

<p>1 Thursday, 1 October 2020</p> <p>2 (10.00 am)</p> <p>3 THE CHAIR: Good morning, everyone, and welcome to Day 9 of</p> <p>4 this public hearing.</p> <p>5 Before I begin, I must apologise for the technical</p> <p>6 difficulties with access to the breakout room at the end</p> <p>7 of yesterday's hearing. I understand that work has been</p> <p>8 done overnight and this should now have been rectified.</p> <p>9 Ms Hill?</p> <p>10 MS HILL: Good morning, chair. This morning, we are going</p> <p>11 to hear evidence from the Home Office, the Department</p> <p>12 for Education and the Welsh Government concurrently, as</p> <p>13 you know.</p> <p>14 MR CHRISTIAN PAPALEONTIOU (affirmed)</p> <p>15 MS SOPHIE LANGDALE (affirmed)</p> <p>16 MR ALBERT HEANEY (affirmed)</p> <p>17 Examination by MS HILL</p> <p>18 MS HILL: Thank you very much, everybody. It is hard for me</p> <p>19 to look at each of you at the same time, so forgive me</p> <p>20 if I'm directing my comments to one or other of you.</p> <p>21 Thank you very much for coming to give evidence.</p> <p>22 I am going to ask you all questions based on the</p> <p>23 topics list that's been circulated to you, and,</p> <p>24 generally, I will try to direct the questions to one of</p> <p>25 you. If, however, you feel that you can contribute to</p> <p style="text-align: center;">Page 1</p>	<p>1 an answer that someone else has given and I haven't</p> <p>2 directed a question to you, can we ask that you indicate</p> <p>3 as such by simply raising your hand? Again, if I miss</p> <p>4 that, then please say something, but assume that I have</p> <p>5 seen you or that one of my juniors will let me know.</p> <p>6 If you can't see or hear any of the questions or you</p> <p>7 can't follow or your internet drops off, please let us</p> <p>8 know.</p> <p>9 There are restriction orders in place around</p> <p>10 identities of children, and so on. I'm not sure that</p> <p>11 applies to much of your evidence, but please bear that</p> <p>12 in mind.</p> <p>13 Chair, if you are content, I propose to continue</p> <p>14 with questioning this group of witnesses until about</p> <p>15 11.15 am. We have quite a lot to get through, but my</p> <p>16 hope would be -- I hope this indication is of</p> <p>17 assistance -- to cover with the witnesses the issues</p> <p>18 that are set out on the topics list -- firstly, the</p> <p>19 background matters; secondly, issues around profiling</p> <p>20 and disruption; thirdly, issues around empathy and</p> <p>21 concern -- to then look at the issue of risk assessment;</p> <p>22 to then leave the issue of missing children and the</p> <p>23 related topics until after the break, but to try to also</p> <p>24 touch on the male victims and disabled children's</p> <p>25 issues. So that is the order in which I would like to</p> <p style="text-align: center;">Page 2</p>
<p>1 try to ask the questions in this first session.</p> <p>2 First of all, Mr Papaleontiou, you have given</p> <p>3 a witness statement at HOM003378. Is that true, to the</p> <p>4 best of your knowledge and belief?</p> <p>5 MR PAPALEONTIOU: It is.</p> <p>6 MS HILL: Ms Langdale, yours is at DFE003186. Is that true,</p> <p>7 to the best of your knowledge and belief?</p> <p>8 MS LANGDALE: It is.</p> <p>9 MS HILL: Mr Heaney, finally, yours is at WGT000464. Is</p> <p>10 that true, to the best of your knowledge and belief?</p> <p>11 MR HEANEY: It is.</p> <p>12 MS HILL: Chair, with your permission, I will adduce those</p> <p>13 witness statements in full, please.</p> <p>14 By way of background matters, Mr Papaleontiou, you</p> <p>15 are employed by the Home Office as head of the tackling</p> <p>16 exploitation and abuse unit, which is responsible for</p> <p>17 Home Office policy on tackling child sexual exploitation</p> <p>18 and abuse. I think you've worked at the Home Office</p> <p>19 since 2001 and been in your present role since 2018. Is</p> <p>20 that right?</p> <p>21 MR PAPALEONTIOU: That's correct, yes.</p> <p>22 MS HILL: Ms Langdale, you are employed by the Department</p> <p>23 for Education as the director of children's social care,</p> <p>24 practice and workforce. You took up your present role</p> <p>25 on 9 October 2019, and in that role you are responsible</p> <p style="text-align: center;">Page 3</p>	<p>1 for the DfE's work in respect of child protection and</p> <p>2 safeguarding, family law, children in care, adoption in</p> <p>3 children and family social work reform. Is that</p> <p>4 correct?</p> <p>5 MS LANGDALE: Correct.</p> <p>6 MS HILL: Mr Heaney, you are Director of Social Services</p> <p>7 integration at the Welsh Government in Cardiff. I think</p> <p>8 you've given this statement setting out a series of</p> <p>9 policy matters and touching on the various themes in</p> <p>10 this investigation insofar as they apply to the</p> <p>11 Welsh Government. Is that right?</p> <p>12 MR HEANEY: That is correct, and just to add, I just had</p> <p>13 a change of working title since March 2020 as deputy</p> <p>14 director-general.</p> <p>15 MS HILL: Thank you. Helping the panel, please, a little,</p> <p>16 if I may, in understanding the different roles of your</p> <p>17 various departments, first, can I bring up for you,</p> <p>18 Mr Papaleontiou, your statement at HOM003378_003.</p> <p>19 Scroll in, please, principally first of all, Danny, on</p> <p>20 paragraph 8. Is this right, that the Home Office has</p> <p>21 responsibility across government for tackling all forms</p> <p>22 of child sexual abuse and exploitation. The TEAU,</p> <p>23 I think, is the unit in question, and that's the</p> <p>24 tackling exploitation and abuse unit, and, very broadly,</p> <p>25 that forms part of a wider directorate, the tackling</p> <p style="text-align: center;">Page 4</p>

<p>1 slavery and exploitation directorate, which in turn sits                  2 in the serious and organised crime group. The TEAU's                  3 responsibilities include, as we see there, policy on                  4 child safeguarding, police practice and training in                  5 relation to vulnerability, the response to adults and                  6 children who go missing, victims of child sexual abuse                  7 and the law enforcement response to CSE, as we're                  8 sometimes referring to it, and you work closely with                  9 other teams across government. Is that a broad summary?                  10 MR PAPALEONTIOU: Yes, that's correct. Just to clarify, the                  11 Home Office -- or my role is to lead both in terms of                  12 Home Office policy in terms of tackling child sexual                  13 abuse and sexual exploitation, but the Home Office also                  14 has a wider role in terms of coordinating                  15 cross-government efforts to ensure we are taking                  16 a whole-government approach to tackling child sexual                  17 abuse and child exploitation.                  18 MS HILL: For completeness, if you scan through, please, the                  19 remainder of this section of your evidence, paragraphs 8                  20 through to 23, I think you give some further examples of                  21 specific initiatives. You describe some of the policy                  22 and legislation pertaining to the police, you mention                  23 the public protection unit in the crime policing and                  24 fire group, you talk about liaison with other government                  25 departments, including health and social care, you talk</p> <p style="text-align: center;">Page 5</p>	<p>1 about the role of the Ministry of Justice, and you talk                  2 about the links with the DfE, I think, and the DfT, the                  3 Department for Transport. You also summarise at                  4 paragraph 23 -- perhaps we can just scroll in on this,                  5 Danny, on the bottom of page 6/top of page 7 -- is this                  6 right, the mechanisms by which cross-government working                  7 takes place?                  8 MR PAPALEONTIOU: Yes, that's correct. Just to stress, too,                  9 that -- set out the main equities across government in                  10 terms of tackling child sexual abuse and exploitation,                  11 but we are emphasising that every department across                  12 government has a role to play in terms of tackling child                  13 sexual abuse and sexual exploitation, including DCMS,                  14 the Foreign Commonwealth and Development Office                  15 (inaudible).                  16 MS HILL: I think there may have been some difficulties in                  17 hearing your last answer, could you try to say that                  18 again or sit closer to the microphone?                  19 MR PAPALEONTIOU: Yes, I just wanted to confirm that the                  20 information in my statement as you have reflected it is                  21 correct, but also wanted to emphasise that tackling                  22 child sexual abuse and exploitation is a key function of                  23 every government department, and so, in driving                  24 a cross-government response, we will engage with not                  25 just those departments that have been cited in my</p> <p style="text-align: center;">Page 6</p>
<p>1 witness statement but also departments right across                  2 government.                  3 MS HILL: Thank you. Ms Langdale, can I bring up for you,                  4 please, DFE003186_002-003, and scroll in on paragraphs 6                  5 to 8. I think there, Ms Langdale, you summarise what                  6 the Home Office's role is in terms of the national                  7 policy response, but how the DfE contributes to this.                  8 It has national policy responsibility for safeguarding                  9 children and child protection, supporting professionals                  10 who work with children, making sure that local services                  11 protect children and has a range of other                  12 responsibilities, including, as we see there, roles in                  13 relation to legislation and things of that nature. Is                  14 there anything else in particular you would like to draw                  15 out from 6 to 8 of this part of your evidence?                  16 MS LANGDALE: No, that's fine, thank you. That's correct.                  17 MS HILL: The chair and panel will be well aware, of course,                  18 that the DfE, I believe, is the lead department in                  19 relation to Working Together, as you say at paragraph 7,                  20 and I don't need to bring that document up. I'm sure                  21 the panel are very familiar with it.                  22 Finally, Mr Heaney, can I bring up for you, please,                  23 WGT000464 and scroll in, please, Danny, on -- I think                  24 there is probably somebody speaking in the background                  25 there. I'm not sure if that could be heard. There is</p> <p style="text-align: center;">Page 7</p>	<p>1 somebody who has not got their microphone on mute in the                  2 background. Can we just make sure that only those who                  3 are speaking have got their microphones on?                  4 Mr Heaney, let's try again, as far as you're                  5 concerned, please. Danny, can I bring up WGT000464_002.                  6 Scroll in, please, on -- in fact, we can just bring up                  7 that whole page. Scroll in, please, on paragraphs 6                  8 to 7, please. A couple of points in relation to you,                  9 Mr Heaney. You have set out in your witness statement                  10 here reference to the all-Wales child protection                  11 procedures group, and we will hear about the protocols                  12 and procedures that they have issued. You have talked                  13 here, I think scroll down, Danny, please, to                  14 paragraphs 8 to 9, to the specific legislation in Wales,                  15 the Social Services and Well-being (Wales) Act 2014, and                  16 you have also given evidence here about the role of                  17 safeguarding boards and the development -- I think you                  18 go on to talk about, although we can take that down --                  19 of statutory guidance and you have explained, I think,                  20 various projects to do with research which we will come                  21 to talk about.                  22 Is there anything else in particular by way of an                  23 overview of the Welsh Government's position here that                  24 I need to understand?                  25 MR HEANEY: No, I think that covers it very clearly. Just</p> <p style="text-align: center;">Page 8</p>

<p>1 to summarise very briefly, clearly, we have had the                  2 legislative policy and direction for Wales and, in                  3 non-devolved areas, we work closely with our statutory                  4 partners and UK Government.                  5 MS HILL: Can I scroll in, please, on internal page _003 of                  6 that same statement, Danny, WGT000464, paragraphs 11 to                  7 13, please. You describe there, Mr Heaney, that the                  8 Welsh Government has worked with a multi-agency group to                  9 develop updated statutory guidance on safeguarding                  10 children from CSE. You indicate, at 13, that it's                  11 anticipated that it was going to be published in the                  12 early summer of this year. Can you assist us with where                  13 that project has got to, perhaps, in light of                  14 the pandemic?                  15 MR HEANEY: Yes, thank you. That work is still -- has                  16 progressed well. We are now seeking to work across                  17 UK Government in terms of the devolved and non-devolved                  18 aspects, seeking then to publish the guidance                  19 practically as soon as possible, but most likely in the                  20 autumn.                  21 MS HILL: I have a separate question for you, Mr Heaney.                  22 Can I put it in this way, please: it is understood that                  23 the Welsh Government has no separate jurisdiction over                  24 policing, as it is not devolved, in contrast to its                  25 control in respect of children's services. In your</p> <p style="text-align: center;">Page 9</p>	<p>1 view, Mr Heaney, does this complicate the Welsh                  2 Government's response and management of CSEN in any way?                  3 MR HEANEY: No, I think that, for us -- I don't believe that                  4 that compromises in any way. I think that the                  5 long-standing work in Wales across partner                  6 organisations, both through safeguarding boards and                  7 through the four police force discussions, I think that                  8 has a very strong leadership. In relation to the                  9 guidance we have just mentioned, obviously from a Welsh                  10 Government perspective, we plan to publish that as soon                  11 as possible. But just to give you an illustration, that                  12 could be published either this year or it could end up                  13 in early 2021.                  14 The reason for that will be that, clearly, we                  15 clarify under -- we prescribed under the Welsh                  16 legislation, so we will issue under our legislation,                  17 section 139 of the Social Services and Well-being                  18 (Wales) Act. The UK Government, under the                  19 Secretary of State, will issue under section 28 of                  20 the Children Act, and so we make sure, as safeguarding                  21 responsible authorities, that we deliver                  22 Working Together, and I think there's a long-standing --                  23 as I said, I think there is a long-standing, effective,                  24 good partnership arrangement between the devolved and                  25 the non-devolved bodies in safeguarding.</p> <p style="text-align: center;">Page 10</p>
<p>1 MS HILL: Thank you. I'd like to move now to the topic of                  2 profiling, so that's the topic of profiling for CSEN.                  3 Can I address the first questions, please, to you,                  4 Mr Papaleontiou, and that's really dealing with the                  5 evidence you've given at HOM003378_014, paragraph 49.                  6 The heading, you will see there, by way of reminder, is                  7 about data on the prevalence of, and the responses to,                  8 CSE. I think you cover there information about crime                  9 flagging, we understand about the data to do with                  10 victims and offenders, or alleged perpetrators. Can you                  11 just give us a summary of the key points that you have                  12 set out in your witness statement, please? Really, what                  13 is your understanding about the effectiveness of this                  14 data collection?                  15 MR PAPALEONTIOU: I think, in summary, data collection has                  16 moved on quite considerably over the past few years, in                  17 terms of both ONS data, which I reference in terms of                  18 the compendium on child sexual abuse, but also in terms                  19 of ONS data on adults' experience of childhood abuse,                  20 which gives us a much better, although still                  21 challenging, position on prevalence of child sexual                  22 abuse, which I know has been a theme throughout the                  23 hearings.                  24 That ONS data compilation on adult experiences of                  25 childhood abuse, which will run on a three-year cycle,</p> <p style="text-align: center;">Page 11</p>	<p>1 over time, I think, will give us a much better                  2 understanding of both the characteristics of child                  3 sexual abuse and the prevalence of child sexual abuse.                  4 There are obviously challenges with the data, there are                  5 obviously challenges in terms of getting a good picture                  6 of prevalence, because there are challenges in terms of                  7 surveying children on their experiences of sexual abuse                  8 in a different way than the crime survey of England and                  9 Wales captures abuse as it pertains to adults.                  10 But we are working with the ONS on a feasibility                  11 study to get a better -- a more regularised data on                  12 prevalence of child sexual abuse, and, when combined                  13 with police data and when combined with criminal justice                  14 data, and indeed other data that's held by colleagues in                  15 the Department for Education, by drawing those data sets                  16 together, we can get, and we have got, a much better                  17 picture on data trends in terms of child sexual abuse                  18 and child sexual exploitation, albeit, and I think we                  19 all recognise that there is still more to do in terms of                  20 improving the quality of the data, ensuring that the                  21 flags that we have introduced are used properly, and we                  22 are working with the National Police Chiefs' Council on                  23 improving those flags, and, over time, we will need to                  24 continue to improve on that data in order to ensure that                  25 we can assess, both at a national level, and indeed to</p> <p style="text-align: center;">Page 12</p>

<p>1 help to support local agencies, how we are progressing                  2 in terms of tackling the threat of child sexual abuse,                  3 and, indeed, how that plays out in terms of an effective                  4 policing and criminal justice response.                  5 MS HILL: Just to add some detail to the evidence you have                  6 just given, can I bring up, please, the 2020 ONS                  7 statistics, HOM003371_001. This is a statistical                  8 bulletin for statistics on child abuse in England and                  9 Wales from January of this year, bringing together, it                  10 says, a range of data sources from across government and                  11 the voluntary sector. Perhaps if we just scroll in on                  12 page 3, Danny, there are some bullet points at the top                  13 which perhaps can give the chair and panel some insight                  14 with which they may already be familiar, but there are                  15 some broad figures there. The crime survey for England                  16 and Wales estimated that one in five adults aged 18 to                  17 74 experienced at least one form of child abuse before                  18 the age of 16 years. An estimate of 1 in 100 adults                  19 experienced physical neglect before the age of 16. An                  20 estimated 3.1 million adults in that age range were                  21 victims of sexual abuse before the age of 16 years. The                  22 prevalence was higher for females than males. Many                  23 cases of child abuse remain hidden.                  24 For the year ending March 2019, police data records                  25 227,530 child abuse offences. The panel can read the</p> <p style="text-align: center;">Page 13</p>	<p>1 remaining bullet points, but are those the sort of                  2 trends that emerge from the most recent ONS data?                  3 MR PAPALEONTIOU: Yes, that's correct. And two other                  4 points, if I may, very quickly, just to say that the ONS                  5 data which captures adults' experience of childhood                  6 abuse provides a lot more granular data, in terms of how                  7 that abuse was experienced by victims on places of                  8 demographics, ethnicity, on who perpetrated the abuse,                  9 where the abuse took place, which in turn gives us                  10 greater insights, if you like, in terms of                  11 the demarcations between child sexual abuse and child                  12 sexual exploitation, which we are working with the ONS                  13 to properly reflect and capture and ensure we take into                  14 account issues such as statistical significance in the                  15 forthcoming child sexual abuse strategy, which is also                  16 referenced in my statement.                  17 MS HILL: You were asked specifically to look at the                  18 evidence that's been provided in written form by                  19 Ian Dean, director of the Centre of Expertise on Child                  20 Sexual Abuse. In particular, can we bring up                  21 INQ005170_032, paragraphs 83 to 84, please. It may be                  22 that the answer you have just given is your response to                  23 these paragraphs, but can you just look at those                  24 paragraphs and see if there is anything further that you                  25 would like to add? I think what Mr Dean is doing here</p> <p style="text-align: center;">Page 14</p>
<p>1 is pointing out some limitations on the ONS data. Is                  2 there anything else that you would like to say in                  3 response to that?                  4 MR PAPALEONTIOU: Only to say that, you know, the ONS                  5 themselves will recognise the limitations of the data.                  6 But the value of the ONS data is it provides us with                  7 a reliable and ongoing survey, which will provide us                  8 with trend data, which will be really important in terms                  9 of being able to assess the effectiveness of different                  10 interventions and different policy approaches. So                  11 I think we would all recognise, the ONS recognise, some                  12 of the challenges within the data, but in terms of how                  13 far that data, in and of itself, has improved our                  14 understanding and our knowledge compared to four years                  15 ago before that data was collected, I think it is                  16 a valuable addition to this work. As I've said, I just                  17 reiterate the point we continue to work with ONS in                  18 terms of a feasibility study on getting a wider and                  19 regularised survey of prevalence of child sexual abuse                  20 and there are a number of challenges in that, including                  21 the ethics of surveying children on these issues which                  22 the ONS are working through in relation to that                  23 feasibility study.                  24 MS HILL: Can I bring up, please, HOM003353. That's the                  25 list of offence codes that are used when reporting the</p> <p style="text-align: center;">Page 15</p>	<p>1 latest figures on CSA and CSE. If we just scroll in on                  2 the table in the middle of that, one can see the offence                  3 codes that I think are used in the crime reporting.                  4 Is this right, that, looking at these offence codes,                  5 child sexual exploitation is not distinguishable as                  6 a subset of either child sexual abuse or child criminal                  7 exploitation. Is that right?                  8 MR PAPALEONTIOU: Yes, that's right, which is why, again, we                  9 have introduced -- and, again, my statement refers to                  10 it -- flags for CSE specifically. But the data, as you                  11 have just said, in terms of using this data and what                  12 police recorded data tells us about the propensity of                  13 child sexual abuse, child sexual exploitation, to be                  14 disclosed, uncovered, increased confidence of victims to                  15 come forward, better recording practices by the police,                  16 when used in combination with ONS data and other source                  17 data, we can start to understand some of the policy                  18 challenges that those data sources, when used in                  19 combination, throw up.                  20 MS HILL: We have got some criminal justice statistics from                  21 the Ministry of Justice at HOM000330. These are general                  22 statistics, I believe. Is there anything in particular                  23 that you think the panel should take from these                  24 statistics insofar as its consideration of child sexual                  25 exploitation is concerned?</p> <p style="text-align: center;">Page 16</p>

<p>1 MR PAPALEONTIOU: Sorry to keep reinforcing the point that                  2 it's when we use this data in combination with police                  3 data and with ONS data that we can start to understand                  4 and discern trends in terms of where there are potential                  5 pinch points in the criminal justice response. So if we                  6 compare increased police reporting to criminal justice                  7 outcomes, then that can helpfully inform policy                  8 responses in terms of where there are challenges in                  9 terms of the criminal justice response to child sexual                  10 abuse and exploitation.                  11 MS HILL: Can I bring up, please, HOM003339, please, which                  12 is the office of the Children's Commissioner's inquiry                  13 into child exploitation in gangs and groups                  14 from November 2013. Can we scroll in on internal                  15 page 15. There were a series of recommendations,                  16 I think, made by the Children's Commissioner in this                  17 report. We see reference, for example, to problem                  18 profiling at number 5 here. Is there anything you'd                  19 like to say in response to this? I realise this has                  20 gone back in time a bit, for which I apologise. This is                  21 2013. Do you want to comment on the extent to which                  22 that recommendation has, in practice, been fully                  23 implemented?                  24 MR PAPALEONTIOU: Two points, I guess. One is, in terms of                  25 the summary of the data, it's really important that we</p> <p style="text-align: center;">Page 17</p>	<p>1 improve the national picture of child sexual abuse and                  2 child sexual exploitation, and my statement sets out the                  3 progress that's been made, but the further work that is                  4 needed in that area. The second point to draw out,                  5 though, is the importance -- as I think the evidence to                  6 the inquiry has illustrated, the importance of local                  7 profiling too, so the national data will give an                  8 overview of what the challenges are, what the trends                  9 are, at a national level, but it's important for local                  10 areas to understand how that plays out at a local                  11 level --                  12 MS HILL: Just pause there. Can I just bring up part of                  13 your witness evidence about this to assist the panel,                  14 please. HOM003378_016-017. Just for the panel's note,                  15 I think you give some background evidence about the                  16 funding that is given to regional CSE analysis embedded                  17 within each of the ten regional organised crime units to                  18 conduct analysis and profiling work; is that right?                  19 MR PAPALEONTIOU: That's right. So it's important that the                  20 local areas have got a good understanding of                  21 the problem. I was struck by the evidence from the                  22 Metropolitan Police Service who -- how even between two                  23 boroughs there are very different profiles in terms of                  24 what offending looks like. So it's really important                  25 that there's a good local profile, regional profile,</p> <p style="text-align: center;">Page 18</p>
<p>1 that is situated within the wider national data and, as                  2 you say, set out in our evidence how we are funding                  3 regional analysts to embed within regional organised                  4 crime units to improve data profiling and data capture                  5 and, indeed, insight and analysis on CSE offending in                  6 local and regional areas.                  7 MS HILL: Can I go over the page, please, to the top of                  8 _018, paragraph 64. Is this right, as I think you've                  9 already recognised, issues with data collection, or                  10 inconsistencies in it, continue to impede our                  11 understanding of the CSE threat by organised networks.                  12 Much of the official data does not allow us to                  13 distinguish CSE offending by organised networks, and                  14 flags that identify co-offending are not used                  15 consistently to allow sound analysis of multiple                  16 offender child sex offences.                  17 So there is an issue, and I think the evidence you                  18 have given is trying to address that. Is that a fair                  19 summary?                  20 MR PAPALEONTIOU: So, yes, and I think that's a fair                  21 summary. The only points that I would add to that are                  22 that, even using data like the ONS data I have already                  23 referred to, while it is not broken down by child sexual                  24 abuse and child sexual exploitation, if it is used                  25 intelligently in terms of what it does tell us about</p> <p style="text-align: center;">Page 19</p>	<p>1 victims' experience of where the abuse took place, who                  2 the abuser was and, for example, how much was committed                  3 within a family context, how much was committed by                  4 strangers and by acquaintances, we can start to draw out                  5 at a national level some insights in terms of                  6 the distinctions between child sexual abuse and child                  7 sexual exploitation. But, as discussed, we have                  8 implemented flags, and that paragraph indicates that                  9 there are still challenges in terms of ensuring that                  10 flagging is used consistently, and that's why we are                  11 working with the National Police Chiefs' Council to try                  12 and improve the use of those flags, and also investing                  13 in regional analysis.                  14 MS HILL: A further question for you on this, please. The                  15 inquiry has heard evidence that different definitions of                  16 organised networks are in use, so the inquiry's                  17 definition is a broad one, incorporating two or more                  18 individuals involved in or facilitating sexual                  19 exploitation. And then there is the much narrower                  20 definition of organised criminal group which is being                  21 used by some police forces. We have heard evidence                  22 that, because of that variation, as we are now                  23 discussing, capturing reliable data is difficult. Is                  24 there any consideration being given to adopting a single                  25 definition of networks for these purposes and, if so,</p> <p style="text-align: center;">Page 20</p>

<p>1 what it is, and is there any mileage in that being                  2 considered further?                  3 MR PAPALEONTIOU: I think the definitional issues, in terms                  4 of child sexual abuse, group-based offending, organised                  5 networks, networks, is very challenging, is almost                  6 layers of an onion, to use a fairly crude analogy.                  7 Organised crime group mapping has a very specific                  8 purpose within the wider approach to tackling serious                  9 organised crime, but, nevertheless, the CSE flags and                  10 the analysts that we are embedding and the programmes                  11 that we are supporting, which are also referenced in my                  12 statement, in respect of the tackling organised                  13 exploitation programme is trying to embed a better                  14 analytical approach to making those distinctions and,                  15 therefore, driving better tasking and operational                  16 response to organised networks, whether it's in the                  17 context of modern slavery or child criminal exploitation                  18 or, indeed, child sexual exploitation.                  19 So there is a recognition of the definitional                  20 challenges, but also action in hand to ensure that we                  21 are embedding within local, regional and national                  22 structures an ability to be able to discern between, if                  23 you like, those different categorisations within                  24 organised networks, group-based offending, where there                  25 will be different levels of organisation from loose</p> <p style="text-align: center;">Page 21</p>	<p>1 networks to far more organised offending, and that's the                  2 role of intelligence and insight as much as it is about                  3 data and pure data, and that's what we are trying to                  4 embed within policing.                  5 MS HILL: The inquiry will hear this afternoon from                  6 Katherine Riley from the HMICFRS, and at paragraph 52 of                  7 her witness statement she says this:                  8 "Without exception, police departments are operating                  9 at or beyond their intended capacity. Ensuring the                  10 police have the resources to protect children                  11 effectively is essential."                  12 Can you comment on the extent to which the capacity                  13 of police forces impedes their work in both profiling                  14 and disruption?                  15 MR PAPALEONTIOU: Again, a key role of government is to be                  16 able to set out the inspection frameworks in order to be                  17 able to adduce what the challenges are within forces in                  18 terms of tackling a whole range of policing issues. And                  19 so, when HMIC make recommendations, then we use those                  20 local forces, and we use those in terms of how they can                  21 improve their practice, but we also want to draw on                  22 those in terms of how they can then inform and drive                  23 national practice.                  24 Obviously, HMIC have identified those challenges and                  25 the key issue, in terms of the policing model, is how</p> <p style="text-align: center;">Page 22</p>
<p>1 police officers or -- so chief officers are                  2 operationally independent. We have introduced Police                  3 and Crime Commissioners to whom they are accountable and                  4 the Police and Crime Commissioners in turn are                  5 accountable to their electorates and there are                  6 decisions, in terms of operational priorities and                  7 resourcing, that they have to take.                  8 But by drawing out and using inspectorates, we can                  9 show and demonstrate the challenges that exist in                  10 different areas which can help to influence those                  11 decisions. I think it is also important to identify how                  12 those challenges, in terms of (inaudible) are reflected                  13 in wider national policy and the government's commitment                  14 to recruit an additional 20,000 police officers, which                  15 will not be the whole answer but will be an important                  16 factor in terms of how police officers (break in                  17 connection) their resources to meet challenges right                  18 across the whole range of crime and policing issues that                  19 there are within (break in connection).                  20 MS HILL: To what extent has the growth of drugs gangs and                  21 county lines activities impacted on the prevalence of                  22 CSE or CSEN?                  23 MR PAPALEONTIOU: I think -- again, I've taken on board                  24 commentary from third-sector partners and commentators                  25 like the Office of Children's Commissioner. I think</p> <p style="text-align: center;">Page 23</p>	<p>1 there's a recognition that in terms of child criminal                  2 exploitation, police forces, local areas, have been on                  3 a learning curve in a similar way as they had been                  4 previously to child sexual exploitation and we are                  5 working within government to make sure that, where we                  6 can make the connections and draw on the learning from                  7 how forces have responded to child sexual exploitation                  8 and how they respond to child criminal exploitation,                  9 that those lessons are being learnt and embedded.                  10 I think the really important thing that's coming out in                  11 the hearings is the importance of a child-centred                  12 approach. So looking at the needs of the child in the                  13 round and looking at common protective and risk factors                  14 that cut across different forms of exploitation and                  15 working with policing colleagues and inspectorates and                  16 agencies to try to ensure that we are looking at those                  17 risk factors in the round, but also applying appropriate                  18 nuance to reflect the specific response that you might                  19 need for different forms of exploitation.                  20 So I think the rise of criminal exploitation has, if                  21 you like, increased our understanding and awareness of                  22 the intersection between different forms of exploitation                  23 and working with policing colleagues through things                  24 like, for example, the vulnerability action plan to                  25 ensure that there is a commonality of approach to deal</p> <p style="text-align: center;">Page 24</p>

