

Interim Report: A Summary

Independent Inquiry into Child Sexual Abuse

April 2018



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A report of the Inquiry Panel

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Foreword

I was appointed as Chair in August 2016. In December 2016, having completed a review of the Inquiry's programme of work, I announced that we would publish an interim report in April 2018. Since then, the Inquiry has held five public hearings, published a number of reports about specific parts of its work – including the findings of two public hearings – and held a series of seminars to discuss issues relevant to child sexual abuse. Over 1,000 victims and survivors of child sexual abuse have shared their experience with the Inquiry's Truth Project.

This interim report brings together the work described above and sets out the progress we are making. It provides an overview of the public hearings that have examined the conduct of specific institutions. It also draws on the Inquiry's analysis of existing research and discussions at the Inquiry's seminars about key issues relating to the Inquiry's scope.

We also include what the Inquiry is learning from the Truth Project. This reflects the wishes of the many victims and survivors who have participated in the Truth Project who want to have their experiences used by the Inquiry in its work.

Where the Panel and I consider there are changes that can be made now to better protect children from sexual abuse, we say so and we make a number of recommendations. We expect institutions to act on our recommendations and, in the interests of openness and transparency, ask that each institution publishes details of the steps they will take in response and the timescales involved.

The report also sets out the key themes emerging from the Inquiry's work so far. This has raised important issues about society's reluctance to discuss child sexual abuse, which we consider must be addressed if we want institutions to better protect children from this abuse in the future. We also consider that senior leaders within institutions must be more open and honest in recognising failures to protect children from sexual abuse in the past.

There is much evidence still to be heard – including a further eight public hearings in the next 12 months alone – so we expect further themes to emerge as the Inquiry progresses. There are also other areas that have emerged for potential investigation. The Inquiry will give careful consideration to these as our work progresses.

I indicated in December 2016 that I expected the Inquiry to have made substantial progress by 2020. I believe that we are on course to achieve this.

Professor Alexis Jay OBE

Chair of the Independent Inquiry into Child Sexual Abuse

Victims and survivors' accounts

The Inquiry recognises that some people who have been sexually abused identify as victims, and others as survivors of sexual abuse. For this reason, it uses the phrase 'victim and survivor' when referring to someone who has been sexually abused. However, the term 'complainant' is used in the context of the Inquiry's public hearings when referring to a victim or survivor where the fact of the abuse has not been formally established.

This report includes a number of accounts from victims and survivors. These accounts have been anonymised or pseudonyms have been used to ensure that victims and survivors cannot be identified.

Sexual abuse makes you doubt you are of any worth – I had thoughts that the world would be better off without me.

Victim and survivor, the Truth Project ('Have your say')

Sexual abuse as a child ruins your life.

Victim and survivor, the Truth Project ('Have your say')

The sexual assault I experienced aged nine has affected all my relationships with others: family, work, romantic, social and my relationship with myself. Its effect has been and still is catastrophic.

Victim and survivor, the Truth Project ('Have your say')

All I ever wanted as a child was to be loved, to do normal stuff like dress up, bake cakes, be innocent. Never should a child be so frightened to be alive.

Victim and survivor, the Truth Project ('Have your say')

Contents

| | | |
|----------|--|-----------|
| 1 | Introduction | 1 |
| 2 | Overview of the Inquiry | 2 |
| | 2.1 The Truth Project | 2 |
| | 2.2 Investigations and public hearings | 2 |
| | 2.3 Research | 3 |
| | 2.4 Seminars and engagement | 3 |
| 3 | The nature and effects of child sexual abuse | 4 |
| | 3.1 What is child sexual abuse? | 4 |
| | 3.2 The effects of child sexual abuse | 5 |
| 4 | Institutional responses to child sexual abuse | 7 |
| | 4.1 Case study into child migration programmes (part of the 'Children outside the United Kingdom' investigation) | 7 |
| | 4.2 Cambridge House, Knowl View and Rochdale ('Rochdale') investigation | 8 |
| | 4.3 Case study into the English Benedictine Congregation (part of the 'Roman Catholic Church' investigation) | 9 |
| | 4.4 Case study into the Diocese of Chichester (part of the 'Anglican Church' investigation) | 10 |
| 5 | Current practice to tackle child sexual abuse | 11 |
| | 5.1 The internet | 11 |
| | 5.2 Criminal justice | 12 |
| | 5.3 Civil justice | 13 |
| | 5.4 The health sector | 14 |
| 6 | Emerging themes | 15 |
| | 6.1 Cultural | 15 |
| | 6.2 Professional and political | 16 |
| | 6.3 Structural | 17 |
| | 6.4 Financial | 20 |
| 7 | The Inquiry's work programme for 2018–19 | 22 |

1 Introduction

The Independent Inquiry into Child Sexual Abuse was established on 12 March 2015 *'to consider the extent to which State and non-State institutions have failed in their duty of care to protect children from sexual abuse and exploitation; to consider the extent to which those failings have since been addressed; to identify further action needed to address any failings identified; to consider the steps which it is necessary for State and non-State institutions to take in order to protect children from such abuse in future; and to publish a report with recommendations'*.

The Chair of the Inquiry is Professor Alexis Jay OBE and there are three Panel members: Professor Sir Malcolm Evans KCMG OBE, Ivor Frank and Drusilla Sharpling CBE.

The Inquiry's Terms of Reference require it to publish an interim report by the end of 2018.¹ This is a summary of that report.

¹ *Terms of Reference*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/terms-reference

2 Overview of the Inquiry

The Inquiry has conducted its work in a number of ways. The comments and conclusions in the interim report are informed by all aspects of the Inquiry's work.

The Victims and Survivors' Consultative Panel

The Inquiry set up the Victims and Survivors' Consultative Panel (VSCP) to provide assistance and suggestions on aspects of its work.

