CITY OF CARDIFF COUNCIL CYNGOR DINAS CAERDYDD

CABINET MEETING: 19 MAY 2016



MULTI AGENCY CHILD SEXUAL EXPLOITATION STRATEGY REPORT OF DIRECTOR OF SOCIAL SERVICES

AGENDA ITEM: 4

PORTFOLIO: EARLY YEARS, CHILDREN & FAMILIES (COUNCILLOR SUE LENT)

Reason for this Report

1. To enable Cabinet to approve Cardiff Child Sexual Exploitation Strategy

Background

- 2. The national background concerning the extent and scale of Child Sexual Exploitation (CSE) as an organised and significant threat to children in communities across the UK is well known and the subject of wider media, public, professional and policy debate.
- 3. This strategy sets out how agencies and professionals in Cardiff are working together to mitigate the risks for children and young people arising from the threat of CSE. The strategy has drawn on the findings and lessons identified in public reports concerning CSE in these cities and elsewhere.
- 4. It is important to see this strategy in the context of strategic policy development nationally and regionally. The Welsh Government, the Children's Commissioner and the South Wales Police and Crime Commissioner have prepared strategic positions or plans or are in the course of doing so at the time of writing. We are also aware that the National Independent Safeguarding Board which has not yet been established will also have a role in shaping and influencing the overall strategic direction in relation to CSE. This proposed strategy for Cardiff has taken these wider developments into account to minimise any divergence of approach overall.
- 5. Nevertheless the Cardiff and Vale Local Safeguarding Children Board (LSCB) has agreed that in relation to Cardiff it is imperative for board partners to have a clearly articulated platform on which to build and take forward a range of interrelated interventions and developments in the short to medium term. As such this strategy should not be read as a final or completed document but rather as an evolving development that will

be kept under active review by the LSCB and revised as our knowledge and understanding deepens over time. Any substantive changes to the strategy will be agreed in consultation with the Cabinet member for Children and Families.

- 6. This proposed strategy is also in effect a synthesis of work that has been undertaken by partners over the last two years to analyse and address CSE in response to widespread concern in communities and nationally regarding the threat of CSE. It should be noted however, that ascertaining the extent of CSE in any given community is challenging for all agencies. In part this is because of the covert criminal nature of CSE but also because until very recently there has been no agreed framework, system or process for interagency intelligence gathering in relation to CSE. The proposed strategy and accompanying action plan highlight work that has been undertaken by partners to address this deficit, albeit this is not yet complete.
- 7. More recently, on 10th December, the Welsh Government (WG) wrote to all LSCBs to initiate a "CSE Data Collection Pilot". This highlighted that ".... there is currently little or no consistent data collected or held on the prevalence of CSE across Wales". A WG sponsored Task and Finish Group has therefore, developed a data collection tool which LSCBs have been required to run from 1st January 1st April 2016. This will provide the basis of an all Wales summary report as to prevalence and an analysis of findings. The Cardiff and Vale LSCB will be undertaking this work accordingly and this will clearly facilitate the proposed strategy and action plan.

Issues

- 8. The proposed Cardiff Child Sexual Exploitation Strategy is focused on meeting the challenge presented by the threat of CSE in relation to four key considerations, known in crime prevention and management terms as the 'Four Ps', namely
 - **Prevent** harm,
 - Prepare children, families, communities and professionals to spot children at risk
 - Protect victims and
 - Pursue, disrupt and prosecute perpetrators.
- 9. The strategy aims principally to:
 - **Understand** the scale of the problem
 - Raise awareness of the issue through education and training
 - **Identify** those at risk and provide early support to **prevent** exploitation and abuse
 - Protect children who are affected by following the AWCPP
 - Support victims to break away from sexual exploitation and recover from their experiences
 - **Disrupt** and prosecute perpetrators
 - Develop a plan of action to achieve this aim