<p>1 with different forms of exploitation, but, as I say,                  2 appropriate nuance and expertise where there are                  3 differences in terms of how that exploitation manifests                  4 itself.                  5 MS HILL: Can I bring up the final part of your witness                  6 statement that deals with this topic, please,                  7 HOM003378_019, which goes over the page to page 20. It                  8 is paragraph 71. I think there what you do is just                  9 summarise in distilled form for the panel some of                  10 the key findings from a comprehensive literature review                  11 that was conducted, I think, over the last year, and it                  12 recognises that, although there are a number of evidence                  13 gaps in the literature on group-based offending, there                  14 is some emerging findings that can be made around the                  15 varied size and nature of groups, the characteristics of                  16 offenders, which are based on quite small samples, but                  17 give some indication of what that data suggests, that                  18 offenders are typically male, often younger than other                  19 forms of sexual offending, they come from a range of                  20 backgrounds, the groups tend to be homogeneous in terms                  21 of background and ethnicity. Some evidence suggests                  22 that black and Asian men are overrepresented in                  23 group-based offending while other evidence suggests or                  24 states that these kind of conclusions cannot be drawn                  25 due to the quality of the data. You go on to make</p> <p style="text-align: center;">Page 25</p>	<p>1 reference to motivations, peer connections, situations                  2 in which sexual exploitation can occur, the nature of                  3 victims being most commonly female, but evidence of                  4 under-reporting among boys and ethnic minority groups,                  5 and it's common for victims to have existing                  6 vulnerabilities. I think your evidence is that those                  7 findings broadly chime with what insight you get from                  8 police officers on the ground. Is that correct?                  9 MR PAPALEONTIOU: Yes, that's correct. Just to stress                  10 again, recognising some of the challenges and the gaps                  11 in our knowledge, the Home Office has been conducting                  12 work, a literature review, which -- we tried to                  13 summarise the main findings to date from that literature                  14 review. Qualitative work with police forces and police                  15 leaders who have been involved in operations involving                  16 child sexual exploitation and trying also to look at                  17 what PNC data, Police National Computer data, can tell                  18 us about co-offending.                  19 My statement tries to set out the summaries of that                  20 work. We are drawing together the summaries of that                  21 work and have established an external reference group                  22 to, if you like, provide their added insight which is                  23 made up of academics, local leaders, policing                  24 colleagues, to, if you like, ensure that we are taking                  25 on board their insight and their expertise in terms of</p> <p style="text-align: center;">Page 26</p>
<p>1 our interpretation of the literature in order that we                  2 can publish that work with an aspiration to publish that                  3 work this calendar year.                  4 MS HILL: Just finally on this, paragraph 75, please, of                  5 your witness statement. You say a credible unifying                  6 theory is that child sexual exploitation by organised                  7 networks occurs in situations where predators with                  8 attitudes of derision and disrespect towards their                  9 victims are allowed access to vulnerable children in an                  10 environment where they believe they can act with                  11 impunity. Peer groups are often loose knit but play                  12 a key role in hardening attitudes, facilitating access,                  13 reducing internal and external inhibitors and affirming                  14 a sense of impunity. These factors come together in                  15 a variety of contexts. There does not appear to be one                  16 community or culture which is uniquely predisposed to                  17 this sort of offending. Is that a fair summary?                  18 MR PAPALEONTIOU: That's a fair summary and that's the work                  19 we are now testing for other perspectives from other                  20 experts through the external reference group. A key                  21 point to emphasise, again, is -- I was again struck by                  22 the evidence from the Metropolitan Police earlier in the                  23 hearings, where, really, the importance, again, of how                  24 this plays out at a local level. So a national picture                  25 will tell you some national trends, but, again, even</p> <p style="text-align: center;">Page 27</p>	<p>1 just looking at the information that the                  2 Metropolitan Police provided in terms of                  3 the characteristics of victims within Tower Hamlets,                  4 then that will be very different and distinct to                  5 a national picture. So really important that we try and                  6 develop a good national understanding of the picture,                  7 but then provide learning for that in terms of helping                  8 to inform local approaches and ensuring that local                  9 approaches are attuned to the specific dimensions,                  10 demographics, factors, that are playing out at a local                  11 level, but ensuring that we are reflecting that child                  12 sexual exploitation takes place across all communities                  13 and that there needs to be, as has been drawn out from                  14 a number of reviews, no misplaced political                  15 sensitivities in addressing offending in whatever                  16 context it takes place.                  17 MS HILL: I'm conscious of time. I have got a few more                  18 questions for you on this topic. Then I will perhaps go                  19 to the other witnesses, if I may. Taking it relatively                  20 shortly, you were asked to consider the research                  21 findings on lesser-heard groups, so BME children, male                  22 victims and children with disabilities. You were asked                  23 to look specifically at the evidence of Mr Dean and                  24 Amanda Naylor from Barnardo's on this topic. Is there                  25 anything in particular you would like to say about that?</p> <p style="text-align: center;">Page 28</p>

<p>1 MR PAPALEONTIOU: Only really to reflect that there are                  2 clearly challenges, in terms of identifying lesser-heard                  3 voices. We know that child sexual abuse and child                  4 sexual exploitation is an under-reported,                  5 underidentified crime. So there will be additional                  6 barriers, challenges, in terms of lesser-heard groups                  7 disclosing or, indeed, identification of child sexual                  8 exploitation by professionals.                  9 The purpose of us supporting funding, establishing                  10 the Centre of Expertise on Child Sexual Abuse, is to be                  11 able to draw out that evidence and provide that evidence                  12 to help inform local practitioners, in terms of how they                  13 go about tackling child sexual abuse and to take into                  14 account the incredible complexity in this space in terms                  15 of additional factors, barriers, challenges, in terms of                  16 those lesser-heard voices you have just articulated.                  17 MS HILL: You were also asked to review the evidence from                  18 Bristol Council and Avon and Somerset Police about its                  19 use of predictive analytics. I think you may have even                  20 heard the evidence about it yesterday. Would you like                  21 to respond to the work that's being done there and give                  22 your view on that?                  23 MR PAPALEONTIOU: Three points, I think. Firstly, the                  24 inquiry will have heard about the challenges of sharing                  25 data, the importance of bringing together data. And</p> <p style="text-align: center;">Page 29</p>	<p>1 models like that in Bristol of trying to bring together                  2 data sets across different sectors I think is really                  3 important, in terms of enhancing local understanding of                  4 how child sexual abuse/child sexual exploitation                  5 manifest themselves at a local level.                  6 The second point, though, predictive analytics,                  7 there are benefits and risks to using predictive                  8 analytic tools. I think the evidence we heard from                  9 Bristol demonstrated how they are attuned to those risks                  10 and how predictive analytics need to be used as                  11 a helpful tool but not to be used deterministically and                  12 to recognise the challenges that the use of predictive                  13 analytics can create in terms of potentially screening                  14 out lesser-heard voices and, as I say, making sure that                  15 factors, protective factors and risk factors, are used                  16 to inform professional discretion rather than used                  17 deterministically in terms of driving a focus on what                  18 that means in terms of risk calibration.                  19 MS HILL: Ms Langdale, I will turn to you. I have a very                  20 few questions for you, if I may. Can I bring up                  21 paragraph 123 of your witness statement, DFE003186_041                  22 over on to page _042.                  23 The inquiry asked you the question whether or not                  24 the designation of child sexual exploitation as                  25 a national government and police priority has changed or</p> <p style="text-align: center;">Page 30</p>
<p>1 improved local responses. You alighted on, at 123, one                  2 of the ways in which we understand there has been --                  3 whether there has been a shift is through your data                  4 collection. The statistics covering the financial year                  5 ending 31 March 2014, you added CSE as a factor                  6 identified at assessment. Then you give some figures                  7 that we can perhaps scroll in on for each of the years                  8 up to 2019. We broadly see -- is this right,                  9 Ms Langdale -- 12,190 in 2014 to 2015 and then, going up                  10 to 20,000 between 2017 and 2018 and then dropping                  11 slightly down to 18,720 in 2018 to 2019. What do you                  12 draw from those figures, Ms Langdale?                  13 MS LANGDALE: We draw that -- we think it is a helpful                  14 contribution around collecting factors identified at the                  15 end of the assessments that local authorities are                  16 completing, and it's a helpful contribution to the                  17 overall understanding of the data and the evidence that                  18 we have. We have noted that child sexual exploitation                  19 was one of only four factors that decreased in 2018 and                  20 2019 and we are not unduly concerned at this stage but                  21 it is an area we will keep under careful review.                  22 We also published the levels of local authority                  23 variation in this area, we've had local authority charts                  24 too, and that in turn enables multi-agency safeguarding                  25 partnerships and local authorities to be able to be more</p> <p style="text-align: center;">Page 31</p>	<p>1 focused on this data.                  2 So we think it is a helpful contribution but I share                  3 my Home Office colleague's view that we still have                  4 a long way to go in terms of gathering data and evidence                  5 and filling data and evidence gaps, including linking                  6 data. This is an area of focus for the Department of                  7 Education in partnership with others.                  8 MS HILL: The broad themes we have been exploring under this                  9 heading, Ms Langdale, are around things like whether CSE                  10 profiles at a local level are up to date, whether it is                  11 difficult to distinguish CSE within wider criminal                  12 exploitation and, as you have heard, the use of                  13 predictive analytics. Is there anything on those topics                  14 that you can add?                  15 MS LANGDALE: Not at this stage, thank you.                  16 MS HILL: Mr Heaney, can I turn to you, please, and ask you                  17 some questions about the evidence you have given on                  18 this, and can we bring up, please, your witness                  19 statement, WGT000464_005, paragraphs 27 to 29.                  20 This is an area in Wales, Mr Heaney, is this right,                  21 reserved to the police. You describe there the sharing                  22 of intelligence, the advice that was given in Wales                  23 around a common data set, the Code of Practice measuring                  24 the performance of Social Services and including, you                  25 say at the end of 29, a data collection point on the</p> <p style="text-align: center;">Page 32</p>

<p>1 number of children reported as at risk because of CSE.                  2 Is there anything else from those paragraphs or                  3 generally that you would like to tell us about the                  4 approach to profiling in Wales?                  5 MR HEANEY: Thank you. I think three points to make. The                  6 first point is, there is a child sexual abuse                  7 exploitation strategic threat group. That group is                  8 chaired by the Assistant Chief Constable of South Wales                  9 Police and works across the four forces -- National                  10 Crime Agency, CPS, NHS, Welsh Government officials and                  11 the regional organised crime unit. They share data as                  12 part of that group. The regional organised crime unit                  13 issue a monthly data -- it goes out to the police                  14 forces. That information is shared with Welsh                  15 Government and also shared with the regional statutory                  16 partnership boards.                  17 I think you mentioned in my submission around the                  18 data collection points, clearly we have sought to                  19 strengthen our performance and improvement framework in                  20 Wales --                  21 MS HILL: Mr Heaney, I'm very sorry to interrupt. I think                  22 there is some difficulty in hearing you. Could I ask                  23 you to either adjust your microphone or speak up                  24 a little bit? I'm being told that some people can't                  25 hear what you have to say. Carry on, but speak up.</p> <p style="text-align: center;">Page 33</p>	<p>1 MR HEANEY: My apologies. I shall project my voice.                  2 Apologies to the panel.                  3 In relation to data, we have sought to improve our                  4 performance and improvement framework that local                  5 authorities are required to collect and we have data                  6 collection points on sexually-exploited children,                  7 criminally-exploited and trafficked children. Then my                  8 final point to make was really in relation to the                  9 lesser-heard voices, the barriers and challenges, and in                  10 Wales we have really sought to work on the practice                  11 assumptions that are made, because we very strongly                  12 believe that those practice assumptions need to be about                  13 children and young people who are at risk from all forms                  14 of abuse and, again, in our guidance and practice we                  15 have set out advice in relation to this. Thank you.                  16 MS HILL: I think, for completeness on that issue, can                  17 I bring up, please, internal pages _006 to _007 of your                  18 witness statement. You talk there about the different                  19 service models for supporting children abused through                  20 CSE, but you indicate that, while there isn't one single                  21 proven service model, there is evidence that a number of                  22 factors are important in informing the way in which                  23 practitioners and services respond to the needs of                  24 children. You indicate in your second column of this                  25 table here that a child-centred approach based on</p> <p style="text-align: center;">Page 34</p>
<p>1 individual needs and identity takes into account gender,                  2 ethnicity, sexuality, disability and other factors. Is                  3 that something that's embedded within the approach in                  4 Wales?                  5 MR HEANEY: Very much so. A child-centred approach,                  6 relationship building between practitioners and children                  7 and young people themselves are critical to enabling                  8 young people to have a voice and represent the issues                  9 that are affecting them.                  10 I chaired a learning event in February 2019 with                  11 young people and researchers sharing information                  12 together and looking at how we strengthen, through our                  13 all-Wales procedures, good practice. Thank you.                  14 MS HILL: You have heard the evidence and questions that                  15 have been put to other witnesses around the issue of                  16 accuracy of profiles, this potential overlap between CSE                  17 and wider criminal exploitation, and also the issue of                  18 predictive analytics. Is there anything you would like                  19 to say on those three topics, Mr Heaney?                  20 MR HEANEY: I have nothing to add that hasn't been said                  21 already. Thank you.                  22 MS HILL: You have exhibited the Welsh national action plan.                  23 I don't think we need to bring it up, but just for                  24 completeness, you have provided the action plan which is                  25 at WGT000466. You have provided us with some responses</p> <p style="text-align: center;">Page 35</p>	<p>1 to that action plan at WGT000471. In addition, the                  2 all-Wales -- the overarching strategy on national                  3 child sexual abuse and exploitation prevention is at                  4 INQ006235. Is there anything else around the                  5 implementation of the action plan that you would like to                  6 tell us?                  7 MR HEANEY: Yes, thank you. The national action plan has                  8 been very well received by all partners. Welsh                  9 ministers launched the plan. Some of the actions had to                  10 be pushed back, and the reason for that is in relation                  11 to the impact of COVID-19. However, as we have moved --                  12 MS HILL: Mr Heaney, I'm so sorry to interrupt you again.                  13 I think you are still dropping in and out again and we                  14 do need to hear what you have to say. Can you try again                  15 to adjust your mic or speak up.                  16 MR HEANEY: Is that better, chair?                  17 MS HILL: I believe so. I will be told if it is not.                  18 MR HEANEY: Thank you. I've taken the headset out, because                  19 obviously it's not coming across.                  20 MS HILL: I'm told much better. Please carry on like that.                  21 MR HEANEY: Apologies. Yes, I was talking about the                  22 national action plan being very well received in Wales.                  23 Welsh ministers launched the plan. The plan and the                  24 actions -- the timescale of that has been impacted upon                  25 because of the impact of COVID-19, but, as we have moved</p> <p style="text-align: center;">Page 36</p>

<p>1 into stabilisation and recovery, some of the key actions                  2 have been pushed ahead. The plan was considered this                  3 month at the National Independent Safeguarding Board and                  4 they were impressed with the response and the delivery                  5 of the actions.                  6 Critically, the implementation now covers the period                  7 up until December 2021, but within the national action                  8 plan you will see child sexual exploitation and harmful                  9 behaviours are absolutely embedded in the response                  10 within Wales and the advice around delivery is really                  11 about the need for a child-centred approach that                  12 considers each and every type of harm an individual                  13 child may be at risk of, and, of course, including -- it                  14 includes the forthcoming statutory guidance on child                  15 sexual abuse and child sexual exploitation.                  16 MS HILL: I think we will come back to that. You have                  17 provided some evidence about the sexual exploitation                  18 statutory guidance in Wales, WGT000465. That, I think,                  19 Mr Heaney, is also pertinent to the topic of disruption,                  20 which I would now like to move to.                  21 On that issue, can I go first, please, to you,                  22 Mr Papaleontiou, to just draw out briefly, you have                  23 given evidence in your witness statement at                  24 HOM003378_021, paragraphs 78 to 83. You have                  25 summarised, I think, a range of different disruption</p> <p style="text-align: center;">Page 37</p>	<p>1 techniques, and you have referenced there the disruption                  2 toolkit that I think has been provided by you at                  3 HOM003365. Is there anything in particular that you                  4 would like to draw out around the availability of                  5 disruption tools, national variations or improvements in                  6 the intelligence picture?                  7 MR PAPALEONTIOU: Really just to reflect that clearly there                  8 are a range of different tools that can be used from                  9 different legislative provisions, different civil                  10 orders, different powers, whether it's in the context of                  11 antisocial behaviour tools or whether it's in the                  12 context of modern slavery tools or, indeed, sexual                  13 offending tools.                  14 So the Home Office was very focused on making sure                  15 that we have something that digests that in a way that                  16 is usable by local areas to ensure that that, if you                  17 like, menu of options is promoted and that local areas                  18 are aware of that, not just around police, it's around                  19 all local agencies in terms of the use of those powers                  20 to disrupt child sexual exploitation, but just to                  21 reinforce that disruption goes hand in hand with robust                  22 criminal justice response to child sexual exploitation                  23 and abuse, and, indeed, prosecution/conviction need to                  24 be taken hand in hand with those disruption tools.                  25 MS HILL: Can I bring up briefly the toolkit provided by the</p> <p style="text-align: center;">Page 38</p>
<p>1 Home Office, HOM003365_006.                  2 You can see, I think, the guidance that follows                  3 within the toolkit follows on these broad groupings,                  4 doesn't it, so it is around disruptive tactics to do                  5 with each of these different topics; is that right?                  6 MR PAPALEONTIOU: That's right. Again, just to stress and                  7 reinforce that we have continued to keep the toolkit                  8 under review. Again, in relation to the previous                  9 questions, how these tools can be used both in the                  10 context of child sexual exploitation but also in the                  11 context of child criminal exploitation.                  12 MS HILL: For completeness and for the note, your evidence                  13 continues within your witness statement -- we don't need                  14 to bring it up, HOM003368, it starts at paragraph 78 and                  15 runs through to paragraph 100. A specific question for                  16 you, please, is around to what extent does, in your                  17 view, victims' mistrust of police and authorities hinder                  18 efforts at disruption?                  19 MR PAPALEONTIOU: So, clearly, building trust between                  20 communities, victims and the police are critical in                  21 terms of really being able to bear down on disruption of                  22 offenders. If there is mistrust between the police and                  23 victims, then clearly that is going to impede police                  24 activity, but also, again, making sure that we are                  25 taking, and the police are taking, and the government is</p> <p style="text-align: center;">Page 39</p>	<p>1 doing what it can to promote a victim-centred response                  2 in everything we do, because we know that that's the                  3 best thing to do, because that's why we are all here,                  4 but, equally, that's how we drive better outcomes in                  5 terms of effective disruption and criminal justice                  6 action.                  7 So, really, just to reinforce that we recognise the                  8 challenge, that, again, we will use the inspectorates to                  9 draw out, and I think those inspectorates draw out                  10 improvements that have been made in terms of taking                  11 a child-centred response, but also initiatives that have                  12 been taken by the police. For example, through their                  13 national vulnerability action plan, which really draws                  14 out the importance of a victim-centred approach, and                  15 also investment in pilots like the child house model,                  16 which really encourage a joint approach between police,                  17 social workers and within an environment where young                  18 people feel comfortable.                  19 So completely recognise the challenge, completely                  20 committed to doing what we can, working with police and                  21 partners and other partners to break down any barriers,                  22 but also to acknowledge that, of course, as the                  23 inspectorates have drawn out, improvements have been                  24 made but there is more to do.                  25 MS HILL: We heard some evidence on Day 4 of this</p> <p style="text-align: center;">Page 40</p>

<p>1 investigation hearing around the use of children as                  2 covert human intelligence sources. I don't know if you                  3 can assist with this, but do you have -- can you                  4 indicate whether or not the Home Office considers it                  5 appropriate to permit the use of a child -- CHIS,                  6 I think, so-called -- in a child sexual exploitation                  7 case?                  8 MR PAPALEONTIOU: I think the first point to emphasise is                  9 that juvenile CHISs are used in extremely rare and                  10 exceptional circumstances. I think the data that is                  11 available is, in the four years between January 2015                  12 and December 2018, only 17 juveniles were authorised to                  13 act as a CHIS. The safeguards that are around the use                  14 of juvenile CHIS are much greater, that the                  15 Investigatory Powers Commissioner, who provides                  16 independent oversight of the use of CHIS, has confirmed                  17 in practice that juvenile CHISs are not tasked to                  18 participate in criminality where they are not already                  19 involved in, but it's also important to stress that we                  20 can neither -- I'm not in a position to confirm or deny                  21 the specific circumstances for which juvenile CHIS have                  22 been deployed, given that that's a sensitive operational                  23 matter, but also to reflect that, again, this issue, as                  24 I understand it, has gone to the courts, there is                  25 a High Court ruling in 2019 that found in the</p> <p style="text-align: center;">Page 41</p>	<p>1 government's favour, concluding that a regime to                  2 authorise juvenile CHIS adequately safeguarded the                  3 interests and welfare of juvenile CHIS and did not,                  4 therefore, give rise to unacceptable breach of                  5 the article 8 rights of a juvenile CHIS, but worth                  6 acknowledging that there is an appeal set to be heard by                  7 the Court of Appeal in October 2020. I can't really say                  8 anything more than that given the ongoing legal                  9 challenge.                  10 MS HILL: You have given some evidence about the disruption                  11 work in relation to taxi and private hire vehicle                  12 licensing. I think there is a consultation from the                  13 Department for Transport on statutory guidance for                  14 licensing authorities at HOM003345 that the panel can                  15 read. I don't need to bring it up.                  16 You have also provided, I think, some statutory                  17 standards for taxi and PHV drivers. I think that's at                  18 HOM003391_023-025. Again, I don't need to bring that                  19 up. Is there anything in particular you would like to                  20 say about that topic?                  21 <b>A. Just to confirm that the statutory taxi and PHV                  22 standards were published in July 2020 and to stress that                  23 local authorities are under a legal duty to implement                  24 those standards. The Secretary of State for Transport                  25 wrote to council leaders asking for a written update</b></p> <p style="text-align: center;">Page 42</p>
<p>1 <b>by January 2021 setting out how they are having due                  2 regard to those standards and the DfT, Department for                  3 Transport, also have results from an annual survey due                  4 in 2021, which can give a wider position in terms of                  5 confidence and transparency around how local licensing                  6 authorities are complying with the standards that were                  7 published in July 2020, which, while specifically in                  8 relation to -- or informed by some of the challenges                  9 that have been produced in evidence, both to this                  10 inquiry and into other reports and reviews into child                  11 sexual abuse and exploitation about the importance of                  12 ensuring that that sector has safeguards that are as                  13 strong as possible, also worth drawing out, I think, the                  14 importance of taxi/PHV drivers also undertaking                  15 safeguarding training within those standards as a really                  16 critical point as well, in terms of not just ensuring                  17 that we have a regime that makes sure that taxi drivers                  18 are properly licensed, but also that taxi drivers and                  19 PHV drivers have a part to play themselves in being able                  20 to identify child sexual abuse and exploitation and know                  21 what to do about it if they do identify it.</b>                  22 MS HILL: You were asked to reflect on the question of                  23 whether you consider there is consistency of attention                  24 to disruption of perpetrators across the country.                  25 What's your view on that, please?</p> <p style="text-align: center;">Page 43</p>	<p>1 MR PAPALEONTIOU: Again, we will work through the                  2 inspectorates, and we have child protection inspections,                  3 we have JTAs, there are PEEL inspections into policing,                  4 and use those inspections to understand how this applies                  5 at both a national and a local level, and the role of                  6 the inspectorate is then, where it identifies challenge,                  7 to work with those forces to try and improve the                  8 response.                  9 So, yes, there will be variations in the response to                  10 child sexual exploitation in the round, which in turn                  11 may draw back into how that is -- plays out at a local                  12 level. But, again, that also informs our national                  13 policy response, where, again, in my statement we talk                  14 about the Vulnerability, Knowledge and Practice                  15 Programme, we have funded and supported a prevention                  16 (inaudible) of officers to improve understanding of                  17 disruption tools, as well as publishing a disruption                  18 toolkit. So it is all well and good to publish toolkits                  19 and guidance, but we are also focused on how we can                  20 ensure those tools and that guidance is understood and                  21 used and promoted across local areas through initiatives                  22 like the VKPP and the prevention network.                  23 MS HILL: Do you think the methods you have just described                  24 are effective in identifying a police force, for                  25 example, that is not bringing sufficient focus to bear</p> <p style="text-align: center;">Page 44</p>

<p>1 on disruption activity or prosecution activity?                  2 MR PAPALEONTIOU: So, again, from the HMIC rolling child                  3 protection inspections which I'm sure you will hear more                  4 about this afternoon, and, again, from the evidence we                  5 heard, I think, from local areas over the last few days,                  6 I think that demonstrates that where HMIC identify --                  7 HMICFRS identify issues, areas for improvement, that                  8 forces will address them, take those concerns seriously,                  9 and then, through a rolling programme of reinspections,                  10 provide an opportunity to ensure that that work is                  11 actually taken forward, and, as I say, that process,                  12 I think, works in terms of driving effective local                  13 response, but, again, the critical bit is making sure                  14 that we are drawing on those recommendations to inform                  15 national policy too.                  16 MS HILL: Mr Heaney, you have heard the questions I've put                  17 around this issue, in particular around the range of                  18 disruption techniques, around whether there is                  19 consistency in the use of those. For completeness, you                  20 have already indicated, I think, in your witness                  21 evidence, WGT000464_005, that the forthcoming                  22 Welsh Government statutory guidance on safeguarding                  23 children includes content on multi-agency working to                  24 support the police in disrupting perpetrators, and                  25 I think references back to the Home Office disruption</p> <p style="text-align: center;">Page 45</p>	<p>1 toolkit. Is that right?                  2 MR HEANEY: That is correct.                  3 MS HILL: Do you have anything to add on these issues around                  4 consistency of attention to disruption or prosecution                  5 and oversight of those issues?                  6 MR HEANEY: I think the critical issue, from my perspective,                  7 is the ability to share intelligence, to make sure that                  8 partners are sharing the intelligence across                  9 organisations. For us in a Welsh context, then, through                  10 regional safeguarding boards to ensure that the due                  11 attention to different areas are paid. I think, because                  12 this is a wide and complex area -- so, for example, in                  13 relation to taxis, a really important safeguarding                  14 arena, I know that there's been a approach in Wales,                  15 Operation Makesafe, in local authorities to have child                  16 protection training for taxi drivers themselves. So it                  17 is about enhancing the arenas of safety by sharing good                  18 intelligence and then taking the action.                  19 I think what we're looking to achieve is to increase                  20 the consistency in all of our practices, whatever                  21 safeguarding organisation one works within.                  22 MS HILL: I'd like to try to take some themes together, if                  23 I may, given the pressures of time. Can I ask you all                  24 some questions, please, about three of our issues                  25 together, because they are all interrelated. Firstly,</p> <p style="text-align: center;">Page 46</p>
<p>1 the issue of empathy and concern for child victims, and                  2 then, related to that, specific issues around male                  3 victims and those with disabilities.                  4 Perhaps I can come to you first, Ms Langdale. You                  5 were asked, I think, all of you, to reflect on some                  6 evidence that's been given by a series of groups, in                  7 particular from Barnardo's, the NSPCC, the                  8 Children's Society and some academic evidence from                  9 Dr Helen Beckett, around -- Ms Langdale, this is perhaps                  10 first for you -- the continued use of victim-blaming                  11 features in CSE assessments, evidence or a view that the                  12 management of risky behaviours does not deal with the                  13 underlying threats, and the dissatisfaction that some                  14 victims have with the criminal justice system and                  15 concerns around this issue to do with the definition and                  16 its element of exchange.                  17 On those issues, is there anything you'd like to                  18 say, Ms Langdale?                  19 MS LANGDALE: Yes. So I'll start with victim blaming.                  20 I just want to make really clear, in the child sexual                  21 exploitation 2017 guide for practitioners it says on                  22 page 6 that child exploitation is never the victim's                  23 fault. That guide and Working Together 2018 are clear                  24 that effective safeguarding is achieved by putting the                  25 child at the centre of any approach, and we have been</p> <p style="text-align: center;">Page 47</p>	<p>1 hearing from my colleagues too. Furthermore, that guide                  2 is clear that practitioners should avoid language or                  3 actions that may lead a young person to feel they are                  4 not deserving of support or in some way to blame for                  5 their abuse. And moreover, on page 19, training and                  6 supervision for practitioners should help them recognise                  7 where personal values and attitudes might be leading to                  8 risky practice, assumptions or blind spots. So as well                  9 as training, both supervision and auditing practice are                  10 really key here so that staff are directly fed back to                  11 by practice leaders and practice supervisors.                  12 Then, given that Ofsted are inspecting against the                  13 Working Together framework, and I will move on to                  14 assessment, but that's very clear about the parameters                  15 and principles of risk assessment and decision making                  16 being areas we would expect that Ofsted would scrutinise                  17 too as part of its inspections.                  18 So at a national level, we feel that the guidance is                  19 clear there, but of course we have heard throughout the                  20 inquiry and from the experiences of victims themselves,                  21 and we know from inspections that there is still a way                  22 to go in terms of improving practice.                  23 You will note in my witness statement that the                  24 Department for Education has spent £200 million in                  25 efforts to support local authorities and safeguarding</p> <p style="text-align: center;">Page 48</p>

