

scrutiny



A Report of the: Children & Young People Scrutiny Committee

Child Sexual Exploitation

May 2016



The City and County of Cardiff

CONTENTS

CONTENTS	2
CHAIR’S FOREWORD.....	3
TERMS OF REFERENCE	5
DEFINITION OF CHILD SEXUAL EXPLOITATION (CSE)	6
EXECUTIVE SUMMARY	9
KEY FINDINGS	12
RECOMMENDATIONS	22
BACKGROUND EVIDENCE	28
INQUIRY METHODOLOGY.....	59
BIBLIOGRAPHY	63
FINANCIAL IMPLICATIONS.....	66
LEGAL IMPLICATIONS	66
COMMITTEE TERMS OF REFERENCE.....	67

Appendices:

Appendix 1 – All Wales National Action Plan for Tackling Child Sexual Exploitation (CSE) in Wales 2016/17

Appendix 2 – CSE Case Studies

CHAIR'S FOREWORD

Firstly I'd like to thank the members of this Task & Finish inquiry for their diligence in reading the large amount of paperwork and for their questioning of witnesses, in what can be a distressing subject. Secondly thanks to all the witnesses who gave evidence, they were all obviously very professional in tackling this issue and had a desire to get it a higher profile in the Council and wider public awareness. Finally we could not have completed the inquiry without the superb support of Alison Jones, Principal Scrutiny Support Officer.

Child Sexual Exploitation (CSE) has had a high profile in England as a result of the criminal convictions in Rochdale, Rotherham, Leeds and Bradford. In the reviews and enquiries into these cases it was clear that people in authority knew that the CSE was happening, they either ignored it; thought it was a one off problem; assumed 'another agency' was dealing with the issue; were unable to progress cases because of inter-agency data protection protocols; failed because of dysfunctional inter-agency working or focused on the behaviour and lifestyle expectations of the young people and not their safeguarding needs. This Task & Finish inquiry found elements of all of these behaviours has been present in Cardiff in the recent past and currently.

Child Sexual Exploitation is everybody's concern, in Cardiff a start has been made in improving inter-agency working with the Multi Agency Safeguarding Hub (MASH), but too often in this inquiry witnesses told us that they had difficulty in getting cases assessed by Children's Services and they were required to produce 'hard evidence'. This may be a training need for third sector organisations in understanding thresholds for referral, but it may be that we are missing some cases or not intervening early enough.

Awareness also needs to be raised with those working in the night time economy. People know what hotels, night clubs & areas of the city, where adults associate with children. People need to know where to refer any concerns they may have, currently they do not.

So far in Cardiff we have not had any major cases of CSE, but we cannot be complacent. Cardiff is a large city and getting larger, CSE does happen in Cardiff, we now need to push forward on this issue more swiftly to make sure that we protect our young people and vulnerable children.



Councillor Richard Cook
Chair, Children & Young People Scrutiny Committee

TERMS OF REFERENCE

As part of their 2015/16 Work Programme, Members of the Cardiff Council Children & Young People Scrutiny Committee established a task and finish Inquiry into Child Sexual Exploitation. This inquiry sought:

- To assess the robustness of the CSE strategy, preventative measures and the level of the Council's and partner organisations response to incidences of CSE.
 - Exploring partnership working and resource allocation associated with managing CSE in Cardiff.
 - Exploring the scale of CSE in minority groups.
- To gather stakeholders views with regard to the above, including statutory partners and relevant Cabinet Members and Cardiff Council officers.
- To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff.
- To make evidence based recommendations to improve the reduction of CSE in Cardiff, to the Cabinet and relevant stakeholders.

Members of the Task & Finish Group were:

- Councillor Richard Cook (Chair)
- Councillor Dianne Rees
- Councillor Jim Murphy
- Mrs. Patricia Arlotte, Roman Catholic Co-Optee.

WHAT IS CHILD SEXUAL EXPLOITATION (CSE)?

1. Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.
2. Violence, coercion and intimidation are common, with involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social, economic and/or emotional vulnerability.
3. The sexual exploitation of a child under the age of 18 is illegal under Section 65(1) of the Children Act 2004.

Statutory responsibilities

4. Following the publication of statutory guidance "Safeguarding Children: Working Together under the Children Act 2004", Councils were required to establish Local Safeguarding Children Boards (LSCBs).

The objectives of an LSCB are to:

- **Protect** children within its area who are experiencing, or are at risk of abuse, neglect or other kinds of harm, and
- **Prevent** children within its area from becoming at risk of abuse, neglect or other kinds of harm.

Cardiff and the Vale of Glamorgan established LSCBs in 2006, merging as one LSCB in October 2013.

5. The Cardiff and the Vale of Glamorgan LSCB brings together representatives of each of the main agencies and professionals responsible for helping safeguard children. In Wales, the statutory responsibility for establishing the LSCB rests with the local Children's Services authority.
6. The Social Services and Well-being (Wales) Act 2014 introduced a strengthened, robust and effective partnership approach to safeguarding. Part 7 of the Act sets out clear statutory responsibilities for local agencies, including Councils, in relation to safeguarding children (and adults) via local safeguarding boards.
7. In addition, the Welsh Government published *the "All-Wales National Action Plan to Tackle Child Sexual Exploitation"* which sets out a framework and minimum standards that Safeguarding Children Boards and partner agencies should work collectively and individually towards and build on to:
 - Prevent and protect children and young people from sexual exploitation.
 - Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of sexual exploitation.
 - Contribute to the identification, disruption and prosecution of perpetrators.

A copy of the All Wales National Action Plan for Tackling CSE is attached as Appendix 1.

8. Councils play a crucial, statutory role in safeguarding children, including tackling child sexual exploitation. However, they cannot do this alone. It needs the cooperation of the wider community and partner agencies. Councils can use their links with police, schools, health professionals, and community and faith groups to highlight the signs and ensure people know where to turn if they have concerns. Child sexual exploitation is a difficult and unpleasant subject to discuss, but having these conversations is crucial to stamping it out.

9. The experiences of Rotherham go to demonstrate the key role that the Leader of the Council, the lead Member for Children's Services, scrutiny committees and all Councillors have in questioning and challenging responses to CSE in their local area.

EXECUTIVE SUMMARY

1. This Inquiry took place between November 2015 and April 2016 and during this time, Members were working in a fast-moving, ever changing landscape around tackling CSE. This ranged from an improved drive and recognition of the issue across the Council, the work of key partners and other agencies, a raft of research and guidance, the implications of the Social Services and Well-being Act 2014, and most recently, the launch of an *“All Wales National Action Plan to Tackle Child Sexual Exploitation”*. At the same time, national media reported extensively on several issues related to CSE, including Rotherham, Savile and Operation Yewtree.
2. During this Inquiry, Members received evidence from a wide range of individuals and organisations that directly deal with children, young people and their families. In addition, Members considered a wide range of evidence and research undertaken across the UK, including the serious case reviews of high profile cases in areas such as Rochdale, Oxfordshire, Rotherham and Manchester.
3. Members concluded that it is critical to ensure that those children and young people subjected to CSE are **always** recognised as victims, despite the possibility that they may display a range of challenging negative behaviour, be disruptive, not want to engage, or display criminal behaviour. It should also be noted that legislation states that all children and young people under the age of 18 should be protected.
4. CSE has a devastating impact on children, young people and their families and it is the conclusion of the Inquiry Team that CSE should be a concern for **everyone**. CSE is largely a hidden crime, and raising awareness of this type of abuse is essential to preventing it and stopping it early when it does happen. Welsh Government has strengthened this by stating;

“One of the most important principles of safeguarding is that it is everyone’s responsibility. Each professional and organisation must do everything they can, to ensure that children... at risk are protected from abuse¹”.

5. The Inquiry has highlighted the need for whole-scale recognition of not just the issue within the City, but also the importance of having a range of initiatives and mechanisms in place to enable the wider public to also play a part in tackling the issue.
6. It is crucial that partners, practitioners and the wider public in general are equipped with the knowledge to recognise and report potential victims and perpetrators, as well as feed invaluable evidence to organisations, for example, potential “hotspots” in the City.
7. The Inquiry heard and read evidence that the approach (particularly in terms of language used) in any awareness raising and engagement with the wider community must be carefully considered. This is particularly so in relation to minority groups and how they are perceived. For example, at the beginning of the Inquiry, “Roma” communities were highlighted as a particular group being exploited, but the Inquiry concluded that children/young people in this group were no more vulnerable than any other child sharing similar wider socio economic circumstances to those within the Roma community. Therefore, they should not be stereotyped and “myths” about them allowed to be further communicated.
8. Looking further inward to the partners and other organisations involved tackling CSE, the Inquiry concluded that this issue should be viewed as a priority across all agencies, and a commitment to a holistic approach adopted, as it is critical that joined up, open and intelligence led work is undertaken, not only in tackling individual cases, but delivering wider, large-scale work. In addition, CSE should be joined up with other

¹ <http://gov.wales/topics/health/socialcare/safeguarding/?lang=en>

safeguarding children-related strands such as human trafficking, missing, forced marriage etc.

9. Only through an open, proactive dialogue across all agencies can the whole issue of CSE be tackled. No one agency should be viewed as “responsible”, with others passive in playing their part.

10. Linked with all of the above, the Inquiry concluded that central to all work going forward is ensuring everything being **victim-centred and victim-led**. This links with the principles set out in the Social Services and Well-Being Act 2014, which places the individual at the heart of their own decisions.

KEY FINDINGS

There were a number of key findings and conclusions arising from the Inquiry that could be drawn under a number of themed headings. These are as follows:

Cardiff Council's Strategic Approach to CSE

- KF1. The Inquiry concluded that there needs to be a real commitment across the whole Council to make sure that it plays a key role in this issue, and a need for further commitment at a higher level within the organisation.
- KF2. In order to ensure that the Council meets its part in the wider commitment in the Welsh Government National Action Plan to *“establish a strategic response to tackle CSE that reflects statutory guidance”*, Members concluded that an officer at, for example, Operational Manager level or above should have a specific responsibility to coordinate CSE issues at a strategic level, including being responsible for raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.
- KF3. During the Inquiry, Members did not receive any evidence that any “CSE Referral Pathway” system was in place, which would set out a clear and concise route of support and rehabilitation services and end-to-end care for those referred into the Council. This Pathway, if in place, could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

KF4. On 21 January 2016, Members undertook an in-depth review of the Cardiff & Vale LSCB Multi-Agency Draft CSE Strategy and a copy of the full response is set out in the “Background Evidence” section of this report. It concluded that the Strategy, at that time, required the following additional information:

- Key baseline data;
- Explicit references to governance and lines of accountability;
- Performance measures, including targets, costs and clear timeframes for review;
- Details of progress made to date; and
- Links to other key plans and strategies

Cardiff & Vale Local Safeguarding Children Board (C&V LSCB)

KF5. As stated above, the LSCB is the key strategic body in ensuring that children and young people who are at risk of, or subjected to, CSE are safeguarded against harm or abuse. The majority of the actions and outcomes required by the National Action Plan will be the responsibility of the LSCB.

