

## Health and Care Scrutiny Committee

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Meeting Venue  
**Teams Live**

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Meeting Date  
**Monday, 2 November 2020**

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Meeting Time  
**10.00 am**

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For further information please contact  
**Lisa Richards**

[lisa.richards@powys.gov.uk](mailto:lisa.richards@powys.gov.uk)



County Hall  
Llandrindod Wells  
Powys  
LD1 5LG

27 October 2020

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The use of Welsh by participants is welcomed. If you wish to use Welsh please inform us by noon, two working days before the meeting

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### AGENDA

<b>1.</b>	<b>APOLOGIES</b>
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To receive apologies for absence.

<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>
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To receive declarations of interest from Members.

<b>3.</b>	<b>DISCLOSURE OF PARTY WHIPS</b>
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To receive disclosures of prohibited party whips which a Member has been given in relation to the meeting in accordance with Section 78(3) of the Local Government Measure 2011.

(NB: Members are reminded that, under Section 78, Members having been given a prohibited party whip cannot vote on a matter before the Committee.)

<b>4.</b>	<b>MINUTES</b>
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To authorise the Chair to sign the minutes of the last meeting as a correct record.  
(Pages 3 - 8)

<b>5.</b>	<b>CIW FEEDBACK</b>
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To consider feedback from CIW in relation to the Performance Evaluation Inspection and Improvement Conference.

(To Follow)

<b>6.</b>	<b>CHILD EXPLOITATION POLICY</b>
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To consider the report of the Portfolio Holder for Young People and Culture.

(Pages 9 - 48)

<b>7.</b>	<b>SAFE ACCOMMODATION FOR CHILDREN WITH COMPLEX NEEDS</b>
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To consider the report of the Portfolio Holder for Young People and Culture.

(Pages 49 - 60)

<b>8.</b>	<b>WORK PROGRAMME</b>
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To note the dates for future meetings of the Committee:

- 10 December 2020
  - 16+ Accommodation
  - Early Help Strategy
  - Health and Care Faculty
- 20 January 2021
- 28 January 2021
  - Budget

## MINUTES OF A MEETING OF THE HEALTH AND CARE SCRUTINY COMMITTEE HELD AT TEAMS LIVE ON MONDAY, 19 OCTOBER 2020

### PRESENT

County Councillors G I S Williams (Chair), J Charlton, S McNicholas, L Rijnenberg, D Rowlands, J M Williams and R Williams

Cabinet Portfolio Holders In Attendance: County Councillors MC Alexander and R Powell

Officers: Alison Bulman, Corporate Director, Children's and Adults and Dylan Owen, Head of Commissioning

Other Officers In Attendance: Carly Skitt, Programme Lead North Powys Wellbeing Project and Cerys Humphreys, Programme Manager, ICJ

<b>1.</b>	<b>APOLOGIES</b>
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Apologies for absence were received from County Councillors S M Hayes, A Jenner, E Jones, G Morgan, K M Roberts-Jones and A Williams

<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>
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County Councillor D Rowlands declared a personal interest in item 5, North Powys Wellbeing Project.

<b>3.</b>	<b>DISCLOSURE OF PARTY WHIPS</b>
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There were no disclosures of party whips.

<b>4.</b>	<b>MINUTES</b>
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**Documents:**

- Minutes of the last meeting held on 11 September 2020

**Outcome:**

- **The Chair was authorised to sign the minutes of the last meeting as a correct record**

<b>5.</b>	<b>NORTH POWYS WELLBEING PROJECT - BUSINESS CASE</b>
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**Documents:**