The VCSP members are May Baxter-Thornton, Sheila Coates MBE, Lucy Duckworth, Emma Lewis, Fay Maxted OBE, Peter Saunders FRSA, Chris Tuck MAAT ACMA and Daniel Wolstencroft.

2.1 The Truth Project

The Inquiry's Terms of Reference require it to provide opportunities for victims and survivors of child sexual abuse to bear witness to the Inquiry. One of the ways the Inquiry has fulfilled this obligation is by setting up the Truth Project, which allows victims and survivors of child sexual abuse to share their experience with the Inquiry. So far, over 1,000 victims and survivors of child sexual abuse have taken part in the Truth Project.

Emotional support and counselling are available for all victims and survivors who participate in the Truth Project. Victims and survivors can also decide whether they want the information they share with the Inquiry to be used in its work for research purposes, and to inform the Inquiry's conclusions and recommendations.

2.2 Investigations and public hearings

So far, the Inquiry has established 13 investigations to examine the conduct of institutions in England and Wales. Five public hearings have been held to date on:

- the child migration programmes (a case study within the 'Children outside the UK' investigation)²
- the 'Cambridge House, Knowl View and Rochdale' investigation³
- the English Benedictine Congregation (a case study within the 'Roman Catholic Church' investigation)⁴

² *Protection of children outside the United Kingdom: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/the-protection-of-children-overseas?tab=hearing

³ *Cambridge House, Knowl View and Rochdale: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/sexual-abuse-of-children-in-institutions-supervised-by-rochdale-borough-council?tab=hearing

⁴ *Child sexual abuse in the Roman Catholic Church: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-catholic-church?tab=hearing

- an introductory hearing on the ‘Internet and child sexual abuse’ investigation,⁵ and
- the Diocese of Chichester (a case study within the ‘Anglican Church’ investigation).⁶

The Inquiry has already published its report and findings in relation to the child migration programmes and ‘Cambridge House, Knowl View and Rochdale’ public hearings. The report and findings in relation to the other hearings will be published in due course.

2.3 Research

The Inquiry’s research programme brings together the significant amount of existing research evidence about child sexual abuse as well as undertaking primary research in key areas identified by the Inquiry. The Inquiry has published a number of research reports and further details about the Inquiry’s programme of research can be found in the interim report.

2.4 Seminars and engagement

The Inquiry has a number of different ways of engaging with those who have an interest in its work. These include holding seminars on key issues and working with the Victims and Survivors’ Forum.

The Inquiry has held seven seminars so far, covering a wide range of issues including civil justice, criminal injuries compensation, the health sector, support services, and the experiences of victims and survivors.⁷

The Victims and Survivors’ Forum enables victims and survivors to engage with the Inquiry’s work.⁸ The Inquiry provides opportunities for Forum members to hear about and discuss different aspects of the Inquiry’s work, and to meet other members. Forum members have provided advice on issues and topics being considered by the Inquiry, including through their participation in seminars and focus group discussions. There are now over 270 Forum members and the Inquiry is grateful for their contributions.

⁵ *The internet and child sexual abuse: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/child-sexual-abuse-facilitated-by-the-internet?tab=hearing

⁶ *Child sexual abuse in the Anglican Church: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-anglican-church?tab=hearing

⁷ *Seminar topics*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/all

⁸ *The Victims and Survivors’ Forum*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/victims-and-survivors/attend-forum

3 The nature and effects of child sexual abuse

3.1 What is child sexual abuse?

Victims and survivors of child sexual abuse have told the Inquiry about the abuse they suffered.

Brutality, violence and threats

Child sexual abuse can frequently be brutal and violent, leaving victims with bruises, broken bones, burns and cuts and internal injuries.

From as early as she can remember and until she was sixteen years old, Suzanne's mother and her mother's family abused her 'in every way they could think of'. From three or four years old she remembers being beaten 'so hard [she] couldn't feel it anymore' and at six, her maternal grandfather began sexually abusing her. 'My life was worth absolutely zero' she recalled.

An anonymised summary from a victim and survivor, the Truth Project

Exploitation of vulnerability

Perpetrators may deliberately target children they know to be vulnerable. These include children with special educational needs or disabilities, those who have endured emotional trauma and those whose circumstances make them vulnerable (for example, children in residential settings).

Sarah remembers how difficult this period in her life was, coping with the loss of her mother, the lack of warmth and affection and feeling left out of the family. Her step-brother began to show her attention and affection, which she now recognises as him grooming her, prior to sexually abusing her.

An anonymised summary from a victim and survivor, the Truth Project

Grooming and gaining trust

Perpetrators may manipulate and groom children to gain their trust and compliance. Some victims and survivors are manipulated into mistaking the sexual abuse they suffered for love. Some believe the sexual abuse was their fault.

What I was struck by was, particularly with regard to non-reporting of abuse, is the fact that very often the survivor feels the only person who is showing them any care in the first place is the person who is abusing them.

Participant, criminal justice system seminar

Abusing positions of trust and authority

Perpetrators may use their authority and position to create opportunities to abuse. Their reputation and authority can be used to deflect and discredit accusations if concerns are raised.

The person I have described was well respected and a pillar of the local establishment – a Headmaster, Justice of the Peace and Freemason. It was an open secret that he molested the boys in his charge. But like Jimmy Savile, he hid in plain sight. Anyone who might have objected to his behaviour would have had the daunting task of taking on someone with powerful friends and considerable influence. All child molesters are lowlifes. But some are lowlifes in high places.

Victim and survivor, the Truth Project ('Have your say')

3.2 The effects of child sexual abuse⁹

The Inquiry has heard that child sexual abuse can have wide-ranging and serious consequences that can endure throughout adult life.