<p>1 partnerships to improve practice since 2014, and our                  2 focus on improvement and innovation, as well as                  3 workforce and multi-agency reform, are all expected to                  4 have a positive impact on all children and families, no                  5 matter for what referral they come into children's                  6 social care, and that includes children with protected                  7 characteristics.                  8 MS HILL: Is there anything else, in particular around male                  9 victims, both their vulnerabilities and the potential                  10 issue of criminalising male victims in particular, or                  11 around disabled children, that you would like to say?                  12 You've just mentioned protected characteristics. It may                  13 be you have said all you wish to say, and please say if                  14 so.                  15 MS LANGDALE: We recognise that these are -- we are very                  16 alive to the fact that there are issues in relation to                  17 higher-risk and less-heard groups and we are seeking to                  18 improve our data and evidence that we have in relation                  19 to this and improve our understanding, and we would                  20 expect the new local safeguarding partnerships to be                  21 doing the same, and we view that as key here. I don't                  22 think I've got anything to add other than that. All of                  23 our guidance, whether it's Keeping Children Safe in                  24 Education, whether it's Working Together, the child                  25 sexual exploitation emphasises different vulnerabilities</p> <p style="text-align: center;">Page 49</p>	<p>1 and risks and the importance of professionals taking                  2 a holistic -- really looking at the child in front of                  3 them when they're reaching their views. We would expect                  4 those to be the types of characteristics they are aware                  5 of and are considering as part of the risk assessment                  6 and decision making. Though at the same time we know                  7 that child sexual exploitation can happen to any child                  8 from any background.                  9 MS HILL: Thank you.                  10 MS LANGDALE: Sorry, I was going to move on to the                  11 definition, but I'm happy to go --                  12 MS HILL: I think it is probably time for us to take our                  13 mid-morning break anyway, so perhaps we can resume on                  14 that issue after the break, chair. It is just 11.15 am,                  15 I think, so perhaps it is time for our break.                  16 THE CHAIR: Yes, we will return at 11.30 am. Thank you.                  17 (11.15 am)                  18 (A short break)                  19 (11.30 am)                  20 THE CHAIR: Ms Hill?                  21 MS HILL: Mr Heaney, I see that you have your hand raised.                  22 Is there something you would like to say?                  23 MR HEANEY: I just wanted to raise a question, if I may --                  24 MS HILL: We are still struggling to hear you. Can you                  25 speak up a bit?</p> <p style="text-align: center;">Page 50</p>
<p>1 MR HEANEY: Thank you very much. I'm projecting my voice.                  2 I don't know if we are live yet, but I want to ask                  3 a question because, in the next bit, I would like to use                  4 a quote that a young person has given me, but they only                  5 want me to use their quote if I can reference their                  6 name. They are quite explicit that they would like to                  7 be named.                  8 MS HILL: I think the best way of dealing with this,                  9 Mr Heaney -- is your legal advisor with you?                  10 MR HEANEY: I don't have any legal advisor with me today at                  11 all.                  12 MS HILL: Can somebody put this in a communication to the                  13 legal team separately and we will deal with it sort of                  14 behind the scenes. We will just press on with the                  15 evidence now, if that is all right.                  16 MR HEANEY: Okay, so don't use it then?                  17 MS HILL: Not for now. Can someone put it in writing to the                  18 solicitors?                  19 MR HEANEY: No trouble, thank you.                  20 MS HILL: Ms Langdale, you were partway through your                  21 response on the broad topics of empathy and concern,                  22 male victims and those with disabilities. Do you want                  23 to continue with your evidence about the definition,                  24 I think, the exchange issue, perhaps? Ms Langdale,                  25 I think you will need to take yourself off mute. We are</p> <p style="text-align: center;">Page 51</p>	<p>1 struggling to hear you.                  2 MS LANGDALE: Thank you. I really welcome the views of                  3 professionals and academics with expertise of working                  4 with children and young people who have experienced                  5 child sexual exploitation on the definition because it                  6 is an area, as others have noted, of real complexity.                  7 A definition, by its nature, will have limitations,                  8 but there is a consensus that the 2017 definition will                  9 accept the concerns about the nature of exchange, and                  10 I will move on to that, was an important step in                  11 bringing a clearer cross-agency understanding of CSE as                  12 a specific form of CSA.                  13 Moving on specifically to the form of exchange, I'm                  14 thinking in part of Ms Naylor's evidence, the government                  15 shares Dr Beckett's view that the concept of exchange is                  16 in no way meant to contribute to victim blaming in any                  17 nature or form. We do view it as a really fundamental                  18 part of the definition. The reason for that is it is                  19 key to addressing the needs of children or young people                  20 where exchange has taken place. So it's important to                  21 understand that children can be reluctant to disclose                  22 experiences of exploitation due to misplaced feelings of                  23 loyalty or shame. So really understanding that concept                  24 of exchange, where this exists in a particular situation                  25 and the impact that has on the child or young person is</p> <p style="text-align: center;">Page 52</p>

<p>1 then, in turn, imperative to the identification,                  2 assessment and the support the child or young person is                  3 subsequently offered.                  4 MS HILL: Is there anything in particular on the topic of                  5 the new typology of child sexual abuse offending, the                  6 research paper that you were asked to look at, that you                  7 would like to say?                  8 MS LANGDALE: Other than it being a very helpful                  9 contribution to this complex area. I would like to say                  10 something about risk assessment, if I may?                  11 MS HILL: I'm going to come to that as a separate theme, if                  12 I may. Is there anything else on male victims or                  13 victims with disabilities that you would like to say?                  14 MS LANGDALE: Not in addition to what I have already said in                  15 my written evidence.                  16 MS HILL: Thank you. Mr Heaney, you give some evidence on                  17 the topic of empathy and concern at WGT000464_007-008,                  18 paragraphs 37 to 38.                  19 Your all-Wales practice guide and Wales safeguarding                  20 procedures set out evidence on the particularly hidden                  21 nature of abuse through exploitation for BME and/or                  22 LGBTQ children and young people and for the need for                  23 practitioners to be aware of this. Is there anything                  24 else further on this topic that you would like to say?                  25 We can perhaps pull up the guidance on this. This is an</p> <p style="text-align: center;">Page 53</p>	<p>1 extract, I think, from the all-Wales guidance. That                  2 table, I think, if you go over the page onto 8, you will                  3 see another bullet-pointed series of text at the top of                  4 page _008. I think that's an extract, is it not,                  5 Mr Heaney, from the all-Wales safeguarding procedures                  6 practice guide?                  7 MR HEANEY: Yes, indeed.                  8 MS HILL: Is there anything else on that topic or the topic                  9 of empathy and concern that you would like to say?                  10 MR HEANEY: Yes, thank you. Just in relation to the                  11 procedures and the all-Wales guide, the important point                  12 to make there, really, is about the training for                  13 practitioners, so that practitioners embed that within                  14 the culture of where they practise and build                  15 relationships with children and young people which then                  16 enables those conversations in a safe, trusting                  17 relationship to be able to take place.                  18 The point of empathy, I just make something around                  19 the exchange, if I may, in terms of Welsh approach,                  20 clearly, exchange is something that we see within our                  21 definition. The reason for that is our policy practice                  22 advice is really based upon the research that was                  23 carried out in Wales practitioners, but probably more                  24 important for us was the voice of young people                  25 themselves.</p> <p style="text-align: center;">Page 54</p>
<p>1 I mentioned earlier on about participating and                  2 facilitating an event with young people and researchers                  3 and that clearly has led to us thinking, you know, very                  4 differently (break in connection) evolves and how our                  5 thinking evolves in this particular area. So for us,                  6 clearly, children and young children can be, and are,                  7 sexually abused, of course, outside their family homes                  8 without the element of exchange being present. You                  9 know, these children and young people must be                  10 safeguarded, of course, in the same way as children who                  11 are sexually abused within their family. But where                  12 there is an element of exchange, I have set out the                  13 definition of child sexual abuse, you know, exploitation                  14 of a need is taking place and we are really keen in our                  15 work in Wales that practitioners understand this and                  16 they understand the focus on the changing conversations                  17 and what that means for their discussions in meeting the                  18 care and support needs of a child/young person in order                  19 to secure their well-being and of course their                  20 longer-term safeguarding outcome. Thank you.                  21 MS HILL: Can I bring up a further part of your witness                  22 statement, please, internal page _013, Danny, and scroll                  23 in on 60 to 61. Mr Heaney, you helpfully set out there                  24 the extracts from the all-Wales practice guide                  25 specifically around boys, around male victims, why they</p> <p style="text-align: center;">Page 55</p>	<p>1 may be under-identified. The research suggests that the                  2 abuse of boys is poorly understood, their entry into CSE                  3 may be particularly complex. Practitioners may be                  4 affected by stereotypes impacting on their ability to                  5 see boys as possible victims.                  6 Scroll down to 62, where you give similar guidance                  7 to the particular issues raised for practitioners around                  8 children with disabilities. In particular, you mention                  9 sensory-impaired and disabled children being at                  10 increased risk, less likely to receive protection, the                  11 need to explicitly recognise their vulnerability, and                  12 I think there is a further quote from research that goes                  13 over the page, please, into internal page 14. Is there                  14 anything else, Mr Heaney, on those topics that you would                  15 like to say?                  16 MR HEANEY: I think that covers it very, very well. The                  17 only additional comment is that we are working in Wales                  18 very closely with Social Care Wales, who is our                  19 workforce regulator, but also responsible for                  20 improvement, and, therefore, our training and focus with                  21 practitioners, managers and professionals in                  22 safeguarding is really having that training focus to                  23 push on this agenda so it takes it from being in                  24 a practice -- in a guidance, in a protocol, into                  25 everyday practice for them. Thank you.</p> <p style="text-align: center;">Page 56</p>

<p>1 MS HILL: Thank you, Mr Heaney. Ms Langdale, in fairness,                  2 I should have adduced your evidence in your witness                  3 statement before I left your questioning, so forgive me.                  4 You address the issue of children with disabilities --                  5 in fact, I don't need to pull that reference up.                  6 I go, now, back to you, Mr Papaleontiou. You have                  7 heard the questions about these themes to the fellow                  8 witnesses here. Is there anything in particular that                  9 you would like to say? Perhaps, for you, bearing in                  10 mind that one of the issues I called out under the                  11 empathy and concern heading was some evidence around                  12 dissatisfaction with the criminal justice system by                  13 victims. Is there anything on that that you would like                  14 to say or about victim blaming or the definition                  15 generally?                  16 MR PAPALEONTIOU: Yes, if I may, Counsel. So a few points.                  17 Firstly, in terms of empathy and concern for child                  18 victims, again, I would echo the comments made by                  19 Mr Heaney in terms of the importance of the child's                  20 voice and promoting the child's voice and how that                  21 relates, too, to the definition.                  22 In terms of the dissatisfaction of the CGS point,                  23 I guess the bit that I really want to focus on is,                  24 again, trying to drive improvement in the CGS response                  25 and there's a wider range of work again being driven and</p> <p style="text-align: center;">Page 57</p>	<p>1 led by Ministry of Justice colleagues in terms of                  2 commitments to update the Victims' Code, for a new                  3 Victims' Law, and indeed the PM -- the prime minister's                  4 Hidden Harm Summit powerfully drew out victims'                  5 perspectives which we are committed to actually                  6 capturing within that work on both the Victims' Law and                  7 the Victims' Code.                  8 In terms of the issue around the definition, again,                  9 conscious that there have been different perspectives                  10 from different witnesses/contributors to this inquiry,                  11 some with concerns that it's too broadly crafted, some                  12 that it's too narrowly crafted. There is always                  13 a balance. Just to reinforce that, in coming up with                  14 the consultation -- coming up with the definition, there                  15 was extensive consultation with partners and just to                  16 stress the definition itself does not limit child sexual                  17 exploitation to exchange. There is an important                  18 qualifier in terms of "and/or the financial advantage or                  19 increased status of the perpetrator or facilitator".                  20 So, again, trying to make sure that the definition                  21 captures exchange, but is not exclusive to exchange, is                  22 an important point, I think, to make.                  23 I think there's a wider point, too, on definitions                  24 in terms of -- definitions are important. They are                  25 important in terms of providing professionals with</p> <p style="text-align: center;">Page 58</p>
<p>1 a framework for local profiling, but definitions can                  2 also risk siloing or pigeonholing children into                  3 a certain box or categories which then may impact in                  4 terms of the service they have, so, really, just to                  5 reinforce that the definition is important, but                  6 a definition is important in respect of what we need to                  7 do to help support professionals to use that definition                  8 for tangible benefit, and so, again, a lot of training                  9 and a lot of work being done through the Centre of                  10 Expertise, through the Vulnerability, Knowledge and                  11 Practice Programme, to equip professionals not just to                  12 apply definitions but to recognise and respond to                  13 a child's need in the round, so it's not just the what,                  14 it's the how that's very important too.                  15 Echo colleagues from Department for Education's                  16 views on the typology, a really helpful framework, and                  17 we will be using that framework to help shape and inform                  18 our future strategy. I think it offers a really good                  19 base for stimulating the research sector and                  20 professionals to think about other models of offending                  21 and what the different intervention routes are in that                  22 space.                  23 Then, on the issue of male victims and disability,                  24 to say again, I referenced the data earlier, there is                  25 really powerful data in the ONS adults' experience of</p> <p style="text-align: center;">Page 59</p>	<p>1 childhood abuse in terms of the links between disability                  2 and child sexual abuse, so very attuned to that. Again,                  3 the guidance that both the College of Policing and the                  4 Centre of Expertise have put out is really focused on                  5 what needs to be done or how important it is for                  6 professionals to understand and take into account the                  7 different ways that different groups may present in                  8 terms of child sexual exploitation. But, again, really                  9 echo Mr Heaney's points around, it's all well and good                  10 having this in guidance, what we need to do is translate                  11 guidance into practice through training and, again, we                  12 have got a practice improvement programme which the                  13 Centre of Expertise on Child Sexual Abuse is driving                  14 which is, again, aimed towards, again, that translation                  15 of evidence into actual practice.                  16 So progress has been made again -- a recurring theme                  17 here, but, again, committed to making sure we do what we                  18 can to both have the guidance in the right place but                  19 make sure that that guidance then translates into                  20 practice.                  21 MS HILL: I should have perhaps asked you just briefly to                  22 comment on this document. Can we bring up, please, the                  23 National Child Abuse and Exploitation Prevention                  24 Strategy for England. I think we looked at a similar                  25 document for Wales. This is INQ006234. I appreciate</p> <p style="text-align: center;">Page 60</p>

<p>1 this is not a Home Office document, this is, though,  2 a National Police Chiefs' Council prevention strategy  3 document. Can we look, please, internally at page _002,  4 the table of contents. Just to note, is this right,  5 that specific provision is made within this strategy for  6 diversity and marginalised groups? If you look, please,  7 at internal page _013, there is recognition of areas for  8 development around boys and young men, those aged 16 to  9 18, those from black and minority ethnic communities,  10 those who identify as LGBTQ+, those who have learning  11 difficulties or disabilities, those from faith  12 communities. Over the page, one can see a series of  13 recommendations on this particular topic; is that right?  14 MR PAPALEONTIOU: Yes, that's correct. If I may just add to  15 that, that alongside -- you can see work in this space,  16 the government has also supported Barnardo's Boys2  17 Project to raise awareness of the particular dimensions  18 around how boys and young men present and the particular  19 challenges in that space.  20 Also worth drawing attention to our trusted  21 relationships pilots which, again, are pilots in local  22 areas which are focused on how we can provide better  23 support through trusted relationships, through a range  24 of different partners, to build trust and confidence in  25 different groups of young people and critically, again,</p> <p style="text-align: center;">Page 61</p>	<p>1 we have got an evaluation of that programme, which is  2 already drawing out -- again, this has been a theme that  3 I think has come up in the hearings to date -- how young  4 men, for example, may be disproportionately captured  5 within child criminal exploitation and girls within  6 child sexual exploitation and trying to draw out from  7 that work how the barriers and the way you can engage  8 with young people to draw out and build the trust and  9 confidence to help disclosure is really important and  10 really key to draw on that learning and promote that  11 learning more widely from those pilots.  12 MS HILL: Thank you. I'm just going to jump back a little  13 bit in time, Mr Papaleontiou, with you. I have two  14 specific questions that relate to the disruption theme,  15 so I'm sorry to jump around, but these are questions  16 that have come in and we have agreed to put.  17 The first topic is around the Modern Slavery Act.  18 This relates to the issue of the criminalisation of  19 victims. So, to some degree, it is also around empathy  20 and concern. The Modern Slavery Act, section 45, as I'm  21 sure you know, provides a statutory defence for children  22 accused of criminal offences for conduct arising from  23 their abuse. It came into force in July 2016. There's  24 been an independent review of the Modern Slavery Act  25 which found that there is evidence that victims continue</p> <p style="text-align: center;">Page 62</p>
<p>1 to be prosecuted for offences they were forced to  2 commit. Does the Home Office consider that this  3 statutory defence is enough or do more steps need to be  4 taken to prevent victims being prosecuted in these  5 circumstances?  6 MR PAPALEONTIOU: So the statutory defence provides an  7 important legal remedy in that space, but, again, would  8 reinforce the importance of, if you like, practice and  9 how this plays out in terms of operations, and the  10 government is very clear that those who have been  11 criminally or sexually exploited are victims and should  12 be treated as such, rather than as perpetrators. Again,  13 certainly in the space of child sexual exploitation and  14 criminal exploitation more widely, we have been  15 providing funding to organisations to help support those  16 who are being exploited, whether in the context of child  17 sexual exploitation or child criminal exploitation, and  18 that's about trying to build an understanding and links  19 between charities, third-sector partners, communities  20 and the police in order to be able to promote an  21 approach which does, again, first and foremost,  22 recognise these children as victims rather than  23 offenders, in order that, if you like, the statutory  24 provision can then have effect.  25 MS HILL: The second question is relating to that: what data</p> <p style="text-align: center;">Page 63</p>	<p>1 does the Home Office collect on the use of section 45?  2 MR PAPALEONTIOU: Apologies. I don't have that information  3 to hand, but I will make sure that I provide that to the  4 inquiry.  5 MS HILL: Thank you. The second topic, please: convictions  6 which result from the exploitation of victims then  7 result in those victims having criminal records which  8 can be disclosed under the DBS. Can the Home Office  9 comment on whether the issue of criminalising children  10 in that way is being considered?  11 MR PAPALEONTIOU: Yes. So we will look at criminalisation  12 of children and, indeed, the importance of how that  13 translates through to criminal records checks. If I can  14 use an example from the context of child sexual  15 exploitation where policing has developed a specific  16 policing outcome, Outcome 21, which is around being able  17 to ensure that where a crime does, nevertheless, still  18 need to be flagged, and we need to capture crimes that  19 have been committed in order to be able to take  20 judgments in terms of whether that crime is -- the wider  21 context of that crime, but the Outcome 21 provides clear  22 guidance to police in terms of how that is recorded,  23 that no further action would be taken, and, indeed, that  24 then would flow through into the DBS, in terms of onward  25 disclosure of those crimes that are recorded.</p> <p style="text-align: center;">Page 64</p>

<p>1 MS HILL: Is there anything further that you can say about                  2 the extent to which those records which some children                  3 have which relate to exploitation and prostitution,                  4 which was a crime until 2015, or exploitation by                  5 organised networks prior to the Modern Slavery Act are                  6 being removed, those criminal records?                  7 MR PAPALEONTIOU: Sorry, I don't want to provide any                  8 misleading advice. Is it okay if I come back to you on                  9 that?                  10 MS HILL: Also, perhaps, on the issue widely of whether                  11 other criminal convictions should be deleted if they                  12 occur in the context of CSE or CSEN? Perhaps you can                  13 reflect on those issues and provide some written                  14 evidence to the inquiry. Is that all right?                  15 MR PAPALEONTIOU: Yes, of course.                  16 MS HILL: Thank you. Can I move now to a different topic,                  17 please. Can I move to the topic of risk assessment and                  18 protection from harm. Ms Langdale, it is primarily for                  19 you, please. You have set out in your witness                  20 statement, DFE003186, paragraphs 9 to 17 and                  21 paragraph 124, an overview of local authorities'                  22 responsibilities in this area. The questions, really,                  23 I would like to ask are about the way in which risk                  24 assessment is carried out.                  25 Ms Langdale, you know that there are different risk</p> <p style="text-align: center;">Page 65</p>	<p>1 assessments being used, different risk assessment tools                  2 being used. Do you have a view on whether or not there                  3 should be a single risk assessment tool or locally                  4 tailored tools?                  5 MS LANGDALE: Our view, which is consistent with the legal                  6 framework and responsibility as set out in our statutory                  7 guidance and accompanying guidance in the legislative                  8 framework, is that it should be up to local areas to                  9 choose the protocols and checklists and decision making                  10 tools that best help their professionals meet the needs                  11 of the children in their local areas. I would say,                  12 though, that even though we don't have standards, we                  13 have got a huge amount of guidance, both in chapter 1 in                  14 Working Together as well as in the guide on child sexual                  15 exploitation in relation to risk assessment and decision                  16 making. We have also -- all of that is very clear about                  17 the need to take a child-centred, genuinely holistic                  18 assessment and use checklists and other tools to assist                  19 in decision making, but not to be completely reliant on                  20 that, and I've got also a letter from the chief social                  21 worker, dating as far back as 2014, to directors of                  22 children's services specifically about tackling child                  23 sexual exploitation and the review of assessment and                  24 decision-making tools, making those points about                  25 assisting in decision making and the importance of</p> <p style="text-align: center;">Page 66</p>
<p>1 making sure that any tools or checklists are fit for                  2 purpose, and that's being checked.                  3 That said, we recognise how complex this is, which                  4 is why we are funding so much work on improving practice                  5 around decision making and risk assessment, including on                  6 child sexual exploitation specifically. So in my                  7 witness statement I mention the innovation programme,                  8 projects including The Lighthouse and the Hackney                  9 contextual safeguarding approach. Separately we have                  10 a contract on Tackling Child Exploitation Support                  11 Programme which my colleagues and other members have                  12 been mentioning to the inquiry. All of this is about                  13 funding work that seeks to improve local systems and                  14 practice and raise public awareness of this area.                  15 I would add to that as well that -- I should have                  16 said this in the context of the definition, but it is in                  17 relation to all of our guidance in this area. We keep                  18 this under review and will update it if we feel, from                  19 the evidence that's being developed and is emerging or                  20 from feedback we are getting, either from children and                  21 young people themselves or from the professionals who                  22 are using it, that there are improvements we can make in                  23 order to better safeguard or better promote the welfare                  24 of children.                  25 I would just like to say that we do recognise</p> <p style="text-align: center;">Page 67</p>	<p>1 concerns, though, around risk assessment and decision                  2 making in particular. We established a new independent                  3 National Child Safeguarding Practice Review Panel as                  4 part of the Children and Social Work Act, you will note                  5 from my witness statement. They use information from                  6 serious child safeguarding cases. They identify what is                  7 happening to children and they look at themes and                  8 challenge government and other bodies to learn lessons                  9 from the most serious cases of child abuse and neglect                  10 and help ensure that the right protection is in place                  11 for the most vulnerable children in our society. They                  12 noted in their annual report that was published earlier                  13 this year that a not insignificant number of cases                  14 showed weak risk assessments, so we were aware that it's                  15 a concern, and it has been previously, and I understand                  16 from our chief social worker, who is a member of that                  17 panel, that this is an area that the panel is going to                  18 major on, risk assessment and decision making, over the                  19 next 12 months more widely to think deeply about what we                  20 can help do to support professionals to make an enduring                  21 and systemic improvement in this area.                  22 MS HILL: You were asked to review two documents under this                  23 heading. One is the evidence that's been given by                  24 Dr Sophie Hallett. Can we bring up, please,                  25 INQ006087_003-004, please, paragraphs 6 to 10.</p> <p style="text-align: center;">Page 68</p>

<p>1 She talks there about the developments that we will                  2 hear about in Wales in relation to risk assessment, and                  3 she expresses some concerns around the issue, I think,                  4 of scoring and also talks about group assessments. Do                  5 you want to respond to the evidence that she's given                  6 here?                  7 MS LANGDALE: I think I've mentioned -- I've responded to                  8 that in part. I should say, though -- it might be that                  9 I come back to you outside of here -- that I'm pretty                  10 certain that our chief social worker has been very clear                  11 about scoring previously as not being a helpful way of                  12 assessing risk. But I will come back to you outside of                  13 the inquiry on that point, and I think I've responded to                  14 Dr Hallett's other points in my previous oral evidence.                  15 MS HILL: I think specifically, just for completeness, you                  16 were also asked to look at this research paper from the                  17 Centre of Expertise on Child Sexual Abuse. Just can                  18 I adduce, please, and bring up HOM003358. This is                  19 a fairly substantial piece of work, a report prepared,                  20 I think partly with Coventry University, and this is                  21 looking specifically at the use of tools and checklists                  22 to assess risk, and if we just go briefly to internal                  23 page _005 through to _006, there is a series of findings                  24 there that are made around the differences in tools                  25 being used, the variety of practice, confusion around</p> <p style="text-align: center;">Page 69</p>	<p>1 screening or risk assessment, comments again about                  2 scoring, and various other findings and sort of gaps in                  3 knowledge. To what extent is this very detailed                  4 research work being taken into account by the                  5 department?                  6 MS LANGDALE: This is a really important contribution to us                  7 understanding the practice improvements we need to make                  8 in this area as well as the complexity, and it's being                  9 properly taken into consideration, I'm sure, not just by                  10 the Department for Education in considering updates to                  11 its guidance, but far more widely by professionals and                  12 colleagues across government.                  13 MS HILL: If a single tool is to be used, should the                  14 principles underpinning it apply more widely, for                  15 example, to schools and care homes and other                  16 institutions?                  17 MS LANGDALE: Those are the principles that sit within                  18 Working Together, yes. So it specifically takes the                  19 multi-agency approach and applies to every individual or                  20 organisation that works with children, and that's                  21 a really important part of it. At its heart, local                  22 areas have to work across a multiplicity of                  23 organisations and share information in order to properly                  24 protect and safeguard children.                  25 MS HILL: There have been some questions in the inquiry</p> <p style="text-align: center;">Page 70</p>
<p>1 already about the London CSE protocol mnemonic, which                  2 I think you're probably familiar with, the SAFEGUARD                  3 mnemonic, I think some doubts about its suitability or                  4 efficacy. Do you have a view on that?                  5 MS LANGDALE: I will come back to you on that.                  6 MS HILL: I think you have heard some broader evidence                  7 around this issue of the distinction between risk and                  8 harm at the risk assessment stage. Is there anything                  9 else you would like to say on that?                  10 MS LANGDALE: Not other than I've noted it with real                  11 interest and it feeds into wider work on contextual                  12 safeguarding and our ever-increasing understanding of                  13 this area.                  14 MS HILL: We have put on the topics list the specific                  15 question of risk assessment carried out in the health                  16 context. Is there anything in particular you would like                  17 to add on that?                  18 MS LANGDALE: No.                  19 MS HILL: I'm not sure I have any further questions for you                  20 on this topic. Can I move, then, please, to Mr Heaney.                  21 Mr Heaney, you have given some evidence about this                  22 issue. Can I bring up, please, WGT000464, which is your                  23 witness statement. Can I go, please, to internal                  24 paragraph 9. Just bear with me a second. While I find                  25 the reference, Mr Heaney, can you just bring the inquiry</p> <p style="text-align: center;">Page 71</p>	<p>1 up to date in simple terms with the SERAF form and the                  2 changes that have been made to risk assessment within                  3 Wales. Just help the chair and panel with that, please?                  4 MR HEANEY: Thank you very much --                  5 MS HILL: Can you speak up a bit again, Mr Heaney?                  6 MR HEANEY: Thank you. I assure you now I am raising my                  7 voice, so I hope it's coming across, and my apologies.                  8 The SERAF (overspeaking) --                  9 MS HILL: I'm sorry, I have found the reference. It is                  10 internal page _008, Danny, and if we scroll in, please,                  11 on paragraphs 39 to 40. Just help us with the SERAF --                  12 sexual exploitation risk assessment framework -- please.                  13 MR HEANEY: Yes, of course. In Wales, we have 22 local                  14 authorities. Back around 2006/2008, Barnardo's Cymru                  15 did a tremendous amount of work in relation to the                  16 SERAF -- the sexual exploitation risk assessment                  17 framework. I was a local authority colleague at that                  18 time and it was the second pilot in Wales. I think the                  19 tool itself was very useful in its day in helping us to                  20 gather information around the child to inform                  21 multi-agency child protection decision making.                  22 Obviously, as time moves forward and our awareness                  23 and knowledge grows, the research evidence that you have                  24 highlighted of Sophie Hallett really suggested that, you                  25 know, this was driving the process-driven approach to</p> <p style="text-align: center;">Page 72</p>

<p>1 risk management, which does not secure, then, the                  2 longer-term safeguarding well-being outcomes for                  3 children and young people. There was a response to that                  4 in Wales. We have had an advisory group that's been                  5 looking at the forthcoming guidance on child sexual                  6 exploitation. We have also done the work around the                  7 all-Wales practice guide. Based upon the current                  8 evidence, the approach we are taking is a practitioners'                  9 prompt, you know, that would be used instead of risk                  10 assessment. Practitioners' prompt is included in the                  11 all-Wales practice guide.                  12 What we are trying to get at here is, really, you                  13 know, we have been very clear, as the Welsh Government,                  14 what we don't want to see is meetings where the focus is                  15 just on managing risk and risk assessment, producing a                  16 risk score, without really considering the wider care                  17 and support planning to sustain the change and support                  18 in a child-centred way.                  19 My last comment would be that we haven't prohibited                  20 the use of risk assessments, but we are very clear that                  21 a risk assessment in itself and a score chase isn't the                  22 right approach. It must be much more holistic and in                  23 a child-centred way in terms of care and support. Thank                  24 you.                  25 MS HILL: Formally for the note, I will submit WGT000464, at</p> <p style="text-align: center;">Page 73</p>	<p>1 paragraphs 39 to 50, you talk in a little more detail                  2 about this. Can you help us a little bit, please,                  3 Mr Heaney, with the Gwella Research Practice Development                  4 Project, what that was about and what the implementation                  5 of it has been?                  6 MR HEANEY: That was a really important -- it was                  7 a four-year project that ended in April of this year.                  8 We funded it through my department's sustainable                  9 Social Services grant. It was a review and evaluation                  10 by Cardiff University with delivery intervention by                  11 Barnardo's Cymru, really focusing around children                  12 trauma-informed practice relationships with parents and                  13 girls, and the project sought to adduce later                  14 vulnerability to child sexual exploitation and harmful                  15 behaviours through trauma-informed work with children                  16 and their families.                  17 The evaluation report has just been published on                  18 24 September and Barnardo's Cymru will be hosting                  19 a learning event on 15 October to share -- an online                  20 conference to share the learning from that work and we                  21 have included it in relation to actions within our                  22 national action plan to promote the learning from that                  23 particular part. Thank you.                  24 MS HILL: You were asked to reflect on the issue of risk                  25 assessment in the context of healthcare. We have seen</p> <p style="text-align: center;">Page 74</p>
<p>1 some evidence, as I think you know, from the Care                  2 Inspectorate and the Health Inspectorate in Wales. In                  3 particular, the Health Inspectorate witness evidence you                  4 were asked to look at paragraph 21 of that. Can I bring                  5 up, please, INQ005835, internal paragraph 21, please.                  6 Is there anything in particular you would like to say in                  7 response to paragraph 21? This is the evidence from                  8 Alun Jones, interim chief executive of                  9 the Health Inspectorate for Wales? This is an                  10 observation around the role of healthcare professionals                  11 here.                  12 MR HEANEY: I think two things to say. One is that the NHS                  13 safeguarding team have been taking forward issues around                  14 engagement. You will be aware that they developed the                  15 NHS child sexual exploitation risk questionnaire.                  16 The second thing to add is, actually, during                  17 COVID-19, one of our early learning is that engagement                  18 of professionals because of using different technology                  19 has led to enhanced conversations. So that is something                  20 we are now exploring out of COVID-19 and the use of                  21 technology that certainly has been engaging especially                  22 in terms of professionals and GPs.                  23 MS HILL: You were also asked to look at a thematic report                  24 provided by several of the inspectorates within Wales.                  25 They carried out a joint inspection of the multi-agency</p> <p style="text-align: center;">Page 75</p>	<p>1 response to abuse and neglect in Newport. They were                  2 looking, to some degree, at the way in which healthcare                  3 services met the needs of young people. I think if we                  4 go to that document, INQ005836, and we go, please, to                  5 internal page _047, can you just give us some evidence                  6 about that, please, Mr Heaney?                  7 MR HEANEY: Yes, I can. The inspection, as you're aware,                  8 was carried out last year, December 2019.                  9 MS HILL: Forgive me, I have given Danny the wrong                  10 reference. INQ005836. It doesn't have that many pages.                  11 I have got the wrong reference. Just tell us what the                  12 outcome of this was and the significance of it, please?                  13 MR HEANEY: The outcome was that the different inspectorates                  14 worked together. I could list those now, if it would be                  15 helpful, but --                  16 MS HILL: If you scroll in on the first paragraph, it's                  17 Care Inspectorate Wales, HMICFRS, Healthcare                  18 Inspectorate Wales and HMIP.                  19 MR HEANEY: It was carried out at the end of last year,                  20 multi-agency response to abuse and neglect in Newport.                  21 This was the first pilot to be held. The inspection                  22 itself included an evaluation of how local services                  23 respond to child abuse and exploitation. Publication                  24 was delayed due to the impact of COVID. But that                  25 publication is now available, as you'd be aware, as</p> <p style="text-align: center;">Page 76</p>