KF6. Some witnesses to the Inquiry suggested that the C&V LSCB was a reactive body, waiting for national guidance to be imposed before taking action. Throughout the Inquiry, little reference was made about the C&V LSCB in organisations’ and partners’ dealings with CSE; where, in fact, Members felt that the work of the LSCB should have been more pivotal in taking this issue forward. Members also felt that this could have resulted in delays in driving forward and implementing key initiatives to ensure that children were being safeguarded against CSE, as well as driving forward the wider issues of awareness raising, training, developing a CSE Strategy, linkages with other strands of working etc.

KF7. Members also highlighted the situation in the Cardiff and Vale area, where the Chair and Vice Chair of the C&V LSCB were both Directors of Social Services. They felt this could present a risk to the objectivity of any reviews undertaken in their areas of work. Evidence suggested that Chairs from differing partner bodies were seen to be commonplace in other area LSCBs. An independent Chair could offer even more scrutiny and autonomy, as required in England under Chapter 3 of “*Working Together*” (2015).

Working in partnership (including information sharing)

KF8. Members were pleased to receive evidence that a Multi Agency Service Hub (MASH) developed in Cardiff had been launched (but not yet operational), and that this would further improve partnership working between agencies.

KF9. Members concluded that critical to its success was the need to operate as a positive, proactive strategic multi-agency working arrangement, ensuring the leadership of the MASH is effective.

KF10. Members acknowledge the major improvements made since the appointment of the CSE Lead Manager and the CSE Coordinator. They concluded that the responsibility should not just lie with them, but across the whole authority.

KF11. During the Inquiry, there appeared to be some anomalies between the evidence provided by the Council and other organisations in relation to arrangements for data sharing. Numerous witnesses agreed that training was needed, and that a clear guidance or protocol needed to be developed to address this. Whilst it was acknowledged that sensitive information cannot be disseminated widely, it was felt that positive working relationships across all partners should result in key data and information being made available for those working within this area.

Children's Services

KF12. Throughout the Inquiry, Members heard praise from all witnesses on the work the CSE Lead Manager and the CSE Coordinator had achieved to date. The improvements they have made, and continue to make to the operational aspects of CSE are to be highly commended. Members were concerned that these posts were fixed term contracts and felt that both of these posts should be made permanent.

KF13. However, some witnesses expressed their concern that the CSE Lead Manager and CSE Coordinator could not take forward the whole CSE agenda within the Council, and bearing in mind the scale and scope of the work required to tackle the issue in Cardiff, they should be supported more widely across the Service Area and beyond. Whilst the MASH will greatly assist them once operational, it was felt that currently, the weight of the success of this work rested heavily on their shoulders and that wider support from all stakeholders was required.

Referrals/Reporting CSE Allegations

KF14. Despite improvements to the process being made, witnesses identified issues remaining in their dealings with Children's Services. This appeared to be particularly apparent in referrals/reporting and advice for the 81 CSE related referrals presented to Children's Services between January and December 2015.

KF15. Members became aware that there seemed to be a "mismatch" of expectations between what the referrer anticipated would happen and what the Service could provide. For example, messages given to Members included:

- Inconsistencies in advice via the Children’s Access Point (CAP) desk;
- A lack of practitioner/referrer involvement in Strategy meetings;
- An apparent reluctance to take on cases;
- The need to provide “hard” evidence;
- Referrals not being “taken seriously”;
- Referrals not being dealt with in a “timely manner”;
- Joint referrals being made to give them added weight.

Overall, the witnesses felt that they have to fight hard to get Children’s Services to listen to what they are saying about clients and their experiences;

KF16. Whilst Members were aware that the MASH would operate a more joined-up approach, with a dedicated line and signposting into organisations, they wanted to flag up that these issues still existed under the current arrangements. Members also felt that every CSE referral should be assessed to ensure that all evidence is picked up, recorded and flagged, particularly where multiple referrals are made.

Awareness Raising and Training

KF17. Critical to the success of addressing and tackling CSE will be the need for a coordinated, well organised system of awareness raising and training initiatives that can be delivered to a wide range of audiences. This major piece of work is a requirement of the National Action Plan during 2016/17. Members were made aware of the training undertaken by the CSE Lead Manager and the CSE Coordinator, and again, this work needs to be commended. From witness suggestions, some initiatives could include:

- Coordinating a number of initiatives already in place, including:
 - SWIS (Safer Wales Inclusive Service) accredited learning
 - SERAF (Sexual Exploitation Risk Assessment Form) including online tools
 - Safeguarding training
 - Work of the CSE Lead Manager
 - Work of the Partnerships Manager

- Large scale/high profile campaign - hotspots, targeted work with vulnerable groups, bottom-up community engagement

- More targeted work with:
 - Schools
 - Foster Carers
 - Staff in children's homes
 - Providers of Council Services (Commissioning & Procurement requirement).

- Campaigns for children and young people, developed by young people, including:
 - PSHE (Personal Social Health & Economic) teaching materials – sexual health; healthy relationships etc.
 - Apps
 - Social media.

The Role of Schools

KF18. The Inquiry concluded from the evidence received that a major factor in minimising risk of CSE was the importance of ensuring children and young people remain in school, and acknowledges and commends the work that schools, mentors and youth workers undertake in facilitating this.

- KF19. Of particular concern to Members were issues in relation to elective home learning; reduced timetables etc. and “hidden” non attendance, and how these could contribute to increased risk to young people. There are currently no legislative powers to see/check a child who is being home educated.
- KF20. Members stated that it is critical that all parties work with schools to give them ownership of the issue, but provide the support (awareness raising, class materials and training) to enable them to act on managing disclosures. Examples of work within St. Teilo’s and Willows High Schools were cited as examples of good practice that could be rolled out across all schools in Cardiff.
- KF21. Witnesses suggested that training (for both staff and pupils) within this setting should be coordinated, covering Child Protection, CSE, forced marriage and radicalisation. This may be better done by partner organisations working with individual schools, including offering training facilitators for staff and pupils.
- KF22. Witnesses also expressed the view that a higher profile should be given to PSHE lessons and the issue of sex education and healthy relationships more generally. Evidence has shown that doing this could be very influential in preventative work and should be provided at the earliest opportunity (even at Primary level).

Prevention Work

- KF23. Members received evidence that concluded that there was a lack of preventative work and very few programmes available across the Cardiff and Vale area. The National Action Plan places a duty on the LSCB and partners to “*identify a range of preventative services*” during 2016/17, and witnesses cited the NSPCC “Respect and Prevent”

programme as an example of good practice in relation to CSE which needs to be considered by all partners.

Low/Medium Risk Intervention

KF24. Members received evidence that this is another area that needs to be reviewed to ensure that more options are available in tackling risk at an earlier stage. Members were informed that those who have been subject to significant harm as a result of CSE required an average of six months intensive help, and capacity is a major issue.

KF25. Linked to this, witnesses stated that, to date, it can take up to 12 months to get a referral to CAMHS (Child & Adolescent Mental Health Services) and this poses a significant risk of links breaking down, whilst waiting so long for referrals. Members were informed of a major restructure of CAMHS and this would go some way in greatly improving referral times, but there appeared to be no target date for the implementation of the restructure.

Post Trauma Support

KF26. Members heard that post trauma support was currently felt to be inadequate as, in many cases, significant mental health services are required. Witnesses informed Members of limited access to counselling services, but capacity and a lack of funding continues to be a major barrier for them.

KF27. In addition, there is also a lack of victim support services for clients once they have gone through the criminal justice system, particularly aftercare.

Vulnerable Groups

It is widely assumed that the majority of victims of CSE are young girls, but during the Inquiry, Members also considered other potential vulnerable groups and details of these are set out as follows:

Young Males

KF28. The Inquiry concluded after evidence from Barnardo's that, in terms of boys and young men, there is a need to acknowledge that 1 in 4 victims of CSE are male.

KF29. Members were informed that young males' behaviour can easily be categorised as 'just' low level criminal behaviour, thus the potential for CSE of young males is ignored. Additionally, males are less aware of where to go for help. Research also suggested that there could be a link between male victims potentially moving on to become facilitators or even perpetrators of CSE.

KF30. Evidence suggested that there was need to treat suspicions of male victims on a par with female and this needs to be publicised as a part of awareness raising and training.

"Roma" Children and Young People

KF31. The Roma community were highlighted as a potentially vulnerable Group in Cardiff, and this concern was therefore built into part of this Inquiry's terms of reference. Members heard from staff from the Council's Ethnic Minority and Traveller Advisory Service (EMTAS) about repeat referrals within this Group. Also there was an ongoing and serious issue regarding interpreters, who have little knowledge of the large number of languages spoken within the Roma community. This made case conferences difficult and is a major concern for staff within the Service.

KF32. During the Inquiry, Members heard that the Roma community were also concerned about the “westernisation” of their children..

KF33. A recent study undertaken in England² had revealed that, contrary to the “myths” surrounding Roma, these young people were no more likely to be at risk of CSE than any other group who had been subjected to similar socio economic vulnerabilities. Members were informed that Roma families often had a lack of basic funds and services, which made them vulnerable in terms of poor diet, poor living conditions, issues of special educational need (SEN) in their family, and a poor image of who they are and how they are perceived.

KF34. Due to this, international scale criminal organisations target newly arrived Roma and can exploit them on a number of levels – eg housing / landlords, slave labour, loan sharks and CSE.

² Research undertaken by Dan Allen, on CSE and Roma in North East England – yet to be published.

RECOMMENDATIONS

This inquiry was undertaken to investigate how the Council and its partners work together to respond to incidences of Child Sexual Exploitation (CSE) and meet the statutory duty to introduce a range of measures to tackle CSE in Cardiff.

During 2016/17, the Council and its partners (via the Cardiff & Vale LSCB) will be required to develop and implement a challenging programme of work via the ***All Wales National Action Plan to tackle CSE***. Many of the key activities and actions that would have been recommended by Members arising from this Inquiry are covered by the Action Plan, and therefore, the following recommendations aim to complement and enhance this work.

Please note that the recommendations below do not cover every aspect of the key findings highlighted in the previous Section due to the specific requirements of the National Action Plan, particularly in the areas of:

- Child Sexual Exploitation Strategy (KF4)
- Solutions to Low/Medium Risk Intervention (KF23)
- Services in relation to Post Trauma Support (KF26,KF27).

