

scrutiny



A Report of the: Children & Young People Scrutiny Committee

Child Sexual Exploitation

May 2016



The City and County of Cardiff

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CHAIR'S FOREWORD



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 set out in Appendix 2.

Background evidence under the themes/headings in the report is currently being collated.

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
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M3. Members heard from the following Council witnesses:

Cabinet Members

- Councillor Sue Lent, Deputy Leader, Early Years, Children & Families
- Councillor Sarah Merry, Cabinet Member, Education

Officers

- 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, Ethnic Minority and Traveller Advisory Service (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 Local Safeguarding Children Board
- 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.

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- 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)
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- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
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- 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)
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- Cardiff & Vale LSCB – Business Plan 2015/16
- Cardiff & Vale LSCB Draft Business Plan 2016/17
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- 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

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