- And each of these key Aims is described in more detail in the body of strategy.
- 10. Prior to 2014, data relating to children who were known by agencies to be at risk of sexual exploitation was not separately captured or analysed. This is not to say that action was not taken where such cases were referred or identified, simply that the data capture system did not provide for capture and analysis over time. More recently as part of local work within Children's Services and with partners, agencies have been profiling CSE more effectively and the progress and outputs of that work are referenced in the strategy. Please note that recent national developments referenced in paragraph 7 above, will strengthen the capacity of partners to gather and analyse the factors affecting CSE overall. Meanwhile, early indications emerging from the local audit and profiling work suggest an improving picture in terms of effective responses to CSE and real strength in terms of protecting Looked After Children from exposure to CSE.
- 11. Overall it is clear that the number of children identified as being at risk of CSE is rising but understanding the significance of this should be treated with some caution. The rise in the number identified probably reflects the more proactive approach and greater awareness of agencies over the last 2-3 years rather than a simple growth in prevalence, although both are clearly possible.
- 12. Clearly all of the elements of a coherent and whole system approach to CSE are important and each requires effective support and coordination. Children's Service has therefore appointed an interim Lead Manager and a temporary CSE co-ordinator to work specifically on tackling CSE. Both have been instrumental in leading on key pieces of work to ensure effective action, including the audit of known cases.

Reason for Recommendations

13. To enable more effective strategic development and coordination of action to reduce the risks and impact of CSE.

Financial Implications

14. Temporary funding is available in order to meet the on-going costs of the Lead Manager and CSE Coordinator posts in 2016/17. A request for permanent funding will need to be considered as part of the 2017/18 budget process.

<u>Legal Implications (including Equality Impact Assessment where appropriate)</u>

15. The existence, implementation and reviewing of this strategy in accordance with the action plan is evidence of the Local Authority working to fulfil its statutory responsibilities in relation to safeguarding.

HR Implications

16. The changing of the two posts from temporary to permanent will require the correct corporate processes to be followed. It will also require the readvertising of the posts across the Council, and a recruitment and selection process to be followed

RECOMMENDATION

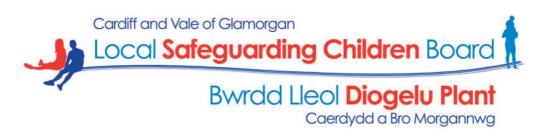
The Cabinet is recommended to approve the Cardiff Child Sexual Exploitation Strategy

Tony Young

Director 13 May 2016

The following appendix is attached:

Appendix A - Child Sexual Exploitation Strategy



Cardiff and Vale of Glamorgan Local Safeguarding Children Board

Cardiff Child Sexual Exploitation Prevention Strategy

Foreword

Child sexual exploitation (CSE) is a criminal act that has a devastating impact upon children and young people and has an increasing national profile following significant investigations which have led to prosecutions. At the national level there has been a tendency to assume CSE has an impact upon very small numbers of children in particular locations. However, recent national reviews of its prevalence have concluded that there will be children and young people at risk and being abused in most local authority areas.

This strategy sets out the commitment of Cardiff Children's services and its stakeholders to tackle (CSE) in a co-ordinated, multi-agency and strategic manner, and to support victims in mitigating the impact of CSE.

The strategy is endorsed by all professionals and organisations in contact with or providing services to children and young people in Cardiff (whether in a statutory or voluntary capacity), in order to identify, support and equip professionals to effectively safeguard and promote the welfare of children and young people affected by CSE, and to encourage a culture of professional challenge in order to effectively address the complex issues that CSE involves.

Young people who are victims of sexual exploitation require comprehensive, long term support, often into adulthood. This strategy will, where concerns arise, ensure that support is provided at the earliest opportunity.

Councillor Sue Lent Deputy Leader and Cabinet Member for Children and Families

Tony Young
Director of Social Services

1. National Context

Definition

The All Wales Protocol Safeguarding Children and Young People at Risk of Sexual Exploitation provides a definition for child sexual exploitation (CSE):

Child sexual exploitation is the coercion or manipulation of children and young people into taking part in sexual activities. It is a form of sexual abuse involving an exchange of some form of payment which can include money, mobile phones and other items, drugs, alcohol, a place to stay, 'protection' or affection. The vulnerability of the young person and grooming process employed by perpetrators renders them powerless to recognise the exploitative nature of relationships and unable to give informed consent¹.

Awareness of sexual exploitation in Wales has been growing since 2005 when the then Children's Commissioner for Wales commissioned research to consider the National picture of the nature and prevalence of CSE in Wales. The scoping study found 184 separate cases of children or young people across Wales were identified as having been sexually exploited². A pilot study carried out in Newport in 2006 identified 67 children and young people at significant risk of sexual exploitation. The data from the pilot study when considered with data gathered from two other Welsh local authorities provided a large sample of cases held by social services including youth offending services. Of these cases, risk assessments indicated that 129 of children and young people were at significant risk of sexual exploitation.3 This was considered to be an underestimation of the problem.