These three issues are likely, however, to be factored into future scrutiny activity as appropriate.

It is recommended that the following recommendations are commended to the Cabinet and the Cardiff & Vale LSCB for their consideration, and that an Action Plan be developed and form part of a Cabinet response to this Scrutiny Inquiry by the 31 August 2016, unless otherwise stated.

Recommendations to the Cabinet:

It is recommended that:

The Council's Strategic Approach to CSE

- R1. A CSE Referral Pathway be developed, which will set out clear and concise route of end-to-end care for those referred into the Council. This Pathway could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

Supported by Key Finding KF3

- R2. An Officer at Operational Manager or above be made responsible for CSE, and their job description to include a range of responsibilities including raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.

Supported by Key Finding KF2

Working in Partnership/Information Sharing

- R3. After 12 months of operation, a survey be carried out amongst all partners and practitioners to gauge the effectiveness of the Multi Agency Safeguarding Hub (MASH) in Cardiff and also improvements in partnership working and information sharing.

Supported by Key Findings KF8 – KF11

Children's Services

- R4. Members would like to commend the work carried out to date by the CSE Lead Manager and CSE Coordinator and that our thanks and the thanks of the many witnesses who took part in the Inquiry be passed on to them. It is also recommended that these posts be made permanent.

Supported by Key Findings KF12, KF13

Referrals/Reporting CSE Allegations

- R5. That Children's Services review the way that it deals with incoming CSE referrals as detailed in KF15. This is to meet the commitment required by the National Action Plan to *"support the identification of CSE and enable a timely range of appropriate responses"*.

Supported by Key Findings KF14, KF15

- R6. Ongoing training be given to social workers to ensure that consistent, professional, timely advice is given to everyone who makes a referral to Children's Services. Linked to this, wider training outside of the organisation (particularly to schools) should form part of the wider training programme to empower individuals and organisations to intervene at lower levels and therefore assist in reducing the number of referrals being made via the CAP Desk.

Supported by Key Findings KF16, KF17

Awareness Raising and Training

R7. A strategic, coordinated awareness raising and training programme be developed with input from all partners. Whilst it is acknowledged that the CSE Lead Manager and CSE Coordinator are currently engaged in CSE training with social workers and practitioners, further work needs to be planned, developed and implemented. This should include the coordination of current materials that could be used as part of the programme. The programme should include mechanisms for delivering a large scale campaign across the City, and also more targeted awareness raising and training to include vulnerable groups, community groups, schools' training, those engaged in the night-time economy, foster carers, staff in children's homes and those engaged in providing council services via the commissioning and procurement process.

Supported by Key Findings KF17, KF28-30, KF31-34

R8. It is also recommended that a programme of campaigns for children and young people is developed by young people, to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered not to stereotype victims, and materials should also pay particular attention to boys and young men who were identified as a particular "hidden" group.

Supported by Key Findings KF17, KF28-30, KF31-34

The Role of Schools

R9. That the LEA (Local Education Authority) conduct a risk assessment of those not in mainstream education, and that the results of this risk assessment be reported to the C&V LSCB and to the Children & Young People Scrutiny Committee. Members were particularly concerned about the potential risks inherent in children undertaking alternative curriculum and home schooling. Whilst it is recognised that the LEA does not have statutory responsibility to account for those children and young people, an idea of the scale of the issue and potential “risks” should be assessed.

Supported by Key Findings KF18-19

R10. It is also recommended that the Education Department play an active role in the awareness raising and training programme for schools. The proactive and positive work undertaken by Willows High School and St. Teilo’s High School should be included within the programme.

Supported by Key Findings KF20-22

Low/Medium Risk Intervention

R11. It is recommended that a report on the restructure of the CAMHS service be factored into the work programme of the Children & Young People Scrutiny Committee for consideration at a future date.

Supported by Key Findings KF24-25

Recommendations to the Cardiff & Vale Local Safeguarding Children Board

R12. Whilst it is recognised that the LSCB is not accountable to the Council, it is recommended that the Cabinet requests that C&V LSCB make a commitment to report to Cabinet and the Children & Young People Scrutiny Committee on progress towards achieving the All Wales National Action Plan, and commit to submitting, for information annually, progress against the Multi Agency CSE Strategy.

Supported by Key Findings KF 5 – KF7

R13. It is also recommended that the LSCB should review whether the current governance structure enabled robust scrutiny of the organisation and consider the need for an independent Chair.

Supported by Key Finding KF7

BACKGROUND EVIDENCE

What we know about CSE in Cardiff and how we will make sure we understand the scale of the problem³

From January to December 2015, 3741 referrals were made to Children's Services and of these 81 referrals where there was a concern regarding CSE. Of those 81, 79 processed to initial assessment.

Breakdown of who refers cases – where do they come from?

Source of CSE referral	Total	Total % (based on 81 CSE referrals)
Family, friend or neighbour	1	1
Local Authority's own Social Services Dept.	17	21
Other Agency	4	5
Other Departments of own or other LA	4	5
Police	31	38
Primary health / Community health	3	4
School	20	25
Secondary health	1	1
Grand Total	81	100

Number of multi agency/STRAT meetings by month:

Month	Jan to Mar	Apr to Jun	July to Sep	Oct to Dec	Total
Number of CSE STRAT meetings	0	14	40	49	103

³ Information received by Children's Services, January 2016

Characteristics of those vulnerable to CSE

- Poor family relationships – excluded families, single parents
- A history of being in care – not just young people, but their parents
- Drugs/alcohol problems
- Lack of money/poverty
- Family expectations/perceptions – *“it happened to me, therefore its going to happen to my children”*
- Additional learning needs – both young people and their families
- School experiences – particularly girls who have indicated they had a positive primary education, but secondary school is a problem
- The critical importance of keeping children and young people engaged with school

Case Studies are set out in Appendix 2.

The following Background Evidence aims to give a snapshot of the information and data received during the Inquiry. Copies of the full notes are available on request. Witnesses have been anonymised.

THE CULTURE IN CARDIFF IN RELATION TO CSE

1. Requirement of National Action Plan 2016/17

- SCBs and partner agencies assume CSE is present and have identified children and young people subject to or at risk of CSE as a shared priority
- SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people including those at risk of CSE and challenge practice shortfalls
- SCBs and partner agencies act to make Wales a hostile place for perpetrators of CSE and empower children and young people to make positive choices

2. Evidence received during investigation

High Profile Cases:

3. Attitudes of professionals towards victims was to describe them as 'undesirable', 'deviant' or 'promiscuous' and not worthy of protection (Rotherham)
4. Changing cultural attitudes – shifting attitudes from blaming children and young people to recognising them as victims, regardless of how they behave, dress etc; altering perceptions between girls and boys and tackling the sexualisation of children (Manchester)
5. Research/Policy/Guidance documents considered included:
 - Alexis Jay OBE - Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 (August 2014)

- Oxfordshire Safeguarding Children Board - Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (February 2015)
- Ann Coffey, MP - Real Voices - Child sexual exploitation in Greater Manchester (October 2014)
- Welsh Government National Action Plan To Tackle CSE In Wales (March 2016)

Meeting 3 – Third Sector/Front Line - 23 February 2016

6. The Group agreed that in all areas, there needed to be recognition that CSE is an issue and is happening. Children and young people at risk or vulnerable to CSE would display a range of challenging negative behaviour, be disruptive, not want to engage, or display criminal behaviour.
7. Many of the young people may not feel they will be believed, listened to, or recognise that they are being abused.
8. For example, it was suggested that, in some cases, schools would probably prefer NOT to have children and young people displaying negative characteristics in school.
9. The Group stated that a cultural shift in the way Roma are perceived needs to be addressed. Even at national level, many times the term “gypsy” is still used and this is seen as a pejorative term amongst large numbers of these communities.

COUNCIL'S STRATEGIC APPROACH TO CSE

10. Requirement of National Action Plan 2016/17

- SCBs and partner agencies have established a strategic response to tackle CSE that reflects statutory guidance and aims to prevent and protect children from abuse.
- SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people
- SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people

Evidence received during investigation

High Profile cases:

11. Rotherham

- No clear leadership and no consistent approach to addressing CSE and many professionals were not aware of the procedures
- Poor Performance Management and Quality Assurance
- No systems in place for agencies to learn lessons from serious CSE cases in which children had been failed
- Recruitment/retention of staff
- Insufficient budget and resources; specifically cutbacks in the Youth Service; resource priority given to protection of younger children
- Denial of the existence of sexual exploitation by Senior Officers and Elected Members
- Restructure of social work services impacting on frontline practitioners focus and diverting attention from core function of child protection
- Patriarchal, macho and bullying environment and culture

12. Research/Policy/Guidance documents considered included:

- W.A.G. Supplementary Guidance – Safeguarding Children & Young People from Sexual Exploitation
- All Wales Child Protection Procedures Review Group – Safeguarding and promoting the welfare of children who are at risk of abuse through Sexual Exploitation – All Wales Protocol
- Cardiff Local Safeguarding Children Board – Children & Young People Abused Through Sexual Exploitation – Protocol & Procedure
- Local Government Association – Resource Pack for Councils – December 2014

Meeting 3 – 3 March 2016

13. The witness stated that, in her experience, most CSE follows a “pattern of vulnerability” – a culture of exchange. A vulnerable child will be offered friendship, love, accommodation, drugs, alcohol etc, which develops over time with the perpetrator moving from coercion to manipulation.

14. It was asked whether there were enough resources to deliver everything in the Strategy. The answer was “yes”. The Police have dedicated more and more resources to this issue; the local authority had appointed The CSE Lead Officer, whose post was initially temporary but being made permanent. Considerable other resources were also put in place in terms of coordination; having processes in place to report; improved assessment of cases; and accountability.

15. The witness stated that benchmarking; review of processes etc. will be undertaken and was backed up by a witness stating that, in relation to this issue, partners were on board and the right culture was in place.

16. The Lead Officer’s priorities were:

- Supporting people working with CSE in Children's Services
- Improving practice at the "front door" – the CAP Desk
- Protecting those leaving care and/or those who are 18+
- Supporting practitioners across the board
- Training – ensure that this complies with guidance
- Using Community Services – drawing partners together into a Team; giving other agencies confidence to intervene themselves etc.

17. Members asked whether staff in youth centres would receive training. The witness stated that training was currently at the first stage, with staff in Children's Services but youth centres were part of the longer-term plan.

18. The witness took the opportunity to state that Cardiff is working towards being a standard bearer in relation to CSE and is working proactively in addressing this issue.