Relationships

Child sexual abuse can have a damaging effect on the ability to form and maintain close, loving relationships, both at the time of the abuse and later in life. Victims and survivors may find it difficult to talk to partners, family and friends about the sexual abuse, preventing others from being able to help and offer support.

And the trust issues that have come from that: I hated anybody touching me. I couldn't hug my kids...

Victim and survivor, the Truth Project

Emotional well-being and mental health

The psychological harm of child sexual abuse can be at least as severe as the physical effects. Around the time of sexual abuse, children can experience a range of negative emotions, including fear, anger, guilt and self-blame.^{10, 11} As adults, victims and survivors can suffer from low self-esteem and mental health conditions (such as depression and thoughts of suicide).

Flashbacks are so real in your head, I could literally feel him on top of me and smell his breath, and wake up and be trying to push him off. And that was years after.

Victim and survivor, the Truth Project

⁹ *The impacts of child sexual abuse: A rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

¹⁰ Foster JM and Hagedorn WB. (2014) Through the eyes of the wounded: a narrative analysis of children's sexual abuse experiences and recovery process. *Journal of Child Sexual Abuse* 23(5) 538-557

¹¹ *Making noise: Children's voices for positive change after sexual abuse*. University of Bedfordshire for the Children's Commissioner for England (2017) www.childrenscommissioner.gov.uk/wp-content/uploads/2017/06/UniBed_MakingNoise-20_4_17-1.pdf

Physical health

Victims and survivors of child sexual abuse can be more likely to have poor physical health than those who have not been abused. Children can sustain physical injuries during sexual abuse, and a range of illnesses and disabilities later in life (for example, increased BMI, heart conditions and problems around childbirth).

Well, when I was young, I overused alcohol and I had eating disorders, which I still have difficulty with, not to the same extent, but what they have created in me are many intolerances and difficulties around food. I can't drink alcohol at all now because I can't metabolise it. And other things: my whole physical health has been highly compromised by various ways ... and my understanding of the way my body has seized up is very much related to the fact that I was holding something down that I didn't - couldn't put a name to...

A witness and former child migrant who was sent to Southern Rhodesia in the 1950s at the age of 9

Religion and faith

Victims and survivors can question their religion and spiritual beliefs, particularly if the perpetrator is connected to their religion or faith. They can also use religion and faith as a coping mechanism for resilience and recovery.

I do go to church and I'm asking for the power of religion for help and believe you me it is a painstakingly slow process for healing.

Victim and survivor, the Truth Project ('Have your say')

Education and later life

Education can provide a coping strategy for victims and survivors to deal with the sexual abuse they have suffered. For others, their education suffers and their employment prospects are affected. As a result, child sexual abuse is associated with increased unemployment, increased receipt of state benefits, reduced income and greater financial instability.

Child abuse has lifelong far reaching consequences. After over a year of repeated sexual abuse by a paedophile who masqueraded as a family friend. I became a shy withdrawn introvert. This caused me to get bullied at school where I also under achieved in all subjects. I have trouble still forty years later, with men I don't know. I don't like male company. My school under achievement affected my employment prospects and earning potential for the rest of my life.

Victim and survivor, the Truth Project ('Have your say')

4 Institutional responses to child sexual abuse

4.1 Case study into child migration programmes (part of the 'Children outside the United Kingdom' investigation)

Before and after the Second World War, child migration programmes removed children from their families, care homes and foster care to institutions or families abroad – mostly to Australia, Canada, New Zealand and Southern Rhodesia (now Zimbabwe).

The child migration programmes case study considered whether institutions in England and Wales took sufficient care to protect children sent abroad through the migration programmes from sexual abuse and whether they adequately responded to allegations of abuse. The Inquiry also considered whether the institutions involved provided any support or reparations to former child migrants, and whether these were adequate.¹²

The child migration programmes case study in numbers

- **3** preliminary hearings
- **20** days of public hearings
- **7** core participants
- **48** witnesses
- **32,180** pages of evidence disclosed to core participants

The public hearing on the child migration programmes took place in February, March and July 2017. The Inquiry heard evidence that some child migrants were sexually abused by being penetrated, inappropriately touched and made to touch others. Witness accounts also showed that children were physically abused, emotionally abused and neglected. There were few, if any, means of reporting abuse and children lived in fear of reprisals if they did so.

It was the overwhelming conclusion of the Inquiry that the UK Government was primarily to blame for the continued existence of the child migration programmes after the Second World War. Successive UK governments could have taken action at certain key points when they became aware that children were suffering ill treatment and abuse, but instead they allowed the migration programmes to continue. It was not until 2010 that the UK Government accepted full responsibility for its role in child migration.

¹² *Protection of Children Outside the United Kingdom: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/the-protection-of-children-overseas?tab=scope

The Inquiry also made findings and recommendations in relation to institutional apologies to child migrants, financial redress for surviving child migrants and the management of remaining records. Further information on the child migration programmes case study can be found in the full report that was published in March 2018.¹³

Recommendations

Apologies to former child migrants

The Chair and Panel have recommended that institutions involved in the child migration programmes who have not apologised for their role should give such apologies as soon as possible. Apologies should not only be made through public statements but specifically to those child migrants for whose migration they were responsible.

Establishing a financial redress scheme for former child migrants

The Chair and Panel have recommended that the UK Government establishes a financial redress scheme for surviving former child migrants, providing for an equal award to every applicant. This is on the basis that they were all were exposed to the risk of sexual abuse.

Given the age of the surviving former child migrants, the UK Government was urged to establish the financial redress scheme without delay and expects that payments should start being made within 12 months (of the original report being published), and that no regard is given to any other payments of compensation that have been made in particular cases.

Better management of records that include information about former child migrants

The Chair and Panel have recommended that all institutions which sent children abroad as part of the child migration programmes should ensure that they have robust systems in place for retaining and preserving any remaining records that may contain information about individual child migrants, and should provide easy access to them.