<p>1 of September 2. The inspection found that staff and                  2 professionals demonstrated a good understanding of                  3 the nature of the work in relation to children and                  4 families who are at risk or experiencing exploitations.                  5 One of the critical decisions now, of course, or one                  6 of the critical reflections, will be how, you know, the                  7 inspections look at future opportunities for a more                  8 holistic inspection such as this nature. I appreciate,                  9 on the one hand, they are very time intensive but, on                  10 the other hand, they give a very overarching insight                  11 into practice across a number of organisations, and                  12 I know that the chief inspectors will be having                  13 conversations, and I will be having conversations                  14 certainly with the chief inspector from CIW.                  15 MS HILL: Thank you, Mr Heaney. That's obviously also                  16 pertinent to our final theme of audit that I will come                  17 to. So the panel can see, in due course, beginning at                  18 page 10, there are a series of areas for improvement set                  19 out. If we scroll in on paragraph 14 -- page _014, the                  20 third paragraph, the observation there about health                  21 documentation not prompting staff to make enquiries                  22 about essential information and the other matters that                  23 I think we saw in the witness evidence are drawn out                  24 there.                  25 We can leave that document now. I think those are</p> <p style="text-align: center;">Page 77</p>	<p>1 all the questions I have for you on that.                  2 Could I return, please, then, to Mr Papaleontiou on                  3 this issue. A few discrete questions for you, if I may.                  4 Can we bring up, please, your witness statement,                  5 HOM003378_034, paragraph 129. On the topic of risk                  6 assessment you have talked there -- you have adduced and                  7 provided to the inquiry a series of toolkits and                  8 resources for the NHS and Public Health England. So we                  9 can see in due course, for example, there is a pocket                  10 guide for healthcare staff -- perhaps bring that up                  11 briefly, HOM003322. I think this is a guide for those                  12 working in healthcare, set out -- just scroll through                  13 it, please, page 4 internally -- what is child sexual                  14 exploitation, and the next page alongside it, please,                  15 Danny, and then sets out on the next two pages alongside                  16 each other, please, both physical and psychological                  17 signs of possible CSE. Then, finally, behavioural signs                  18 on the next page.                  19 There is then a lengthy section that runs over                  20 several pages, just finally, by way of example, internal                  21 page 11, it has a section -- I think it is four pages                  22 long -- entitled "Myth busting" and there are "Myths" in                  23 bold and then "Realities" set out underneath. That is                  24 part of the central government guidance given to                  25 healthcare practitioners; is that right?</p> <p style="text-align: center;">Page 78</p>
<p>1 Mr Papaleontiou, do we still have you? I'm not sure if                  2 you've taken yourself off the microphone or if you need                  3 to take yourself off mute. Do we still have you?                  4 I think we perhaps have lost our witness, chair. I'm                  5 not sure I can see whether Mr Papaleontiou is still                  6 here.                  7 Perhaps I can ask the legal team to make some                  8 enquiries and ask some further questions of the other                  9 witnesses. I hadn't realised he wasn't on the screen                  10 before asking the question of him. We will perhaps                  11 return to that issue, if he can come back and join us.                  12 Can I turn then, please, to you, Ms Langdale, to                  13 pick up the next theme, which is that of missing                  14 children, Return Home Interviews and looked-after                  15 children, which I appreciate raises quite a lot of                  16 issues. So doing the best I can, can I try and just                  17 take you through them. You have given evidence                  18 already -- I will give the reference -- at                  19 DFE003186_006-011, paragraphs 19 to 32 -- about the                  20 statutory guidance on missing children, two improvement                  21 areas identified and the main changes anticipated. Can                  22 you summarise those for us, please?                  23 MS LANGDALE: Yes, I can. I can start by saying we are                  24 going to be consulting on the revised statutory guidance                  25 shortly. As part of that, in terms of empowering young</p> <p style="text-align: center;">Page 79</p>	<p>1 people to have more confidence and better relationships,                  2 we want to test how we can use the Return Home Interview                  3 more effectively. We are also keen to -- building on                  4 the local -- on the new safeguarding -- new local                  5 safeguarding partnerships, we want to look at how they                  6 can strengthen multipartnership arrangements around                  7 missing across organisations to better meet the needs of                  8 those children and young people within that guidance.                  9 Then separately we want to ensure that this guidance                  10 reflects the current landscape in evidence, both in                  11 relation to child sexual exploitation, given the links                  12 between children running away and this area, but also                  13 other key areas, so, for example, where known links with                  14 criminal exploitation and mental health, for example, we                  15 want to update it in light of all that evidence base                  16 too.                  17 MS HILL: One of the issues the inquiry has heard quite                  18 a bit of evidence about already is the placement of                  19 looked-after children in unregulated placements and,                  20 indeed, in placements out of area and in care homes                  21 rather than in specialist CSE placements. You have                  22 given some evidence about this, and I will just adduce,                  23 please, DFE003186, paragraphs 83 to 99. I think you're                  24 aware of the recent recommendations from                  25 the Children's Commissioner about unregulated</p> <p style="text-align: center;">Page 80</p>

1 placements. Do you want to respond to that?

2 **A. Yes. Our ministers remain very committed, it is a top**

3 **priority for them to take steps to drive up the quality**

4 **of care overall, both in relation to unregulated**

5 **provision but in relation to all provision for**

6 **looked-after children.**

7 **I would say specifically in response to the**

8 **Children's Commissioner's recent report that we continue**

9 **to believe that in some circumstances semi-independent**

10 **accommodation can be the right choice for 16- and**

11 **17-year-olds, as they move to adult life, but only if**

12 **that is of a high quality and meets their needs, and**

13 **that's a point of difference.**

14 MS HILL: I think you have been asked to reflect on

15 a judgment from the family courts where the judge who

16 determined the issues in that case highlighted -- this

17 is the case of S, which I think you're familiar with,

18 from 2020, EWHC 1012. There was a concern about the

19 lack of secure placements nationally and the judge

20 directed that his judgment be sent to the

21 Secretary of State for Education. Has the Department

22 for Education considered that and is it responding to

23 that judgment?

24 MS LANGDALE: Yes, the Department for Education have

25 considered that. And Minister Ford has responded to the

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1 some myth busting with children's homes to make sure

2 that everyone is clear that isn't the case.

3 MS HILL: A question for you on a sort of wider topic -- but

4 forgive me, do you want to say something else about

5 secure accommodation?

6 MS LANGDALE: Yes, I do. I just want to go back to the

7 legal framework and just kind of note again that the

8 sufficiency duty is set out in the Children's Act and

9 that duty rests with local authorities. That said, the

10 department has acknowledged that there are sufficiency

11 issues within the secure children's homes estates. That

12 was in part why we set up the coordination unit in 2016

13 and continue to fund it to help plan and co-ordinate

14 welfare placements and to highlight capacity issues.

15 Alongside that, we are increasing -- both maintaining

16 and increasing provision in secure through our

17 40 million capital programme.

18 MS HILL: Thank you. A broader question, please: it's been

19 suggested that sexual exploitation of children is taking

20 place in plain sight and that children in residential

21 care are being taken away from care homes, usually for

22 the weekend, by older men for the purposes of

23 exploitation. Do you agree with that broad statement?

24 MS LANGDALE: My understanding is that that's an historical

25 statement rather than a more recent one, because my

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1 judgment. I don't know whether it is helpful -- I can

2 discuss with my lawyers and the minister whether or not

3 it would be helpful to share that letter with the

4 inquiry.

5 MS HILL: Yes, I think that would be of assistance,

6 Ms Langdale. I am going to ask you a further question

7 on this topic, and it may be that you can or can't

8 respond, but there's been evidence, I think, adduced in

9 the BBC Newsnight investigation that's mentioned in your

10 statement that local authorities are often finding that

11 regulated placements are not willing to accept children

12 exhibiting what's described as "challenging behaviour"

13 because it will impact on their Ofsted rating, and so,

14 for that reason, local authorities are faced with no

15 choice but to place these children with high levels of

16 need in unregulated placements.

17 Do you want to comment on that now or do you want to

18 deal with that with this additional evidence about the

19 judgment?

20 MS LANGDALE: I'm happy to comment on that now and then move

21 back to secure provision. We are aware of that

22 suggestion. We have discussed it, my team have

23 discussed it with Ofsted colleagues. I should say that

24 Ofsted are very clear that it won't in any way have an

25 adverse effect on the Ofsted rating, and they are doing

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1 understanding is that absolutely should not be the case

2 and this is an area that Ofsted would be inspecting and

3 scrutinising.

4 MS HILL: You have referenced already -- I don't need to

5 bring it up -- in one of your exhibits the DfE guide to

6 the children's home regulations DFE003079, and you have

7 talked there about the requirement for local authorities

8 to have what I think may be an outdated term -- I'm

9 sorry if I have got this wrong -- it is described as

10 "Runaway and Missing from Home and Care Protocols,

11 agreed with police and other partners". What steps are

12 taken to ensure that those protocols are in place and

13 are reviewed regularly to ensure they're adequate?

14 MS LANGDALE: We continue to believe that these protocols

15 are really important and we would envisage Ofsted --

16 they focus specifically on missing as part of their

17 inspections. My understanding is they would review

18 these and make sure they are in place. Separately, this

19 is one of the areas that we will be exploring in our

20 forthcoming consultation on the statutory guidance in

21 relation to missing because it links more broadly to

22 improvements that we have made in light of our recent

23 reforms to better multi-agency working and new local

24 safeguarding partnerships.

25 MS HILL: The inquiry has heard quite a bit of evidence

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<p>1 about the issue of children being placed out of area, it                  2 potentially raising greater challenges in terms of                  3 monitoring them and things of that nature. Do you want                  4 to comment on the issues that arise in relation to                  5 Return Home Interviews and monitoring of those children                  6 generally?                  7 MS LANGDALE: Yes. I'd say the needs of the child are                  8 paramount when designing the right care placement and                  9 that's what can result in an out-of-area placement.                  10 Moving a child away is not a decision that is taken in                  11 any way lightly. Directors of children's services are                  12 required to sign off each such decision and it is also                  13 an area that Ofsted will scrutinise and we collect data                  14 on which we publish annually.                  15 We want to reduce out-of-area placements but we                  16 envisage them as always being part of the care landscape                  17 because sometimes circumstances make it the right                  18 decision for a child to be placed elsewhere, for                  19 example, when they are at risk of sexual exploitation.                  20 MS HILL: You have given some evidence about this in                  21 a general sense, but is there any need for clearer                  22 guidance to local authorities on their roles and                  23 responsibilities in this area, or do you think what's                  24 been done so far is sufficient?                  25 MS LANGDALE: My sense is, given that it requires director</p> <p style="text-align: center;">Page 85</p>	<p>1 of children's services approval in relation to every                  2 placement that is out of area, that they are clear of                  3 their responsibilities in relation to this area.                  4 I think there are separate questions about sufficiency                  5 and there are some local -- this is clearly a big                  6 challenge for every local authority, and there are some                  7 examples -- again, the picture is very variable where                  8 some local authorities are doing a really excellent job                  9 of having a really diverse range of provision available                  10 for its young people, including when they have very                  11 complex needs and in very challenging circumstances.                  12 MS HILL: If we can just go within your statement, so                  13 paragraph 104 of your statement, DFE003186_036. You                  14 talk there about the role of schools in educating                  15 children about the risks of running away. That's                  16 paragraph 104, if we can bring that up. Is there                  17 anything else that you would like to add on that topic?                  18 MS LANGDALE: Nothing other than to say that this new                  19 curriculum we refer to from 104 through to 107 is now in                  20 place and it is being taught as of September.                  21 MS HILL: If we go to the top of the next page,                  22 relationships education is compulsory from September of                  23 this year, health education will be compulsory, and you                  24 set out further details I think running through those                  25 paragraphs. Thank you very much.</p> <p style="text-align: center;">Page 86</p>
<p>1 Mr Papaleontiou, can you now see and hear us and can                  2 you remove yourself from mute and say something?                  3 MR PAPALEONTIOU: I can see and hear you. I have no idea,                  4 apologies, what happened there in terms of                  5 the connection dropping off.                  6 MS HILL: I'm so sorry I didn't notice you'd left, because                  7 I asked a question and you weren't there. Can I repeat                  8 the question to you? It is jumping around a little bit.                  9 We already talked a bit about the role of healthcare                  10 professionals. Was there anything in particular on that                  11 topic that you wanted to say? This is specifically                  12 about the role of healthcare professionals in risk                  13 assessment.                  14 MR PAPALEONTIOU: Just to reinforce, I think you'd just                  15 brought up the relevant paragraph in my statement, just                  16 to say that, again, the NHS safeguarding app has been                  17 downloaded 1.4 million times and is looked at 350 times                  18 daily. Again, the Public Health England CSE guide is                  19 intended to provide local public health teams with the                  20 evidence based on their role in prevention as well as                  21 a framework with examples to help support public health                  22 leaders, viewed 3,374 times, but the wider point is                  23 that, again, and I think Ms Langdale alluded to it, the                  24 move to new multi-agency safeguarding arrangements in                  25 and of itself reinforces the importance of health</p> <p style="text-align: center;">Page 87</p>	<p>1 professionals and the health role in terms of protecting                  2 and safeguarding young people, so critical to take that                  3 into account in terms of making sure that there is                  4 a joined-up approach to safeguarding children.                  5 If I may, counsel, very quickly, on the wider issues                  6 of risk assessment and protection from harm that you                  7 raised, again I just really want to focus on, again, our                  8 role at national government establishing the Centre of                  9 Expertise on Child Sexual Abuse precisely for the                  10 purposes of trying to draw out good practice on a whole                  11 range of issues in terms of the response to child sexual                  12 abuse, including principles on risk assessment.                  13 I think where the child -- the Centre of Expertise                  14 on Child Sexual Abuse arrives at in terms of kind of                  15 almost a sweet spot of structured professional                  16 development -- professional judgment is the point and                  17 the principles that we would want to advance and tried                  18 to advance, as you have heard, through Working Together                  19 but also through College of Policing guidance to ensure                  20 that tools are seen as just that, they are but a tool,                  21 and they need to be applied with appropriate use of                  22 professional discretion and that appropriate use of                  23 professional discretion needs to be underpinned by                  24 strong and rigorous professional development.                  25 So I think it's really important to see the use of</p> <p style="text-align: center;">Page 88</p>

<p>1 risk tools in the round, but also to use and identify                  2 issues like, again, the specific questions you asked us                  3 on the Metropolitan Police mnemonic, if that is used as                  4 a tool and a prompt, as Welsh Government colleagues have                  5 referred to the work that they are doing in risk                  6 assessment as a prompt, as a way of at least sparking                  7 the kinds of issues that officers need to think about,                  8 then it is useful in that context and, again, as I think                  9 we heard from the Metropolitan Police yesterday, that                  10 they are constantly looking at revising that and                  11 updating that to make sure that it is up to date with                  12 current practice and current knowledge.</p> <p>13 So I think the central point is the employment of                  14 risk within the wider context of professional                  15 development and professional discretion and seeing them                  16 as tools, not deterministic guides to score and                  17 determine the response that any child gets and, again,                  18 using them as a focus for a more rounded, child-centred                  19 approach.</p> <p>20 MS HILL: At paragraph 6 of HOM003378_002, you describe the                  21 fact that the government provides funding to                  22 organisations who deliver long-term support for victims                  23 and survivors. Are you able to indicate how much                  24 funding is allocated to the provision of such support                  25 and which organisations receive that funding?</p> <p style="text-align: center;">Page 89</p>	<p>1 MR PAPALEONTIOU: The landscape of funding for support for                  2 victims and survivors of child sexual abuse is complex.                  3 I would try my best to summarise it as quickly as                  4 possible, given time --</p> <p>5 MS HILL: I have got some other wider questions,                  6 Mr Papaleontiou. Would you be able to put that in                  7 writing for us? That has arisen relatively recently,                  8 I know, as a question. Can you deal with that                  9 separately?</p> <p>10 MR PAPALEONTIOU: Yes, but can I make three very quick                  11 points, which is, one, the importance of, again, Health                  12 Commissioners providing sexual assault referral centres,                  13 and funding for those increasing, and the role of                  14 national government in providing national services and,                  15 again, Ministry of Justice and the Home Office have                  16 increased funding for those national services. And then                  17 the funding that is provided to local commissioners in                  18 order for them to assess need locally and to provide                  19 funding in line with that local commissioning position                  20 and, again, where the funding from                  21 Ministry of Justice for support to the Police and Crime                  22 Commissioners and other local commissioners to provide                  23 that funding has increased. But I can provide details                  24 of that in writing too.</p> <p>25 MS HILL: Thank you, we would be grateful.</p> <p style="text-align: center;">Page 90</p>
<p>1 Mr Heaney, can I come back to you, please. I was in                  2 the middle of dealing with questions of missing                  3 children, Return Home Interviews and looked-after                  4 children. Your all-Wales practice guide embraces the                  5 topic of children missing from home, WGT000464_010                  6 through to _012. You I think indicate that this                  7 practice guide deals with those who are missing. You                  8 explain, I think, at 55 -- can we scroll in there,                  9 please -- the process for debriefs in Wales. Tell us                  10 a little bit about that and the variable practice                  11 I think that's been identified?</p> <p>12 MR HEANEY: Thank you. The process for debrief is                  13 absolutely critical and necessary --</p> <p>14 MS HILL: Again, Mr Heaney, can you speak up a little bit,                  15 please?</p> <p>16 MR HEANEY: Yes, thank you. I'm obviously having some sound                  17 difficulties today. Apologies again.</p> <p>18 So the debriefing Return to Home or Care Interviews                  19 are absolutely critical in terms of well-being for                  20 children and young people. In all 22 authority areas in                  21 Wales, those briefings take place. Much as                  22 Sophie Langdale referenced earlier, there is some local                  23 determination. In three of the police force areas,                  24 there is a regional service in place with an independent                  25 practitioner who would conduct those interviews.</p> <p style="text-align: center;">Page 91</p>	<p>1 In one area in Wales, some of the local authorities                  2 have commissioned that service and others actually                  3 deliver that service in-house themselves. So there is                  4 some variation.</p> <p>5 The important issue there is that there are                  6 approaches across all of Wales for the return to home or                  7 care and debriefs.</p> <p>8 I think one of the critical points is that we will                  9 be looking at whether -- you know, there's something for                  10 me I want to explore in more detail around that                  11 independence. I was part of the initial response for                  12 the Gwent missing person scheme that was led by the                  13 Chief Constable of Gwent, Jeff Farrar at the time.                  14 I think, for us, independence was an important aspect                  15 for children and young people, so we will be exploring                  16 that further.</p> <p>17 One of the critical issues that I want to reference,                  18 and I know time is pressing, it's really important that                  19 that conversation take place at the right time for                  20 a child and, you know, isn't at an inappropriate time                  21 where a child maybe has just had major medical treatment                  22 or been a victim of a sexual or physical assault that                  23 requires examination, as an example. So I think the                  24 timing of that and making sure it is at a time and                  25 a place where a child/young person -- at the right time</p> <p style="text-align: center;">Page 92</p>

1 is an important aspect in the process.  
 2 Then my last comment would be that at the moment  
 3 clearly it is within our practice. We have got some --  
 4 for transparency, we have got some stakeholders who are  
 5 asking us to consider whether we would, you know, make  
 6 that as kind of mandatory statutory requirement, so we  
 7 know it is practice that's taking place, and so what we  
 8 will be doing, officials have -- you know, initiated  
 9 some work to scope the evidence on the likely impact of  
 10 a statutory duty to provide, for example, Return to Home  
 11 Interviews and obviously in due course then we will  
 12 advise Welsh ministers on the options to consider.  
 13 Thank you.  
 14 MS HILL: Just for context, internal page \_012 of your  
 15 witness statement, WGT000464\_012, just for the note,  
 16 paragraph 55, please. It is correct, I think, Mr Heaney  
 17 that, in 2016, there was an HMIC report that was  
 18 concerned about inconsistent practice in England and had  
 19 remained poor in some areas. You have looked carefully,  
 20 and the panel can read, at paragraph 54, please, if you  
 21 go back to the practice in the different police areas in  
 22 Wales, and one issue that you have highlighted is the  
 23 South Wales Police process involving advocacy services  
 24 for children provided by Barnardo's. Is there anything  
 25 else that you would like to say about those differences?

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1 earlier, the sufficiency duty is upon local authorities,  
 2 we see a role in terms of working together to reduce  
 3 those through the development of high-end specialist  
 4 care because we believe sometimes some of the services  
 5 are not quite responding to the needs, the care and  
 6 support needs, of children and young people in achieving  
 7 some of the outcomes.  
 8 So we are currently working with regional  
 9 partnership boards using integrated care funds, both  
 10 capital and revenue, to consider the ways in which we  
 11 can develop more bespoke high-end placements in Wales  
 12 which will respond to some of the challenges that we are  
 13 currently facing and we have a couple of initiatives  
 14 that we hope to deploy in the imminent future.  
 15 MS HILL: I think, in due course, the chair and panel can  
 16 read the evidence from the Care Inspectorate Wales.  
 17 It's CIW000018\_007-008, paragraphs 44 to 55. Because  
 18 I think there are certain regulatory requirements in  
 19 place, are there not, where a local authority places  
 20 a child in an unregistered service and certain  
 21 information has to be provided to the regulator?  
 22 Finally on this topic, Mr Heaney, do you have any  
 23 concerns in Wales around multiple missing episodes for  
 24 children not resulting in sufficient problem solving or  
 25 risk management activity?

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1 MR HEANEY: I think nothing to add in addition to the  
 2 comments that I made in relation to the last question.  
 3 MS HILL: You've been asked to look at the evidence from the  
 4 Care Inspectorate Wales suggesting a need for greater  
 5 clarity around compliance with missing procedures. How  
 6 do you respond to that, Mr Heaney?  
 7 MR HEANEY: In terms of responding to that, that's an action  
 8 clearly that we have. We have been in discussions with  
 9 our critical partners. We meet regularly with the  
 10 Regional Safeguarding Board and we also meet regularly  
 11 with the National Independent Safeguarding Board as  
 12 well. So those conversations, you know, clearly have  
 13 informed the practice guides that are taking place.  
 14 The other area -- I don't want to move too quickly  
 15 from that question if there is more to be followed, but  
 16 I did want to come back to, if I could, just to stress  
 17 you referenced previously some of the issues around, you  
 18 know, placements being -- you didn't say it like this,  
 19 of course, but unregulated would have been the  
 20 terminology you would have used.  
 21 MS HILL: Yes.  
 22 MR HEANEY: That is a concern, as colleagues today have  
 23 already identified. You know, we want to see good  
 24 quality placements. What we have done again in Wales is  
 25 taken that further because, whilst, as I explained

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1 MR HEANEY: Certainly we are always on the improvement  
 2 curve, we are always in that space where we listen and  
 3 learn. Where issues have been identified, I know that  
 4 multi-agency partners have got around the table. You  
 5 mentioned some of the historical issues around, you  
 6 know, children in residential homes being exploited, so  
 7 those have been picked up and dealt with and responded  
 8 to historically as well. I'm not -- I haven't --  
 9 certainly I haven't been briefed by any of my partners  
 10 on current issues that I would need to bring to the  
 11 attention of the panel today.  
 12 MS HILL: Can we bring up on screen, Danny, CIW000018\_006,  
 13 paragraph 38. I think we have heard -- the panel can  
 14 read some written evidence, as I have already said, from  
 15 the Care Inspectorate Wales -- around the fact that in  
 16 the early part of this year, I think, there has been  
 17 some specific work done, a Summit on missing children.  
 18 Is there anything in particular you would like to say  
 19 about that?  
 20 MR HEANEY: I just add, they're really important Summits and  
 21 really important conversations. In terms of taking  
 22 actions into --  
 23 MS HILL: That may be a wrong reference. Carry on,  
 24 Mr Heaney.  
 25 MR HEANEY: My comment would be, really important Summit and

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<p>1 the energy that's come out of that is quite critical in                  2 terms of making sure that everyone responsible does all                  3 they need to do for children who are missing. Again,                  4 listening to the voice of children who go missing                  5 through that work has been quite critical in forming our                  6 response.                  7 MS HILL: You have provided some evidence, I think, around                  8 some differences between North and South Wales, about                  9 children going missing from care homes and around --                  10 well, the way in which out-of-area, looked-after                  11 children are monitored. Is there anything further you                  12 would like to say about that?                  13 MR HEANEY: I think what we are keen to do in Wales is work                  14 through the First Minister's agenda, so there is a very                  15 high political agenda in Wales, which is children closer                  16 to home.                  17 We recognise that sometimes there will be kinship                  18 care arrangements where they should, appropriately, be                  19 in other settings. But we are looking to shape the way                  20 that we promote closer care within the home community.                  21 So the First Minister is keen for work that's                  22 currently taking place to return children that are out                  23 of country, for example, or out of county, so we would                  24 use that to the lowest possible level. We have some                  25 expert advice from key critical partners who are helping</p> <p style="text-align: center;">Page 97</p>	<p>1 us develop our conversations with local authorities and                  2 each local authority in Wales also has had to develop                  3 what we call their looked-after children reduction                  4 expectation plans over a three-year period so that they                  5 put their plans together about the energies and the                  6 focus and the strategic and operational direction that                  7 they're taking to respond to those issues.                  8 MS HILL: Just while I'm asking you questions, Mr Heaney,                  9 I would like to move to our penultimate theme, theme 7,                  10 partnership working on CSE. We have got some evidence                  11 already that I have referred to from the Care                  12 Inspectorate Wales. Is there anything in particular you                  13 would like to say about the work done in Wales to ensure                  14 that health professionals and mental health                  15 professionals are working well in partnership with those                  16 particularly supporting children who are at risk of                  17 being sexually exploited?                  18 MR HEANEY: Yes. A really important contribution from                  19 health around CAMHS and specialist services. The one                  20 area I probably would draw to the panel's attention,                  21 really, is the work that's gone on around improvement.                  22 So the Welsh Government has agreed the implementation of                  23 an all-Wales traumatic stress quality improvement                  24 initiative. That takes a holistic approach, consistent                  25 approach. It's informed by the current evidence. And</p> <p style="text-align: center;">Page 98</p>
<p>1 experience of both health professionals and some of                  2 the critical partners. Although it is not a primary                  3 service, it is a programme that's aimed at offering                  4 evidence-based resources for professionals dealing with                  5 individuals who have experienced trauma. So specialist                  6 services, specialist work streams to bring young people                  7 (inaudible) wider issue around business, but actually                  8 then focusing in relation to gender-based violence and                  9 also sexual assault. Thank you.                  10 MS HILL: Ms Langdale, can I come to you on the issue of                  11 partnership working, please. Is there anything in                  12 particular that you would like to say about this topic?                  13 I note, for example, in your witness evidence,                  14 DFE003186, paragraphs 44 to 46, you tell us about the                  15 child protection information system. You can perhaps                  16 address that briefly, but if there is anything else you                  17 would like to say on the topic of partnership working,                  18 in particular about how to ensure that healthcare                  19 professionals and also education professionals are part                  20 of that working, then please do so.                  21 MS LANGDALE: Thank you. I would add to my witness                  22 statement that Sir Alan Wood is completing an                  23 independent review of how these new partnership                  24 arrangements are working which we expect to be published                  25 shortly. We recognise there's a huge cultural shift as</p> <p style="text-align: center;">Page 99</p>	<p>1 well as a big structural shift and it's supporting all                  2 of our (inaudible) and local partnerships to -- to                  3 really embed the spirit of these reforms will take some                  4 years. That will help us in determining the main areas                  5 to focus on.                  6 I should also add that the police have already done                  7 this, but the Department of Health and the Department                  8 for Health and Social Care have committed to a national                  9 facilitator role to also support those local                  10 partnerships in really embedding the reforms.                  11 The other thing that I want to add is, as you have                  12 noted, on the child protection information-sharing                  13 system, but I want to make a broader point, that we are                  14 really clear that strengthening multi-agency                  15 information-sharing arrangements is absolutely key and                  16 also key to risk assessment and decision making and will                  17 be part of the aforementioned kind of area of focus by                  18 the national panel.                  19 On that child protection information-sharing system                  20 in particular, I would add -- and I can, outside of                  21 here, bring the health numbers, but I would add that                  22 from a local authority perspective since I submitted my                  23 witness statement 97.4 per cent of local authorities are                  24 now signed up to it, and what that really means is that                  25 every day an updated live link is shared between local</p> <p style="text-align: center;">Page 100</p>