Meeting 6 – 15 April 2016

19. The witness is currently working with Cardiff Uni on pathways into prostitution/ sex work – most on-street workers in Cardiff have a social care home background and involvement from Children's Services but there is no appetite from Children's Services to do this work – she is having to battle to achieve it.

20. The witness stated that she is having the same experience as a few years ago with regard to work to tackle CSE– no joined up thinking, not knowing where to refer people, no understanding of the implications re CSE, lack of resource for those at risk and those experiencing CSE. They have a high number of cases that they are currently holding that they do not know where to refer to – concerns that this will lead to death.

21. The witness explained that the team know of hotels/ hostels/ bars where young people go and they think it is ok when it is in fact CSE. Members asked whether there was contact made with these venues to use their

intelligence about what is happening. The witness explained that this is not currently happening due to a lack of a strategic approach to tackling CSE and hopefully, the new CSE strategy should assist with this.

22. One witness felt that the main issues facing tackling CSE in Cardiff are: need for leadership; need for LSCB to make strategic linkages and take on role of ensuring systems for referral, support and rehabilitation are fit for purpose; need to pool resources and ensure a richer offer for victims.

CSE STRATEGY

23. Requirement of National Action Plan 2016/17

- CSE is considered as part of any risk management process /mechanisms

24. Research/Policy/Guidance documents considered included:

- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
- Bristol LSCB – CSE Strategy – 2015
- Newcastle Multi-agency Sexual Exploitation Strategy - 2015-2018
- Nottingham LSAB & LSCB - Safeguarding Children and Young People from Sexual Exploitation, Interagency Practice Guidance, 2015

Evidence received during investigation

Meeting 2 – 21 January 2016

25. Members received the draft CSE Strategy at meeting 2 on the 21/01/16. In addition to detailed consideration of the Strategy document, Members compared it with other CSE Strategies and the LGA CSE resource pack for councils.

26. Members sent a detailed response to the Deputy Leader with their comments on specific parts of the Strategy, but requested the following be included in the Strategy:

- Key baseline data;
- Explicit references to governance and lines of accountability;
- Performance measures, including targets, costs and clear timeframes for review;
- Details of progress made to date; and
- Links to other key plans and strategies

The draft CSE Strategy will be considered by Cabinet on the 19 May 2016.

Meeting 4 – 3 March 2016

27. The witness stated that the emerging CSE Strategy set out the current position in Cardiff; and a picture was emerging on the situation in Cardiff, with a data gathering and information gathering exercise currently underway. They also announced that a Ministerial Announcement had been revealed earlier that day setting out a National Action Plan to tackle CSE in Wales. Copies were distributed to Members of the Task Group. They stated that the National Plan would give the Cardiff CSE strategy added dimension.

28. The witness updated the Group that the multi-disciplinary team had been established, and that Team's functions were based on the "Four Ps" – Prepare; Prevent; Protect; and Pursue. They stressed that work on CSE MUST be based on "evidence not fear".

Meeting 6 – 15 April 2016

29. The witness stated that she has not seen a CSE strategy or been involved in developing one. Another witness stated that we need both an internal

CSE strategy for Children's Services and a multi-agency CSE strategy that incorporates the internal strategy and also covers Police, partnership working, tackling CSE in the Night Time Economy etc.

CARDIFF AND VALE LSCB

30. All actions and outcomes required to achieve the National Action Plan should be undertaken by the LSCB.

Evidence received during investigation

31. High Profile Cases:

Rotherham

- Safeguarding Board not fulfilling its scrutiny and challenge function.

32. Research/Policy/Guidance documents considered included:

- House of Commons Communities and Local Government Committee: Child Sexual Exploitation in Rotherham: some issues for Local Government (18 November 2014)
- Guidance On Safeguarding, The Social Services And Wellbeing Act 2014 (March 2016)
- Cardiff & Vale LSCB – Annual Progress Report 2014/2015
- Cardiff & Vale LSCB – Business Plan 2015/16
- Cardiff & Vale LSCB Draft Business Plan 2016/17

Meeting 4 – 3 March 2016

33. The witness told the Group that, from April 6th, the LSCB was under a different strategic footing, in meeting its responsibilities under the Social Care & Wellbeing Act. He stated that the C&V LSCB follows the footprint

of Health (ie. Cardiff and the Vale of Glamorgan) and was responsible for the safeguarding of both adults and children. He alluded to the National CSE Action Plan that had been launched and how this would also impact on the LSCB's work.

34. Members then asked whether the high profile cases in areas such as Rotherham had impacted on the LSCB's approach to CSE – what lessons could be learned? The witness agreed that it had drawn out issues such as the effectiveness of Children's Services in those areas, and also the LSCBs not working well enough in terms of its focus. The witness assured the Group that with the All Wales Procedures and Protocols, the SERAF Framework and Strategy meetings, there was a common and structured approach to tackling CSE, not just in Cardiff, but across Wales.

Meeting 6 – 15 April 2016

35. The witnesses felt that the main issues facing tackling CSE in Cardiff are: need for leadership; need for LSCB to make strategic linkages and take on role of ensuring systems for referral, support and rehabilitation are fit for purpose; need to pool resources and ensure a richer offer for victims.

36. The witnesses felt that the LSCB seems to be little more than a talking shop, defensive of the current position and not focusing on making things happen.

37. One witness stated that she has discussed her concerns about the LSCB to other practitioners, such as A&E, YMCA, EMTAS, SWIS project etc., and they share her concerns; she is not sure why there is a reluctance to voice these concerns.

38. One witness took key messages to LSCB regarding research into missing children in Cardiff – the fact that there is no system in place, the processes are not fit for purpose and there are no support and referral system – but the LSCB did not want to hear the evidence, were dismissive of her,

defended the status quo and would not take on board the messages she was giving them. She thinks that fundamental change is needed at the LSCB. She stated that she sought the backing of the LSCB to carry out an audit of cases that had been 'closed/ no further action' to see what happened to the child involved – this was not supported by the LSCB and particularly not by Children's Services.

INFORMATION SHARING/WORKING IN PARTNERSHIP

39. Requirement of National Action Plan 2016/17

- SCBs and partner agencies contribute to a national shared dataset informed through local evidence and intelligence to improve understanding, profiling, and response to CSE
- SCBs and partner agencies have identified the range of services available /needed, to help those children and young people affected by CSE, in their locality
- Crown Prosecution Service, Police and partners to work collaboratively to deliver quality and timely investigations that meets the needs of the victim and brings abusers to justice
- Identifying and dismantling organised crime groups targeting and exploiting children and young people in our communities
- Welsh Police Forces to work with partner agencies to identify and disrupt perpetrators targeting young people in our communities

40. Evidence received during investigation

High Profile Cases:

Rotherham:

- Information sharing was poor, some professionals were working as individuals and Strategy meetings were not being called by children's social care; disputes between agencies were prevalent.
- The 'mapping exercise' undertaken by youth workers that cross-referenced a large amount of data on victims and perpetrators was not well received by the Police. No charges were brought against alleged perpetrators, nor was any investigation undertaken.

Meeting 3 – Third Sector/Front Line - 23 February 2016

41. The issue of information sharing was discussed amongst the Group. One witness stated that sharing of information was still a problem, particularly with relation to Under 18s. They gave an example of requesting information from within the Council, and she felt that, whilst the person she was requesting the information from wanted to give it, that they didn't, as they were unsure whether that this would breach data protection.
42. The Group agreed that the "Data Protection vs. Information Sharing" issue was a key barrier to moving forward on tackling CSE. Numerous witnesses agreed that training was needed, and that a clear guidance or protocol needed to be developed to address this, to give individuals a greater understanding and "permission" to be able to release information when requested.

Meeting 3 – Partners - 23 February 2016

43. Witness reported that improvements are being made in terms of sharing and mapping.
44. The Group agreed that "multi-layered" intelligence was needed, not just in terms of individual children/young people, but details of "hotspots" around the City.

45. Within Health, they have experienced problems with information sharing from GPs, and that all nurses, with the exception of Sexual Health, used a shared information system (PARIS) which enabled information sharing across the Service.
46. In terms of perpetrators, the Probation Service cross reference information and intelligence with the Police in order to prevent and disrupt perpetrators. They also stated that, in terms of victims, Probation shared information via the LSCB.
47. The Police hold regular reviews within the Force, and attend SERAF and STRAT meetings. They stated that an information sharing tool has been developed, and that close partnership working with Barnardo's CSE, Triage and YOS had resulted in regular debriefs and a much more effective way of working. Importantly, SW Police Management Team was committed to this, and provided direction.

Meeting 3 – EMTAS - 23 February 2016

48. Lack of data was a major issue for EMTAS Staff, not just within the Council, but more widely, with national data not providing the level of detail they needed. EMTAS ascribed that there were approximately 550 Roma children in Cardiff schools.
49. They are unaware who stores “lower level” information that would help them in their work.
50. They stated that the recognition of vulnerabilities of Roma girls continues to be a problem, particularly those who go missing, and trying to find their whereabouts is extremely difficult.

Meeting 4 – 3 March 2016

51. Re information sharing, the witness took the Group through the process; namely that under the All Wales Protocols and Procedures, individuals/organisations who find evidence of CSE “are obliged to report” their evidence. Whether reported via SERAF or phonecall to the CAP Desk, the social worker will make a judgement, based on Section 47 (Children’s Act 1989) and if enough evidence is in place to take the case forward, it would be allocated to a Social worker and taken forward.
52. The cross over of information sharing would happen at a Strategy meeting, but outside of this, they are not obliged to share detailed information back to (say) the third sector.
53. Members explained that the meeting with the third sector had uncovered the issue of them providing “hard evidence” to Children’s Services. They stated that, on many occasions, they would either observe a situation that they felt put a young person at risk, or receive information/evidence that would raise enough concern to warrant, in their view, a referral. The witness stated that the CAP Desk was there to provide advice on what could be done with the evidence. All referrals are recorded on the Care First system and that all referrals were logged and audited and would pick up multiple referrals on an individual.
54. Members raised the issue of acting on information the Council receives. The witness explained that, in the majority of cases, the Police were responsible for following up allegations/incidents and they then refer them into Children’s Services. Members stated that there could possibly be a misunderstanding of who is responsible. The witness stated that the CSE Strategy makes it clear of what to expect and how to report; along with training that is in its early stages but will be rolled out.

Meeting 6 – 15 April 2016

55. The witness highlighted that partners and agencies know that strategic multi-agency working can be successful as they are doing it for the 18+ age group, including students; this side is working and it could be mirrored for younger people age group. Another witness agreed, stating that Substance Misuse work used to be fragmented but has been restructured and is now not so silo based, which proves it is possible to change and improve.