4.2 Cambridge House, Knowl View and Rochdale ('Rochdale') investigation

The Inquiry considered Cambridge House hostel and Knowl View residential school following allegations that boys were sexually abused at both institutions. It also examined whether Rochdale Borough Council and other organisations were aware of the allegations and whether they took appropriate steps in response.¹⁴

¹³ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

¹⁴ *Cambridge House, Knowl View and Rochdale: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/sexual-abuse-of-children-in-institutions-supervised-by-rochdale-borough-council?tab=scope

The Rochdale investigation in numbers

- **4** preliminary hearings
- **14** days of public hearings
- **15** core participants
- **51** witnesses
- **19,669** pages of evidence disclosed to core participants

The public hearing for the Rochdale investigation took place in October 2017. The Inquiry heard evidence that boys from Cambridge House were sexually abused, and that the abuse took place under the guise of medical examinations and disciplinary action.

The Inquiry also heard that boys at Knowl View were sexually abused within the school by multiple perpetrators. As recently as the early 1990s, boys at Knowl View were also abused elsewhere in Rochdale, including the public toilets directly across the road from the offices of Rochdale Social Services.

The sexual exploitation of boys from Knowl View was known to the school, the police, and to Rochdale Borough Council's Social Services and Education departments. The Inquiry found that the exploitation of these children was allowed to continue as those responsible for their welfare either did not see the children as victims or felt that it raised issues that were simply too difficult or uncomfortable to confront.

The Inquiry heard evidence that Cyril Smith was heavily involved in Cambridge House and to a lesser extent in Knowl View School. The Inquiry did not find evidence that Cyril Smith used his position to influence or avoid prosecution. However, it found that he was willing to persuade accusers to keep quiet, and that there was an unwillingness to consider that someone of public prominence might be capable of perpetrating child sexual abuse.

Further information can be found in the Rochdale investigation report that was published in March 2018.¹⁵

4.3 Case study into the English Benedictine Congregation (part of the 'Roman Catholic Church' investigation)

The Inquiry's investigation into the Roman Catholic Church is examining how it has dealt with allegations and suspicions of child sexual abuse.¹⁶

The investigation's first public hearing on the English Benedictine Congregation was held in November and December 2017, and looked into two abbeys: Ampleforth and Downside – both of which have private, fee-paying boarding schools associated with them. Both schools have been the subject of concerns about the sexual abuse of pupils and this case study is

¹⁵ *Cambridge House, Knowl View and Rochdale: Investigation report. Independent Inquiry into Child Sexual Abuse (2018)* www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

¹⁶ *Child sexual abuse in the Roman Catholic Church: Scope. Independent Inquiry into Child Sexual Abuse.* www.iicsa.org.uk/investigations/investigation-into-failings-by-the-catholic-church?tab=scope

examining whether the schools took responsibility for safeguarding children and protecting them from sexual abuse. It is also looking at the English Benedictine Congregation's efforts to investigate, learn lessons and implement changes in response to allegations of child sexual abuse.

The English Benedictine Congregation hearing into Ampleforth and Downside schools in numbers

- **3** preliminary hearings
- **14** days of public hearings
- **16** core participants
- **63,095** pages of evidence disclosed to core participants

The Inquiry is still considering its findings in relation to this public hearing and these will be published in a separate investigation report later this year.

4.4 Case study into the Diocese of Chichester (part of the 'Anglican Church' investigation)

The Inquiry's investigation into the Anglican Church is examining how institutions have protected children from sexual abuse in both the Church of England and the Church in Wales.¹⁷

The first public hearing on the investigation was held in March 2018, and examined the culture within the Diocese of Chichester and the effect this has had on safeguarding children; how practices and procedures for responding to concerns and deficiencies in safeguarding practices have changed over time; how the Church manages recruitment, promotion, resignation and disciplinary action; and whether victims and survivors have received reparations.

The Diocese of Chichester hearing in numbers

- **4** preliminary hearings
- **14** days of public hearings
- **41** core participants
- **57,795** pages of evidence disclosed to core participants

The Inquiry is considering its findings on the Diocese of Chichester case studies and will publish these at a later date.

¹⁷ *Child sexual abuse in the Anglican Church: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-anglican-church?tab=scope

5 Current practice to tackle child sexual abuse

The Inquiry has undertaken a range of work to gather information and evidence about how institutions currently prevent and respond to child sexual abuse. This section of the report sets out the Inquiry's work to date on the internet, criminal and civil justice, and the health sector.

5.1 The internet

The 'Internet and child sexual abuse' investigation is examining how institutions have responded to child sexual abuse and exploitation facilitated by the internet.¹⁸ This includes sexual abuse involving the sharing of child sexual abuse images, viewing or directing sexual abuse online, grooming, 'sexting' and any other means of using the internet to facilitate child sexual abuse.

The first introductory public hearing in the investigation examined how law enforcement responds to child sexual abuse facilitated by the internet. The Inquiry also commissioned three reviews of existing evidence to inform the internet investigation, and has spoken to children and young people about online child sexual abuse and staying safe online.

Research on the scale and nature of online child sexual abuse makes it clear that it is a complex and growing problem.¹⁹ Police forces have seen a 700% increase in referrals since 2012–13 and the National Crime Agency received an average of 3,500 referrals a month by the end of August 2016 (an increase from approximately 400 referrals received per month in 2010). Referrals can include child sexual abuse images found online, viral images (for example, images that have been distributed as people have been outraged by what they have seen) and images that are not, following investigation, considered indecent images of children.

The Inquiry also heard evidence about the significant challenges for law enforcement in tackling online child sexual abuse, including the sophisticated use of technology by perpetrators to avoid detection.

As the investigation progresses, the Inquiry will look into what statutory authorities and the internet industry are doing to protect children online. It will also look at the internet industry's responses to online child sexual abuse.