- Report of the Portfolio Holder for Adult Services
- Programme Business Case

**Discussion:**

- The Portfolio Holder highlighted the imaginative and needs led project which was being co-designed to enable services to be delivered differently and more effectively
- The Lead for the North Powys Wellbeing Programme gave a detailed presentation on the Wellbeing Programme and outlined the vision and aims of the multiagency wellbeing campus.
- Indicative costs were between £64M and £83M
- Members raised a question in relation to adequate car parking at the site – further analysis will be undertaken, and other land may be used. The preferred site is located close to an existing car park and is conveniently located for public transport. The aim is not to increase car use but to develop ‘walkable towns’.
- Part of the site is designated as being on the flood plain – this area would be the school playing field and the built area was not at risk
- Several locations had been considered and the preferred site chosen. The Portfolio Holder noted that the existing school was in urgent need of refurbishment or replacement which was an added advantage for the site.
- The need for public engagement throughout the project was noted
- A question was raised regarding a similar facility for the south of the County. From a social care perspective, the Model of Care is pan-Powys. There is a very well-developed rural model based around Brecon Hospital and this has provided learning opportunities for the North Powys proposal. In the shorter term, efforts are being concentrated on the North Powys Programme.
- Members raised concerns regarding safeguarding – whilst the structural design could ensure separate entrances etc, communities and people will control the risks. The Corporate Director agreed that this issue and provision of outreach services would be discussed further with the Health Board.
- There were also proposals for housing to be developed on the site – this would likely take the form of flats
- The Chair asked whether the level of funding required would be available – informal conversations have been on going and the Programme has been encouraged to bring the business case together. Further conversations will take place in November and a final decision should be known in the new year.
- It is expected that the programme will be complete by late 2025 or early 2026
- There are many aspects of the model of care which will be delivered regardless of funding

**Outcomes:**

- **The project was well received, and the report noted**
- **The Corporate Director, Childrens and Adults would have further discussions around safeguarding issues**

<b>6. IMPROVING THE CANCER JOURNEY PROGRAMME IN POWYS</b>
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**Documents:**

- Improving the Cancer Journey in Powys

**Discussion:**

- The Programme Manager summarised proposals to improve the cancer journey for residents in Powys through the three year programme
- The Programme is funded by McMillan and the Manager hosted by the Health Board – it is a partnership of McMillan, Powys Teaching Health Board and Powys County Council
- A successful pilot had been run in Glasgow and the Scottish Government was now rolling the programme out across more rural areas
- When a resident is diagnosed with cancer, the Programme will ensure an holistic needs assessment is carried out to identify what support is required at what time. A key worker would be nominated to undertake the assessment and co-ordinate the support needed. They would also seek to empower the individual.
- The programme consists of three parts
  - Firstly to create links with a variety of organisations both inside the County and further afield
  - Stage two will develop pilots to determine what model would be most effective within Powys. This is both an opportunity and a challenge as there is no programme to work to – this will develop as the work progresses
  - Stage three will develop a business case to take forward the most appropriate model
- The Chair was concerned that the data being used was dated 2017 but this was what was available from Public Health Wales
- The Welsh Cancer Intelligence service shows that there are 12 providers of services
- Whilst end of life care is not within the scope of the project, comments made by Members regarding the lack of provision would be forwarded to the appropriate body
- The Committee asked what was to be scrutinized – the briefing was to provide information to introduce the programme to Members with scrutiny of plans for development taking place at a later date
- The Programme Manager liaises with a number of services within the Council including, Housing, Social Care, Leisure and Libraries – there was limited contact with Education as the programme is aimed at the 18+ age group
- Revenues and Benefits have assisted cancer patients in claiming £700K of benefits
- The pilots will be either geographic or by provision – a decision will be made in the next few weeks
- It was noted that the Key Worker may not be a clinician and Members asked what training that person may have. There was evidence that previous surveys were very process driven. England had been driven by targets which detracted from the individual. However, it had not yet been decided who would be best placed to provide the Key Worker role.
- Funding of £571K had been provided by McMillan to support the project but other grants could be accessed

**Outcomes:**

- **The report was welcomed**
- **Scrutiny of pilot projects would be considered at a future date**

<b>7.</b>	<b>TRANSFER OF NEUADD MALDWYN FOR EXTRA CARE HOUSING</b>
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**Documents:**

- Report of the Portfolio Holders for Adult Services and Corporate Governance, Housing and Public Protection
- Impact Assessment

**Discussion:**

- The Committee had previously considered the transfer of Neuadd Maldwyn for Extra Care Housing and the agreement of Cabinet had been obtained
- Funding was available from the Welsh Government during the current year and it was hoped that the project could be signed off as soon as planning consent had been obtained
- The Committee asked what would happen to the asset should there be difficulties in the future – the Authority was well versed in the transfer of assets and any agreement would specify the function of the property for a lengthy period of time. The Authority would have the right to clawback the asset if this was not fulfilled.
- Members thought that it may be more expensive to convert an existing building, particularly one that was Grade 2 listed, than build a new facility – a new build would likely be cheaper but the location of Neuadd Maldwyn had clear benefits as it was on a level site, was close to the centre of town and was easily accessible
- The scheme was valued at £11M – the Authority would be contributing the building to the project with a Social Housing Grant of £5M, Integrated Care Grant of £2.5M and the remainder £4.866M being provided by Clwyd Alan
- A letter had been circulated to Members from Accessibility Powys questioning the age restriction of 60+ for the units which would prevent younger, disabled people taking up residence. The Head of Commissioning informed the Committee that there were two projects in Welshpool which were providing 10 apartments for younger people with disabilities. Although the project had been delayed due to the pandemic, it was expected that the first residents would be moving in in January 2021. Another opportunity at Chalfont exists for a further three apartments to be provided for younger residents with disabilities.
- Chalfont has been used as a shelter for those fleeing from domestic violence and the Committee was assured that alternative, more suitable provision had been made and that the service had not been withdrawn
- A further question regarding the wording around risk in the Impact Assessment was noted – the wording was part of a corporate template and had not been added by the service