Policy and Guidance in Wales has consistently required local authorities to take steps to understand and take action to address the issue of CSE in their areas⁴ and in March 2016 Welsh Government launched the National Action Plan which sets expectations on local authorities to have a strategy in place to tackle the sexual exploitation of children. This strategy is aligned to the National Action Plan and is consistent with the key messages set out in it.

2. Purpose

This strategy sets out the commitment of partners in Cardiff to do everything possible to prevent CSE, protect and support those affected by CSE and tackle perpetrators. It is important to note that for now, this is a Cardiff only strategy. We will continue to work with colleagues in the Vale of Glamorgan with an aim to develop a regional strategy if it is felt that one is needed.

A coordinated, proactive, multi-agency approach is essential to fulfil the overarching outcomes of the strategy and those of the National Plan:

- Prepare children, families, communities and professionals to spot children at risk
- **Prevent** harm

 $^{^{}m 1}$ All Wales Protocol: Safeguarding and Promoting the Welfare of Children and Young People who are at Risk of Abuse through Sexual Exploitation. Barnardo's Cymru (2008) on behalf of the AWCPPRG

² Coles. J (2005) Out of Sight Out of Mind: Child Sexual Exploitation. Cardiff: Barnardo's Cymru

³ Welsh Government (2010) Safeguarding Children and Young People from Sexual Exploitation: Supplementary guidance to Safeguarding Children: Working Together Under The Children Act 2004 ¹ 1 and 3 above.

- Protect victims and
- Pursue, disrupt and prosecute perpetrators

This strategy and implementation plan demonstrates how partners in Cardiff are determined to do all we can to work together to find CSE wherever it takes place and limit the impact on children and families.

3. Strategic Context

It is important to see this strategy in the context of strategic policy development nationally and regionally. The Welsh Government, the Children's Commissioner and the Police and Crime Commissioner have prepared strategic positions or plans. We are also aware that the National Independent Safeguarding Board which has not yet been established will also have a role in shaping and influencing the overall strategic direction in relation to CSE. This proposed strategy for Cardiff has taken these wider developments into account to minimise any divergence of approach overall.

Nevertheless the Cardiff and Vale Local Safeguarding Children Board (LSCB) has agreed that in relation to Cardiff it is imperative for board partners to have a clearly articulated platform on which to build and take forward a range of interrelated interventions and developments in the short to medium term. As such this strategy should not be read as a final or completed document but rather as an evolving development that will be kept under active review by the LSCB and revised as our knowledge and understanding deepens over time.

Although relating to Cardiff, this document is shaped by, and delivers to, the Cardiff and Vale of Glamorgan Local Safeguarding Children Board's (LSCB) Business Plan, which in turn demonstrates how the LSCB and its partner agencies will deliver the actions set out in the National Action Plan.

This proposed strategy is also in effect a synthesis of work that has been undertaken by partners over the last two years to analyse and address CSE in response to widespread concern in communities and nationally regarding the threat of CSE.

4. Aim

This strategy will set out how we will:

- Understand the scale of the problem
- Raise awareness of the issue through education and training
- Identify those at risk and provide early support to prevent exploitation and abuse
- Protect children who are affected by following the AWCPP

- Support victims to break away from sexual exploitation and recover from their experiences
- Disrupt and prosecute perpetrators
- Develop a plan of action to achieve this aim
- 5. What we know about CSE in Cardiff and how we will make sure we understand the scale of the problem.

The most contemporary research into the nature and prevalence of CSE in Wales was undertaken in 2006. It looked at a large sample of 1487 cases open to Children's Services where the child was aged 10 or over and found that 9% of cases were at risk of CSE⁵.

Concerted efforts have been taken to assure ourselves that our response to CSE is effective, consequently Cardiff Children's Services undertook an audit of CSE cases between October 2015 and February 2016 which reviewed referrals received by and cases open to children's services during the 2 year period January 2014 to December 2015, where CSE concerns had been raised. The purpose of this audit was to analyse the nature and prevalence of CSE in Cardiff and identify where the response can be improved. The audit identified that The All Wales CSE Protocol has been applied in all cases where assessment identified significant risk of sexual exploitation. In all cases where a child is at significant risk of sexual exploitation, multi-agency plans are in place to protect and support those individuals.