REFERRALS/REPORTING ALLEGATIONS

56. Requirement of National Action Plan 2016/17:

- SCBs and partner agencies have established operational arrangements and practitioner tools to support the identification of CSE and enable a timely range of appropriate responses

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

57. The Group discussed issues around referring evidence they received on a victim and/or perpetrator. They stated that, on many occasions, they would either observe a situation that they felt put a young person at risk, or receive information/evidence that would raise enough concern to warrant, in their view, a referral. However, if a referral had been made, this had not been actioned or followed up, as the referral had not contained enough “hard” evidence.

58. The Group agreed that a shift from “hard” evidence based working was needed in these circumstances. When a referral is fed into Children’s Services, this should be actioned. The witness stated that a systematic shift in the way Social Workers think is underway.

Meeting 3 – Partners - 23 February 2016

59. Partner organisations all agreed that this had improved recently, but also stated that, in the past, this had been an issue. A witness stated that he felt that referrals were not taken seriously, or dealt with in a timely way.

Meeting 3 – EMTAS - 23 February 2016

60. EMTAS stated that they have had problems in reporting and referring cases into Children's Services. They felt that, in their experience, only "strong characters" who pushed for progress and questioned social worker decisions found they made progress.

AWARENESS RAISING AND TRAINING

61. Requirement of National Action Plan 2016/17:

- SCBs and partner agencies are active in informing all members of the community of the role that they can play to make the community safer from CSE
- SCBs and partner agencies ensure that the risk and impact of CSE forms part of safeguarding training for all staff, this includes awareness raising (including about those at greater risk of CSE as a result of their vulnerabilities), warning signs and the responsibility to report and respond to concerns

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

62. The Task Group heard of a number of initiatives that are in place. For example, SWIS – accredited learning, including healthy relationships; and SERAF online tools.

63. Whilst discussing schools, the Group suggested that a centralised, single training and awareness programme be developed. One witness suggested that the safeguarding training offered to youth workers could be rolled out. Another witness signposted the Group to an example of good practice – St. Teilo’s School have taken a proactive approach in recognising and tackling this issue.

Meeting 3 – Partners - 23 February 2016

64. The witness informed the Group that the SERAF framework is widely used across Health, including GUM clinics and by School Nurses. Another stated that the Nurse within Youth Offending Service also use SERAF, so this was seen as the standard framework to use across the Service.

65. As well as accessing children and young people earlier in school (see later), it was also suggested that technology be developed with young people via Apps etc. to raise awareness, use for preventative purposes etc.

66. One witness stated that, in her experience, Foster Carers needed training and education to spot the signs and symptoms of CSE, to enable them to work with the children and young people in their care, and dealing with the behaviours they may display.

Meeting 6 – 15 April 2016

67. The witness explained that need those working with young people to understand what a healthy relationship is so that they can explain it to young people and look for signs that they are in unhealthy relationships.

68. They also highlighted that there should be more training for staff in care homes, residential care etc. so that they are alert to CSE and how to

respond appropriately. This training should be a requirement in commissioning and procurement documentation.

THE ROLE OF SCHOOLS

Evidence received during investigation

Meeting 1 – 18 November 2015

69. Members stated that the role of schools and education were key in the prevention of CSE. Children who may not ordinarily be identified as at risk could be detected by teachers, peers, school nurses and other professionals in this area. In addition, Members were aware that CSE could be taught via Personal Social Health Education (PSHE) lessons.

70. The CSE Task & Finish Group wished to ask witnesses what could be done to keep children and young people in school, to ensure that they do not drop off the radar.

Meeting 3 – Third Sector/Front Line - 23 February 2016

71. All witnesses agreed that keeping children in school was critical in ensuring vulnerability and risk was minimised.

72. A witness from the Youth Service stated that a 5 stage system is in place to monitor children and young people whose attendance drops below 85%, from Years 6 - 11. At Stage 3, they are referred to Education Welfare Officers (EWOs). EWO's work hard to get children back on track, but many do not want to engage and this is a long process.

73. Attendance and the range of schooling was discussed widely amongst the Group, as being a key linkage to risks of CSE. Elected home learning; reduced timetables etc. and the issue of "hidden" non attendance were discussed. The Group agreed that mechanisms to check and review the

effectiveness of this type of schooling were needed. The Group agreed that the post 16 group were particularly vulnerable, being more likely to be left home alone.

74. A witness stated that the significance and “ownership” that CSE exists needs to be made to schools, along with the support they will need to deal with it. BBT stated that individuals in schools currently find this incredibly difficult – particularly knowing how to manage a disclosure.

Meeting 3 – Partners - 23 February 2016

75. The CSE T&F Group pressed further in relation to what could be done to improve schools being a catalyst in recognising and reporting CSE. It was agreed that there needs to be a “whole school approach”- a shift in culture. It was agreed that schools are incredibly pressured and busy places, with little time and resources to focus on this issue.

76. One witness stated that dealing with schools is one of the most difficult issues they have. The children are viewed as “undesirable” and there is often a “battle” to get these children and young people into a school.

77. In terms of preventative working, the Group agreed that there was a need to access children at a much younger age in school. They felt it was disappointing that the profile and regard for PSE lessons appeared to be very low – they felt that sexual education and other preventative programmes could be delivered via this method, but it needed to be taken seriously. They suggested that Youth Service or the 3rd Sector who specialised in delivering lessons on sexual health, awareness-raising of CSE, healthy relationships should be brought in to undertake this work.

78. The Group agreed that there was a need for a whole school culture change to enable CSE to be recognised and dealt with effectively. They also stated that it was disappointing that PSE is not recognised as important in schools

79. The Group also agreed that checks on those children who have elective home education needed to be made, as well as checks on religious schools which do not provide full-time education and where no checks are made. The importance of keeping records (though not legally required) should be strongly encouraged.

80. The Group stated that the majority of the children they deal with are in school.

81. Linked with schools, the Group stated that training within this setting should be coordinated, covering Child Protection, CSE, Forced Marriage and radicalisation.

Meeting 4 – 3 March 2016

82. The witness responded by informing the Group that the local authority doesn't have any powers to see/check a child who is being home educated. There are no powers via legislation in England and Wales, and this was unlikely to change, despite the recent high profile Pembrokeshire case. There is also a strong lobbying community on this issue, who have had significant impact in keeping legislation as it is.

83. They explained that "centres", "private" or religious schools which operate on a part-time basis are not required to register as an independent school. They drew the Group's attention to a current Wales Government consultation on the registration and risk-based inspection of certain out of school education settings, which closes the beginning of April.

84. They explained that any child on a reduced timetable should only be on one short-term. They also explained the role of the Fair Access Panel, and it was requested that Members receive some numbers and further information on this.

85. Update – Information requested, response received as follows:

There are currently 140 children and young people who are receiving tuition from the LA and who are on a reduced timetable (as at early March 2016). Schools will also have pupils on a reduced timetable but the LA does not keep a register of these pupils. As explained there are a number of reasons why they would be in receipt of LA tuition which include; having health or exceptional circumstances, whilst statutory assessment is being undertaken, year 11 pupils coming into the LA too late in the year to join a school roll, or because they have been managed out of schools due to behaviour or serious incidents. I referred to this last category as being on the 'Hard to Place ' panel but due to negative connotations around the name, it is now known as the Managed Admissions panel and there are 26 young people currently being sought a new school or PRU place via this.

86. Members asked whether EWOs shared information with street based teams. The witness responded that this did not happen, and under the Children Missing from Education Policy, clear reporting structures were in place.

87. The witness stated that, within Youth Mentoring Services, weekly meetings were held to discuss all children who were hitting or already past Stage 3 of the School Attendance Framework. It is at this stage that they would be allocated a Youth Mentor.

88. One witness then informed Members of the “truancy sweep” that had been planned to take place in December 2015. The Police cancelled this particular sweep, and it is unlikely that this work will be done again in the future, due to capacity with numbers of EWOs scaled down.

Meeting 6 – 15 April 2016

89. The witness talked Members through the audit of Missing Children from Willows High School that she had asked the partnership analyst to

undertake. This focused on children not attending school – attendance rate of 80% or lower – and cross referenced with Police, A&E and Children’s Services data to see if the children were known to them. The results showed that non- attendees were more vulnerable to exploitation, with high rates known to the Police and attending A&E. Of the 107 children in the sample, 75% matched to the Police NICHE system and 26 of the 107 matched to A&E data (all of these were also on the Police NICHE system). 71% were known to Children’s Services, with 21% being open cases. There were 49 females (18%) and 58 males (38%) who were not known to Children’s Services.

NEW WAYS OF WORKING (INCLUDING MASH)

90. High Profile Cases:

Manchester:

- New ways of working – pooling individual budgets; involvement of wider community, third sector, young people and councillors; appoint a CSE Champion for the area; cross boundary working

Evidence received during investigation

Meeting 3 – Partners - 23 February 2016

91. The Group agreed that, in their opinion, a range of practitioners should be working in a single multi agency setting, where they were able to work more efficiently and effectively together, using a shared information system – a more integrated way of working, working around the needs of the child.

92. They agreed that MASH has gone some way to address this, but it also risks “silo” working.

Meeting 6 – 15 April 2016

93. The witness stated that very recently, with the employment of the CSE Lead Manager and CSE Coordinator there has been a positive improvement – she has noticed a huge difference – they are coming to bi-monthly multi-agency meetings at the SARC and this has helped the other professionals sitting around the table as it has given a route into Children’s Services. These professionals include: Police, Health, SARC as well as third sector agencies. It helps because professionals know that Children’s Services involvement will mean that the children will be held securely – without their involvement, there is a limited amount that the other agencies can do on their own or together, whereas Children’s Services can bridge the gaps. All agreed that things have improved recently in Children’s Services.

94. One witness stated that the MASH in Cardiff should be positive – she is concerned that it is initially focusing on CSE as it should be safeguarding per se but she still sees it as a positive move to establish a MASH. The key will be to ensure the leadership of the MASH is effective, gluing disparate teams together into one unit, rather than having people co-located but working in little silos still.

95. They highlighted the project established by St Teilo’s school in partnership with Barnardos- a worker is based in the school and picks up the issues there. Whilst the project has been set up in response to issues with referrals to Children’s Services, which is not good, it is a useful example of a school being proactive.

PREVENTION WORK

96. Requirement of National Action Plan 2016/17:

- SCBs and partner agencies have identified the range of preventative services to support those at risk of CSE in their locality

Evidence received during investigation

Meeting 3 – Partners - 23 February 2016

97. One witness stated that there was a lack of preventative work and very few programmes available. Another indicated that the NSPCC “Respect and Prevent” programme be part of STRAT.