¹⁸ *The internet and child sexual abuse: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/child-sexual-abuse-facilitated-by-the-internet?tab=scope

¹⁹ *Quantifying online facilitated child sexual abuse*. University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3722/view/Rapid%20Evidence%20Assessment%20Quantifying%20The%20Extent%20Of%20Online%20Facilitated%20Child%20Sexual%20Abuse.pdf

5.2 Criminal justice

The Inquiry has gathered information and views about how institutions in the criminal justice system respond to child sexual abuse. Two seminars have been held, one about responses to child sexual abuse from institutions in the criminal justice system and a second about compensation for criminal injuries.^{20, 21}

During the first seminar, the Inquiry heard that victims and survivors can face a harrowing and lengthy journey through the criminal justice system due to its complexities. Participants raised problems with the consistent delivery of entitlements under the Victims' Code²² and, as a result, the Inquiry has made a recommendation relating to how the Victims' Code is implemented.

The criminal injuries compensation seminar was part of the Inquiry's 'Accountability and reparations' investigation. Participants noted that victims and survivors can be denied compensation through the national Criminal Injuries Compensation Scheme due to several eligibility criteria that are (or were) in place. The Inquiry considers that some of these criteria are unfair to victims and survivors of child sexual abuse. It has made recommendations to address this.

Recommendations

Victims' Code

The Chair and Panel recommend that the Ministry of Justice, Home Office and Attorney General commission a joint inspection of compliance with the Victims' Code in relation to victims and survivors of child sexual abuse.

The Victims' Commissioner should be consulted on the inspection approach to ensure that it is fully informed by the experiences of victims and survivors of child sexual abuse.

Criminal Injuries Compensation Scheme

The Chair and Panel recommend that the Ministry of Justice revises Criminal Injuries Compensation Authority (CICA) rules, so that awards are not automatically rejected in circumstances where an applicant's criminal convictions are likely to be linked to their child sexual abuse. Each case should be considered on its merits.

The Chair and Panel recommend that CICA ensures that claims relating to child sexual abuse are only considered by caseworkers who have specific and detailed training in the nature and impact of child sexual abuse.

The Chair and Panel recommend that the Ministry of Justice revises CICA rules so that all applicants who previously applied for compensation in relation to child sexual abuse – but were refused solely due to the 'same-roof' rule – should be entitled to reapply for compensation and have their claim approved by CICA.

²⁰ *The criminal justice system*. Independent Inquiry into Child Sexual Abuse.

www.iicsa.org.uk/research-seminars/criminal-justice-system

²¹ *Criminal injuries compensation*. Independent Inquiry into Child Sexual Abuse.

www.iicsa.org.uk/research-seminars/criminal-injuries-compensation

²² *Code of Practice for Victims of Crime*. Ministry of Justice.

www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

5.3 Civil justice

The 'Accountability and reparations' investigation is also examining whether the civil justice system works effectively for victims and survivors of child sexual abuse. The Inquiry held a seminar in November 2016 about the civil justice system.²³

Participants at the seminar discussed the different barriers to justice experienced by victims and survivors of child sexual abuse. These include cost, the limited number of solicitors with the experience and preparedness to take on these cases, and practical difficulties in identifying defendants and their insurers. The Inquiry has made a recommendation to assist potential claimants in child sexual abuse cases locate the information they need to bring a claim.

The Inquiry has also noted that the range of measures designed to help vulnerable witnesses provide evidence in criminal courts are not afforded to victims and survivors of child sexual abuse in civil proceedings. It recommends that this is addressed.

Recommendations

Register of public liability insurers

The Chair and Panel recommend that the Association of British Insurers (ABI) considers whether a register of public liability insurers could be introduced to assist claimants in child sexual abuse cases in locating the insurers relevant to their claim, and how it would operate.

The Chair and Panel recommend that the ABI sets out its consideration of the issue and the conclusions it has reached in a written update within 12 months of the publication of this report.

Special protections for vulnerable witnesses

The Chair and Panel recommend that the Ministry of Justice provides in primary legislation that victims and survivors of child sexual abuse in civil court cases, where they are claiming compensation in relation to the abuse they suffered, are afforded the same protections as vulnerable witnesses in criminal court cases.

The Chair and Panel understand that cost is already a barrier to victims and survivors considering a civil claim. In considering how to fund the implementation of this recommendation, the Ministry of Justice must ensure that this barrier is not further increased.

The Chair and Panel recommend that the Civil Procedure Rule Committee amends the Civil Procedure Rules to ensure that judges presiding over cases relating to child sexual abuse consider the use of protections for vulnerable witnesses.

²³ *The civil justice system*. Independent Inquiry into Child Sexual Abuse.
www.iicsa.org.uk/research-seminars/civil-justice-system

5.4 The health sector

In July 2017, the Inquiry sought information in writing from around 50 health sector organisations about the measures that are in place to prevent child sexual abuse within healthcare settings, such as hospitals, GP practices and clinics. The issues raised in written submissions were subsequently discussed at a two-day seminar that took place in September 2017.²⁴

In written submissions and at the seminar, the Inquiry heard how current arrangements to protect children from sexual abuse within the health sector could be improved. Discussion covered the adequacy of existing training, the barriers that prevent concerns being raised about child sexual abuse and the vulnerability of children when receiving treatment on adult wards.

The important role that chaperones play was also raised. Chaperones observe care and treatment, and intervene if they have concerns about the safety or welfare of a patient. The Inquiry has confirmed that national policies for the use of chaperones in the NHS and other healthcare services in England and Wales are not available. As a result, the Inquiry has recommended that national policies are introduced to help improve the consistency and quality of chaperoning.

Recommendations

England

The Chair and Panel recommend that the Department of Health and Social Care develops a national policy for the training and use of chaperones in the treatment of children in healthcare services.