**Outcomes:**

- **The Committee support the proposals to transfer Neuadd Maldwyn to ClwydAlan for the purpose of provision of Extra Care Housing**

<b>8.</b>	<b>WORK PROGRAMME</b>
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The following dates and topics were noted:

2 November 2020, 10 am

- Safe Accommodation for Children with Complex Needs
- Child Exploitation Strategy
- Feedback from the CIW Performance Evaluation Inspection and Improvement Conference

10 December 2020, 2pm

- Early Help Strategy
- 16+ Accommodation

20 January 2021

28 January 2021

- Budget

The Working Groups would consider the budget in mid-December.

Members were concerned that a forward work programme needed to be formulated whilst recognising the workload within the service was increasing again due to the pandemic.

**Outcomes:**

- **The Corporate Director, Chair of Committee and Lead Members of both working groups would meet to discuss a forward work programme whilst recognising that non-essential work has been delayed**

**County Councillor G I S Williams (Chair)**

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**CYNGOR SIR POWYS COUNTY COUNCIL.**  
**HEALTH AND CARE SCRUTINY COMMITTEE**  
**2/11/2020**

**REPORT AUTHOR:** County Councillor Cllr Rachel Powell  
Portfolio Holder for Portfolio Holder Young People,  
Culture and Leisure

**REPORT TITLE:** Child Exploitation Strategy and Action Plan

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**REPORT FOR:** Decision

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**1. Purpose**

1.1

To seek the Cabinets approval of the Child Exploitation Strategy and Action Plan 2020-2023.

**2. Background**

2.1

In 2017, Care Inspectorate Wales (CIW) highlighted Powys County Council's previous failures in safeguarding children at heightened risk of sexual exploitation and who had been sexually exploited. Since this time, an integral part of the Powys Children's Services improvement plan has been improving the responses to children at heightened risk or who those who have been sexually exploited (CSE).

Powys Children's Services have broadened its scope to include other forms of child exploitation which we know to be a source of significant harm to children, for example Child Criminal Exploitation (CCE) which has only recently gained national guidance within the Wales Safeguarding Procedures (2019).

The Child Exploitation Strategy aims to *Prevent, Protect* and *Support* children from all forms of child exploitation. It has been developed in consultation with key partners to support our aim in working together to set out our aspirations, intent and vision of working together with children and families, social work teams, partner agencies and support services to create communities that are harsher for perpetrators and provide non blaming and safe environments for children.

It supports our vision to create a centre of excellence within Powys by ensuring strong leadership and multi-agency collaboration. These include early

intervention and prevention, protection and trauma informed responses that will place the child at the heart of their care and support needs whilst providing a targeted response to disruption and the prosecution of offenders.

We understand that there is a significant amount of work to do and the Strategy and action plan will be the main catalyst in achieve this. It will enable us to realise and mobilise the work, accelerate change and measure our success.

### **3. Advice**

#### **3.1**

##### The National Context

The Strategy reflects that there is limited quality data to nationally support a true reflection of the prevalence of all forms of child exploitation in their individual right, and when they are intrinsically linked.

Whilst the CSA National Action Plan will support greater scrutiny of national reporting for CSE, we know from Child Practice Reviews that there are complicating factors that can continue to impact on the quality of meaningful information:

- Low levels of reporting by children who may not identify themselves as being exploited whilst the abuse is happening.
- Variable levels of multi-agency awareness and confusion around the definitions of such forms of abuse.
- Differing multi-agency perceptions and understanding of consent and choice, and the impact of professional prejudice such as the ‘the child is engaging in risk taking behaviour and/or choosing not to make better choices, or ‘the child is gaining free drugs, can undermine recognition of the need for protection from exploitation’.
- Inconsistent recording and information sharing due to poor professional understanding as stated above.
- The impact of cross-boundary working in collating quality information. Cases of child exploitation frequently cross Local Authority, police force and country boundaries in terms of the movement of both perpetrators and victims. A singular area focus on data collection impacts on being able to capture such patterns.