98. Witnesses indicated that the SERAF 1-1 service was very expensive.

LOW/MEDIUM RISK INTERVENTION

Evidence received during investigation

Meeting 1 – 18 November 2015

99. Members agreed that, whilst mechanisms were in place for high risk very vulnerable children, they wished to establish what is in place to keep checks on mild-moderate risk children – how do we monitor their risks (to prevent any move towards higher risks) or indeed prevent them from falling under the radar?

Meeting 3 – Third Sector/Front Line - 23 February 2016

100. Whilst it was agreed that, at the higher levels of risk mechanisms were in place, mechanisms for lower levels of intervention were needed. Some of the key issues in relation some preventative measures that could be implemented are highlighted elsewhere in this document, but other discussion points were as follows:

101. The Group agreed that the issue of mental health and additional needs to be addressed. One witness stated that there are simply not enough resources, and that it can take up to 12 months to get a referral to

CAMHS. Due to the problems with getting people engaged in the process, many times, links tend to break down.

102. Another stated that, in his area of work, helping the whole family to cope better as a unit would go a long way in preventing putting children at risk.

103. The realignment of the Youth Service would also result in resources being more focussed, and assist greatly in being proactive, supporting schools through mentoring etc.

104. One witness also stated that the role and profile of the school nurse should be increased in this issue, as this would be another avenue in spotting any signs of abuse, as well as a trusted person to talk to.

Meeting 4 – 3 March 2016

105. Members asked about what systems were in place for earlier identification and intervention. The witness retorted that as well as communities being more switched on and reporting earlier, the CSE Strategy also has a comprehensive awareness raising campaign, which will include children.

106. Members then referred to issues relating to CAMHS, stating that the session with the third sector had uncovered that it could take up to twelve months to get a referral. The witness informed the Group that there had recently been significant progress in relation to CAMHS, where Cwm Taf Health Board had been commissioned by the Cardiff & Vale UHB to create a new early intervention CAMHS. It will be a bold and challenging new approach, but it is anticipated that this new approach will improve this service dramatically. It has not “hit the ground” yet, but this is due.

POST TRAUMA SUPPORT

107. **Requirement of National Action Plan 2016/17:**

- Increased understanding of the needs of young victims and witnesses of CSE giving them a voice, ensuring they are treated fairly, sensitively and in an age appropriate way

Evidence received during investigation

108. **Research/Policy/Guidance documents considered included:**

- NSPCC – **“Getting Help – What Children Tell Us About Accessing Services After Sexual Abuse”** (2016)

Meeting 3 – Third Sector/Front Line - 23 February 2016

109. The Group agreed that, at present, this was inadequate and that, in many cases, significant mental health services are required. One witness reported that, on average, each victim would require an average of 6 months of intensive help. Capacity is a major issue.

Meeting 6 - 15 April 2016

110. One witness explained that they are trying to do things themselves given the lack of services in Cardiff, such as setting up limited counselling service with Barnardos.

111. One explained there is a lack of victim support services for clients once they have gone through the criminal justice system – there is a lack of aftercare.

112. Another witness explained that there is a lack of support and rehabilitation services so cannot deal end to end with clients; whilst there have been improvements at the front end there have been no improvements later on in the system and these are needed. There is a need to build capacity re on-going victim support.

113. The witnesses shared a copy of the NSPCC's CSE support and rehabilitation framework. This breaks tackling CSE into 4 strands – prevention, immediate risk, current CSE victims, and recovery. For each strand, there is a menu of activities that should be in place and a list of the types of professionals that should be involved. The NSPCC offers free support to organisations to map their service provision, although there is a waiting list for this service given demand levels. The mapping helps, as it identifies gaps but also helps to clarify what is available and how to refer to available services.

VULNERABLE GROUPS

114. Research/Policy/Guidance documents considered included:

- Barnardo's - 'It's Not On The Radar' - The Hidden Diversity Of Children And Young People At Risk Of Sexual Exploitation In England" (2016)
- Barnardo's – "Unprotected, Overprotected: Meeting The Needs Of Young People With Learning Disabilities Who Experience, Or Are At Risk Of, Sexual Exploitation" (2015)
- Barnardo's/NatCen/UCL - Research on the Sexual Exploitation of Boys and Young Men, Summary of Findings (August 2014)
- Community Care Webinar – Protecting Young People from Child Sexual Exploitation: Addressing the Challenges (16 March 2016)

Young Males

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

115. The Group agreed that, currently, they are not seeing any young males coming through the system, but acknowledged that their behaviour is VERY different to girls, and their coping strategies would probably present themselves in differing ways to girls, possibly via criminal behaviour.

116. The Group agreed that more needed to be done with young males, and bring a parity to the genders on this issue.

Meeting 3 – Partners - 23 February 2016

117. One witness stated that there was huge underreporting of males being at risk or subject to abuse. He said that behaviour tends to result in a criminality element. He also reported that he felt that males may be less aware of where to go for help.

Meeting 4 – 3 March 2016

118. Members went on to address the underreporting of young males. The witness responded that young males are treated the same as girls, but agreed that this should be addressed in awareness raising and training.

Roma Community

Evidence received during investigation

Meeting 3 – EMTAS - 23 February 2016

119. The Group discussed this issue and stated that, within this community, they are seeing significant repeats of referrals. Cultural barriers posed a significant issue, and some of the Group suggested that, in a small number of cases, parents were colluding and blocking organisations working with them.

120. EMTAS Staff wanted to stress to Members the ongoing and serious issues they have with interpreters in a case conference setting. In many cases, parents are hearing evidence about their child that they were unaware of and did not understand. As already stated, poor literacy is a key issue within this group, and interpretation of what is happening, and the use of jargon is often not understood by parents. An advocate who could meet with parents before and after case conferences could assist in ensuring that parents are aware and understand what is happening to their children; what the process entails and why they are required to attend; and a review of what happened and ensuring that parents understood the outcome from the meeting and what they are required to do (if appropriate) following the meeting.

Meeting 5 – 7 March 2016

121. The witness stated that it was important to note the “myths” surrounding Roma communities, some of which the Group had heard. He stated that Roma were as concerned about the “westernisation” of their children as much as the views and perceptions of the wider community had about them.

122. The witness explained that many Roma come to the UK and, in many cases do not have access to any basic funds and services. Newly arrived Roma will tend to arrive in areas where there are already established communities, and see the UK as a “trustworthy” place to settle following persecution from the places they have just left.
123. The witness explained that, due to lack of basic funds, evidence suggested that international-scale criminal organisations target newly-arrived Roma and exploit them on a number of levels – housing/landlords, slave labour, loan sharks and CSE.
124. The witness again stressed the issue of Roma not having accessibility to services and the impact this has. Newly arrived Roma would be subject to “habitual residency tests” and often rejected. In relation to CSE, they often feel that the Police would not believe them; there is a disbelief within their own community and therefore would be “covered up” so not classed as “dirty”; a lack of understanding of being subject to CSE; and the awareness of their rights. Whilst they often join a community, this does not mean that they are supported by that community.

INQUIRY METHODOLOGY

M1. The Children & Young People Scrutiny Committee applies a project management approach to its inquiries; including mechanisms to consistently prioritise topics suggested for scrutiny, scoping reports and project plans. The aim of these is to ensure there is a dialogue with the services involved in the scrutiny process with the ultimate aim of improving overall service delivery and enabling effective scrutiny.

M2. The process for the Inquiry was agreed via a Scoping Report agreed by Members. The key milestones were as follows:

<p>Meeting 1</p> <p>Task Group Members</p> <p>November 18 2015</p>	<p>Context briefing</p> <ul style="list-style-type: none"> • Agree the scope of Inquiry and research. • Comprehensive report providing background context to the main issues, to include the following: <ul style="list-style-type: none"> • Overview of existing policy and resource landscape regarding tackling CSE in Cardiff including: <ul style="list-style-type: none"> ○ Legislation and National Policy governing CSE ○ Welsh Government Document ‘All Wales Protocol’ ○ Cardiff Local Safeguarding Children Board’s “Protocols and Procedures” • Review the Cardiff LSCBs “Protocols and Procedures” • Overview of structures in place for tackling CSE in Cardiff
<p>Meeting 2</p> <p>Task Group Members</p> <p>Scrutiny Officer</p> <p>21 January 2016</p>	<p>Draft CSE Strategy</p> <ul style="list-style-type: none"> • Review a copy of the draft Cardiff LSCB CSE Strategy, with a view of informing its development and implementation. • Examine a number of good practice examples of tackling CSE work; high profile inspection reports on CSE (e.g. Rochdale and Oxford); and examples of CSE joint working in Core Cities and Wales. • Agree a way forward for “round table” event – 23 February 2016

<p>Meeting 3a 23rd February 2016 Mansion House Session 1 10.00am-11.30am</p>	<p>To receive evidence from 3rd Sector/Outreach/Frontline Staff witnesses regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; • Issues relating to the Czech Roma community; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 3b 23rd February 2016 Session 2 11.30 – 12.30pm</p>	<p>To receive evidence from Council Partners regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; • Issues relating to the Czech Roma community; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 3c 23rd February 2016 Session 3 - Roma 12.30pm</p>	<p>To receive evidence from EMTAS staff regarding issues relating to the Czech Roma community</p>
<p>Meeting 4 3rd March 2016 2.30pm – 4.00pm</p>	<p>Evidence gathering - To hear the views of Cabinet Members, Senior Officers and the Cardiff & Vale LSCB on</p> <ul style="list-style-type: none"> - Strategic Overview on how the Council is addressing CSE; - The Council's commitment to tackling CSE
<p>Meeting 5 7 March 2016 3.15pm</p>	<p>Gather evidence on Roma research undertaken by Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University.</p>
<p>Meeting 6 15 April 2016 2.00pm</p>	<p>To receive evidence from following internal and external witnesses regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 7 Review Meeting 25 April 2016 – 2.30pm</p>	<ul style="list-style-type: none"> • To review evidence received to date and any written evidence. • Consider content, findings, conclusions and recommendations for the draft report.