The Chair and Panel recommend that the Care Quality Commission considers compliance with national chaperone policies (once implemented) in its assessments of services.

Wales

The Chair and Panel recommend that the Welsh Government develops a national policy for the training and use of chaperones in the treatment of children in healthcare services.

The Chair and Panel recommend that Healthcare Inspectorate Wales considers compliance with national chaperone policies (once implemented) in its assessments of services.

²⁴ *The health sector*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/health-sector

6 Emerging themes

The Inquiry has considered the work it has undertaken to date against four key strategic themes – cultural, professional and political, structural and financial.²⁵ These themes allow the Inquiry to make broader conclusions about what needs to be done to keep children safe from child sexual abuse and helps it to identify key issues to be explored as its work continues.

6.1 Cultural

Child sexual abuse is talked about and understood in different ways. The Inquiry held a seminar to explore social and political attitudes towards child sexual abuse,²⁶ and published an analysis of existing research to support the seminar.²⁷

Seminar participants were clear that the language used by society and its understanding of child sexual abuse have a direct and practical effect on the way victims and survivors and perpetrators are treated by society and institutions. Language such as ‘child prostitution’, ‘risky behaviour’ and ‘promiscuity’ was highlighted by seminar participants as damaging to victims and survivors who consequently feel that they are to blame for the abuse, rather than being the victims of serious criminal acts. The use of phrases such as ‘gold-diggers’ and ‘fantasists’ have an impact on the perception and credibility of adult survivors of child sexual abuse.

All the phraseology ... – active lifestyle choices; placing yourself at risk; prostituting yourself – we hear it all the time still today.

Participant, social and political narratives seminar

A number of participants also indicated that society must address its reluctance to discuss child sexual abuse openly and frankly to help improve its understanding.

The Inquiry agrees that there is a lack of open discussion about child sexual abuse and it has seen this reluctance to talk about it first-hand through its work. For example, a representative survey carried out for the Inquiry on public awareness and understanding of child sexual abuse found that, of the 2,040 adults asked, more than two thirds did not feel comfortable discussing child sexual abuse – even with those they know and trust. Similarly, in seeking clearance for radio advertising to raise awareness of the Truth Project, the Inquiry encountered concerns about raising the issue of child sexual abuse during drive time when children might be listening. The NSPCC’s ‘Talk PANTS’ campaign shows that messages about child sexual abuse can be delivered in a smart and accessible way.

²⁵ *Statement from the Chair: Update on the internal review of the Inquiry by Professor Alexis Jay.* Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/news/statement-chair

²⁶ *Social and political narratives about child sexual abuse.* Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/social-and-political-narratives-about-child-sexual-abuse

²⁷ *Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses.* Independent Inquiry into Child Sexual Abuse (2018) [www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20\(full%20report\).pdf](http://www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20(full%20report).pdf)

... unless we find a way of letting the light in everywhere, and enabling young people to talk about what life is like for them, then people will always find a way of exploiting that darkness and keeping that [sexual] activity away from the prying eyes of people who might do something about it.

Participant, social and political discourses seminar

The Inquiry considers that children will be better protected from sexual abuse if society is prepared to discuss the issue openly and frankly. Discussions should recognise that child sexual abuse takes many forms and can affect every community, and that different children will face different risks. Bringing this to society's attention can improve its understanding and awareness of child sexual abuse, and help it take measures to better protect children. If society improves its understanding of child sexual abuse and discusses it openly and frankly, the correct action from institutions is more likely to follow.

The Inquiry will continue to consider how a change in culture can be supported, but recognises that institutions with a responsibility to keep children safe from sexual abuse must play a key role. The importance of leadership within those institutions is discussed in the next section of this report.

6.2 Professional and political

It is self-evident that the quality of leadership and practice within institutions is critical to protecting children, and preventing and responding to child sexual abuse. Under the 'Cultural' section, the Inquiry referred to the need for leaders within institutions to play a key role in helping improve culture in relation to child sexual abuse. An open and honest discussion about child sexual abuse requires open and honest leadership.

However, across its work so far, the Inquiry has seen examples of institutions failing to have open and honest leadership. For example, the UK Government – which should set an example for others to follow – did not for many decades take full responsibility for its failures in relation to the child migration programmes.²⁸ During its examination of institutions in Rochdale, the Inquiry heard senior leaders deny any responsibility for the lack of effective response to the sexual abuse of vulnerable boys. This was despite compelling evidence and testimony indicating that they were aware that abuse was taking place.²⁹

The Inquiry does not consider these to be isolated examples. Participants in the Truth Project have frequently stated that institutions deny responsibility for, or knowledge of, the abuse they suffered.^{30, 31} The Inquiry will continue to consider issues relating to leadership and practice in institutions as its work progresses, but there are two areas where changes can be made now.

²⁸ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%20202018.pdf

²⁹ *Cambridge House, Knowl View and Rochdale*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%20202018.pdf

³⁰ *Truth Project: Experiences shared – victims and survivors speak out*. Independent Inquiry into Child Sexual Abuse (2016) www.iicsa.org.uk/key-documents/923/view/truth-project-experiences-shared.pdf

³¹ *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

The UK Government must play an important role in leading culture change and demonstrating the priority and importance of tackling child sexual abuse through its actions. Therefore as a first recommendation, the Inquiry considers that the UK Government should ratify the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (also known as the ‘Lanzarote Convention’), which sets out the wide range of measures that must be in place to protect children from sexual abuse at an international level.

The second recommendation is intended to support culture change within the police service in relation to child sexual abuse. Culture change must be driven by strong leadership, so the Inquiry considers that all those aspiring to senior leadership positions must be able to demonstrate their understanding about child sexual abuse.