Bespoke training is being provided to individual teams. Workers report feeling more confident and equipped to identify children at risk and this is resulting in more children who are at risk being recognised earlier. Data is being routinely gathered and analysed and measures are in place to ensure there is an overview of all CSE cases so that patterns and links can be picked up. Knowledge is increasing rapidly regarding local hotspots and people and places of concern. This information changes frequently and systems are now in place to continuously gather up to date information and ensure it is shared across agencies.

South Wales Police have also completed a Problem Profile which found that:

- There are a number of 'hotspots' within Cardiff City Centre; these include take away restaurants, places where children can have free access to the internet and can access new psychoactive substances (NPS). Appropriate multi-agency strategies have been put in place to mitigate these hotspot risks.
- A strong link between children going missing and CSE especially where there are repeat missing episodes - this is in common with research across the UK

⁵ Clutton, S and Coles, J. (2007) *Sexual Exploitation Risk Assessment Framework: A pilot study*. Cardiff: Barnardo's Cymru

 Victims engage in a range of risky behaviour including staying out all night, consuming alcohol, attending the homes of older males and travelling around with males they have only just met but do not perceive this is putting themselves at risk

Child sexual exploitation is a particularly hidden form of abuse and disclosure by the victim is rare. Identifying children at risk depends on the knowledge and skill of the professionals around children to identify vulnerability and risk. It is likely that the full extent of the problem has not yet been uncovered and that at any one time there may be a level of sexually exploitative activity in relation to children that remains below the radar.

We will ensure that inter-agency intelligence is systematically integrated to maximise the visibility of emerging CSE trends enabling prompt and appropriate intervention. We will have mechanisms in place to gather information on the number of children who are at risk of or being abused by sexual exploitation as well as understanding the number of perpetrators, types of abuse, and locations of concern.

We will routinely collate information for analysis into a data set to ensure an updated overview of prevalence, nature and location. This ongoing monitoring will enable us to:

- understand current need
- be clear on local indicators of vulnerability and risk
- make decisions on what resources are needed to support victims and disrupt and prosecute perpetrators

Cardiff and the Vale Local Safeguarding Children Board (LSCB) is committed to enabling children and young people to directly influence and shape policy and recognises that nowhere is this more significant than in relation to CSE. It is only by drawing directly on the experiences of children and young people who have been abused or threatened by CSE, that we can understand how perpetrators operate and improve the effectiveness of agency interventions. For this reason we see it as important to establish an appropriately supported network or steering group to engage young people in this highly sensitive policy development area.

6. How we will raise awareness, **identify** and **protect** those who are vulnerable and **prevent** CSE

Children and Young People - Equip young people to keep themselves safe by delivering an education programme to raise awareness of CSE through services such as schools and youth service. This will include information and the provision of web based tools or apps around being safe and happy in the online environment.

Communities and Faith Groups - Engage with community and faith groups so that they are able to identify children who are showing signs of vulnerability and risk and know how they can access support

Parents and Professionals - Equip parents, professionals and communities to identify children who may be vulnerable to CSE by raising their awareness of the key signs of

vulnerability and what they should do when they are concerned through a targeted campaign. The targeted campaign will use a range of methods of communication including published materials, social media and pop up road shows.

Effective Leadership - Identify lead professionals in key agencies (Children's Services, Police, Education, Health, Sexual Health Services, Youth Service and Youth Offending Service) to act as a source of expertise within their own agencies, collate essential data and represent their organisations on the CSE risk assessment panel.

Professional Responsibility - Make sure all professionals understand their responsibility to identify children who are vulnerable or at risk, including through sharing information, to ensure children and young people are given the right support to build resilience and protect them from sexual exploitation.

Multi-Agency Training - Develop a multi-agency training plan to deliver to all levels of partner agencies to raise their awareness of signs of vulnerability and risk, information on local hot-spots and promote an integrated approach to children and young people at risk.

Promote Effective Risk Assessment - Promote consistent use of the Sexual Exploitation Risk Assessment Framework (including wider circulation of scoring and threshold guidance) in order to identify signs of vulnerability and risk early on.