<p>1 authorities and the health system in those areas where                  2 children are either booked into -- so if they miss their                  3 appointment, that's also noted -- an unscheduled care                  4 setting, so A&amp;E, walk-in centres and minor injury units.                  5 That's for all local authorities, all children in                  6 a child protection plan or a looked-after child. Then                  7 health and social care staff can see that and they can                  8 decide, for example, if they should see a more senior                  9 clinician, and it also links up the contact details                  10 between the relevant teams, too, to further support more                  11 joined-up working and I would add, from a health                  12 perspective, that we have brought forward something that                  13 we thought we would do in phase 2 to phase 1, which is                  14 that, during COVID, during the coronavirus pandemic                  15 earlier this year, from May 2020 we ensured that                  16 schools, nurses and health visitors also had access to                  17 this information, given what a vital safeguarding role                  18 they have too.                  19 MS HILL: One further question for you, please, Ms Langdale,                  20 and one for Mr Papaleontiou and then perhaps it is time                  21 for our lunchtime break. You have given some evidence                  22 about the Working Together transitional guidance which                  23 requires local safeguarding partners to agree their                  24 local arrangements and provide notification of those                  25 arrangements within 18 months, so I think by June 2019.</p> <p style="text-align: center;">Page 101</p>	<p>1 I don't know if you have been following all of                  2 the evidence, Ms Langdale, but Professor Sarah O'Brien                  3 at St Helens Borough Council provided a statement to                  4 this inquiry in February of this year stating at that                  5 time she concurrently held the roles of strategic                  6 director of people's services, clinical accountable                  7 officer of St Helens CCG and chair of the Safeguarding                  8 Children's Partnership within the borough council. Her                  9 colleague at the council, Mr Leivers, give evidence that                  10 being chair of the safeguarding arrangements would be                  11 a normal position for a director of children's services                  12 and, indeed, that it was sensible. Can you help whether                  13 the DfE were notified of this arrangement and whether                  14 there were any concerns about it?                  15 MS LANGDALE: I can. I can pick up all of these questions.                  16 I should note I didn't hear personally the evidence, so                  17 please let me know if there is more I need to cover.                  18 Yes, the DfE was notified. Yes, the DfE did object to                  19 this arrangement not on a legal basis, but because we                  20 felt it didn't follow the spirit of what was intended                  21 through those new reform memberships.                  22 I'm not aware of other objections that we have made,                  23 that's not an inquiry I have made, but just in response                  24 to about who the chair should be and it being sensible                  25 about being both a chair as well as being the director</p> <p style="text-align: center;">Page 102</p>
<p>1 for children's services, I would say that there's                  2 a multiplicity of arrangements around who -- some areas                  3 don't have a chair, some areas have got an independent                  4 chair, in some areas it's either the health or the                  5 children's services or the police lead who is the chair                  6 or it rotates. So it doesn't automatically have to be                  7 the director for children's services.                  8 MS HILL: Finally, would inter-agency working be improved if                  9 there was a single figurehead for CSE such as a minister                  10 for CSE or CSA in your view, Ms Langdale?                  11 MS LANGDALE: Departmental responsibilities and ministerial                  12 responsibilities are a matter for the Prime Minister, so                  13 I don't feel able to say more than that on this point.                  14 MS HILL: Is your position the same on that,                  15 Mr Papaleontiou?                  16 MR PAPALEONTIOU: If I may, I think it's really important to                  17 reinforce that certainly the Home Office has got, as                  18 I outlined at the start, a coordinating function in                  19 terms of driving an effective response to child sexual                  20 abuse. We have a Minister for Safeguarding, who we                  21 report to, who is committed to this agenda; we have                  22 a Home Secretary who is committed to this agenda; and we                  23 have a Prime Minister who hosted a Hidden Harm Summit in                  24 the summer where he was very clear about his commitment                  25 to this agenda.</p> <p style="text-align: center;">Page 103</p>	<p>1 So I think the really important point to reinforce                  2 is there is certainly the political commitment across                  3 government, there is certainly clarity in terms of                  4 ministerial responsibility for driving this forward but                  5 recognising every department has a part to play, and,                  6 equally, we do have roles of Children's Commissioners                  7 and Victims' Commissioners who equally play a really                  8 important role in this space in terms of advocating for                  9 the child and for victims and survivors and holding the                  10 government to account on how far -- representing the                  11 voices of victims, very clearly, in terms of holding us                  12 to account and ensuring that we are taking on board                  13 their expertise and knowledge in terms of driving this                  14 agenda forward.                  15 MS HILL: Chair, I haven't quite completed my questioning                  16 but it is probably time for our lunchtime break. I have                  17 got further questions on the issue of audit, some                  18 further questions around future priorities and a few                  19 rule 10s, so I have got about 15 minutes more                  20 questioning, chair.                  21 THE CHAIR: We will take the break and return at 1.45 pm.                  22 MS HILL: Thank you.                  23 (12.48 pm)                  24 (The short adjournment)                  25 (1.45 pm)</p> <p style="text-align: center;">Page 104</p>

<p>1 MS HILL: I'd like to resume the questioning, please, on the                  2 final few topics, so the first topic is audit, review                  3 and performance improvement. Can I ask Ms Langdale,                  4 first of all, to pull up DFE003816, paragraph 25, and                  5 just talk a little bit, please, about the role of Ofsted                  6 and the effectiveness of the -- I think it is the ILACS                  7 framework. Can you help us with that?                  8 MS LANGDALE: Sorry, counsel, are you referring to                  9 paragraph 24?                  10 MS HILL: Have I given you the wrong reference? We can                  11 bring it up on screen. It is your witness statement,                  12 DFE003816, I thought it was 25, forgive me if it is 24.                  13 MS LANGDALE: That's okay, I'll continue anyway. So the                  14 varying inspections, Ofsted receive a very broad range                  15 of child-level data, typically covering six months prior                  16 to inspection. This covers a number of different                  17 children. When inspectors select the children and young                  18 people whose experiences they will evaluate, they will                  19 take account of, among other factors, children at risk                  20 of harm from physical, emotional and sexual abuse or                  21 neglect and inspectors will also want to identify those                  22 children and young people who the local authority is                  23 concerned may be vulnerable to sexual and other forms of                  24 exploitation and those children and young people who                  25 have been missing from care, home and education. Their</p> <p style="text-align: center;">Page 105</p>	<p>1 framework is set out, I'm sure, in one of                  2 the submissions and has also been consulted on as part                  3 of an implementation review and that review found that                  4 Ofsted's approach was effective overall and, in                  5 particular, that the inspections were more practice                  6 focused with inspectors spending more time speaking with                  7 social workers. I don't know if there is anything you                  8 want me to add in addition. I have also noted                  9 Ms Stanley's evidence statement too.                  10 MS HILL: Is there anything else that you would like to                  11 respond to in that statement? The inquiry is going to                  12 hear from these witnesses this afternoon. Is there                  13 anything else you would like to say about the Ofsted                  14 evidence or about audit, review and performance                  15 improvement generally?                  16 MS LANGDALE: Just more generally, I want the inquiry to                  17 note the role of independent scrutiny in chapter 3 of                  18 Working Together in relation to new partnership                  19 safeguarding arrangements. That forms an important part                  20 of the independent scrutiny and the wider system which                  21 links up with both Ofsted's inspections as well as the                  22 joint targeted area inspections.                  23 MS HILL: I think that's all the questioning I had on that                  24 topic for you. Could we go, then, please, to                  25 Mr Papaleontiou. You have seen a series of questions</p> <p style="text-align: center;">Page 106</p>
<p>1 set out for you covering a range of audit issues, so                  2 CQC, the role of HMICFRS, the role of joint targeted                  3 area inspections, PEEL assessments. You give evidence                  4 about this in your witness statement. Mr Papaleontiou,                  5 can you just draw together the key threads of that                  6 evidence about those different inspection frameworks,                  7 please.                  8 MR PAPALEONTIOU: I guess the points to emphasise are,                  9 again, in line with the importance of the multi-agency                  10 approach, the importance of inspectorates, both CQC,                  11 Ofsted and HMICFRS in terms of really driving that                  12 cross-agency response. Both in terms of, if you like,                  13 sector-specific inspection frameworks but also in terms                  14 of the JTAI, the joint approach, in terms of ensuring                  15 that we do reflect and acknowledge the importance of                  16 joint inspection where there is otherwise the potential                  17 challenge of various inspectorates, if you like,                  18 pointing to the importance of other sectors stepping up                  19 in this area.                  20 So I think the joint inspection framework is very                  21 important.                  22 We just draw out, I guess, and you will hear more                  23 evidence on this later today, the importance of that                  24 inspection framework in terms of both identifying areas                  25 where there has been improvement, but also identifying</p> <p style="text-align: center;">Page 107</p>	<p>1 areas where there is further to go, and, again, the                  2 importance of the inspection framework in terms of                  3 driving better local activity but also in terms of                  4 informing national practice and with specific reference                  5 to the HMIC inspections which I am more knowledgeable                  6 about, just emphasising the importance of, if you like,                  7 that rolling inspection framework in terms of making                  8 sure that there is rigorous follow-up and, indeed, the                  9 role of the Home Secretary and the Home Office in                  10 exceptional circumstances where they can, with HMIC, ask                  11 for more intensive inspection activity to be taking                  12 place, as was the case with the Metropolitan Police                  13 Service re inspection on child protection.                  14 So I think they're the key points I wanted to draw                  15 out, as well as stressing that, certainly from my                  16 knowledge of HMIC and working with HMICFRS, their                  17 commitment to working with wider partners to ensure that                  18 their inspection framework is informed by the knowledge                  19 and expertise of others in the sector, including                  20 third-sector partners.                  21 MS HILL: I think you were asked to look at the HMICFRS                  22 thematic report on child protection inspections in                  23 INQ005166_001. We will hear more about this, obviously,                  24 from the witnesses that follow you, but was there                  25 anything in particular you wished to draw out from that</p> <p style="text-align: center;">Page 108</p>

<p>1 overarching thematic report?</p> <p>2 MR PAPALEONTIOU: So I think, again, just reflecting the</p> <p>3 importance -- the acknowledgement of the improvements</p> <p>4 that have been made in terms of senior leader attention,</p> <p>5 in terms of the progress (inaudible) achieving better</p> <p>6 results for children, better understanding and sense of</p> <p>7 responsibility in terms of safeguarding vulnerable</p> <p>8 people, trauma-informed approaches, risk assessment</p> <p>9 improvements, but, equally, again, stressing that there</p> <p>10 is far more to do in terms of issues around capacity and</p> <p>11 capability which we have already discussed, a better</p> <p>12 understanding and engagement with the needs of children,</p> <p>13 challenges in offender management space and, indeed, in</p> <p>14 digital investigations.</p> <p>15 So, again, using those as themes -- and we may come</p> <p>16 on to this later -- to ensure that, at a national level,</p> <p>17 we are taking on board those themes and ensuring that</p> <p>18 they are feeding forward into our future work as set out</p> <p>19 in my evidence around the strategy.</p> <p>20 MS HILL: I think, just for completeness, this thematic</p> <p>21 report which was completed last year, if we can just</p> <p>22 scroll through, please, to the summary of the key</p> <p>23 findings, Danny, INQ005166_009. I think the report, the</p> <p>24 headline themes noted some innovative work being done by</p> <p>25 police to protect children. Over the page, though,</p> <p style="text-align: center;">Page 109</p>	<p>1 under the heading "The recognition of risk and</p> <p>2 vulnerability":</p> <p>3 "Where the risk is immediate and obvious, forces</p> <p>4 usually respond well but complex or less obvious risks</p> <p>5 can be missed."</p> <p>6 Then in the bold, about two-thirds of the way down:</p> <p>7 "Police now understand that those children who go</p> <p>8 missing are at increased risk of exploitation, but</p> <p>9 responses still require improvement."</p> <p>10 And similar observations on the next page:</p> <p>11 "Opportunities for the police and their partners to</p> <p>12 intervene at an earlier stage are recognised."</p> <p>13 Then the bold below:</p> <p>14 "The response to criminal exploitation is evolving</p> <p>15 but too many exploited children are criminalised."</p> <p>16 Finally:</p> <p>17 "Approaches to managing risk to children posed by</p> <p>18 others are inconsistent and police increasingly</p> <p>19 recognise the vulnerability of children in custody but</p> <p>20 too many are still retained unnecessarily."</p> <p>21 As headline findings, there is still significant</p> <p>22 challenge and significant work to be done in this field;</p> <p>23 is that right?</p> <p>24 <b>A. That's right. Again, commitments, certainly at</b></p> <p>25 <b>a national level, to be acting on those findings and,</b></p> <p style="text-align: center;">Page 110</p>
<p>1 <b>again, in terms of recommendations for rational</b></p> <p>2 <b>government that are coming out of JTAs and HMIC reports</b></p> <p>3 <b>that we are certainly seized on. The importance of</b></p> <p>4 <b>early intervention and prevention and doing more in that</b></p> <p>5 <b>space in terms of intervening earlier, and, again, we</b></p> <p>6 <b>will be looking to capture that not just in a future</b></p> <p>7 <b>child sexual abuse strategy, but across, if you like,</b></p> <p>8 <b>the vulnerability spectrum and in relation to criminal</b></p> <p>9 <b>exploitation of children too.</b></p> <p>10 So, again, really seized on the importance of that</p> <p>11 space and, again, on the detention of children, joint</p> <p>12 work between Home Office and Ministry of Justice and DfE</p> <p>13 is ongoing in terms of addressing findings in that area</p> <p>14 and also recommendations on intermediaries where, again,</p> <p>15 Ministry of Justice and Home Office and DfE are working</p> <p>16 together in terms of ensuring that the availability of</p> <p>17 intermediaries is improved.</p> <p>18 MS HILL: Thank you. Finally on this, Mr Heaney, turning to</p> <p>19 you, can I bring up, please, the evidence from the Care</p> <p>20 Inspectorate Wales CIW000018_003-004, paragraphs 27 to</p> <p>21 28, please. This references, Mr Heaney, the joint</p> <p>22 approach to inspecting -- that was being piloted,</p> <p>23 I think, in 2019 within Wales. According to this</p> <p>24 statement at paragraph 28, they are currently formally</p> <p>25 evaluating the pilot. Can you bring us up to date or</p> <p style="text-align: center;">Page 111</p>	<p>1 offer your views on that pilot and its success?</p> <p>2 MR HEANEY: Thank you, and, indeed, I referenced this in an</p> <p>3 earlier answer as well, so just to reference that.</p> <p>4 The inspection, as I mentioned earlier, was very</p> <p>5 well received, good comprehensive partnership working</p> <p>6 across the inspectorates, leading to the publication of</p> <p>7 the report on 2 September, and the inspection, across</p> <p>8 a wide range, found staff and professionals had</p> <p>9 demonstrated a good understanding of the nature of work</p> <p>10 in relation to children and families who are at risk of</p> <p>11 sexual harm and experiencing exploitation.</p> <p>12 My discussions with the chief inspector of Care</p> <p>13 Inspectorate Wales have been very positive in relation</p> <p>14 to this particular piece of work and I know that</p> <p>15 currently, then, that will be evaluated. But I think</p> <p>16 there certainly emerged particular attention to</p> <p>17 inspectorates working together.</p> <p>18 There are numerous examples where inspectorates have</p> <p>19 come together in Wales to work together, especially</p> <p>20 Estyn and Care inspectorate Wales and certainly we have</p> <p>21 seen the strength in bodies working effectively</p> <p>22 together. Thank you.</p> <p>23 MS HILL: Is there anything else you would like to say about</p> <p>24 the effectiveness of the safeguarding board's</p> <p>25 activities?</p> <p style="text-align: center;">Page 112</p>

<p>1 MR HEANEY: Yes. I think that that's a very helpful                  2 question. I nearly referenced it in the last part                  3 before because it's slightly separate.                  4 We got the Regional Safeguarding Board to have to,                  5 you know, obviously evaluate and make sure that they're                  6 effective. But they also have to produce an annual                  7 report, and that annual report has to go to the National                  8 Independent Safeguarding Board who produce, then, from                  9 those -- scrutinise those reports, offer commentary and                  10 views on critical issues, and then, legally, they have                  11 a duty to report their views on key areas and key issues                  12 to Welsh ministers for Welsh ministers to consider.                  13 So you've got quite a well-rehearsed, streamlined                  14 process that goes from what's happening at the local                  15 through the national right into, then, Welsh Parliament,                  16 Welsh Government and Welsh ministers. Thank you.                  17 MS HILL: Thank you. My final topic, then, please, for all                  18 three witnesses is to look to the future, your future                  19 priorities and actions. First of all you,                  20 Mr Papaleontiou. Could I bring up, please,                  21 HOM003378_050, paragraphs 190 through to 197. I think                  22 at the time of your witness statement, which was                  23 in February of this year, you set out some key themes                  24 around future action. Do you want to just draw those                  25 out for the chair and panel, please?</p> <p style="text-align: center;">Page 113</p>	<p>1 MR PAPALEONTIOU: Certainly. Again, in my statement,                  2 reinforced the government commitment to publish a new                  3 child sexual abuse strategy with a focus on the areas                  4 that are highlighted in paragraph 190.                  5 We have heard about the importance of reducing the                  6 opportunity for CSA perpetrators by utilising                  7 preventative measures, so making sure we are doing much                  8 more than just referencing the prevention and early                  9 intervention space. Obviously these are serious crimes,                  10 the most serious crimes, so building the capacity of                  11 both law enforcement and, indeed, the wider criminal                  12 justice system to tackle all forms of CSA, including CSE                  13 by organised networks, is critical but so, too, is that                  14 victim-centred approach.                  15 Then, again, as a lot of the areas we have covered                  16 off today, improving the safeguarding response,                  17 partnership working, information sharing, that                  18 cross-agency approach which is really critical in terms                  19 of ensuring that we are bearing down on the threat.                  20 Key things that I think are really important to                  21 emphasise, if I may, counsel, is -- again, the delays in                  22 publishing the strategy have necessarily been around                  23 pivoting our response to respond to the particular                  24 demands and dimensions of COVID, but our work on the                  25 strategy has not ceased. Rather, we are just trying to</p> <p style="text-align: center;">Page 114</p>
<p>1 make sure that we are reflecting some of the lessons                  2 learned and some of what we now know about child sexual                  3 abuse and exploitation in the context of lockdown and                  4 how that has played out within the strategy. I really,                  5 really want to enforce, we have already talked about                  6 audit and inspections as a way of ensuring that we are                  7 getting insight in terms of what more we need to do. In                  8 developing the strategy, I just really want to emphasise                  9 our work with a range of front-line agencies,                  10 third-sector partners, experts on child sexual abuse to                  11 make sure that our work is informed by their valuable                  12 insights and expertise in order to set out what we know                  13 and what we don't know, where we need to go further, how                  14 we can improve our response right now in the here and                  15 now, working with the world as it is, and how we can                  16 improve and move to the world as we would like it to be                  17 in terms of really improving response to child sexual                  18 abuse and exploitation and joining up online and offline                  19 and ensuring that we recognise, if you like, the                  20 intersections between child sexual abuse and                  21 exploitation, other forms of exploitation, but also                  22 other forms of intrafamilial abuse and making sure we                  23 are taking a child-centred but also a whole-family                  24 approach and a public-health approach to tackling child                  25 sexual abuse.</p> <p style="text-align: center;">Page 115</p>	<p>1 MS HILL: I think you have already referenced the Hidden                  2 Harm Summit. I think the topic of the forthcoming                  3 research paper on group-based CSE was on the topics list                  4 for you. Can you help us with that, please?                  5 MR PAPALEONTIOU: I think I have referred to forthcoming                  6 research already earlier in the evidence session. We                  7 have established -- I have talked about the work that's                  8 been done internally in terms of insight from forces, in                  9 terms of the literature review, in terms of what we have                  10 done with data. We are working with an external                  11 reference group to provide their insight and expertise                  12 into that. We are intending to publish that in the                  13 autumn and, again, in terms of some of those -- the                  14 report coming out of the Hidden Harm Summit which was                  15 hosted by the Prime Minister, making sure that that is                  16 also captured within our child sexual abuse strategy in                  17 terms of the wider commitments and how they come to bear                  18 in terms of wider approaches, in terms of ensuring we                  19 are capturing the voices of victims and looking at, as                  20 I've referenced earlier, victim funding strategy,                  21 Victims' Code, Victims' Law, to make sure that we are                  22 making the connections to ensure that we really                  23 recognise child sexual abuse as the serious crime that                  24 it is and, crucially, that we really have impact in                  25 terms of, at its most simple, stopping offenders,</p> <p style="text-align: center;">Page 116</p>

<p>1 safeguarding children and providing the best support                  2 that we can to victims and survivors.                  3 MS HILL: Two further questions for you and that will                  4 conclude my questioning for you, Mr Papaleontiou. You                  5 may have covered this already, but the specific question                  6 rather goes back to the beginning in terms of the themes                  7 you have covered: to what extent do you consider that                  8 online grooming activity impacts on child sexual                  9 exploitation by networks? You have touched on this                  10 several times. If there is nothing more you can add,                  11 then please say so, but I am asking you that question.                  12 MR PAPALEONTIOU: Just to reinforce the real importance of                  13 making sure that we are looking at online offending and                  14 offline offending in the round. The two are                  15 interconnected. Developing our insights into online                  16 offending provides valuable insights into previously                  17 hard-to-identify real-world offending in terms of having                  18 a real window, getting a digital footprint potentially                  19 into other forms of abuse. So we are very keen, through                  20 the strategy, to make sure we are reflecting the                  21 incredible read-across -- the very close read-across                  22 between those different forms of offending in terms of                  23 abuse and exploitation. And, again, just drawing back                  24 on my previous answers, how, again, different networks,                  25 whether it is online or offline, can reinforce, harden</p> <p style="text-align: center;">Page 117</p>	<p>1 attitudes towards victims, encourage a sense of impunity                  2 and, indeed, provide that network that breaks down both                  3 internal and external inhibitors.                  4 MS HILL: Finally, there is a series of questions around the                  5 evidence that the panel will very shortly hear from                  6 Ms Riley from HMICFRS, so her witness evidence has                  7 identified significant issues remaining in police                  8 responses, including around risk assessment,                  9 inconsistent Return Home Interviews and reactive rather                  10 than proactive safeguarding. Can you help with what                  11 specific steps the Home Office is going to take to                  12 promote this joined-up thinking that's needed, how will                  13 the Home Office commit to action to foster this                  14 multi-agency co-operation that's necessary?                  15 MR PAPALEONTIOU: There will be a number of steps in terms                  16 of -- again, the panel has already heard about the new                  17 multi-agency safeguarding arrangements. I think it is                  18 fair to say that the focus across government has been                  19 ensuring compliance with those new arrangements in the                  20 first instance, and now we are moving, as Ms Langdale                  21 has indicated, through Sir Alan Wood's recommendations,                  22 into making sure that those arrangements deliver on the                  23 spirit of what they are supposed to, which is, again,                  24 recognising that there is a cross-cutting responsibility                  25 on the sectors to ensure that they are tackling child</p> <p style="text-align: center;">Page 118</p>
<p>1 sexual abuse and exploitation and, more practically,                  2 then, the very practical steps that we can take in terms                  3 of issues around promoting independent scrutiny, in                  4 terms of issues around promoting information sharing,                  5 drawing on findings from some NHS digital work, that                  6 really gets at the heart of tangible, practical steps                  7 that are actually going to make a difference. We can                  8 have the best guidance in the world, we can have the                  9 best training in the world, but if no-one is accessing                  10 it, it will obviously be of limited value. So thinking                  11 about a thorough pathway from guidance into practice and                  12 again utilising the expertise of organisations like the                  13 Centre for Expertise on Child Sexual Abuse to help                  14 bridge that gap.                  15 MS HILL: Thank you very much. Ms Langdale, just some                  16 headlines for you on your future action and priorities                  17 for the department?                  18 MS LANGDALE: The themes that will be most focused on, which                  19 I drew out in my evidence as well, will be around                  20 improving data and evidence in this area. Secondly,                  21 improving practice, with a particular focus on risk                  22 assessment and decision making. And hidden groups.                  23 I would add to that improving the quality of                  24 placements for looked-after children. Fourth, embedding                  25 the partnership arrangements in the way that we have</p> <p style="text-align: center;">Page 119</p>	<p>1 been describing and as part of that improving                  2 information sharing as well as improving the child                  3 protection information system.                  4 Fifth, we will shortly be consulting on missing and                  5 how we can better support young people that are at risk                  6 of or have gone missing. Then we would like --                  7 contributing, of course, to the CSA strategy that my                  8 Home Office colleague has just described.                  9 Then the care review as well. I just want to log                  10 that you will have noted in the government's manifesto                  11 the government has committed to undertaking a review of                  12 children's social care and we are making preparations to                  13 launch, and the review will be bold, broad and                  14 independently led, taking a fundamental look across                  15 children's social care with the aim of better                  16 supporting, protecting and improving the outcomes for                  17 vulnerable children and young people. We will be                  18 setting out further details, including how to get                  19 involved, in due course.                  20 MS HILL: Thank you. Mr Heaney, the same question for you:                  21 what are the key actions and priorities you see in the                  22 future for your government?                  23 MR HEANEY: Thank you very much. Our starting place is to                  24 continue the engagement and work that we have with                  25 children and young people --</p> <p style="text-align: center;">Page 120</p>

<p>1 MS HILL: Mr Heaney, sorry, please speak up. We are still                  2 losing you.                  3 MR HEANEY: Sorry, I'm having to really project my voice.                  4 I'm sorry, I do apologise. I think the immediate                  5 starting place for us in the Welsh Government in terms                  6 of priorities is to continue our engagement and                  7 listening work with children and young people to ensure                  8 that's at the heart of any policy making.                  9 The next action for us is to continue to deliver the                  10 national action plan, the core requirements within that                  11 around protection, prevention and support, to children                  12 and young people. We will, of course, as referenced                  13 earlier, be producing the new child sexual exploitation                  14 guidance and we hope that to be out either this year or                  15 early in 2021.                  16 We also, as part of that work, see our role in                  17 leading and facilitating with Social Care Wales to                  18 deliver the practice and the workforce changes that                  19 colleagues on this session this morning have referenced                  20 in terms of making the difference for training, support                  21 and enabling cultural change at the heart of our                  22 practice.                  23 We will also be continuing then, as a priority, to                  24 work with the National Independent Safeguarding Board                  25 and hear directly from them on critical priorities for</p> <p style="text-align: center;">Page 121</p>	<p>1 us to take forward.                  2 Then the last point is really to, you know, learn                  3 from this inquiry, continuous improvement is always to                  4 be the case. These are the most important matters                  5 affecting our children and young people and it is our                  6 duty to respond, protect and to safeguard. Thank you.                  7 MS HILL: Thank you very much, Mr Heaney. Chair and panel,                  8 those are all my questions for this group of witnesses                  9 from the governments. Thank you.                  10 THE CHAIR: Thank you. I have some questions principally                  11 for Ms Langdale, I think, and then I will pass over to                  12 my colleagues.                  13 Questions from THE PANEL                  14 THE CHAIR: Ms Langdale, first of all, what is the feedback                  15 about the grouping of child sexual exploitation within                  16 the wider umbrella of child criminal exploitation? Has                  17 it served to deplete the focus on CSE or to enhance it?                  18 Can you give me practical examples of whichever, if they                  19 do apply?                  20 MS LANGDALE: Let me start by saying that you kind of want                  21 the best of both worlds, I think. So while it is                  22 important to consider child sexual exploitation within                  23 a wider continuum of exploitation, violence and abuse,                  24 we also want to retain a focus on the particular nature                  25 and impact of this type of abuse. We believe that's</p> <p style="text-align: center;">Page 122</p>
<p>1 imperative.                  2 That said, within the contextual safeguarding                  3 framework, we do believe there is really value in                  4 situating child sexual exploitation within that, too, in                  5 thinking how best we can support these young people.                  6 Then, in terms of practical examples, chair, I would                  7 like -- I will come back to the inquiry with that.                  8 THE CHAIR: Thank you. This question is about unregulated                  9 placements and temporary accommodation. We have heard,                  10 of course, of the temporary accommodation of some                  11 extremely vulnerable and exploited children, some of                  12 whom were looked after, in bed and breakfasts and                  13 separately, perhaps, caravan parks, barges, et cetera,                  14 even if they are 16 or 17 years old, and sometimes                  15 without the presence of a care worker. Is your                  16 department proposing to do anything about this,                  17 particularly the 16- and 17-year-olds?                  18 MS LANGDALE: Yes. In the consultation proposal that we                  19 have brought forward, we are proposing to introduce                  20 minimum quality standards for all semi-independent                  21 provision and to make sure that all 16- and 17-year-olds                  22 continue to have placements -- they all will have                  23 placements that meet their needs and that quality                  24 threshold and we are also proposing to introduce an                  25 Ofsted-led inspection regime to scrutinise that and we</p> <p style="text-align: center;">Page 123</p>	<p>1 will be bringing forward our consultation response very                  2 shortly.                  3 THE CHAIR: But you're not actually going to say that this                  4 must not happen for extremely vulnerable 16- and                  5 17-year-olds?                  6 MS LANGDALE: Do you mean, chair, we are not going to say                  7 there shouldn't be semi-independent provision or that                  8 there shouldn't be provision in the examples that you --                  9 in the locations that you just gave?                  10 THE CHAIR: Not semi-independent provision; temporary                  11 accommodation in which very vulnerable young people                  12 could be placed, and we heard at least one example of                  13 this where they were actually put in circumstances of                  14 possibly heightened risk by being in a certain bed and                  15 breakfast accommodation.                  16 MS LANGDALE: This is an area of real concern to us, and we                  17 are working on it with ministers and with the local                  18 authorities and we will be bringing a consultation                  19 response very shortly on it.                  20 THE CHAIR: Thank you. The third question concerns the                  21 training of professionals, and particularly social                  22 workers, and I would welcome Mr Heaney's view on this as                  23 well. Do you consider that social workers require                  24 different knowledge, skills, understanding of the means                  25 of effective intervention in child sexual exploitation,</p> <p style="text-align: center;">Page 124</p>

1 as opposed to the more traditional kind of prequalifying  
2 training in child sexual abuse, despite, of course,  
3 there being some similarities? Is this now required in  
4 prequalifying social work?  
5 MS LANGDALE: Chair, I would like to come back to you on  
6 that so I can give you a full response.  
7 THE CHAIR: Thank you. Mr Heaney?  
8 MR HEANEY: Yes, I'd have to check with the prequalifying as  
9 well, chair. Clearly, in relation to the training  
10 that's going on, it's being embedded into the training  
11 approach with the current workforce.  
12 THE CHAIR: But you can't tell me whether that's prior to  
13 qualification or post qualification?  
14 MR HEANEY: No, I would have to just double-check before --  
15 I wouldn't want to say anything that misrepresented.  
16 I would have to double confirm, chair, sorry.  
17 THE CHAIR: I do appreciate that many local authorities  
18 provide in-service training on these subjects, but I'd  
19 like to know where it stands on prequalifying. Thank  
20 you very much. Ms Sharpling?  
21 MS SHARPLING: Thank you, chair. A question for  
22 Mr Papaleontiou, if I may -- one granular, and the other  
23 one a wider one. The first one is, the CSE flag that we  
24 have heard quite a lot about during the course of this  
25 investigation, which is made more complicated by the

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1 of those it surveys in terms of who they experienced  
2 abuse from, where that took place, how frequent it was,  
3 can really help us to unplug much better trend data on  
4 CSE across the board, given that we know that CSE will  
5 be under-reported or underidentified by policing.  
6 So even if we got a really good coverage of the CSE  
7 flag, by its very nature, it is only going to pick up  
8 a subset of CSE in combination with that wider ONS  
9 provenance data.  
10 MS SHARPLING: Thank you. I suppose a related question, and  
11 that's about the leverage the Home Office has in  
12 relation to dealing with poor performance by a police  
13 force, one of which may be difficulties in getting the  
14 right flag on the right incident at the right time.  
15 Now, you have -- and you have told us a little bit about  
16 the inspectorate, from whom we will hear later, and  
17 a little bit about the local governance and  
18 accountability arrangements of Police and Crime  
19 Commissioners. Do you have any other what I would call  
20 harder-edge leverage to improve performance quickly  
21 should it be necessary?  
22 MR PAPALEONTIOU: I think I touched on -- there is obviously  
23 a framework we work through in terms of the HMICFRS  
24 framework. I think I have already referred to the fact  
25 that ministers -- there are obviously soft levers in

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1 fact it must reflect the context in which an offence may  
2 have taken place, how central is that CSE flag to  
3 understanding the prevalence of CSE across England and  
4 Wales?  
5 MR PAPALEONTIOU: The CSE flag, I think as we have heard and  
6 you have heard through the course of this hearing, at  
7 this stage, the first use of it was deliberately  
8 designated as experimental and clearly the data shows,  
9 in terms of, if you like, the disconnect between what is  
10 coming forward in official police recorded crime  
11 statistics and the disparity between that and the flags  
12 for both CSA and CSE. There are clearly issues in terms  
13 of how the flag is being used. We have heard about some  
14 of those yesterday in terms of the police using the flag  
15 for CCE for a period of time.  
16 So, clearly, we need to improve the use of the flag  
17 before it is going to tell us anything meaningful on  
18 trend data.  
19 The point that I think is very important in this  
20 space is how we use these data sources in an  
21 interconnected way to get at the heart of where trends  
22 are going, and my -- the work that has been done by the  
23 Office of National Statistics in terms of, as I say,  
24 while there isn't a specific breakdown there between CSE  
25 and CSA, in terms of the questions it asks of victims or

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1 terms of the discussions and conversations that  
2 ministers can have with Police and Crime Commissioners,  
3 with chief constables, with HMICFRS.  
4 Equally, there are specific powers that the  
5 Home Secretary does have in terms of asking HMIC to  
6 specifically inspect in certain circumstances or to  
7 return to forces which I think have been used in the  
8 context of the Metropolitan Police re inspection on  
9 child protection. So there are those powers that the  
10 Home Secretary has.  
11 Equally, I think it is important to recognise that  
12 we now have a national policing board in place which is  
13 chaired by the Home Secretary and subboards under that  
14 in terms of performance boards, and they provide  
15 a further forum to ensure that where there are areas of  
16 direct concern that there is a joined-up approach and  
17 challenging conversations that can be had between the  
18 representatives of the police force in terms of  
19 the NPCC, HMIC, the College of Policing, in terms of  
20 making sure that there is a coherent and consistent  
21 holding to account of police performance.  
22 MS SHARPLING: Thank you. A follow-up question -- sorry,  
23 I said two questions. It is going to be three.  
24 As far as the National Policing Board is concerned,  
25 has an item about CSE featured on its agenda?