Recommendations

Ratifying the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (also known as the ‘Lanzarote Convention’)

The Chair and Panel recommend that the UK Government ratifies the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (the ‘Lanzarote Convention’) without further delay. They also recommend that ratification is followed, again without further delay, by action to implement the Lanzarote Convention.

The Chair and Panel recommend that the Home Office, as the lead UK Government department, publishes the timetable for ratifying the Lanzarote Convention and taking any additional steps required to make the UK fully compliant by June 2018.

Culture change within the police service

The Chair and Panel recommend that any police officer (or staff equivalent) who wants to progress to the Chief Officer cadre must first be required to:

- have operational policing experience in preventing and responding to child sexual abuse, and
- achieve accreditation in the role of the police service in preventing and responding to child sexual abuse.

The Home Office should amend entry requirements using its powers under the Police Regulations 2003 to achieve this.

The Chair and Panel recommend that the College of Policing develops the training content and accreditation arrangements.

6.3 Structural

There are a range of legislative and regulatory arrangements in place to help institutions keep children safe from sexual abuse and to respond to it appropriately when it does take place. This section describes the legislative and other regulatory frameworks that have been identified most consistently through the Inquiry’s work so far.

Workforce regulation

It is important that institutions ensure that those working or volunteering within their workforce are suitable for the work they do and do not represent a risk to children. The Inquiry's consideration of these issues will continue but there are two areas where it considers that action should be taken now.

The Inquiry has seen that children in residential settings are particularly vulnerable to abuse by adults who are working in those settings and are responsible for their welfare. Yet there are no professional registration requirements in place for staff, other than social workers, working in children's homes in England, unlike in Wales, Scotland and Northern Ireland. The Inquiry is concerned by the absence of professional registration for those working in care roles in children's homes in England. It therefore recommends that the Department for Education addresses this.

Second, the Inquiry considers that improvements should be made to the vetting and barring arrangements in England and Wales. This is managed by the Disclosure and Barring Service (DBS) that considers the suitability of individuals to work with children. However, organisations responsible for maintaining professional registers are not required to inform the DBS that a professional has been struck off their register. If this information is not passed to the DBS, then the DBS is unable to determine whether a professional should be barred from working or volunteering in that profession – or any other regulated activity that involves children.

As a matter of principle, the Inquiry recommends that there should be a legal duty for those organisations maintaining professional registers to share information with the DBS when an individual has been removed from a register because they pose a risk to children. The Inquiry also considers that the DBS should – on receipt of such information from an organisation – automatically bar the professional concerned from working with children (which it is not currently required to do). This is subject to any representations that the individual would wish to make to the DBS if they considered a bar from working with children to be disproportionate or unfair.

Responding to child sexual abuse

Victims and survivors have told the Inquiry about the responses they have received after reporting the abuse they suffered – often as an adult survivor, many years after they have been abused. Rightly, they expect an institution to take responsibility for its conduct irrespective of how much time has passed.

The Inquiry's work has led it to consider how police forces respond to complaints about how they have investigated child sexual abuse. All complaints about how police officers have conducted themselves should be handled by police forces in accordance with guidance published by the Independent Office for Police Conduct (IOPC)³² and based on regulations issued under the Police Reform Act 2002.³³

³² *Statutory guidance to the police service on the handling of complaints*. Independent Police Complaints Commission (2015) https://policeconduct.gov.uk/sites/default/files/Documents/statutoryguidance/2015_statutory_guidance_english.pdf

³³ *Police Reform Act 2002*. www.legislation.gov.uk/ukpga/2002/30/contents

The Inquiry is aware that the application of these guidelines has led to a complaint about an investigation into child sexual abuse being dismissed due to the length of time that elapsed since the sexual abuse took place. As victims and survivors can take years or even decades to disclose the child sexual abuse they suffered, the Inquiry does not consider the amount of time that has passed since sexual abuse took place to be an appropriate reason not to investigate a complaint about an investigation into child sexual abuse. It has recommended that the police service no longer use this as a reason not to investigate a complaint.

Access to records by victims and survivors of child sexual abuse

It is important that victims and survivors have access to records relating to their childhood so that they can understand how the abuse they suffered could have happened or why it was allowed to continue. However, some victims and survivors are experiencing difficulties when they try to access these records.

Records management is a technical and complex area of public policy as there are different rules for the retention of records across different institutions. The Inquiry will consider whether it can recommend changes that would benefit victims and survivors of child sexual abuse.

Recommendations

Ensuring that care staff working in children's homes are professionally registered

The Chair and Panel recommend that the Department for Education introduces arrangements for the registration of staff working in care roles in children's homes.

Registration should be with an independent body charged with setting and maintaining standards of training, conduct and continuing professional development, and with the power to enforce these through fitness to practise procedures.

The Chair and Panel recognise that registration may require a period of phasing in, and therefore recommend that priority be given to professional registration of children's home managers.

Ensuring that registered professionals who pose a risk or harm to children are barred from working with children across all sectors

The Chair and Panel recommend that the Home Office ensures that the Safeguarding Vulnerable Groups Act 2006 is amended so that, where a fitness to practise hearing has been conducted by the keeper of a relevant register and has resulted in removal of a practitioner from that register for reasons relating to harm or risk of harm to children:

- the keeper of the register has a duty to refer that information to the Disclosure and Barring Service (DBS), and
- the DBS, on receiving the referral, has a duty to automatically bar the practitioner from working with children, allowing them the opportunity to make representations to the DBS if they consider the bar to be disproportionate or unfair.

Ensuring that complaints about the way the police have handled child sexual abuse cases are considered regardless of when the abuse took place

The Chair and Panel recommend that the National Police Chiefs' Council ensures that complaints relating to child sexual abuse are no longer 'disapplied' by police forces on the grounds that the incident involved took place more than 12 months before the complaint was submitted.