Currently there is not a National action plan to support the data and understanding of criminal exploitation and other forms of abuse such as Modern-Day Slavery.

### 3.2

#### The Local Context

Under the three main aims to prevent, protect and support children and families, the Strategy has created objectives to continue to support what is already happening in Powys to overcome such complicating factors as those stated above for all forms of child exploitation.

Aim	The Objectives
PREVENT	<ul style="list-style-type: none"> <li>➤ Increase the awareness of how to help keep children safe for parent/carers, and the public, whilst increasing awareness of the impact of victimising language.</li> <li>➤ We will work with partners to ensure all children are provided with the opportunity to learn about consent, their rights, and healthy relationships in a safe environment</li> <li>➤ Ensure that Corporate safeguarding responsibilities are clearly understood, and safeguarding becomes everyone's responsibility.</li> </ul>
PROTECT	<ul style="list-style-type: none"> <li>➤ We will understand the scale and nature of child exploitation within Powys and in relation to Powys children placed outside of County and develop robust and effective mechanisms to protect children.</li> <li>➤ Increase the awareness in children of safe ways to disclose Child Exploitation or their worries, and how they will be supported throughout safeguarding procedures.</li> <li>➤ Increase the awareness and participation in non-abusive parents/carers of safeguarding procedures to support their children.</li> <li>➤ Agencies and practitioners will understand the Child Exploitation pathway, and they will have access to resources and training to enable their effective, timely and appropriate responses to children at heightened risk, of children being exploited.</li> <li>➤ We will work together to disrupt and prosecute perpetrators.</li> </ul>
SUPPORT	<ul style="list-style-type: none"> <li>➤ Children will be provided with support that is individual to their needs, supports their outcomes to prevent repeat abuse.</li> <li>➤ Children approaching 18 years old will be provided with robust step-down plans or pathway plans, and they will be referred to Adult Services if deemed to be appropriate.</li> </ul>

Powys Children's Services along with partners and agencies have been developing a Child Exploitation profile which is co-ordinated within our strategic MACE (Multi-Agency Child Exploitation meetings). The profile remains in development as part of the Strategy and action plan, however early indications suggest an improving picture in terms of effective responses to child exploitation in Powys, the safeguarding process is fluid in such that children are no longer entering and getting 'stuck' in the process. Six children remain within the protocol since 2019, 19 children have opened and closed during 2020 and another 23 have opened during 2020 and remain open at this time.

The initial analysis also identifies a greater focus on consideration of perpetrator profiles and disruption tactics being taken, along with greater consideration to

spaces and places in which extra familial harm is deemed to be a hot spot within Powys.

Child Exploitation is an umbrella term used to describe child sexual exploitation, child criminal exploitation, child trafficking, gangs, forced servitude and forced marriage. In Powys there are currently 29 children who have been identified at heightened risk or have been exploited.

Diagram 1 identifies the form of abuse for these children.

CSE Child Sexual Exploitation.

CCE Child Criminal Exploitation.

Diagram 1. The type of abuse.

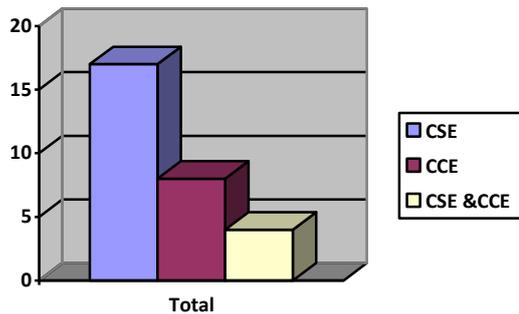
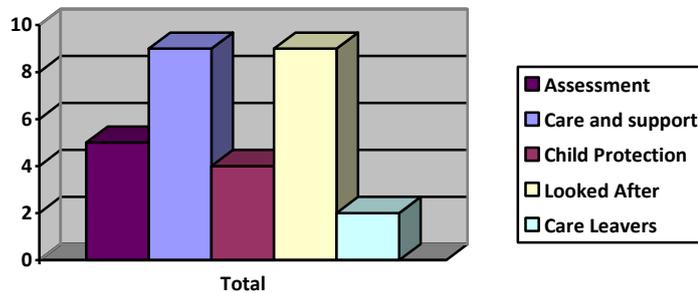


Diagram 2. The level of support.