Meeting 8 Draft report 3 May 2016 10.30pm	Members to consider draft report, including agreeing key findings and recommendations. Sign Off
--	--

M3. Members heard from the following Council witnesses:

- Councillor Sue Lent, Deputy Leader, Early Years, Children & Families
- Councillor Sarah Merry, Cabinet Member, Education
- Tony Young, Director of Social Services
- Carol Jones, Assistant Director Education & Lifelong Learning
- Sian Cadwalladr, Principal Education Welfare and Safeguarding Officer)
- Jan Coles, Lead Manager, CSE
- Nici Evans, Partnership Manager, Policy, Partnerships & Citizen Focus
- Gary Bowen-Thompson, Education Outreach Team
- Paul Clayton, Specialist Education Team
- Jade Harrison, Children’s Services CSE Coordinator
- Mary Lewis, EMTAS
- Olwen Evans, EMTAS
- Balwinder Sandhu, EMTAS
- Kay Evans, EMTAS
- Brigitte Stavrakis, EMTAS
- Ian Whittaker, Willows High School
- Ian Loynd, Assistant Headteacher, St. Teilo’s High School

M4. Members also heard from the following external witnesses:

- Phil Evans, Chair C&V LSCB
- Bernie Bowen Thompson, Safer Wales/Streetlife
- Donna Tucker, Safer Wales/Streetlife
- Rachael Ray, NSPCC
- Allyson Davies, Barnardo's SERAF
- Caroline Ryan, YMCA (Sexual Health Outreach Team - SHOT)
- Amy Stuart-Torrie, YMCA (SHOT)
- George Grindle, YMCA (SHOT)
- Debbie Farrar, Missing Children Lead, South Wales Police
- Linda Hughes-Jones, NHS Safeguarding Children, C&V Health Board
- Pam Flanagan, Looked After Nurse, C&V Health Board
- Peter Greenhill, Probation Services
- Alasdair Macinnes, Youth Offending Service
- John Davies, Senior Gypsy, Roma and Traveller Policy Manager, Welsh Government, Inclusion Unit
- Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University
- Ruth Nash, Sexual Assault Referral Centre (SARC) Manager
- Sadie Alexander, Substance Misuse and Young People, Public Health Wales

Throughout the Inquiry, Members considered a wide range of research, guidance and Policy documents, as well as deliberating upon examples of good practice, and lessons learned from the high profile CSE cases. The following bibliography sets out the breadth of information and data considered as part of the Inquiry.

In addition, Members held telephone conversations with witnesses and encouraged written statements for those who were unable to attend the round table discussions. Whilst these are not specifically referred to detail in the Background Evidence, they played a significant role in the Inquiry and shaping findings and recommendations.

BIBLIOGRAPHY

- Community & Adult Services Scrutiny Committee and Children & Young People Scrutiny Committee – Human Trafficking Report, September 2014
- Data from Jan Coles – arising from request made at meeting 1 of the Task Group – March 2016
- W.A.G. Supplementary Guidance – Safeguarding Children & Young People from Sexual Exploitation
- All Wales Child Protection Procedures Review Group – Safeguarding and promoting the welfare of children who are at risk of abuse through Sexual Exploitation – All Wales Protocol
- Cardiff Local Safeguarding Children Board – Children & Young People Abused Through Sexual Exploitation – Protocol & Procedure
- Local Government Association – Resource Pack for Councils – December 2014
- Barnardo's Cymru – Child Sexual Exploitation in Wales: 3 Years On
- Oxfordshire Safeguarding Children Board – Child Sexual Exploitation "Making a Difference" (June 2015)
- Barnardo's Cymru – Educate to Stay Safe: A Rights Based Approach to Preventing Child Sexual Exploitation (November 2014)
- OFSTED – Tackling CSE: Blackburn and Darwen Borough Council (Operation Engage) (February 2013)
- OFSTED – Children & Young People who go missing and CSE – a Partnership Approach: Staffordshire County Council (June 2013)
- Lancashire Constabulary – ENGAGE
- Alexis Jay OBE - Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 (August 2014)

- Oxfordshire Safeguarding Children Board - Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (February 2015)
- Ann Coffey, MP - Real Voices - Child sexual exploitation in Greater Manchester (October 2014)
- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
- Bristol LSCB – CSE Strategy – 2015
- Newcastle Multi-agency Sexual Exploitation Strategy - 2015-2018
- Nottingham LSAB & LSCB - Safeguarding Children and Young People from Sexual Exploitation, Interagency Practice Guidance, 2015
- Shared Regulatory Services – Briefing Note on the Role of Regulatory Services with new Psychoactive Substances – March 2016
- Written statement from Paul Clayton, Senior Education Psychologist following 23 February 2016 meeting
- Community Care Webinar on “Protecting young people from child sexual exploitation: addressing the challenges” – recording and summary note – 16 March 2016
- Welsh Government – Consultation Document – Out of school education settings, February 2016
- Welsh Government National Action Plan To Tackle CSE In Wales (March 2016)
- Barnardo’s Cymru/ Glyndwr University – “You Can Trust Me.....” (March 2016)
- NSPCC – “Getting Help – What Children Tell Us About Accessing Services After Sexual Abuse” (2016)
- Barnardo’s Cymru/Welsh Government – “Sexual Exploitation – Sex, Secrets And Lies, Your Guide” (2013)
- Barnardo’s - ‘It’s Not On The Radar’ - The Hidden Diversity Of Children And Young People At Risk Of Sexual Exploitation In England” (2016)

- Barnardo's – “Unprotected, Overprotected: Meeting The Needs Of Young People With Learning Disabilities Who Experience, Or Are At Risk Of, Sexual Exploitation” (2015)
- House of Commons Communities and Local Government Committee: Child Sexual Exploitation in Rotherham: some issues for Local Government (18 November 2014)
- OFSTED – The Sexual Exploitation of Children: It Couldn't Happen Here, Could It? (November 2014)
- Guidance On Safeguarding, The Social Services And Wellbeing Act 2014 (March 2016)
- Cardiff & Vale LSCB – Annual Progress Report 2014/2015
- Cardiff & Vale LSCB – Business Plan 2015/16
- Cardiff & Vale LSCB Draft Business Plan 2016/17
- Barnardo's/NatCen/UCL - Research on the Sexual Exploitation of Boys and Young Men, Summary of Findings (August 2014)
- St. Teilo's School – Presentation on Child Sexual Exploitation (11 April 2016)
- Community Care Webinar – Protecting Young People from Child Sexual Exploitation: Addressing the Challenges (16 March 2016)

FINANCIAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

LEGAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Cabinet / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

COMMITTEE TERMS OF REFERENCE

The role of the Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of children and young people, including:

- School Improvement
- Schools Organisation
- School Support Services
- Education Welfare & Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children & Young Peoples Partnership
- Youth Services and Justice
- Play Services

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, Welsh Government Sponsored Public Bodies, joint local government services and quasi-departmental non-government bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance and service delivery in this area.

APPENDIX 1

ALL-WALES NATIONAL ACTION PLAN FOR TACKLING CHILD SEXUAL EXPLOITATION IN WALES 2016/17

National Action Plan to Tackle Child Sexual Exploitation (Wales)

Child Sexual Exploitation (CSE) is child abuse and a criminal act. CSE as defined in statutory guidance and the All Wales Protocol is:

“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 consent”.

The Welsh Government is committed to the United Nations Convention on the Rights of the Child (UNCRC), an international agreement which protects the human rights of children under the age of 18, enshrined in the Rights of Children and Young Persons (Wales) Measure 2011.

Child abuse directly contravenes the UNCRC and its universal goals of provision, protection and participation. In compliance with the UNCRC and specifically article 34, all children and young people must be protected from all forms of sexual exploitation and sexual abuse.

This national action plan sets out a framework and minimum standards that Safeguarding Children Boards (SCBs) and partner agencies should work collectively and individually towards and build on to:

- Prevent and protect children and young people from sexual exploitation;
- Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of CSE;
- Contribute to the identification, disruption and prosecution of perpetrators.

The four overarching outcomes of this national action plan are:

PREPARE:	Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:- <ul style="list-style-type: none">- The identification of children and young people subject to or at risk of CSE- A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE
PREVENT:	Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families
PROTECT:	Safeguarding Children Boards and partner agencies actively protect children and young people from CSE, by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE
PURSUE:	Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach

This plan is for use by all agencies, statutory and non-statutory, that have a responsibility for safeguarding specifically to prevent and protect children from abuse, neglect or other forms of harm.

Outcome	Actions needed	Timeline	Responsibility to take forward
---------	----------------	----------	--------------------------------

1. PREPARE - Overarching outcome:

Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:

- ***The identification of children and young people subject to or at risk of CSE***
- ***A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE***