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<p>1 MR PAPALEONTIOU: An item has featured on its agenda in                  2 terms of hidden harms earlier this year, so, yes, the                  3 National Policing Board has looked at CSE (a) in the                  4 context of wider issues around hidden harms with                  5 a particular focus on some of the challenges and                  6 pressures and demands that have arisen from the COVID-19                  7 pandemic.                  8 MS SHARPLING: I see. Thank you very much.                  9 THE CHAIR: Mr Frank?                  10 MR FRANK: No, thank you.                  11 THE CHAIR: Sir Malcolm?                  12 PROF SIR MALCOLM EVANS: Yes, one issue, if I may. It's                  13 been touched on, perhaps briefly, in many of                  14 the responses at various points, but particularly,                  15 perhaps, in the paragraphs by Mr Papaleontiou in his                  16 conclusions, but perhaps all of you may have some                  17 observations, and that is the interface between this                  18 area and the idea of organised crime and responses to                  19 organised crime, and I'm thinking about it in terms of                  20 the focus of this strand of the inquiry on child sexual                  21 abuse by organised networks.                  22 We have heard a good deal of discussion around the                  23 definition of what should be seen as child sexual                  24 exploitation and how that relates against child sexual                  25 abuse this morning, but I'm wondering to what extent</p> <p style="text-align: center;">Page 129</p>	<p>1 you've got any further reflections on the focus upon                  2 organised networks and what we should be understanding                  3 by organised groups and networks as far as the interface                  4 with child sexual exploitation is concerned. Is this                  5 a helpful linkage or does it just potentially open up                  6 some gaps and cracks in policy approaches?                  7 MR PAPALEONTIOU: I'm happy to come back on that in the                  8 first instance. A key point for us from a Home Office                  9 perspective, as covered in my statement, is that child                  10 sexual abuse and exploitation is covered within serious                  11 organised crime strategy. We recognise that child                  12 sexual abuse and exploitation is serious organised                  13 crime.                  14 Now, it is different, though, to other forms of                  15 serious organised crime, primarily in respect of other                  16 forms of serious organised crime will principally be                  17 driven by profit, money, and child sexual abuse and                  18 exploitation is different in that respect. The level of                  19 organised networks and organised groups will vary in                  20 terms of different manifestations of child sexual abuse                  21 and exploitation. We have already had questions about                  22 online, so we will know that there are -- and the                  23 internet hearing drew this out last year -- highly                  24 sophisticated, organised groups who are encouraging,                  25 perpetuating, child sexual abuse online.</p> <p style="text-align: center;">Page 130</p>
<p>1 When it comes to organised networks within the                  2 community, then, again, trying to draw out -- there will                  3 be various gradations, I guess, in terms of                  4 organisation, from loose networks to highly organised                  5 networks to affiliations, and the critical bit, again,                  6 is to try and ensure that through definitions and                  7 through framing different work -- the work on typology,                  8 for example, the Centre of Expertise has developed,                  9 ensuring that that knowledge flows down into local                  10 areas, and I've talked a little bit as well about ROCUs                  11 and building analytical capability, to be able to make                  12 those distinctions and to then be able to task and                  13 understand the different approaches that are needed to                  14 tackle different manifestations of child sexual                  15 exploitation, but equally to recognise the commonalities                  16 around how we can address the core drivers of offending.                  17 Now, it would be disingenuous of me to pretend                  18 otherwise: there is still a lot to do in terms of                  19 understanding offending pathways and, therefore, what                  20 the interventions are that are needed for different                  21 forms of offending. That's what we will be trying to do                  22 and set the scope for within the strategy, but equally                  23 recognising that we need to mobilise a wider research                  24 community in order to fill some of those gaps.                  25 PROF SIR MALCOLM EVANS: Thank you.</p> <p style="text-align: center;">Page 131</p>	<p>1 THE CHAIR: Thank you very much. We have no further                  2 questions. Thanks to all of the witnesses.                  3 (The witnesses withdrew)                  4 MS HILL: Chair, I think we can now move straight into                  5 hearing our next group of witnesses. It may just take                  6 a few minutes to get this logistically organised. We                  7 are going to hear next from Yvette Stanley and                  8 Wendy Ghaffar from Ofsted, Katherine Riley and                  9 Simon Alexander from HMICFRS and Dr Rosie Benneyworth                  10 from CQC. I'm hoping arrangements have been made to                  11 allow those witnesses to come to give evidence.                  12 MS WENDY GHAFFAR (affirmed)                  13 MS YVETTE STANLEY (affirmed)                  14 DR ROSIE BENNEYWORTH (affirmed)                  15 MS KATHERINE RILEY (affirmed)                  16 MR SIMON ALEXANDER (affirmed)                  17 Examination by MS HILL                  18 MS HILL: I will deal first, please, if I may, with                  19 Ms Ghaffar and Ms Stanley and adduce, please, if I may,                  20 through you, the witness evidence that you have                  21 provided. You have provided a series of statements, but                  22 let me just see if I can get all the URNs together for                  23 each of you. Ms Ghaffar, your witness evidence is at                  24 OFS012532. That was a statement that you provided to                  25 the inquiry in March of this year. There was a second</p> <p style="text-align: center;">Page 132</p>

1 statement at OFS012733 that you provided on 27 July of  
 2 this year, and then I think a third statement that you  
 3 provided in August of this year, which is OFS012678.  
 4 Ms Ghaffar, I think those are all the statements  
 5 that you provided. Is that correct?  
 6 MS GHAFFAR: That's correct.  
 7 MS HILL: Are all those statements true, to the best of your  
 8 knowledge and belief?  
 9 MS GHAFFAR: Yes, they are.  
 10 MS HILL: Chair, with your permission, can I adduce all of  
 11 those statements from Ms Ghaffar in full?  
 12 Ms Stanley, you have provided a witness statement at  
 13 OFS012595 dated 16 March and a second statement dated  
 14 27 July with reference OFS012677. Are those the two  
 15 statements that you have provided to the inquiry?  
 16 MS STANLEY: They are.  
 17 MS HILL: Are they both true, to the best of your knowledge  
 18 and belief?  
 19 MS STANLEY: They are.  
 20 MS HILL: Ms Riley, I think you have provided a witness  
 21 statement with reference HIC000032 that is dated 17 June  
 22 of this year. I think that's the only statement that  
 23 you have provided; is that correct?  
 24 MS RILEY: It is.  
 25 MS HILL: Is that true, to the best of your knowledge and

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1 don't understand the question or you wish it to be  
 2 clarified or put in a different way, please let me know.  
 3 Equally, if I don't direct a question to you and you  
 4 feel keen to make a contribution, please indicate. I'm  
 5 not sure if you were watching the proceedings earlier,  
 6 but please just indicate by doing something like that to  
 7 raise your hand. If I don't come to you, it may be that  
 8 I've forgotten or it may be I didn't appreciate you  
 9 could give some evidence, so please just let us know.  
 10 Can I begin, please, by also just reminding you that  
 11 there are restriction orders in place, and we will,  
 12 I think, now, chair, looking at the time, run until  
 13 about our mid-afternoon break at 2.45 pm, and then we  
 14 will take a break and resume some questioning after the  
 15 break.  
 16 Can I begin, first of all, by confirming in respect  
 17 of each of you rather briefly your current positions.  
 18 Ms Ghaffar, you are employed by Ofsted as Her Majesty's  
 19 Inspector and Specialist Advisor for Cross-remit  
 20 Safeguarding. You joined Ofsted in 2010 and you have  
 21 a range of experience in undertaking and leading  
 22 inspections, including leading the National Thematic  
 23 Inspection of Neglect that was published in 2014 and in  
 24 your current role, I think you've developed the  
 25 methodology for and led the joint targeted area

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1 belief?  
 2 MS RILEY: It is.  
 3 MS HILL: Mr Alexander, I think you have provided one  
 4 witness statement, HIC000034, dated 4 September of this  
 5 year. Is that right?  
 6 MR ALEXANDER: That's correct.  
 7 MS HILL: Is that true, to the best of your knowledge and  
 8 belief?  
 9 MR ALEXANDER: It is.  
 10 MS HILL: Dr Benneyworth, I believe you have provided  
 11 a statement with reference CQC000371 that is dated  
 12 around July -- 30 June of this year, and a second  
 13 statement with reference CQC000382 that is dated I think  
 14 11 August 2020. Is that correct?  
 15 DR BENNEYWORTH: That's correct.  
 16 MS HILL: Is that statement true, to the best of your  
 17 knowledge and belief?  
 18 DR BENNEYWORTH: Yes, it is.  
 19 MS HILL: Chair, with your permission, I adduce all of those  
 20 statements in full. Is that all right?  
 21 THE CHAIR: Yes.  
 22 MS HILL: Thank you very much. For all of you, you are  
 23 aware that we have provided a topics list giving some  
 24 broad indications of the questions that we would like to  
 25 explore with you in evidence. If, at any point, you

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1 inspections, including into child sexual exploitation,  
 2 the neglect of older children and, most recently, child  
 3 sexual and criminal exploitation. Is that right?  
 4 MS GHAFFAR: That's correct.  
 5 MS HILL: Ms Stanley, I think you're employed by Ofsted as  
 6 the national director for social care, appointed to the  
 7 role in 2018. Prior to that you were director of  
 8 children, schools and families, statutory director of  
 9 children's services for the London Borough of Merton  
 10 and, before that, you held roles at assistant director  
 11 level in a number of London boroughs. Is that correct?  
 12 MS STANLEY: It is.  
 13 MS HILL: Ms Riley, I think you're employed by the  
 14 Civil Service as portfolio director for the joint  
 15 criminal justice inspections and protecting vulnerable  
 16 people portfolio within HMICFRS and you've been in that  
 17 role since 2017; is that right?  
 18 MS RILEY: That is, yes.  
 19 MS HILL: Mr Alexander, I think you are employed by the  
 20 Civil Service as deputy portfolio director within the  
 21 same portfolio, and you've been in your present role  
 22 since 2019?  
 23 MR ALEXANDER: That's correct.  
 24 MS HILL: Just to be clear, I think, for all four of you, as  
 25 witnesses, you have recognised between you, Ms Ghaffar

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<p>1 and Ms Stanley, certain questions that one of you                  2 perhaps feels better able to deal with, and similarly,                  3 Ms Riley and Mr Alexander, I think, between the two of                  4 you, you have recognised there are some questions that                  5 your colleague may be better placed to deal with. So                  6 please if I direct the questions unhelpfully, just let                  7 us know who is best placed to assist the inquiry.                  8 Finally, Dr Benneyworth, you have provided, I think,                  9 in your most recent witness statement some clarification                  10 of your role. You joined the Care Quality Commission                  11 in March 2019 as chief inspector of primary medical                  12 services and integrated care and you oversee the work                  13 across a wide range of sectors that the CQC regulates                  14 including GP and dental services, independent health                  15 clinics, 111 and out-of-hours work and, alongside that,                  16 your role includes the oversight of joint work with the                  17 other inspectors to ensure good health outcomes in                  18 prisons, probation services with Ofsted through                  19 inspections of children's services and I think others.                  20 Is that right?                  21 DR BENNEYWORTH: That's correct, yes.                  22 MS HILL: Can I try and deal in brief now, please, with an                  23 understanding of the role of each of the inspectorates.                  24 Just very briefly, as far as Ofsted are concerned, just                  25 help the chair and panel understand in straightforward</p> <p style="text-align: center;">Page 137</p>	<p>1 terms what role Ofsted performs, please? Can I direct                  2 this to you, Ms Ghaffar?                  3 MS STANLEY: It is probably one for me. The strategic one                  4 is probably to me, please, and Wendy is your subject                  5 expert.                  6 At a strategic level, we are the regulator and                  7 inspector of a broad range of social care provision that                  8 the inquiry has been interested in, including secure                  9 children's homes, children's homes, Fostering and                  10 Adoption Agency. Where we are the regulator, we                  11 register the place, we assess the fitness to practise of                  12 registered managers, we receive notifications, regular                  13 reporting and we can undertake compliance and                  14 enforcement activity, including inspection.                  15 For children's services in local authorities, we are                  16 the inspector, not regulator. That sits with the DfE.                  17 We have outlined in a number of statements our systemic                  18 approach to local authority inspection. Again, there is                  19 a dynamic relationship including notifications, receipt                  20 of Serious Case Reviews, an ongoing dialogue on an                  21 annual basis, as well as a suite of inspection and                  22 focused visits activities, which give us, we think,                  23 a deeper and more regular insight than previous                  24 inspection regimes.                  25 With schools, again, the DfE are the regulator and</p> <p style="text-align: center;">Page 138</p>
<p>1 we are the inspectorate. But we do receive complaints                  2 about schools, and that also will colour our risk                  3 assessment and the frequency of inspections.                  4 That sort of intelligence gathering across all of                  5 those remits means we have oversight of children in                  6 a range of domains which can inform our response as an                  7 inspector and regulator in each and every domain.                  8 I hope that clarifies the knitting of it together                  9 because it is slightly duller in the statement.                  10 MS HILL: I think for completeness, Ms Stanley, is this                  11 right, in your witness statement at OFS012595 from                  12 internal -- I think paragraphs 4 through to 14, the                  13 chair and panel get a little bit more detail there if                  14 they wish to have it.                  15 MS STANLEY: Absolutely.                  16 MS HILL: Ms Riley, can you do something similar, please,                  17 and just give us a broad summary of the role of HMICFRS?                  18 I can perhaps assist you by bringing up paragraph 3 of                  19 your witness statement, HIC000032_001, paragraph 3.                  20 MS RILEY: HM Inspectorate of Constabulary and Fire &amp; Rescue                  21 Services. Our remit is to inspect and report on the                  22 efficiency and effectiveness of police forces in England                  23 and Wales; also, fairly recently, fire and rescue                  24 services as well.                  25 The manner by which we inspect depends on the</p> <p style="text-align: center;">Page 139</p>	<p>1 subject being inspected. We have three main branches of                  2 inspections. We have one which is our every force,                  3 every year, broad sweep of policing activity                  4 inspections. These are our PEEL inspections. They look                  5 roughly at the same things in every force.                  6 We have thematic inspections. This is where there                  7 is a particular area of policing practice where there                  8 are concerns around inconsistencies in practice or poor                  9 practice. We will gather data and documents in                  10 43 forces, do fieldwork in a smaller number and that                  11 will result in a smaller thematic report with national                  12 recommendations.                  13 So PEEL inspections, every force, every year, more                  14 or less. Thematic inspections. A smaller number of                  15 forces' fieldwork and a single thematic inspection.                  16 The third branch of inspections are rolling                  17 inspections. These are in-depth inspections of                  18 the police response on a particular issue of policing.                  19 They go force by force. They're called "rolling"                  20 because they roll over a number of years before we get                  21 around to all 43 forces in England and Wales. And they                  22 look in detail at an area of policing.                  23 Through that kind of three -- tripartite arrangement                  24 we are able to flex and the level of inspection and the                  25 kind of recommendations we are making depending on the</p> <p style="text-align: center;">Page 140</p>

<p>1 theme. The decisions around what to inspect is                  2 a combination of factors. We may be commissioned by the                  3 Home Secretary, we may work in partnership with the                  4 other criminal justice inspectorates to determine areas                  5 where a joint inspection approach would be best. And we                  6 publish an annual inspection programme and framework                  7 which lays out what we think and what we will be doing                  8 for the year coming up.                  9 In terms of child protection, child protection                  10 inspections was identified as a priority for the                  11 inspectorate in 2014. From that point on, we have been                  12 running our rolling national child protection inspection                  13 programmes, force level, since 2016, also involved in                  14 the joint targeted area inspections and, as referenced                  15 by a witness earlier on today, we have recently started                  16 joint inspection child protection arrangements in Wales                  17 as well.                  18 MS HILL: I think one particularly pertinent example of your                  19 thematic reports is a thematic report from 2019, is that                  20 right, on child protection inspections. I think you                  21 heard me draw out some of the findings of that to the                  22 previous witness group; is that right?                  23 MS RILEY: Certainly. That draws on the findings from                  24 across the joint targeted area inspections and our                  25 national child protection inspections.</p> <p style="text-align: center;">Page 141</p>	<p>1 MS HILL: That's INQ005166. Finally, Dr Benneyworth, you                  2 provide some broad overview of the role of the CQC.                  3 Just help the panel, in short form, in understanding the                  4 role of the CQC in this area?                  5 DR BENNEYWORTH: Certainly. The CQC is the independent                  6 regulator for health and social care in England, and we                  7 make sure that health and social care services provide                  8 people with safe, effective, compassionate, high-quality                  9 care and we also encourage services to improve.                  10 With specific reference to this inquiry, we have                  11 a statutory objective to protect and promote the health                  12 and safety and welfare of people who use health and care                  13 services, and safeguarding is a key priority. We make                  14 sure that providers have the right systems and processes                  15 in place to make sure that children and adults are                  16 protected from abuse and neglect.                  17 We inspect all sectors in the health and care                  18 services and we look at fundamental standards of care                  19 and make sure that those are being met.                  20 With specific reference to this inquiry, we                  21 undertake joint inspections, joint targeted area                  22 inspections, with the other inspectorates, SEND                  23 inspections with Ofsted and we also undertake a series                  24 of children looked after and safeguarding inspections.                  25 We also inspect sexual assault referral centres as well.</p> <p style="text-align: center;">Page 142</p>
<p>1 So cover a lot of areas.                  2 MS HILL: Thank you. Just before we take our break,                  3 Ms Stanley, can I revert to you. Is this right, that                  4 you have, in the course of your work, had reason to                  5 prepare a series of reports -- we don't need to go into                  6 them. But the chair and panel have been provided with                  7 reports that touch on, I think, all of the geographic                  8 areas that are being considered in this investigation                  9 except for Swansea. So there are Ofsted reports                  10 available for St Helens, Tower Hamlets, Bristol and                  11 Warwickshire; is that right?                  12 MS STANLEY: Correct.                  13 MS HILL: Ms Riley for the HMICFRS, the chair and panel have                  14 been provided with a selection of reports that touch on                  15 certain -- Merseyside Police, South Wales Police, the                  16 Metropolitan Police and Durham; is that correct?                  17 MS RILEY: That's correct.                  18 MS HILL: There may be others as well. Chair, perhaps                  19 that's an appropriate point to take our mid-afternoon                  20 break?                  21 THE CHAIR: Yes. We will return at 2.55 pm.                  22 (2.41 pm)                  23 (A short break)                  24 (2.55 pm)                  25 MS HILL: Can I ask some questions of the witnesses about</p> <p style="text-align: center;">Page 143</p>	<p>1 our first topic, which is the problem profiling of CSE.                  2 First of all, directing my questions to you, Ms Riley,                  3 on behalf of HMICFRS, can I pull up, please, your                  4 witness statement, HIC000032_005-006. Is this right,                  5 that some of the evidence you have given in your witness                  6 statement refers back at paragraph 20, please, scrolling                  7 in on the third bullet point, to some research done on                  8 the police response to missing and absent children. One                  9 concern expressed was the third bullet point about the                  10 lack of accurate data and intelligence within forces,                  11 and therefore nationally, on the nature and scale of                  12 the problem of missing children and their exposure to                  13 the risks of CSE. I think that was a report                  14 from March 2016. But then please, Ms Riley, going over                  15 the page to page _006, to the second bullet point in                  16 paragraph 21, you point out from the thematic report                  17 from 2019 there's now a greater understanding that                  18 children can be criminally exploited as well as sexually                  19 exploited, police leaders increasingly recognise the                  20 ways in which criminal networks operate and can coerce                  21 and traffic children, and it is positive that the police                  22 service nationally is beginning to understand the extent                  23 and prevalence of these issues.                  24 That was the evidence in your witness statement.                  25 The question, really, is, to what extent do you think</p> <p style="text-align: center;">Page 144</p>

<p>1 there is now an ability of police forces accurately to  2 capture relevant data about victim and perpetrator  3 characteristics?  4 MS RILEY: We find that this is inconsistent, and  5 inconsistent in a couple of ways. So there are some  6 forces who still struggle either with their IT systems  7 or because they are not consistently asking or gathering  8 this information to record information about children  9 themselves.  10 The second part of inconsistency is to do with the  11 information sharing they have in place with other  12 agencies who are concerned with child protection.  13 In our opinion, a proper understanding, a proper  14 problem profile in this case, needs to be symbiotic,  15 drawing information in from the partnership information  16 held about a child or, indeed, an offender, and it also  17 needs to be feeding information consistently into that  18 partnership.  19 For those profiles that we see that are really  20 effective, they have this relationship, this two-way  21 relationship, up and running. They have dedicated  22 analysts who are both not just doing it as a kind of  23 one-hit job but also keeping it updated and we see them  24 really using it.  25 For those which are ineffective, either in some</p> <p style="text-align: center;">Page 145</p>	<p>1 cases problem profiles aren't in place, they are poorly  2 populated, they are not kept updated and they don't make  3 use of the richness of the information from the  4 partnership.  5 MS HILL: A related topic of disruption, please, I think is  6 picked up in your witness evidence. Danny, can we have  7 HIC000032_006, the fourth, fifth and sixth bullet points  8 on the page. It is the bottom three bullet points on  9 the page.  10 So in terms of disruption, Ms Riley, I think your  11 witness evidence has been:  12 "Again, management and oversight and investigation  13 remains inconsistent. Understanding of CSE has improved  14 and while some investigations are good, further  15 opportunities exist to improve the quality and  16 consistency of the police response. All the forces we  17 have inspected since 2015 have clearly recognised the  18 need to improve their response to tackling CSE. Many  19 have developed problem profiles to better understand the  20 nature and extent of the issue."  21 You found that generally forces are doing better at  22 dealing with children being -- dealing with the response  23 to children being abused or exploited on line. You go  24 on to say specialist teams generally conduct  25 investigations, but while enquiries to locate and arrest</p> <p style="text-align: center;">Page 146</p>
<p>1 suspected perpetrators are often thorough, there is less  2 evidence of safeguarding planning for victims or  3 children linked to suspects.  4 Is there anything else around the issue of effective  5 disruption of child sexual exploitation by networks that  6 you'd like to say?  7 MS RILEY: I'd just like to underline the final sentence  8 which is up on the screen there. So the indication, as  9 we put throughout our evidence, more widely, of policing  10 to react to the immediate problem in front of them.  11 When that problem is a child at clear risk of harm, that  12 response is often very good, but the ability to look  13 beyond that immediate need for a response into the wider  14 circumstances of that child's life or, indeed, in the  15 case of a perpetrator who has been identified, to  16 consider the other children that might be in access with  17 that perpetrator is something that we consistently find  18 is inconsistent.  19 MS HILL: Do you have a view on whether it is increasingly  20 difficult to distinguish CSE within the wider criminal  21 exploitation or county lines issues that children face,  22 or is that something Mr Alexander can address if you  23 don't feel able to?  24 MS RILEY: Our starting point on this is we work with  25 policing in trying to promote improvements in child</p> <p style="text-align: center;">Page 147</p>	<p>1 protection, very much about preventing an approach to  2 child protection which tries to pigeonhole a child or  3 a circumstance in front of you into a particular kind of  4 offending, to the exclusion of considering the entirety  5 of what's going on in that child's life.  6 Mr Alexander?  7 MR ALEXANDER: Certainly there is a greater understanding  8 across the service around that, but, as was explained  9 earlier, it is about that collaborative approach with  10 agencies and partners. That gives a greater holistic  11 understanding, a greater sense of the different aspects  12 of exploitation, whether that be criminal exploitation  13 or sexual exploitation and what that landscape looks  14 like locally, and then, in terms of disruption tactics,  15 again, it is both looking at child abduction warning  16 notices for those who are harbouring children when they  17 go missing and Civil Orders such as Sexual Harm  18 Prevention Orders.  19 MS HILL: Do you have a view, Mr Alexander, on whether the  20 growth of drugs gangs and county lines activities has  21 impacted on the prevalence of CSE or CSEN?  22 MR ALEXANDER: I would say it certainly has because, again,  23 those involved in county lines drug trafficking, those  24 children who have been moved across borders, across the  25 country, are also being sexually exploited. As we said</p> <p style="text-align: center;">Page 148</p>

1 in our reports, that understanding within the service is  
 2 much greater now and that recognition of that criminal  
 3 exploitation.  
 4 MS HILL: Can I turn to Dr Benneyworth, please, and bring up  
 5 CQC000371\_010, paragraph 29, please. You deal there  
 6 with some information from, I think, your 2016 "Not  
 7 seen, not heard" report. The chair and panel have that  
 8 if they wish to look at it. I think that's at  
 9 INQ005462.  
 10 Just help us, please, Dr Benneyworth, with the  
 11 recommendation made in that report about an independent  
 12 professional being involved in some of these cases, so  
 13 this was a recommendation, I think, around a dedicated  
 14 professional with proper access to a range of  
 15 multi-agency information who could ensure that children  
 16 at risk and the profile of offenders was understood and  
 17 managed. Tell us a little bit more about that, please?  
 18 DR BENNEYWORTH: In England, there are designated  
 19 professionals for safeguarding that are statutory roles.  
 20 We also expect every health provider to have a named  
 21 nurse, doctor and midwife, if applicable, to support and  
 22 effectively co-ordinate safeguarding activities.  
 23 We have found in our inspection activity that many  
 24 areas, unfortunately, have been unable to fill these  
 25 posts, and some areas where these posts are filled, the

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1 CQC000371\_011, paragraphs 32 to 33. Help us with what  
 2 you say there about health professionals' recognition of  
 3 child sexual exploitation and this need for empathy and  
 4 concern for child victims.  
 5 DR BENNEYWORTH: Certainly. So I think what we see during  
 6 our inspection activity is that it's very variable in  
 7 terms of the consistency and the ability of health  
 8 professionals to recognise CSE, and that may be due to  
 9 a whole range of factors such as whether they have been  
 10 trained appropriately, whether their training has been  
 11 implemented, whether they have come across cases before,  
 12 and those type of factors.  
 13 We know that training is much better -- is in place  
 14 now, but it's not had necessarily the consistent impact  
 15 on practice, and that's leading to some of  
 16 the inconsistencies.  
 17 We know --  
 18 MS HILL: Sorry to interrupt. Can I just scroll out, Danny.  
 19 We have just got the Northumberland paragraph on there.  
 20 It is my fault. Can we also go down to 34, 35 and 36.  
 21 I think, in fairness, in this section you give several  
 22 different examples from around the country of some  
 23 less-good practice and some positive examples. Is that  
 24 right?  
 25 DR BENNEYWORTH: That's correct. We do see some really good

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1 professionals are stretched beyond capacity.  
 2 But we are seeing, on a positive note, that most  
 3 health providers have named professionals in place and  
 4 we are increasingly seeing that the named nurse, midwife  
 5 and doctors are integrating to really add resilience to  
 6 these arrangements in a provider. We are also seeing  
 7 named professionals increasingly representing provider  
 8 trusts and CCGs in LSCPs and subgroups.  
 9 MS HILL: So it follows from that, does it, that the  
 10 recommendation has been partially acted upon but not  
 11 consistently across the country?  
 12 DR BENNEYWORTH: That's correct.  
 13 MS HILL: Do you have a view about whether that professional  
 14 should be independent from police and local authorities?  
 15 DR BENNEYWORTH: I don't have a specific view about whether  
 16 they should be independent. I think the main priority  
 17 with that individual is that they work in a multi-agency  
 18 way, they work with their partners, they have access to  
 19 the information, and there's really good information  
 20 sharing that enables them to really attract children's  
 21 journeys through the entire system.  
 22 MS HILL: Can I ask you now some questions about our second  
 23 theme, which is that of empathy and concern for child  
 24 victims. Danny, can I do that, please, by scrolling  
 25 down in Dr Benneyworth's witness statement to

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1 examples of where systems are working well and where the  
 2 multi-agency approach to training has really helped  
 3 early identification and helped health professionals  
 4 identify child sexual exploitation.  
 5 I think we have also seen areas in the country where  
 6 this has not effectively been implemented and the  
 7 training is in place but that hasn't been implemented in  
 8 a multi-agency way.  
 9 MS HILL: Some of the less positive examples, I think, were  
 10 around delays being experienced by children. You also  
 11 give a positive example, I think, of  
 12 the Project Golderest initiative about which the inquiry  
 13 has obtained separate evidence. Is that right?  
 14 DR BENNEYWORTH: That's correct, yes.  
 15 MS HILL: You then go on in your witness evidence, please,  
 16 at 37 to 39 in specifically addressing some issues  
 17 around diversity, the provision for children from BME  
 18 groups or LGBTQ+ groups. Help us a little bit with  
 19 that, in summary?  
 20 DR BENNEYWORTH: So we know that children and young people  
 21 are more at risk if they're in vulnerable circumstances,  
 22 and we know that people with protected characteristics  
 23 can be more vulnerable in society, which can make them  
 24 more vulnerable to CSE, and particularly where  
 25 communities are more isolated, that can lead to them

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1 being more vulnerable.  
 2 I think we see -- I have outlined a couple of  
 3 examples in my statement; one where we didn't  
 4 necessarily see all the recording we would have liked to  
 5 see in terms of ethnicity, and I think it is really  
 6 important with local systems that they have that -- the  
 7 data that enables them to understand what is happening  
 8 in their local populations, and that can help with their  
 9 planning, it can help with their system-wide working to  
 10 enable a really -- a much better, timely response.  
 11 We have also -- I have also indicated in my  
 12 statement an example of really good -- a good example in  
 13 central Bedfordshire where they have taken proactive  
 14 steps to reach out -- this was in particular to the  
 15 LGBTQ+ community, and reach out by going out to social  
 16 events and going out to places with LGBTQ people and  
 17 young people so that they could raise awareness and  
 18 promote good sexual practice.  
 19 MS HILL: Is there anything else you would wish to offer on  
 20 this theme?  
 21 DR BENNEYWORTH: No, thank you.  
 22 MS HILL: I think, just while I'm asking you some questions,  
 23 the related theme of male victims and children with  
 24 a disability. Is there anything in particular on those  
 25 themes you'd like to say?