6.4 Financial

The Inquiry has consistently heard about the difficulties faced by victims and survivors seeking to access support or treatment. This has been raised by victims and survivors who have participated in the Truth Project and in the Inquiry's online consultation. It has also been discussed by Forum members and participants at a seminar on victims and survivors' experiences.

The Inquiry has heard about the significant funding challenges faced by those providing services. Services are supported through a wide range of commissioning bodies and funding arrangements. Public funding comes from several departments across the UK and Welsh Governments, and responsibilities for local service provision rest with a number of public sector agencies. Local authorities, NHS organisations, and police and crime commissioners all have a role in the planning and commissioning of services for their local populations. The Inquiry has been told that complex commissioning processes and short funding cycles hinder long-term planning and investment in support services, and pose particular challenges for voluntary sector organisations seeking sustainable funding.

To support its consideration of these matters, the Inquiry engaged the Chartered Institute of Public Finance and Accountancy (CIPFA) to identify current levels of expenditure on support services for victims and survivors of child sexual abuse. CIPFA was unable to identify current expenditure levels due to a lack of suitable financial data collected by the public sector agencies involved. It found that data held by those agencies do not have the level of detail needed to determine how much is spent on support and treatment for victims and survivors of child sexual abuse. Only some of the information held by specialist services in the voluntary sector has this level of detail. As a result, it was not possible to accurately assess the current levels of expenditure on services for victims and survivors.

The Inquiry is concerned that funding pressures on public sector agencies make it difficult for them to fully meet their other statutory obligations and to increase investment in the prevention of child sexual abuse. The Inquiry considers that if the UK and Welsh Governments are to ensure that there is sustainable funding for support services for victims and survivors, they must understand how resources are currently allocated and the effectiveness of the services they fund. This work will not be sufficient on its own – an up-to-date and accurate assessment of the level and extent of need for support services is also necessary. The Inquiry considers that this must be addressed as a matter of urgency.

Recommendations

England

The Chair and Panel recommend that the Department of Health and Social Care, the Department for Education, the Ministry of Justice and the Home Office work together to establish current levels of public expenditure, and the effectiveness of that expenditure on services for child victims and adult survivors of child sexual abuse in England.

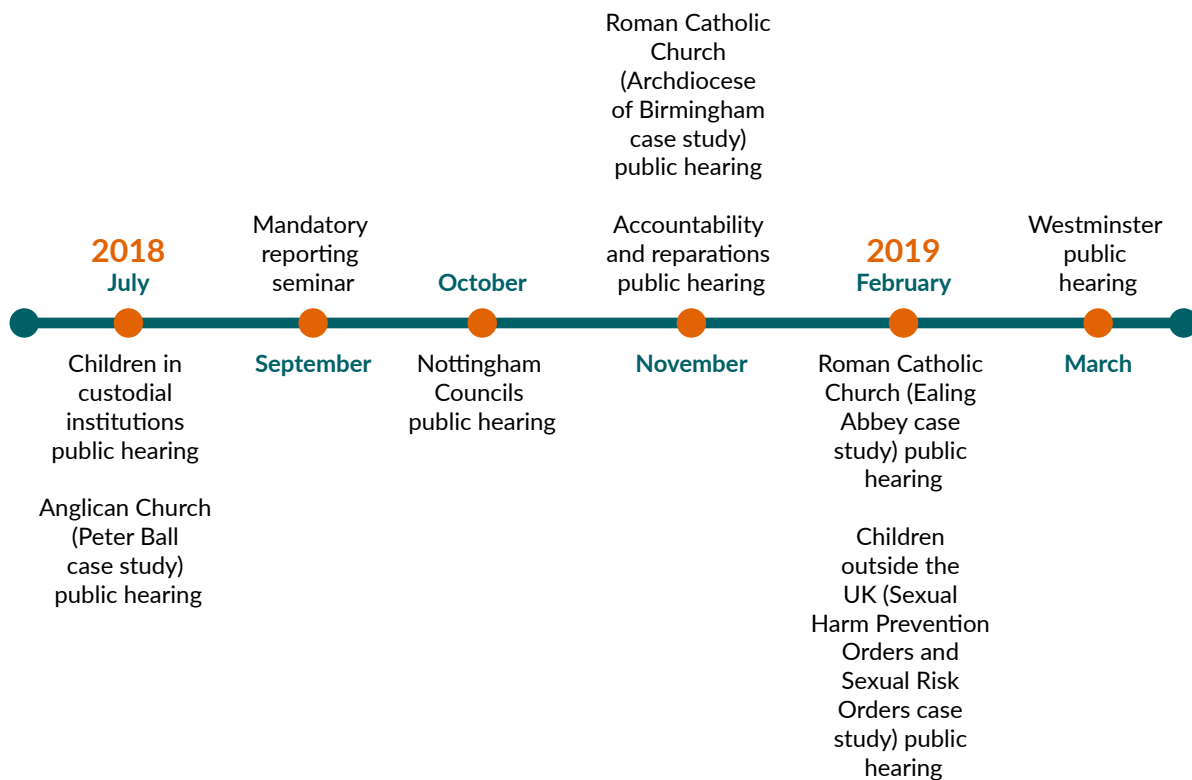
Wales

The Chair and Panel recommend that the Welsh Government and the relevant UK government departments work together to establish current levels of public expenditure, and the effectiveness of that expenditure on services for child victims and adult survivors of child sexual abuse in Wales.

7 The Inquiry's work programme for 2018-19

Figure 1 sets out key events in the Inquiry's work programme for the next 12 months.

Figure 1 Public hearings and seminars in 2018-19



The Inquiry will continue to encourage victims and survivors of child sexual abuse to consider participating in the Truth Project and will take forward its research programme. It will also engage with the Victims and Survivors' Forum and others who have an interest in the Inquiry's work.