Risk Management - Establish a CSE risk assessment panel (based on the domestic violence MARAC model) made up of representative from key agencies – Children's Services, Police, Education, Health, Sexual Health services, Youth Service, Youth Offending Service and specialist agencies). This will enable colleagues across agencies to identify links between victims, perpetrators and locations, develop a shared understanding of risk profile and thresholds.

Provide evidence of compliance with legislation and guidance - Promote the robust application of the All Wales CSE Protocol including use of Multi Agency Child Sexual Exploitation Meetings to provide expert guidance and support decision making to manage and reduce risks. These meetings will be chaired by the lead manager for CSE in children's services.

Share Good Practice - Establish a Professional Interest Group to enable professionals to share good practice and promote an integrated approach to CSE.

7. How we will support victims to **break away** from sexual exploitation and **recover** from their experiences.

We currently implement a model of best practice to support young people who are being sexually exploited. This model draws on innovative practice from across the UK (both the statutory and third sectors) and is based on developing a trusting relationship and offering consistent support.

We will continue to promote a proactive response to children who runaway and those missing from home, care or education in order to reduce risk to CSE.

8. How we will **disrupt** and **prosecute** perpetrators

We will continue to develop and refine our model of best practice which provides a coordinated, strategic response to CSE which makes every effort to identify, disrupt and prosecute perpetrators. Our model draws on innovative practice from around the country and ensure agencies work with the CPS and courts to learn how prosecution rates can be improved.

We will continue to engage with the wider community such as taxi companies, take away restaurants, licenced premises and city centre locations to develop prevention strategies.

We will continue to implement a risk reduction plan for all locations and venues where there is an increased risk of targeting vulnerable children (i.e. children's homes, schools, youth centres).

We will continue to implement a disruption strategy including a wide range of powers available to police and other public bodies including Child Abduction Warning Notices and Civil Injunctions.

9. How we will measure our performance

The measures of our success will be set out as clear tasks in the action plan. Progress on implementing this strategy will be reviewed quarterly.

10. Our plan to implement this strategy

An action plan setting out how every part of this strategy will be implemented is attached at Appendix 1.

It should be noted that this strategy and action plan was developed in November 2015 and set ambitious targets. Significant progress has already been made in implementing the strategy which has evolved in response to knowledge gained through the work that has been done.

This plan was written to ensure that the expectations on Local Authorities, as set out by Welsh Government in the National Plan to tackle CSE (2016), have been included and will be met.

The strategy will be reviewed by the LSCB in May 2017.

Appendix 1 - Action Plan to implement the CSE Strategy

Aim	Action	By Whom	By When
1. Understand	Complete an audit of children's services	Interim Lead Manager	COMPLETE
the scale of the problem	referrals and cases with CSE concerns to identify the nature and prevalence of	for CSE, Children's Services	
	CSE in Cardiff.		June 2016
	Identify a Lead Officer for CSE	All LSCB agencies	June 2016
	Provide weekly information for the CSE data set	Lead Officer for CSE in all agencies	SYSTEM IN PLACE – ONGOING
	Collate information from all agencies into a data set for analysis and	Interim Lead Manager	ACTION
	Using that data, prepare a report of the updated overview of prevalence, nature	for CSE, Children's Services	SYSTEM IN PLACE – ONGOING
	and location in relation to CSE for Children and Families	Interim Lead Manager for CSE, Children's	ACTION
	Consider the CSE overview reports regularly.	Services	COMPLETE
		LSCB	Quarterly
	Review and adjust the CSE prevention strategy		beginning April 2016
		LSCB	September 2016
2. Raise awareness of the issue through education and	Convene a Task and Finish Group to develop and deliver an education programme to raise awareness of CSE through services such as schools and youth service.	Interim Lead Manager for CSE, Children's Services	Initial delivery to commence April 2016
training	Convene a Task and Finish Group made up of statutory and third sector organisations and community and faith groups to design and produce a targeted campaign to raise awareness of parents, carers, professionals and communities including the use of published materials, social media and pop up road shows.	Interim Lead Manager for CSE, Children's Services	Commence development April 2016
3. Identify those at risk and provide early	Map existing services working to prevent CSE	Interim Lead Manager for CSE, Children's Services	COMPLETE
support to prevent	Promote consistent use of the Sexual Exploitation Risk Assessment	Interim Lead Manager	Strategy in place May 2016
exploitation and	Framework across partner agencies	for CSE, Children's	171dy 2010