1.1 SCBs and partner agencies have established a strategic response to tackle CSE that reflects statutory guidance and aims to prevent and protect children from abuse	1.1a Statutory safeguarding guidance including CSE guidance to be reviewed to ensure it reflects accurately new legislation including a clear definition of CSE that makes appropriate links with other associated risky behaviours	July 2016	WG
	1.1b SCBs and partner agencies contribute to and agree revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures	September 2016	SCBs and partner agencies
	1.1c SCBs and partner agencies adopt and implement revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures	December 2016	SCBs and partner agencies
1.2 SCBs and partner agencies have established operational arrangements and practitioner tools to support the identification of CSE and enable a timely	1.2a Effectiveness of SERAF assessment tool to be evaluated across agencies and improvement action taken as needed	July 2016	WG
	1.2b Service analysis of demand and need to include those	December 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
range of appropriate responses	<p>resulting from risk / impact of CSE</p> <p>1.2c The availability and usefulness of risk assessment processes /tools, to be reviewed and improvement action taken as needed</p>	December 2016	SCBs and partner agencies
1.3 SCBs and partner agencies assume CSE is present and have identified children and young people subject to or at risk of CSE as a shared priority	<p>1.3a SCBs have a CSE strategy and action plan in place which is incorporated into the SCBs work plan</p> <p>1.3b SCBs prioritise work plans according to local issues</p> <p>1.3c Development of national response to address CSE</p>	<p>March 2016</p> <p>March 2016</p> <p>January 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p>
1.4 SCBs and partner agencies contribute to a national shared dataset informed through local evidence and intelligence to improve understanding, profiling, and response to CSE	<p>1.4a Development and agreement of a national data set to enable the collection of data that captures the profile, prevalence and response to CSE in Wales</p> <p>1.4b SCBs and partner agencies to capture and return data to WG to inform both local and national collation and analysis of data</p> <p>1.4c WG to publish a summary report on the CSE data submitted</p> <p>1.4d Development of CSE information sharing systems e.g. CSE WASPI to contribute to effective information sharing in known or suspected CSE cases</p>	<p>December 2015</p> <p>April 2016</p> <p>April 2016</p> <p>July 2016</p>	<p>WG and SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	<p>1.4e As statutory partner agencies of SCBs, probation (Community Rehabilitation Companies and National Probation Services) will hold information about individuals linked to CSE. SCBs (and where appropriate partner agencies) should ensure effective information sharing amongst partners to support this</p> <p>1.4f Safeguarding quality assurance and reporting systems to include CSE</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
<p>1.5 SCBs and partner agencies are active in informing all members of the community of the role that they can play to make the community safer from CSE</p>	<p>1.5a WG/SCBs and partner agencies to develop general awareness-raising strategies and activities in respect of CSE (aimed at children, young people, their families and the general public)</p>	<p>December 2016</p>	<p>WG/ SCBs and partner agencies</p>
<p>1.6 SCBs and partner agencies ensure that the risk and impact of CSE forms part of safeguarding training for all staff, this includes awareness raising (including about those at greater risk of CSE as a result of their vulnerabilities), warning signs and the responsibility to report and respond to concerns</p>	<p>1.6a SCBs and partner agencies undertake a review and analysis of their training needs in relation to CSE</p> <p>1.6b SCBs to develop a relevant multi-agency training programme that promotes the board's aims and objectives in relation to CSE (which seeks to complement not duplicate individual partner agencies training)</p> <p>1.6c SCBs training sub-groups to lead on and report progress to SCBs in relation to multi-agency training in relation to</p>	<p>July 2016</p> <p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	CSE, and related risky behaviour (e.g. missing children)		
<p>1.7 SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people</p>	<p>1.7a All inspection frameworks to include safeguarding and well-being focus</p> <p>1.7b SCBs and partner agencies to share inspection reports and resulting action plans to inform shared SCB and partner objectives regarding CSE and safeguarding</p>	<p>December 2016</p> <p>Annually/ December 2016</p>	<p>Inspectorates</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
<p>2. PREVENT - Overarching outcome:</p> <p><i>Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families</i></p>			
<p>2.1 Agencies preparedness for the implementation of the Social Services and Well-being (Wales) Act 2014 includes a focus on the well-being outcomes of children subject to or at risk of CSE</p>	<p>2.1a SCBs and partner agencies to develop mechanisms to identify, map and assess risk and patterns of CSE within their areas</p> <p>2.1b SCBs and partner agencies to develop best practice approach to LAC placements of children and young people (at high risk of CSE) through effective communication and cooperation arrangements. (LAs should be aware of the requirement in the Care Planning, Placement and Case Review (Wales) Regulations 2015 to refer decisions about placements out of area to a panel, and to notify relevant partners about the placement)</p>	<p>December 2016</p> <p>April 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
<p>2.2 SCBs and partner agencies have identified the range of preventative services to support those at risk of CSE in their locality</p>	<p>2.2a SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: -</p> <ul style="list-style-type: none"> - Service demand in relation to CSE prevention - The impact and effectiveness of the preventative activity and services available to help those at risk of CSE in their locality - The impact and effectiveness of activity aimed at changing perception, motivation and behaviour of those likely to offend - Identify any gaps in service and areas for development - The impact and effectiveness of targeted preventative activity and services available to 	<p>December 2016</p>	<p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
3. PROTECT - Overarching outcome: <i>Safeguarding Children Boards and partner agencies actively protect children and young people from CSE by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE</i>			
3.1 SCBs and partner agencies promote the well-being of children and young people who are subject to or at risk of CSE including those at greater risk of CSE as a result of their vulnerabilities	3.1a SCBs and partner agencies to review, evaluate and update their operational arrangements and training programmes to ensure that in relation to CSE: <ul style="list-style-type: none"> - Thresholds for intervention are understood and consistently applied - Staff get adequate supervision and support - Interface between risk assessment and risk management mechanisms are clear and understood - Partners work together at the earliest opportunity to coordinate assessments and action aimed at mitigating risk 	December 2016	SCBs and partner agencies
3.2 CSE is considered as part of any risk management process /mechanisms	3.2a Children, young people and their families are supported through a responsive child protection/care and support plan aimed at reducing risk based on individual need	July 2016	SCBs and partner agencies
3.3 SCBs and partner agencies have identified the range of services available /needed, to help those children and young people affected by CSE, in their locality	3.3a SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: <ul style="list-style-type: none"> - Service demand in relation to children and young people subject to or at risk of CSE - The impact and effectiveness of the activity and services available to help those affected by CSE in their locality - Identify any gaps in services and areas for development 	December 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
<p>3.4 SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people subject to CSE and challenge practice shortfalls</p>	<p>3.4a SCBs and partners have mechanisms in place to assess and challenge whether they are fulfilling their statutory responsibilities to work in partnership to help protect children and young people experiencing or at risk of CSE</p> <p>3.4b SCBs and partner agencies routinely evaluate the difference /improvement made by changes in guidance, operational systems practice makes to outcomes for children and young people</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
<p>4. PURSUE - Overarching outcome:</p> <p><i>Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach</i></p>			
<p>4.1 Make Wales a hostile place for perpetrators of CSE through development of robust investigative strategies to disrupt perpetrator activity and better protect children and young people</p>	<p>4.1a Problem profiles on CSE to be developed and to incorporate multi-agency data to be shared with SCBs.</p> <p>4.1b Profiles to be reviewed annually with appropriate intelligence to help ensure a multi-agency response.</p> <p>4.1c Ensure perpetrators of CSE are prosecuted where there is sufficient evidence to do so and the victims of CSE receive appropriate protection in court</p> <p>4.1d Information exchange mechanisms to be developed between police and probation to ensure coordinated criminal justice response</p> <p>4.1e Training and awareness programmes to include disruption and protection strategies</p>	<p>July 2016</p> <p>Annually/ December 2016</p> <p>December 2016</p> <p>July 2016</p> <p>July 2016</p>	<p>Police</p> <p>Police</p> <p>Police</p> <p>Police and Probation</p> <p>SCBs and partner agencies</p>
<p>4.2 Crown Prosecution Service, Police and partners to work collaboratively to deliver quality and timely investigations that meets the needs of the victim and brings abusers to justice</p>	<p>4.2a Equip professionals to understand the CPS structure and to gather high quality evidence consistently and in accordance with Achieving Best Evidence</p> <p>4.2b Develop working relationships between partner agencies and the CPS Rape and Serious Sexual Offences (RASSO) Unit</p>	<p>December 2016</p> <p>July 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
4.3 Increased understanding of the needs of young victims and witnesses of CSE giving them a voice, ensuring they are treated fairly, sensitively and in an age appropriate way	4.3a Analysis of experiences to ensure that victims are treated sensitively and given adequate support	December 2016	SCBs and partner agencies
	4.3b Develop an approach in responding to victims of CSE where their needs are recognised consistently, where they are treated fairly, sensitively supported in an age appropriate way which avoids blame	December 2016	SCBs and partner agencies
4.4 Identifying and dismantling organised crime groups targeting and exploiting children and young people in our communities	4.4a Welsh Police Forces to be supported by partner agencies in conducting operations relating to CSE involving groups and gangs	December 2016	SCBs and partner agencies
	4.4b Welsh Police Forces to work collaboratively with the Regional Organised Crime Unit and the National Crime Agency to include CEOP	December 2016	Police
4.5 Welsh Police Forces to work with partner agencies to identify and disrupt perpetrators targeting young people in our communities	4.5a Training and awareness programmes across all agencies to include disruption and protection strategies	July 2016	SCBs and partner agencies
	4.5b SCBs and partner agencies to develop formal multiagency arrangements to effectively manage CSE risk and protect vulnerable young children within their locality	July 2016	SCBs and partner agencies
	4.5c SCBs and partner agencies to strengthen enforcement and adherence of licensing laws	July 2016	SCBs and partner agencies
	4.5d Utilise ancillary and civil orders to maximise effect to assist investigations and restrict and manage offenders thereby supporting and safeguarding victims	December 2016	Police

Examples Of CSE Cases

Case study 1 - K

K went to the Basement at 33 for support as she was no longer able to live at home with her mother and siblings. She was age 17 years and assessed as homeless and was offered a choice as to whether or not to choose to become a child looked after by the local authority. Choosing to become a looked after child, she was allocated a social worker. The initial assessment identified very serious concerns that this child was being sexually exploited and a CSE MASM was convened. The child was in real danger and following an escalation of risks which put the lives of others in danger, she was placed in a residential children's home away from the Cardiff area. Regular review CSE MASMs were convened and an effective safety plan running alongside the looked after child plan was able to see the reduction of risk to CSE over time.

Services involved/ provided:

- Social worker
- Hostel placement
- Police Missing Person's coordinator
- Police intelligence
- Residential placement
- Specialist training for the residential staff
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Personal Adviser
- Careers Wales

Case study 2 – The G family.

The G family is made up of 6 siblings – 3 girls and a boy aged 13 to 17 and 2 adult siblings. The girls were reported missing by their family when they failed to return home over night. When the girls returned they claimed they had been abducted and taken out of the area and sexually assaulted.

A police investigation discovered that the children had been groomed by adult males and moved around the country for the purpose of sexual exploitation. The case is ongoing.

The case is subject to regular review CSE MASMs which is ensuring that the CSE safety plan is being effective. All four siblings as well as parents are receiving support from agencies who are working to raise awareness of the risk to CSE, reduce risks and increase protective factors.

Services involved/ provided:

- SARC
- Police
- New Pathways
- FISS
- Education – schools
- Education Welfare
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Police Missing Person's coordinator
- Foster placements
- Barnardo's Missing Person's Advocate
- Barnardo's Seraf Service
- NSPCC Protect and Respect

Case Study 3

M is a 16 year old girl who is looked after by the local authority. She has been reported missing numerous times in the last 6 weeks. She lives in a residential placement because no foster placement can be found for her due to the concerns.

She will not confide in any of the many professionals involved in her life and wants only to return home with her family who will not have her. She does not attend any form of education.

She has no steady friendship group but rather drifts from one group to another without any ability to judge whether new friends are safe. She has had a number of 'boyfriends' who are considerably older than her. She is using drugs and alcohol. She exchanges sexual acts for cigarettes, drugs and alcohol.

- Youth mentoring service
- Social worker
- Residential placement
- Foster placements
- Sexual health services
- Police Missing Persons Coordinator
- Youth Service
- Looked After Children Health
- Looked After Children Education
- Action for Children Counsellor
- Barnardo's Up 2 U service
- Barnardo's Missing Person's Advocate
- Careers Wales

Case Study 4 – A

A is age 13 years and lives at home with her family. A has learning difficulties and attends school regularly. Last year A was in contact with adult males in countries as far away as USA and Egypt via social media. Sexually explicit messages and material was exchanged.

Some weeks ago A's mother contacted children's services to say that she was concerned when A had not returned from walking the family dog and had gone to look for her. She had found A in a field with a man and observed a man in a car watching. When she approached the man got into a car that had been waiting nearby.

- Social worker
- Sexual health services
- Police Missing Persons Coordinator
- Police CID
- Barnardo's Missing Person's Advocate
- School
- NSPCC Protect and respect