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1 practice to be mixed, and you have quoted, I think, in  
 2 inspection reports some good examples -- I think we have  
 3 evidence from the Swansea inspection of CSE advocates  
 4 seconded from Barnardo's about which we heard earlier  
 5 today, and some less-good examples, I think, from  
 6 Tower Hamlets, reference to officers not speaking to the  
 7 children, and I think we can see in the earlier  
 8 South Wales inspection, I think, from 2016, you recorded  
 9 the need for action to be taken to ensure the views and  
 10 concerns of children were recorded and information about  
 11 their needs was made more available, and that's a brief  
 12 summary of that.  
 13 But is that a fair summary of what you have  
 14 distilled perhaps nationally, that the practice is  
 15 mixed, but then specifically across our six areas?  
 16 MS RILEY: Yes, it is mixed across areas. What is  
 17 consistent across all areas in England and Wales is  
 18 that, if a child makes a disclosure, that case tends to  
 19 be allocated to a specialist team and across the board  
 20 the response to that child then tends to be better.  
 21 Obviously that is in general. By "better", that  
 22 includes better recordings of interactions, better  
 23 recordings of multi-agency working and others. In those  
 24 circumstances, and we find very little evidence of  
 25 negative stereotyping or inappropriate language.

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1 DR BENNEYWORTH: I think the thing I'd like to say around  
 2 that is that, for male victims, we know that the risks  
 3 are the same with boys and girls, but sometimes they can  
 4 present in different ways.  
 5 We know that some people who are -- some children  
 6 who are being exploited with present with quite vague  
 7 symptoms, and so they can present with abdominal pain or  
 8 with depression or self-harm or a whole variety of  
 9 different symptoms that may indicate that they are being  
 10 exploited.  
 11 But sometimes with boys, they can present in  
 12 different ways, and I was listening earlier to your  
 13 previous witness about the links with criminality, and  
 14 I think we need to make sure that all professionals,  
 15 particularly across the health and social care systems  
 16 that we are responsible for regulating, do understand  
 17 that there might be a variety of presentations and male  
 18 victims may present in different ways than female  
 19 victims.  
 20 I think the only other thing to add is that we have  
 21 seen differences in recording about gender through our  
 22 inspection activity.  
 23 MS HILL: Thank you. Can I turn back, please, to Ms Riley  
 24 from HMICFRS. Is this right, that in terms of empathy  
 25 and concern for child victims, you again have found

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1 In some other cases, I'd say in many of our  
 2 inspection reports we occasionally pick up on some use  
 3 of inappropriate language, implying that a child is  
 4 voluntarily taking risks, et cetera. We pick this up  
 5 with the force immediately and the force tends to act on  
 6 it.  
 7 MS HILL: Is there anything in particular around cultural  
 8 issues and identity, in particular around the additional  
 9 barriers because of disability, gender, ethnicity,  
 10 et cetera, that you would like to say?  
 11 MS RILEY: We don't pull out differences like that from our  
 12 inspections, so nothing to add on that.  
 13 MS HILL: Can I just bring up, if I may -- no, I don't think  
 14 I need to bring that up. Is there anything else that  
 15 you would like to say on the related themes of male  
 16 victims or children with a disability, Ms Riley?  
 17 MS RILEY: No, thank you.  
 18 MS HILL: We have heard some evidence, Ms Riley, about  
 19 victims' dissatisfaction with the criminal justice  
 20 system, and also there is evidence about barriers to  
 21 disclosure for children. Can you comment on either of  
 22 those issues?  
 23 MS RILEY: May I pass to Mr Alexander for that, please?  
 24 MS HILL: Mr Alexander? The two questions are around  
 25 barriers to disclosure for children who are being

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<p>1 sexually exploited by networks and dissatisfaction with                  2 the criminal justice system, including, perhaps,                  3 premature closure of cases. Can you help us with that?                  4 MR ALEXANDER: Certainly. What we see in our inspections,                  5 as colleagues have said earlier, is greater drive and                  6 training around understanding the voice of the child and                  7 doing that in interactions; however, what we see in                  8 cases is drift in delay, so from the initial report to                  9 the time an officer goes to speak to a child and their                  10 parent, there are delays and, by that time, that                  11 disclosure isn't forthcoming or the support for further                  12 investigative activities isn't there from the family.                  13 On occasions, children aren't spoken to at all and cases                  14 are closed. So, again, there are some of those                  15 challenges that we draw from our inspections around                  16 those points.                  17 MS HILL: Is there anything else, Mr Alexander, that you                  18 would like to say in relation to male victims or                  19 children with disabilities or this wider issue of                  20 empathy and concern?                  21 MR ALEXANDER: No, thank you. Just in terms of empathy and                  22 concern, again, as has probably been said, we have seen                  23 a greater understanding and improvement in the use of                  24 language. Where we do see, sometimes, inappropriate                  25 language, that does drive certain aspects of culture and</p> <p style="text-align: center;">Page 157</p>	<p>1 impacts on decision making and rationale of activities                  2 going forward in investigating incidents.                  3 MS HILL: In your view, it goes beyond the use of language                  4 and has substantive consequences; is that right?                  5 MR ALEXANDER: It can. We don't see that consistently. We                  6 see some excellent practices. But where we do see it,                  7 then it does impact and have consequences on cultural                  8 decisions around what takes place.                  9 MS HILL: Ms Stanley, I was going to come to you on this.                  10 Can I bring up your witness statement OFS012595_036-037,                  11 paragraph 117. You say in your witness there:                  12 "An empathic approach must include respect for                  13 children's sense of identity and self-worth. Children                  14 who have been exploited are often confused about their                  15 identity and lack confidence."                  16 You quote the example from the Durham inspection of                  17 sensitive work with children who were victims of CSE                  18 which took into their unique culture and history, social                  19 workers taking the time and effort to understand the                  20 child and their cultural and religious needs. You know                  21 from your inspection practice understanding issues of                  22 identity is important in all aspects of social work, but                  23 you say it is particularly important in CSE. Can you                  24 just help amplify that a little bit, Ms Stanley?                  25 MS STANLEY: I think colleagues involved in the inquiry will</p> <p style="text-align: center;">Page 158</p>
<p>1 really appreciate the barriers for children coming                  2 forward and disclosing and the multiple barriers for,                  3 you know, underrepresented groups and those with                  4 protected characteristics.                  5 If I could give you some examples of where we see it                  6 working really well, and I have looked at the evidence                  7 that you heard about ADHD and Asperger's, it's clear                  8 that groomers target children with those particular                  9 needs and vulnerabilities.                  10 Within the workforce group of children's services,                  11 there are some really -- within health and education,                  12 there are colleagues who really understand autism, ADHD.                  13 If we can garner -- in the places where they garner the                  14 expertise and insights of those colleagues, in areas                  15 where they use their youth workers and their gang                  16 workers to be the person shoulder to shoulder working                  17 alongside the boys who are tending to present through                  18 the criminal justice system and may not disclose for                  19 many months or many years. So tools like motivational                  20 interviewing and a specialist ability to work with                  21 adolescents.                  22 So where we see the whole plethora of children's                  23 services coming forward and giving their little bit of                  24 ingredient to working with these children, and then                  25 local authorities and their partners commissioning</p> <p style="text-align: center;">Page 159</p>	<p>1 specialist organisations like Stonewall or Barnardo's --                  2 you have had some evidence of some 0-25 services from                  3 LGBTQ practitioners, and that's where we see people                  4 working shoulder to shoulder -- perhaps someone the                  5 child has chosen to develop that relationship-based                  6 work.                  7 You're going to ask me about checklists, I know, in                  8 due course. What I would emphasise on both is that                  9 direct work with someone the child can, you know --                  10 believes cares for them, is curious about what's going                  11 on for them, is exuding empathy and has a range of                  12 skills or can bring some people around them to help them                  13 engage with that particular young person, that's where                  14 we see purposeful change happening for these children.                  15 MS HILL: For completeness, in your witness evidence earlier                  16 in your statement, please, OFS012595_046-048,                  17 paragraphs 154 to 157, you give some more evidence about                  18 male victims. You talk about the different ways in                  19 which abuse and trauma may manifest itself. You talk                  20 about the training given to your inspectors. Then                  21 scroll in, please, Danny, on paragraph 157 at the foot                  22 of page 147, where you talk there about youth offending                  23 teams and how you have been impressed with how some of                  24 those teams have been trained to recognise the signs of                  25 trauma and abuse. Do you want to help us a little bit</p> <p style="text-align: center;">Page 160</p>

1 with that?

2 MS STANLEY: Where we see local authorities improving, they

3 generally have a very strong practice model which will

4 be based on relationships, which will be based on

5 strengths and understanding and working alongside

6 children and families. Your adolescent services and

7 your youth offending services, your gangs and wider

8 youth workers will often have the skills to get these

9 young people to engage. It may take a period of time.

10 We have to really understand the threats that those

11 young people have been experiencing. You see on the

12 telly many young kids who have been stabbed, for

13 example, not wanting to disclose what's been happening

14 to them, not wanting to support the police in

15 undertaking enquiries.

16 You need to engender trust and that takes skilful,

17 sometimes long-time work with the children, and where we

18 see that happening and where we see social workers

19 working hand in hand with other professionals who have

20 got that skills mix, that's where we see that purposeful

21 change and that different making.

22 MS HILL: Can I ask Ms Ghaffar to deal with one paragraph in

23 her witness statement, please. Can I bring up

24 OFS012532\_013, paragraph 46. Ms Ghaffar, you were asked

25 some questions there -- a question there about whether

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1 the focus on sexual exploitation is being diluted in any

2 way. But of course we will continue to bear that in

3 mind, to keep a focus on that, but we have seen positive

4 moves in many areas in terms of a much more

5 comprehensive understanding of children's experience and

6 the interrelatedness of those risks.

7 If you are going to work with children, it is really

8 important that you understand their lived experience and

9 all the abuse and neglect that they have been exposed

10 to.

11 I did want to make a couple of points on empathy, if

12 I may.

13 MS HILL: Can I interject, just before we leave your witness

14 statement, can I bring up one more paragraph of your

15 witness evidence. OFS012678\_022, paragraph 83, where

16 I think you just give a particular piece of evidence

17 about some targeted direct work with boys in

18 Warwickshire that you commended, I think, from their

19 self-evaluation. Is that right? It is at paragraph 83.

20 You noted a particular project, I think, in

21 Warwickshire.

22 MS GHAFAR: Yes, this was at the annual engagement meeting,

23 yes.

24 MS HILL: Carry on. I think you were going to give more

25 general evidence about empathy and concern. Please feel

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1 the focus on sexual exploitation might be lost among the

2 broader focus, such as is engendered in contextual

3 safeguarding and whether that may be a particular risk

4 for young male victims. Paragraph 46. Help us with

5 what you say there.

6 MS GHAFAR: I think what we have found in the expansion of

7 the focus of the sector on extrafamilial risk, so all

8 forms of exploitation, is in fact we now identify

9 children who perhaps wouldn't have been identified

10 before who are being sexually exploited within the

11 context, for example, of county lines.

12 So I absolutely understand that we must keep a focus

13 on child sexual exploitation, but I think this widening

14 focus that we're seeing is beneficial and one of

15 the reasons I've tried to explain in the statement why

16 we think it's particularly beneficial is that children

17 who are sexually exploited may also be criminally

18 exploited, they may also experience abuse in the home,

19 they may experience a range of risks. So I think

20 there's a move away from just looking at a single aspect

21 of abuse or exploitation, and understanding -- a much

22 better understanding of actually what is that child's

23 experience.

24 So that -- we haven't found any evidence in our

25 inspections that broadening this focus is meaning that

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1 free.

2 MS GHAFAR: I just wanted to talk about the significance

3 and importance of professionals understanding patterns

4 of grooming for children, because we do find that there

5 are still some professionals who don't understand the

6 kinds of threats that children are being exposed to,

7 they don't necessarily understand children's behaviour,

8 and I think this is a real theme, that professionals

9 need to look beyond children's behaviour and ask

10 questions about why children are behaving in a certain

11 way.

12 Professionals also need to understand adolescent

13 development because, if you don't understand adolescent

14 development, it is very difficult to understand children

15 who are experiencing exploitation.

16 Issues in relation to trauma are incredibly

17 important if we are going to have an empathic response

18 to children who have experienced sexual exploitation.

19 If professionals don't understand how trauma can

20 manifest itself, for example, through PTSD and different

21 behaviours, then it's going to be very difficult for

22 professionals to engage with children, and children will

23 pick up very quickly if there is any sense of them being

24 blamed or a lack of understanding about their

25 experiences.

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<p>1 MS HILL: Finally from this group of topics, Dr Benneyworth,                  2 can I bring up from your witness evidence CQC000371_014,                  3 paragraph 52, where you give some evidence about the                  4 results of your joint targeted area inspections, and                  5 just to scroll in, you say that the individual needs of                  6 male victims were not -- the report did not indicate                  7 that those individual needs were considered or reported                  8 on separately to those of male victims, and,                  9 additionally, children with special educational needs                  10 and/or disabilities who were at risk of CSE did not                  11 routinely have their needs fully explored or assessed.                  12 Local areas rarely considered the risks to this                  13 vulnerable group of children specifically.                  14 Dr Benneyworth, just help us a little bit in                  15 understanding that in further detail, please.                  16 DR BENNEYWORTH: Certainly. When we look at our SEND                  17 inspections for children with special educational needs                  18 and disabilities, we look at the effectiveness of the                  19 education and health and care planning, so the planning                  20 that all parts of the system do to ensure that needs are                  21 met and that -- we found that the risks from the                  22 children's vulnerabilities did not always get noticed or                  23 explored in these plans, and this may inhibit them from                  24 accessing the support and care that they need.                  25 MS HILL: Is there anything else you would like to say on</p> <p style="text-align: center;">Page 165</p>	<p>1 the wider themes of empathy and concern or children with                  2 disabilities?                  3 DR BENNEYWORTH: No.                  4 MS HILL: For completeness, at paragraph 53 of that witness                  5 statement, we don't need to bring it up, you give one                  6 specific example of an area, not one of the six areas we                  7 are focusing on here, where there were concerns that the                  8 diversity of children's needs were not always                  9 understood. Examples of children who may benefit from                  10 an EHCP not having one. That's the sort of thing you're                  11 picking up. Is that right?                  12 DR BENNEYWORTH: That's correct.                  13 MS HILL: Can I move, then, to the topic of risk assessment,                  14 protection from harm and outcomes. Perhaps we will                  15 start with you, Dr Benneyworth. Can I bring up                  16 paragraphs 21 and 22 of your witness statement at                  17 internal pages _006 to _007. You talk there about the                  18 hidden nature of child sexual exploitation, the need for                  19 health staff, I think, to be professionally curious, and                  20 give some examples of good practice and areas for                  21 improvement. You also comment on the adequacy of mental                  22 health provision -- in fact, we would like you to                  23 comment on the adequacy of mental health provision for                  24 children at risk of CSE. Those are the themes you have                  25 already mentioned. Perhaps amplify them as you see fit</p> <p style="text-align: center;">Page 166</p>
<p>1 but also please address the adequacy of mental health                  2 support for children at risk.                  3 DR BENNEYWORTH: Certainly. I would like to start by saying                  4 that everyone working in any kind of health and social                  5 care setting needs to be aware of the risk of CSE. We                  6 know that there are certain areas in healthcare settings                  7 where children may present more frequently, such as GPs,                  8 sexual health services, A&amp;E departments, ambulances,                  9 school nurses. But I think it is really important that                  10 everyone across all health settings has the training and                  11 the understanding to be able to identify children at                  12 risk.                  13 I think, in terms of mental health support, we                  14 undertook a review in 2018 looking at children and young                  15 people's mental health services and we did find that                  16 there was an increasing demand on mental health                  17 services, particularly in populations with children with                  18 complex needs. This was contributing to a poorer                  19 quality care and longer waiting lists. We know that                  20 there is a system under pressure in terms of the mental                  21 health system. Very often we find that there's high                  22 eligibility criteria, there are some gaps in service                  23 provision, particularly in areas of early intervention,                  24 and we find that sometimes children and young people and                  25 their families reach the crisis point before they end up</p> <p style="text-align: center;">Page 167</p>	<p>1 getting help.                  2 MS HILL: CQC000371_010-011, paragraph 31. You again refer                  3 to the role of health professionals here. You describe                  4 the fact that local areas will regularly have their own                  5 protocols, different organisations have devised forms                  6 setting out signs and symptoms and risk. Some provide                  7 more detailed actions depending on the degree of risk                  8 and there is some variety in how these forms or lists                  9 operate and the time taken to complete them. Is there                  10 anything else you would like to say about that,                  11 Dr Benneyworth?                  12 DR BENNEYWORTH: I think it's really important that systems                  13 have simple forms to use that everyone has access to,                  14 that everyone is aware about, that are recognised,                  15 whatever part of the system you work in. So very                  16 many -- often people in the health service may be                  17 working in several different parts of the health system                  18 and they might be a nurse who does some work in practice                  19 nursing and some work in a local hospital, so they need                  20 to have an ability to quickly identify the information                  21 that they need, they need to quickly be able to use the                  22 forms. We must never get to a stage where the forms are                  23 so complex that actually it puts people off using and                  24 raising concerns as appropriate.                  25 MS HILL: Is there anything else you would like to say about</p> <p style="text-align: center;">Page 168</p>

<p>1 learning from inspections in this area or about the  2 outcomes for children in this area?  3 DR BENNEYWORTH: I think one of the things that we have  4 found, and building on some of the points made earlier,  5 around the importance of professional curiosity, it's  6 really important that we encourage a culture that  7 enables people to explore where they are not seeing  8 things that quite add up, where people are able, if  9 they're seeing odd symptoms or add patterns or the  10 receptionist in a practice sees someone coming in with  11 someone that is much older than a child, for example,  12 and they're not quite sure who it is, we have got to  13 enable the culture that allows people to raise concerns,  14 to be able to talk about those concerns, and to share  15 the information about those concerns easily, and also we  16 have got to give people working in health and care the  17 time and the support to be able to do that. I think  18 supervision and time for reflection is really important  19 to allow that professional curiosity to happen.  20 MS HILL: Thank you. Can I turn now to Ms Riley or  21 Mr Alexander, please. In the HMICFRS 2019 thematic  22 report, there was a series of findings that touch on the  23 issue of risk assessment. Perhaps we will take this as  24 we did before, by just looking at the headlines that are  25 on the internal summary. Can I bring up, please,</p> <p style="text-align: center;">Page 169</p>	<p>1 INQ005166_010. Ms Riley, is this right, the big  2 headlines from the findings of this thematic review were  3 around the recognition of risk and vulnerability, the  4 response to risk and vulnerability, protecting children  5 from those who pose a risk, so that's about managing  6 offenders, I think, or suspects, and the detention of  7 children in police custody. But within that, the  8 particular issues around risk were, as we see at the top  9 of page 8, in the bold heading there:  10 "Where the risk is immediate and obvious, forces  11 usually respond well, but complex or less obvious risks  12 can be missed."  13 And related to that, on page 11, please:  14 "Opportunities for the police and their partners to  15 intervene at an earlier stage are recognised."  16 But the response to criminal exploitation is  17 evolving and left too many exploited children being  18 criminalised.  19 Ms Riley, do you want to just comment on the extent  20 to which those findings fit with our theme of risk  21 assessment and anything else you'd like to say from your  22 findings about this topic?  23 MS RILEY: Those headings in bold give a very good summary  24 of our findings across child protection and, indeed,  25 across our wider inspections of the police response to</p> <p style="text-align: center;">Page 170</p>
<p>1 different groups of vulnerable people. What they're  2 trying to get to is to encourage the approach of risk as  3 being not something which is assessed once and then set  4 aside, but really looking at how that risk is identified  5 using the best possible information. This goes back to  6 the earlier comments around using information from  7 a wide range of partnership information, as well as what  8 the police have on their own system.  9 And then using this through police systems, through  10 partnership systems, to really assess and act on that  11 risk.  12 The main point I would also emphasise from this,  13 again it's been repeated and echoes to some degree what  14 colleagues from CQC have just mentioned, the importance  15 of professional curiosity. We consistently find that  16 police address the problem which is in front of them,  17 but more needs to be done to ensure they are considering  18 wider circumstances and spotting escalation of risk.  19 MS HILL: Just a little bit more detail on this. Can we go,  20 please, to internal page 23 of this report. You have  21 a particular section within the report about the  22 recognition of risk and vulnerability. Just the blue  23 heading, you recognise that forces are better at  24 recognising risk, but if we go through this section,  25 I think the bottom of internal page _024, you find that</p> <p style="text-align: center;">Page 171</p>	<p>1 police officers were not considering or recording  2 consistently what they might learn from the behaviour  3 and demeanour of children, which tell important things  4 about the risks they face, and then, over the page on  5 _025, information sharing was posing particular  6 challenges, in particular in relation to developing  7 protective plans. Is that right?  8 MS RILEY: That's correct, yes.  9 MS HILL: You, I think, have dealt separately in the report  10 with the response to risk and vulnerability, and go,  11 please, to internal page _033, Danny. I think your  12 heading on this page was:  13 "Demand, reduced staff numbers and poor supervision  14 continue to result in delays and a poor service for  15 children in too many cases."  16 Over the page, your finding is a theme that officers  17 and staff can lack the skills and experience to carry  18 out the investigations for which they are responsible,  19 and while the understanding of CSE has improved and some  20 investigations are good, further opportunities exist to  21 improve the quality and consistency of the police  22 response.  23 Again, does that reflect the findings from your 2019  24 thematic inspection?  25 MS RILEY: It does. I think the common theme through this</p> <p style="text-align: center;">Page 172</p>

<p>1 is, we find consistently that investigations which are                  2 handled by specialist teams tend to have better outcomes                  3 for the child and in terms of the wider criminal justice                  4 outcomes, so, as we say in the same report, we have                  5 noticed policing putting more resourcing into public                  6 protection roles in general. However, the demand has                  7 gone up very sharply and consistently we are told by the                  8 front-line officers and the investigators that we speak                  9 to that their workload is very difficult and that they                  10 are at, or slightly beyond, capacity, and so we raised                  11 concerns around the sustainability of this, given the                  12 increasing demand.                  13 MS HILL: Internal page 41, please. You have got a specific                  14 section here about specialist units in the context of                  15 monitoring those who pose a risk to children, and your                  16 headline of this section is "Approaches to risk have                  17 been sophisticated but the capacity of specialist units                  18 remains a concern". Is that right?                  19 MS RILEY: That's correct, yes.                  20 MS HILL: I don't need to bring it up, I don't think, but                  21 earlier in the report at internal page _036, you also                  22 reference in further detail your concern that exploited                  23 children are still likely to be prosecuted for offences                  24 they are coerced to commit, about which we have already                  25 heard.</p> <p style="text-align: center;">Page 173</p>	<p>1 Is there anything else in relation to this broad                  2 heading of risk assessment, protection from harm and                  3 outcomes that you would like to say, Ms Riley, or                  4 perhaps Mr Alexander, if you wish?                  5 MS RILEY: If I could defer to Mr Alexander on that, please.                  6 MR ALEXANDER: Thank you. Just one point I'd like to pick                  7 up on and it's what my colleagues talked about earlier,                  8 about professional curiosity. The service is getting                  9 better at identifying the risk of children who are                  10 exploited and vulnerable and those links to missing and,                  11 as we have discussed, often deal with what's immediately                  12 in front of them. What we are not seeing consistently                  13 is the recognition that other children are the link to                  14 that individual, or link to that child, and also are                  15 vulnerable and potentially also being exploited, and                  16 that assessment of that risk is being missed.                  17 MS HILL: Finally, Ms Stanley, can I come to you and                  18 Ms Ghaffar to address this issue. Perhaps as you have                  19 anticipated, Ms Stanley, some questions about scoring                  20 and checklists and the way in which risk is actually                  21 assessed. I think you're well aware of the themes that                  22 are emerging through the investigation, I'm sure you                  23 have been following the evidence, that there have been                  24 themes around revision or standardisation of checklists,                  25 around scoring or not scoring, around risk v harm. Do</p> <p style="text-align: center;">Page 174</p>
<p>1 you want to comment generally on the evidence and the                  2 themes that are emerging and your latest position on                  3 risk assessment and the current approaches taken?                  4 MS STANLEY: I will just make a brief comment at a strategic                  5 level and Wendy will come in on what we find on                  6 inspection. I would endorse wholeheartedly what you                  7 have heard from other colleagues today about risk being                  8 dynamic and complex, and requiring professional                  9 curiosity, professional judgment and information sharing                  10 and that being iterative.                  11 We have seen variable use of checklists and                  12 sometimes they can be a bit of a comfort blanket and                  13 give a false positive or a false negative, but I think                  14 Wendy could give you some insights from what we have                  15 seen on inspection.                  16 MS HILL: Ms Ghaffar?                  17 MS GHAFAR: What I would say is that we were critical in                  18 our JTAI inspections in 2016 of how some of the local                  19 areas were using checklists. Some of that criticism                  20 continues through the single agency inspections. So                  21 I think what I would say is that checklists cannot                  22 operate in isolation, and what is really important is                  23 that front-line professionals are trained to understand                  24 the warning signs, to understand all the particular                  25 groups who are vulnerable to sexual exploitation.</p> <p style="text-align: center;">Page 175</p>	<p>1 So we think that -- and we do see that it's really                  2 important that those initial assessments can be done                  3 effectively, but that professional judgment is brought                  4 into that analysis. It's not just about a checklist or                  5 a tick list.                  6 Then the additional element is that there needs to                  7 be a really prompt assessment at the front door of                  8 services, so, for example, in St Helens we saw the                  9 multi-agency meeting that took place on a daily basis                  10 where there was consideration of all the information                  11 that had come in overnight in relation to children                  12 missing, children at risk of sexual and criminal                  13 exploitation, and risk could be discussed, information                  14 analysed and decisions made promptly.                  15 Then, of course, we move on to social work                  16 assessments, and we continue to see variable practice.                  17 We do see some really good practice where there is                  18 a holistic consideration of the child, including issues                  19 in relation to their identity, their family history,                  20 their background, their current experiences, their                  21 relationships with their peers, where social workers are                  22 considering strengths within the family, what are the                  23 child's strengths, where are the things that                  24 professionals can work with, and engage with, the child                  25 and the family, but all of these issues need to be</p> <p style="text-align: center;">Page 176</p>

<p>1 considered so that what we would want to see when we are 2 undertaking an inspection and reading an assessment is 3 that we get a real sense of that child and that child's 4 lived experience.</p> <p>5 The second part of that that's incredibly important 6 is the analysis of that information, so there's a really 7 robust analysis: what are the pressing issues; what are 8 the priorities for the child; what does the child want 9 to happen?</p> <p>10 So assessment work is incredibly important. It is 11 sometimes very complex and that's why social workers 12 need really good training, they need support from their 13 line managers, they need the time and capacity to 14 undertake this work.</p> <p>15 We'd also want to see really good auditing and 16 management oversight as well of those assessments.</p> <p>17 MS HILL: Can I move then to our next theme which embraces 18 missing children, Return Home Interviews and 19 looked-after children. Again, Ms Ghaffar, you have 20 given some witness evidence about this, as has 21 Ms Stanley. For the note I will adduce OFS012595 at 22 paragraphs 139 to 153, OFS012532, paragraphs 8, 20, 24, 23 80, 97, 114 and 121.</p> <p>24 What do you see are the current challenges in 25 relation to missing children and Return Home Interviews?</p> <p style="text-align: center;">Page 177</p>	<p>1 MS GHAFAR: So we have been reporting on missing children 2 now for many years, and we have been repeatedly 3 reporting on the challenges around Return Home 4 Interviews. So we continue to see variable practice in 5 the responses to missing children. I'd have to 6 emphasise, responses to missing children are not just 7 about the Return Home Interview, of course; they're 8 about understanding every aspect of why that child is 9 going missing. We would hope to see a multi-agency 10 response that's put in place to support the child.</p> <p>11 It is important that Return Home Interviews are done 12 in a timely way. There is within the guidance 13 a stipulation that Return Home Interviews should be 14 taking place within 72 hours. The reason for that is, 15 obviously it's really important to show children a high 16 level of concern when they have been missing, but also 17 children will forget what's happened if too much time 18 elapses. We see that Return Home Interview or return 19 home conversation, as it is sometimes called, as the 20 beginning of building a relationship with that child, 21 engaging with that child, building a plan of support and 22 protection around the child.</p> <p>23 However, there continues to be very variable 24 practice in relation to Return Home Interviews and 25 responses to missing children, and we have previously</p> <p style="text-align: center;">Page 178</p>
<p>1 called for more research to be done so that we can 2 understand what children are saying about what would be 3 best for them and what would really help them, because 4 it is a continued concern that we are finding, we are 5 finding generally, we are finding better responses to 6 children in relation to sexual exploitation, but in 7 relation to missing, we continue to find very varied 8 responses.</p> <p>9 Where we have seen better responses is where there's 10 a specific team or specific workers that undertake 11 Return Home Interviews and, as I have said, can build 12 that relationship with a child. Some excellent examples 13 I've seen is where a worker had such a strong and 14 positive relationship with the child that the child 15 would actually ring the worker to say that they were 16 worried, that they were going to run away and go 17 missing, and that's exactly what we want to see.</p> <p>18 The only additional point I would make is that, 19 where there are children who are repeatedly going 20 missing or there are children who have gone missing and 21 not been found, we would expect, of course, senior 22 leaders within children's social care to have really 23 close oversight of that group of children.</p> <p>24 MS HILL: Ms Riley, can I turn to you on this topic, 25 HIC000032_010-011, internal paragraphs 37 to 40. Again,</p> <p style="text-align: center;">Page 179</p>	<p>1 I think you have found through your inspection work, 2 Ms Riley, at paragraph 38 and onwards, that police need 3 to respond better when a child goes missing. Officers 4 do show better understanding of the increased risk when 5 a child goes missing. That's not always obvious from 6 their decision making. Inconsistent provision of Return 7 Home Interviews. They have the opportunity to provide 8 valuable information. But if they're not conducted 9 fully or the information from them is not shared, you 10 say this undermines the ability of the police and their 11 partners to develop the most effective protective plans.</p> <p>12 Is there anything else on that particular topic 13 you'd like to say, Ms Riley or Mr Alexander?</p> <p>14 MS RILEY: On Return Home Interviews, I agree with 15 Ms Ghaffar about them being by no means the be-all and 16 end-all of a protective plan. We see them as a really, 17 really rich source of information and particularly if 18 they are getting the voice of the child in early. And 19 as well as the general protective plans, we see them as 20 really key in being able to do early intervention and 21 prevention work for children who are vulnerable across 22 a whole host of different reasons.</p> <p>23 Mr Alexander?</p> <p>24 MR ALEXANDER: From some of the inspection work we have 25 done, what is key and what often is missing is that</p> <p style="text-align: center;">Page 180</p>

1 initial risk assessment response when a child is  
2 reported and how they are categorised -- high, medium or  
3 low or at no apparent risk. Again, a lot of that  
4 affects looked-after children or children in care that  
5 are obviously constantly featuring in some of those  
6 profiles of missing children, and then the associated  
7 trigger plans that we would expect to see on repeat  
8 missings to generate fast-time response and greater  
9 understanding of why that child may be going missing  
10 and, as colleagues have said, looking for that wider  
11 joint working and trying to do the early intervention.