abuse		Services, Lead Officers	
anuse		for partner agencies	
	Develop and deliver a multi-agency	LSCB Training sub-	Commenced
	training plan to all levels of partner agencies	group	delivery April 2016
	agentices	CSE Lead Officer, SW	2010
		Police BCU and Interim	
		Lead Manager for CSE,	
	Establish a CSE risk management mechanism	Children's Services	June 2016
		CSE Lead Officer, SW Police BCU and Interim	
		Lead Manager for CSE,	
		Children's Services	COMPLETE
	Establish a practitioners' forum to enable	Intovino I I NA	
	professionals to share good practice and promote an integrated approach to CSE.	Interim Lead Manager for CSE, Children's	
	promote an integrated approach to COL.	Services	COMPLETE -
	Liaise closely with all organisations		SYSTEM IN
	providing support to children and young people vulnerable to or at risk of CSE	Interim Load Manager	PLACE WITH ONGOING
	people vulnerable to or at risk of CSE	Interim Lead Manager for CSE, Children's	ACTION
		Services	
	Develop a CSE information sharing		July 2016
	system e.g. CSE WASPI to contribute to effective information sharing in known or		
	suspected CSE case	Interim Lead Manager	
		for CSE, Children's	
	Develop a properly supported victim participation group to understand better	Services and Lead Officers for partner	Development to Commence April
	how to prevent children becoming	agencies	2016
	exploited	Intovino I I NA	Comtour ber 2010
	Contribute to revisions to the All Wales	Interim Lead Manager for CSE, Children's	September 2016
	CSE protocol and definitions within the	Services	
	All Wales Child Protection Procedures		
		Interim Lead Manager	December 2016
	Implement revisions to the All Wales	for CSE, Children's	
	CSE protocol and definitions within the	Services and Lead	
	All Wales Child Protection Procedure	Officers for partner agencies	
		LSCB	A 11.00.10
4. Support victims to break	Develop a model of best practice to support young people who are being	Interim Lead Manager for CSE, Children's	April 2016 onward
away from	sexually exploited	Services	Jiiwaiu
sexual			
exploitation and	Promote and audit the application of the	Interim Load Manager	CVCTEMIN
recover from their	All Wales CSE Protocol including use of Multi Agency Child Sexual Exploitation	Interim Lead Manager for CSE, and Lead	SYSTEM IN PLACE -
experiences	Meetings	Officers in partner	ONGOING
,		agencies	ACTION
	Promote a proactive response to children		

	who runaway and those missing from home, care or education in order to reduce risk to CSE	Interim Lead Manager for CSE, Children's Services and CSE Lead	April 2016 onward
5. Disrupt and prosecute perpetrators	Convene a task and finish group to develop a strategy to engage with the wider community such as taxi companies, take away restaurants, licenced premises and city centre locations to develop prevention strategies.	Officer, SW Police BCU CSE Lead Officer, SW Police BCU and Interim Lead Manager for CSE, Children's Services	Development to commence May 2016
	Develop a risk reduction plan for all locations and venues where there is an increased risk of targeting vulnerable children (i.e. children's homes, schools,	CSE Lead Officer, SW Police BCU and Interim Lead Manager for CSE, Children's Services	May 2016
	youth centres). Convene a task and finish group to develop a disruption strategy.	CSE Lead Officer, SW Police BCU and Interim Lead Manager for CSE, Children's Services	May 2016
	Deliver multi-agency training to all levels of partner agencies to support the preservation and gathering of evidence	CSE Lead Officer, SW Police BCU and Interim Lead Manager for CSE, Children's Services	September 2016 onwards
	Capture and use intelligence to prevent	CSE Lead Officer, SW Police BCU	September 2016 onwards
	offending and assist with prosecuting perpetrators	CSE Lead Officer, SW Police BCU	September 2016 onwards
	Develop closer links with criminal justice partners such as CPS and the courts in order support successful prosecutions	Interim Lead Manager for CSE, Children's	July 2016
	Develop an effective mechanism to ensure probation (Community Rehabilitation Companies and National Probation Services) and partner	Services	
	agencies can share the information they hold about individuals linked to CSE	CSE Lead Officer, SW Police BCU	September 2016 onwards
	Support victims throughout an investigation and prepare them for court	r olice DCO	