextual safeguarding interventions 	 Investigate any identified criminal offences and bring those responsible for offending to justice Respond where there is an immediate safeguarding risk whether there is a crime or not. In relation to children, cases are recorded as either crime or non-crime.
Health			
Agree local protocols on information sharing with partner agencies	Ensure all practitioners working with children and families know who to contact for advice should they encounter people at risk of exploitation	Work with partners to ensure victims of abuse and exploitation receive an appropriate, flexible, collaborative service.	Review the provision of emergency and other Therapeutic support
Education			
 Provide early identification of a children causing concern or showing signs of distress. 	Provide early, holistic and continuous education, utilizing all potential avenues of	Ensure accessible and appropriate support is available for concerns identified during	Schools and other education settings have up to date guidance to deal with contextual

Prepare	Prevent	Protect	Pursue	
 Educate young people to understand about healthy relationships, what exploitation is and how to keep themselves safe 	communication, on healthy relationships / staying safe online / sex education / risk of exploitation	 educational activities. Advise and assist children and young people in accessing specialist support, where appropriate 	safeguarding issues including child sexual abuse, harmful sexual behaviour, bullying, serious youth violence and criminal exploitation.	
	CRC a	an NPS		
 Provide early identification of a person causing concern or showing signs of distress. Ensure that the person is provided with specialist support, where appropriate. 	 Support individuals identified at risk of exploitation with safety planning Support individuals at risk of exploitation to strengthen prosocial networks and activities Co-ordinate resettlement plans for adults released from prison into the community 	 Support the victims of offenders by information sharing and joint risk management with relevant partners Contribute to multiagency safeguarding and public protection arrangements 	Exercise the use of enforcement powers in response to risk escalation Provide robust management of identified offenders, through risk assessment, intervention, multiagency working, home visiting and enforcement	
	Third Sector			
 Appoint an exploitation lead within voluntary and charitable organisations Ensure appropriate protocols in place for the identification of and process for referring young people and their families 	 Provide specialist support and share information with relevant agencies Provide training or sign posting to appropriate sources of information or contacts. 	To undertake direct work with young people at risk of or already involved in exploitation.	To contribute to multi-agency meetings and share information appropriately	