12 Where we do see some good work, we have seen places  
13 like Durham where there is joint co-location, and that  
14 can just be between police teams, such as the sexual  
15 exploitation team and the missing team, to share  
16 information, understand those children, because they're  
17 often connected. But also where partners are  
18 co-located, whether that be virtually or actually in  
19 place. Again, much better understanding of the issues  
20 and greater response around that.

21 MS HILL: Ms Ghaffar, finally on this theme, you have given  
22 some evidence already, as has Ms Stanley, about the  
23 issues, particularly in relation to looked-after  
24 children, around specialist CSE placements, out-of-area  
25 placements and children being placed in unregulated

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1 and high-cost children at a national level.

2 So we see ever further placements away from home and  
3 we saw, over a period of years, the movement into the  
4 market of people -- you know, some of good intent and  
5 some of not so good intent -- who have opened homes  
6 without registering with Ofsted and we have taken a lot  
7 of action to get that on the agenda and for the  
8 government to take -- their consultation to take action.

9 I think we are heartened by the discussions about  
10 unregulated -- about regulating the provision for older  
11 children, and that could be on a continuum. You know,  
12 I talked about our role in registering fit people and  
13 fit places, inspecting, receiving notifications. It  
14 will be really important that that's proportionate,  
15 because these should be older children, but there needs  
16 to be a system so that the public government and the  
17 commissioning corporate parents can be assured that  
18 there are sufficient places, because that's -- when  
19 there aren't, and, you know, last week there were  
20 27 children waiting for a secure -- welfare secure home.  
21 These are children who may have attempted suicide, who  
22 may be self-harming, who may be at huge personal risk,  
23 and we can't, you know, in perpetuity, go on with that  
24 sort of waiting list and then those children being  
25 placed perhaps in a provision that's not meeting their

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1 settings. I will give the URNs but I don't need to  
2 bring them up. OFS012595\_002-003, \_015 to \_017, \_020 to  
3 \_024, paragraphs 6 to 8, 45 to 49, 61 to 66, 69 to 73  
4 and 84 to 90. And at OFS012532\_032, paragraph 106. You  
5 talk about some of those looked-after children themes  
6 that I have just set out. Is there anything else in  
7 particular you would like to say?

8 MS STANLEY: Could I come in there, please?

9 MS HILL: Of course. Some of those URNs are from your  
10 evidence too.

11 MS STANLEY: Absolutely. This is a topic that HMCI have  
12 raised in their annual report for a number of years now.  
13 We are extremely concerned that, at the time when we  
14 have the highest number of looked-after children,  
15 certainly in my career, and where we have this range of  
16 adolescents with very complex needs who have changed the  
17 profile of the looked-after population, that there is  
18 a real issue in terms of sufficiency and suitability of  
19 placements.

20 You asked us questions about the numbers of children  
21 in certain types of establishments. The regulations  
22 don't enable us to work out the specialisms of  
23 particular provision either, so we need more specialist  
24 provision closer to where the children are and that can  
25 only be planned for these low-frequency but very complex

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1 needs and it disrupting or more harm being caused.

2 MS HILL: I will just adduce for the note your evidence  
3 about this, OFS012595. I think it runs also from 91 to  
4 99.

5 Chair, I've got two more themes to cover with the  
6 witnesses, and then I'd like to ask them some questions  
7 about the timelines for the children. So I think I have  
8 about 10 minutes' worth of questioning, if you are  
9 content for me to continue.

10 THE CHAIR: Yes, go ahead.

11 MS HILL: I will stay with you, Ms Stanley, if I may,  
12 please, and just deal together, if I can, with the two  
13 broad topics of partnership working and then audit,  
14 review and performance improvement. Taking partnership  
15 working first, anything in particular in addition to  
16 your written evidence that you would like to give around  
17 partnership working, in particular around the role of  
18 health and education partners?

19 MS STANLEY: I think -- I've heard evidence through the last  
20 few days of people talking with passion about the need  
21 to join up the response, and in fact our joint targeted  
22 inspections are, at a national level, signalling the  
23 need for that absolute joined up in terms of partners  
24 working together to safeguard children.

25 Across all of the partners, you have also received

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<p>1 evidence about the pressure on resources, and I would,                  2 you know, say with some anxiety that when individual                  3 organisations are under pressure, they can sometimes                  4 retreat to the single agency position, and that's when                  5 that partnership work might be under threat. So we                  6 would signal that as a potential worry for the future.                  7 I think what we have also been saying through our                  8 evidence is that individual agencies are improving, but                  9 there's huge variation, and the collective is improving.                  10 So it is absolutely vital that there continues to be                  11 a national focus, a national priority, on this important                  12 group of children and on safeguarding as a partnership.                  13 MS HILL: Just as far as audit, review and performance                  14 improvement is concerned, help us a little bit in                  15 understanding how you are selecting cases for the                  16 inspections you're carrying out in particular areas, or                  17 maybe that's one for Ms Ghaffar?                  18 MS STANLEY: One for Ms Ghaffar, please.                  19 MS HILL: Ms Ghaffar, can you assist us with how it is cases                  20 are selected for your audit, where there are cases                  21 involving child sexual exploitation, and whether, in                  22 fact, there is an ability to identify those cases                  23 accurately or not?                  24 MS GHAFAR: I think there are two parts to answer your                  25 question. Firstly, we receive an annex A, which is</p> <p style="text-align: center;">Page 185</p>	<p>1 detailed in our witness statement, when we undertake an                  2 ILAC inspection of a local authority, and that includes                  3 a vast range of information about the local authority                  4 and it includes lists of children on child in need,                  5 child protection plans and looked-after children, and                  6 from those lists we select -- the lead inspector will                  7 preselect some cases for inspectors to look at.                  8 In addition, they will select between 6 and 12 cases                  9 that have already been audited by the local authority to                  10 review before the inspectors go on site.                  11 Whilst on site, there are daily meetings, so the                  12 lead inspector will meet with the team on a daily basis                  13 to review all of the cases that have been looked at                  14 during that day. So the lead inspector will have a good                  15 overview of all of the cases that are being looked at,                  16 a high-level overview, I should say, of all the cases                  17 that have been reviewed, and that will, of course,                  18 include cases of child sexual exploitation.                  19 Within the annex A, we ask for a specific list of                  20 children who have been missing or at risk of sexual                  21 exploitation in the 12 months prior to the inspection,                  22 so we have that additional list as well as other lists                  23 of children.                  24 So during the inspection, the lead inspector will                  25 have a very clear overview of what work has been looked</p> <p style="text-align: center;">Page 186</p>
<p>1 at. While the inspectors are recording their evidence,                  2 if they look at a case in detail, they will record a lot                  3 of detail about the case, but in my witness statement                  4 I explain that, for some aspects of the inspection, for                  5 example, if we are in the front door of services, we may                  6 look at a high number of cases in relation to a specific                  7 issue, for example, we may look at 12 strategy                  8 discussions, and we might not record every single detail                  9 about the child in the evidence base.                  10 I'm not sure if that answers your question.                  11 MS HILL: It does, thank you. Just for the note, I will                  12 record, please, that in your witness evidence you have                  13 also addressed this. I will just make a note that it is                  14 at OFS012678, internal paragraphs 60 to 67.                  15 Can I turn then, please, to Dr Benneyworth and ask                  16 you to offer any further questions you can give on                  17 partnership working, particularly on issues around the                  18 involvement of health partners, with reference, please,                  19 to CQC000371_015, paragraphs 54 to 58, where I think you                  20 highlight some issues around inconsistency of                  21 information sharing with GPs, plans not always                  22 translated into improvement action, and the number and                  23 range of health professions that need to be involved.                  24 So, Dr Benneyworth, can you pick up that theme and can                  25 we scroll in on CQC000371, paragraphs 54 to 58.</p> <p style="text-align: center;">Page 187</p>	<p>1 DR BENNEYWORTH: Yes, certainly. Just to absolutely echo                  2 what everyone has said about the importance of                  3 multiagency working and partnership working, just to add                  4 to my statement here, what I would say is, I think                  5 there's significant opportunities now with the                  6 development of integrated care systems where there's                  7 much more joined-up working between health and care                  8 across a local area and also the development of primary                  9 care networks. And the development of primary care                  10 networks really has the opportunity to really understand                  11 their population needs and to work with local                  12 communities in a way that we haven't seen before in many                  13 parts of the health service, and I think this is an                  14 opportunity to really drive this agenda and really make                  15 sure that we get consistency of partnership working                  16 across all parts of the health and care system and                  17 working with all parts of the system that are involved                  18 in children and young people.                  19 MS HILL: I think finally on your evidence you give some                  20 further evidence in the next part of your witness                  21 statement about audit, review and performance                  22 improvement. You offer various suggestions, steps to                  23 better protect children, I think, at paragraph 65. In                  24 fact, let's scroll in on 64 at the foot of page _016.                  25 You give proposals for improvement for local leaders</p> <p style="text-align: center;">Page 188</p>

<p>1 there, the chair and panel can read what you say at 64.  2 Then at 65, I think you set out certain proposals for  3 improvement, which the panel can read. Is there  4 anything in particular you'd like to add to that  5 evidence?  6 DR BENNEYWORTH: I think I'd particularly like to draw out  7 that we feel it's really important that we empower  8 children, we involve them in discussions, we coproduce  9 information for them with children and that their voice  10 is really strongly heard in the local systems.  11 I think there has been some move towards integrated  12 IT systems, but this is not fast enough and we need to  13 move more quickly to have better information sharing and  14 integrated IT systems to enable that to happen.  15 I think we have already touched on the importance of  16 trusting relationships in the empathy discussions, but  17 that's incredibly important. And leadership across  18 a system, people who champion this agenda, people who  19 understand and really can drive forward the improvements  20 that are identified is so important across all parts of  21 the health and care system.  22 MS HILL: Ms Riley, finally for you on this topic, you have  23 provided the thematic report from 2019. That made  24 certain observations about partnership working, it  25 talked about the Topaz experience in Bristol, it talked</p> <p style="text-align: center;">Page 189</p>	<p>1 about a lack of consistency nationally around the early  2 identification of vulnerability. In your witness  3 evidence, please, at HIC000032_012, paragraphs 47 to 49,  4 you have offered some views there around audit, review  5 and performance improvement. Is there anything in  6 particular you'd like to draw out from this evidence  7 about that? You talk about resources, consistency of  8 practice and so on. Is there anything, Ms Riley, that  9 you would like to pull out for the panel?  10 MS RILEY: One thing to add to the evidence on screen. We  11 have a consistent finding through our child protection  12 inspections about a gap between strategic intent and  13 commitment among senior officers and PCCs in forces and  14 front-line practice. For us, the kind of -- the golden  15 thread that connects the two, audit, review and  16 performance management within a force is central to  17 that, both in terms of senior officers being able to be  18 ensured that what they want to happen actually is  19 happening, and in terms of the supervision which happens  20 in between the top levels in front-line practice and  21 that we find consistently effective supervision leads to  22 effective investigations and better outcomes for  23 children.  24 In terms of the performance management in  25 particular, it is a truism, I know, that says what gets</p> <p style="text-align: center;">Page 190</p>
<p>1 counted gets done. What we tend to find also is that  2 how it's counted has an influence on how it's done.  3 Some forces do do performance management but it is very  4 quantitative based, so they look at numbers of cases,  5 timeliness, this is important. We frequently make  6 recommendations, however, and in forces that we see  7 improve the most between original inspection and  8 reinspection, around the essential nature of building  9 into performance management a view of the quality of  10 decision making, listening to the voice of the child and  11 the more qualitative aspects of performance as well as  12 just the numbers.  13 MS HILL: We have already touched on the issue of capacity  14 and resources. What do you think can be done to remedy  15 the fact that so many police forces are operating near  16 or above capacity? Is more resourcing needed? Should  17 the problem with centrally managed?  18 MS RILEY: We make a recommendation in the 2019 thematic,  19 which is the first recommendation that was touched on by  20 the Home Office earlier, around early intervention and  21 prevention strategy. For us, a big plank towards  22 solving this problem is to look at what more can be done  23 upstream of a child coming to the attention of  24 the police, because in many cases an offence has already  25 been committed. How we would characterise it is the</p> <p style="text-align: center;">Page 191</p>	<p>1 need really for policing to be able to take a breath and  2 work with partners to look at how early intervention and  3 prevention, including looking at the work of ACE's  4 "Adverse Childhood Experiences" coming from Wales can be  5 best used in order to intervene better in a smarter way  6 to avoid that problem later on.  7 In terms of their immediate resourcing, we have said  8 that this area of policing is overstretched and that,  9 therefore, resourcing needs to be looked at, and what we  10 would counsel there is not just an immediate look at the  11 specific, you know, specialists of a particular kind of  12 child protection but the end-to-end experience of that  13 child going through protection, partnerships, through  14 the criminal justice system and looking at where that  15 resource can be best placed.  16 MS HILL: A question about the quality of police NFA  17 decision making in CSEN cases, is that better put to  18 Mr Alexander?  19 MS RILEY: Yes, please.  20 MS HILL: A question about the examination the HMICFRS has  21 done of the quality of NFA decision making in CSEN  22 cases, whether you see there's been any trends in the  23 police referring fewer cases to the CPS, whether this  24 has been influenced perhaps by the change in the CPS's  25 approach. So whether or not you see less cases going to</p> <p style="text-align: center;">Page 192</p>

1 the CPS and anything else on that decision making you  
 2 can provide, please.  
 3 MR ALEXANDER: So in terms of no further action on these  
 4 cases, what we do see is, when those cases are allocated  
 5 to or investigated by specialist trained officers, the  
 6 outcome for that child is much stronger, more effective  
 7 and cases will often progress through to the criminal  
 8 justice system.  
 9 Where, often, the majority of cases are dealt with  
 10 by a non-specialist, front-line or criminal  
 11 investigation officers, we see a greater proportion of  
 12 those being closed as no further action and therefore no  
 13 longer progressing to the criminal justice system.  
 14 MS HILL: Do you have any understanding or view on whether  
 15 or not the change in the CPS's approach -- there's  
 16 evidence, I think we will hear tomorrow, touching on  
 17 this about the merits-based approach. Is there any  
 18 evidence about that change in approach leading to  
 19 a decrease in referrals of cases to the CPS from the  
 20 police or can you not assist with that?  
 21 MR ALEXANDER: That's not something that's come to our  
 22 attention during the inspections.  
 23 MS HILL: Mr Alexander, I think you were asked to look, at  
 24 a very high level, at the various timelines for the  
 25 geographical areas that have been drawn up for the

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1 findings that you'd like to share with the panel?  
 2 MR ALEXANDER: Nothing specifically that came to note.  
 3 MS HILL: Dr Benneyworth, same question for you, please.  
 4 Looking at those timelines, is there anything you would  
 5 like to draw out for the panel?  
 6 DR BENNEYWORTH: Certainly. As we don't have the detail, it  
 7 is difficult to comment exactly, but the themes,  
 8 I guess, are about delays and the time it takes for  
 9 things to move forward, and also specifically relating  
 10 to health services, I guess, looking at some of those  
 11 children who had turned up in health services and were  
 12 there missed opportunities as they turned up in health  
 13 services with certain symptoms to actually -- for  
 14 earlier identification and prevention of further issues?  
 15 MS HILL: I did have one specific question for you that  
 16 I should have put a bit earlier, Dr Benneyworth. Please  
 17 forgive me. In paragraph 22 of your statement, you have  
 18 referred already, as we have heard, to the proposition  
 19 that child sexual exploitation is often a hidden  
 20 problem. Will you accept that, unless agencies are  
 21 proactive in looking for the problem, they won't  
 22 necessarily find it?  
 23 DR BENNEYWORTH: Yes, absolutely.  
 24 MS HILL: That children will often not report abuse for the  
 25 reasons that are barriers of the sort that we have

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1 particular children. I'm assuming, Ms Riley, that  
 2 questions about the timelines are best put to  
 3 Mr Alexander; is that right?  
 4 MS RILEY: Yes, please. Thank you.  
 5 MS HILL: Having looked at those timelines, and I appreciate  
 6 they are very high level and you haven't looked at the  
 7 underlying evidence, Mr Alexander, were there any key  
 8 themes that emerged from those timelines that either  
 9 chimed or didn't chime with your own inspectorate  
 10 findings that you would like to share with the panel,  
 11 please?  
 12 MR ALEXANDER: As you say, we have not seen the detail that  
 13 sits behind the timelines, but there are themes that  
 14 appear that are consistent with what we see when we  
 15 examine cases within the forces, so after some delays,  
 16 some use of language, lack of clarity about who has  
 17 actions or protective planning that's in place, so in  
 18 terms of some of what we have talked about this  
 19 afternoon, repeat missing episodes for children, reports  
 20 of exploitation or offences against those children which  
 21 go on year in, year out, without having some clarity of  
 22 what has been put in place, what is working and what  
 23 isn't working.  
 24 MS HILL: Is there anything that you saw in the timelines  
 25 that was a surprise to you that didn't chime with your

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1 heard?  
 2 DR BENNEYWORTH: Yes, that's right. That's why I think that  
 3 professional curiosity, if things don't seem as they --  
 4 to add up, is so important.  
 5 MS HILL: Is there anything more, other than what you have  
 6 already said, that can be done to address those  
 7 barriers?  
 8 DR BENNEYWORTH: Nothing more to add on that one.  
 9 MS HILL: Ms Stanley, I'm assuming questions about the  
 10 timeline are best put to Ms Ghaffar?  
 11 MS STANLEY: If they are the ones that just followed,  
 12 I could answer those.  
 13 MS HILL: Yes, it's whether or not any of the themes you  
 14 have seen chime or don't chime with your own inspection  
 15 findings.  
 16 MS STANLEY: I think they do chime and those of us that have  
 17 been in practice, the individual cases, we can think of  
 18 very many children who would be very similar. I think  
 19 when we are on inspection, we have the huge benefit of  
 20 digging behind this, talking to the social worker, to  
 21 health colleagues, to the child, to the family, and we  
 22 sometimes find that the recording doesn't reflect the  
 23 best work, but we see poor work, we see good work and we  
 24 see excellent work and we see variability.  
 25 But there are -- if you look at the cohort of

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<p>1 children and their demographics, they very much reflect                  2 what we see. Often abuse and neglect at home.                  3 60-odd per cent of children on a child protection plan,                  4 there will be domestic violence, substance misuse or                  5 parental mental health. Some of that is about the need                  6 to work preventatively and at a lower end of                  7 the spectrum, and we are looking forward to doing --                  8 when we get back to business as usual -- a JTAI looking                  9 at prevention so that we can learn what does work and                  10 move things downstream, as my colleague from HMICFRS                  11 says. But, broadly, we recognised what you presented in                  12 terms of the timeline as what's going on out there for                  13 children.                  14 MS HILL: Ms Ghaffar, is there anything you'd like to add in                  15 terms of the issues in the timelines or the outcomes for                  16 those children that you'd like to share with the panel?                  17 MS GHAFAR: I don't think so, other than to say obviously                  18 we have only had very limited information, so we haven't                  19 had the background information. As my colleague has                  20 explained, on inspection, we would be looking in very                  21 great detail at children's backgrounds, about the                  22 interventions that have been put in place, the                  23 timeliness, the decisions that have been made. We'd be                  24 talking to the family, hopefully talking to the child,                  25 and building a much broader picture, so I think it's</p> <p style="text-align: center;">Page 197</p>	<p>1 quite difficult to comment on the timelines with the                  2 limited information, other than what my colleague                  3 Ms Stanley has said.                  4 MS HILL: Thank you. Thank you very much. Chair, those are                  5 all my questions for these witnesses.                  6 THE CHAIR: Thank you, Ms Hill. I have one or two                  7 questions.                  8 Questions from THE PANEL                  9 THE CHAIR: Ms Ghaffar, regarding audit and inspection, can                  10 you tell me how many case files you read in your                  11 inspections? I'm talking about those, of course, which                  12 have a focus on child sexual exploitation.                  13 MS GHAFAR: Sorry, are you asking about the JTAI                  14 inspections?                  15 THE CHAIR: I'm asking about any inspections that are                  16 relevant to CSE.                  17 MS GHAFAR: I think we have submitted in our -- I have                  18 submitted a statement where we have given you the                  19 numbers of the cases on the -- in the local authorities                  20 that we have looked at. We don't have a set number of                  21 cases that we would look at in relation to child sexual                  22 exploitation.                  23 I think we have tried to explain in the statement                  24 that we have an iterative process, if you like, in terms                  25 of understanding what's happening in local authorities,</p> <p style="text-align: center;">Page 198</p>
<p>1 and the inspections that we do are part of that, so we                  2 would expect a very strong focus on child sexual                  3 exploitation. The lead inspector would take                  4 responsibility for selecting the cases, and we have                  5 a quality assurance manager who is a senior HMI, a very                  6 experienced inspector, who has oversight of                  7 the inspection, so that's our quality assurance in terms                  8 of making sure that there's been sufficient focus on                  9 different issues. But you will appreciate that we are                  10 looking across a broad range of children, we are looking                  11 at help and protection, we are looking at looked-after                  12 children, we are looking at care leavers. So we have to                  13 provide what we think is a proportionate look at                  14 a number of cases that give us an understanding of                  15 what's happening in the local authority.                  16 But as well as looking at cases, we would also talk                  17 to managers, we would look at any audits that were done,                  18 we would look at the minutes of multi-agency meetings                  19 for individual children and the strategic meetings. So                  20 that's the way that we would look at this.                  21 THE CHAIR: Thank you. But can you give me some indication                  22 of the range that might be covered? How many would be                  23 the minimum, for example?                  24 MS GHAFAR: It's very difficult to give you a minimum.                  25 I can give you the number that -- I can give you</p> <p style="text-align: center;">Page 199</p>	<p>1 Tower Hamlets as an example. So, from recollection, we                  2 looked at, I think, about ten cases on the actual                  3 inspection. That was specifically sexual exploitation                  4 cases. But over the period that we were working with                  5 Tower Hamlets, because they were inadequate, we looked                  6 at around 56 cases of criminal and sexual exploitation.                  7 So that's giving you a sort of range. But it is very                  8 difficult to be definitive. It will vary between local                  9 areas.                  10 If we have particular concerns, it's likely we'd                  11 look at a larger number of cases.                  12 THE CHAIR: Thank you. One other question, although this                  13 may be for your colleague. Do you agree with the                  14 regulation of individual workers in the children's                  15 residential workforce?                  16 MS GHAFAR: I will ask my colleague Ms Stanley to answer.                  17 MS STANLEY: It would be a massive increase in the                  18 regulation and there would be a lot of logistical                  19 issues. We find that colleagues move around quite a lot                  20 as well, so there would be an issue around repeated                  21 notifications. So it is something we are interested in,                  22 we wouldn't rule out, but we would want a very measured                  23 and proportionate response and it would need resourcing.                  24 THE CHAIR: I'm not suggesting that Ofsted should                  25 necessarily be those who would do it. In principle, do</p> <p style="text-align: center;">Page 200</p>

1 you agree with it?  
 2 MS STANLEY: In principle, we think that the registration of  
 3 the manager, just as we would in terms of a head  
 4 teacher -- that placing the responsibility with the  
 5 manager of the service to make sure that all the staff  
 6 are appropriate, that is the right and proportionate  
 7 thing to do. Doing more than that, if it took resources  
 8 away from the system, we would be quite worried about.  
 9 THE CHAIR: Yes. Again, I would say it's not necessarily  
 10 from Ofsted, it was the in-principle decision, and of  
 11 course it is already carried out in the other three  
 12 counties in the United Kingdom. Thank you.  
 13 MS SHARPLING: Just one question for Mr Alexander, I think.  
 14 I think it's been mentioned during the course of this  
 15 investigation there are considerable delays in the  
 16 forensic analysis of digital devices; principally, I'm  
 17 talking about the mobile phones of children. Have there  
 18 been any improvements in those delays from recent  
 19 inspection activity?  
 20 MR ALEXANDER: It is inconsistent across the country. So in  
 21 some places, we have seen an improvement; in other  
 22 places, we still see significant delays and backlogs.  
 23 MS SHARPLING: Can you indicate the sort of delays that have  
 24 been particularly long? What sort of time period are we  
 25 talking about?

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1 There is evidence from Vicky Poole, Care  
 2 Inspectorate Wales; Alun Jones, Health Inspectorate  
 3 Wales; Professor Sally Holland, Children's  
 4 Commissioner for Wales.  
 5 There is also evidence that you haven't yet heard  
 6 referred to, chair, but we will formally ask you to  
 7 adduce it, please, from Sarah Caton, Association of  
 8 Directors of Children's Services; Peter Sandiford,  
 9 Independent Children's Homes Association; Simon Bailey  
 10 and Mark Collins, National Police Chiefs' Council;  
 11 Craig Naylor, National Crime Agency; Christopher Dunn,  
 12 Voices for Care Cymru; Ian Dean, Centre of Expertise On  
 13 Child Sexual Abuse.  
 14 I think, chair, there are some further statements  
 15 that I can formally adduce alongside the witness  
 16 evidence tomorrow. Chair, I formally adduce with your  
 17 permission, please, that evidence.  
 18 THE CHAIR: Thank you very much, Ms Hill. I agree.  
 19 MS HILL: Chair, that will conclude the evidence for today.  
 20 THE CHAIR: Thank you.  
 21 (4.17 pm)  
 22 (The hearing was adjourned to  
 23 Friday, 2 October 2020 at 10.30 am)  
 24  
 25

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1 MR ALEXANDER: Number of months, probably three months; some  
 2 longer, some shorter, but a number of months.  
 3 MS SHARPLING: Would you agree that if a mobile phone is  
 4 taken away from a child for three months, it is unlikely  
 5 to encourage the co-operation of that child in any  
 6 criminal investigation that's taking place?  
 7 MR ALEXANDER: I would, and we certainly see that in some of  
 8 the audits, how it's written up of why a device may not  
 9 have been seized, because a child is reluctant to give  
 10 it over because the officer explains it will take  
 11 a period of time to return it to them.  
 12 MS SHARPLING: Thank you.  
 13 THE CHAIR: Mr Frank?  
 14 MR FRANK: No, thank you.  
 15 THE CHAIR: Sir Malcolm?  
 16 PROF SIR MALCOLM EVANS: No, thank you, chair.  
 17 THE CHAIR: Thanks to all of our witnesses for their  
 18 evidence this afternoon.  
 19 (The witnesses withdrew)  
 20 THE CHAIR: If there is nothing further, Ms Hill, we will  
 21 conclude?  
 22 MS HILL: Chair, I would just like briefly, if I may, to  
 23 complete the evidence in relation to this group of  
 24 witnesses by formally adducing some of the evidence you  
 25 have heard already.

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