### 3. Gender

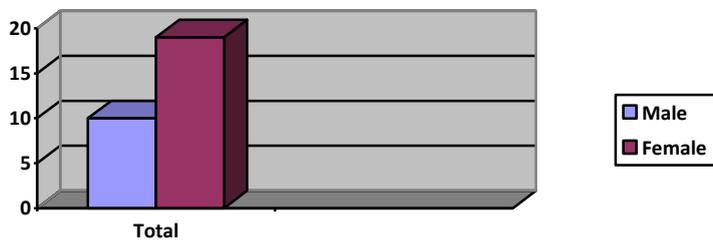
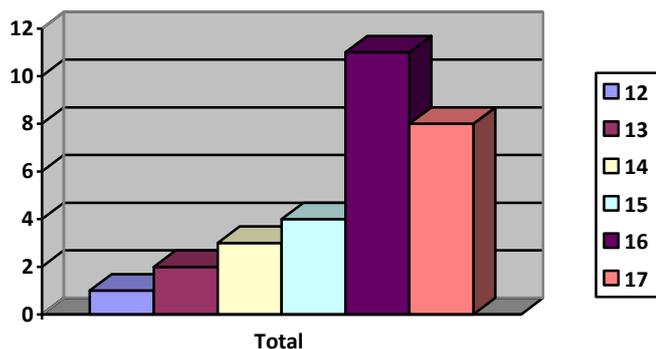


Diagram 4. Age



#### **4. Resource Implications**

##### **4.1**

No additional staff funding is required, it is being met within the current structure.

The financial support to develop the materials and hold information raising awareness events is being funded by the early help grant allocation which is 50k.

#### **5. Legal implications**

##### **5.1**

The Social Care Legal Team will continue to advise and support the implementation of the Child Exploitation Strategy and Action Plan 2020-2023. Principal Social Care Lawyer.

#### **6. Data Protection**

##### **6.1**

To support the sharing of appropriate and necessary personal data between agencies, including where required for reporting purposes, then an appropriate Information Sharing Protocol (ISP) must be developed and agreed with those agencies to evidence the processing of personal data, in line with data protection obligations, and to aide transparency for those whose information is being shared.

Relevant information for children and their families as to the use of their personal data must be included within appropriate privacy notices

Professional lead Data Protection.

**7. Comment from local member(s)**

7.1

**8. Integrated Impact Assessment**

8.1

There is no foreseen impact on citizen's regarding sustainability, health or equalities. The Strategy will improve responses to child exploitation, and this will not lead to a reduction in service delivery in other areas.

**9. Recommendation**

The Cabinet is recommended to approve the Child Exploitation Strategy and action plan.

Contact Officer:

Tel:

Email:

Head of Service:

Corporate Director:

## Appendix

### Child Exploitation Strategy and Action Plan

Document Location	Powys County Council Children's Services Policy & Procedures SharePoint
Document Author	
Lead Officer	
Document Owner	Powys County Council Children's Services
Accessibility	This document can be made available in electronic and hard copy formats
Document Version	DRAFT
Approved by and date	
Replaces document	N/A
Review date	
External Circulation Restrictions	
Staff to whom distributed and date	All Children's Services Staff -

Updates, Revisions and Amendments		
Version	Details of Change	Date

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## **Foreword.**

### **Introduction**

“People would come and tell me off and tell me that I needed to listen”. Anonymous, Powys.

Child Exploitation is an umbrella term used to describe child sexual exploitation, child criminal exploitation, child trafficking, gangs, forced servitude and forced marriage. This strategy will focus on Child Sexual Exploitation and Child Criminal Exploitation; however, it draws upon wider research and literature where appropriate to inform the strategy. Differing forms of Child Exploitation have been Nationally recognised as different forms of child abuse for varying periods of time.

Child Sexual Exploitation is a form of child abuse. In recent years, high profile Child practice, and Serious Case Reviews have highlighted the failings of agencies to protect children subjected to child sexual exploitation. They identified the derogatory way in which children’s lived experiences of this form of abuse were commonly represented in the media, in policy, and through the criminal justice system which compounded a situation where child sexual exploitation was poorly understood, and children were often seen as offenders or children ‘making choices’. Since this time, there has been a magnified focus within all Regional Safeguarding Boards in Wales to understand the complexities of child sexual exploitation and embed safe and proportionate multi-agency responses which place the child at the heart of our multi-agency safeguarding practice.

Child Criminal Exploitation is a form of child abuse; however, it is a form of abuse that has only recently gained a national definition within the Wales Safeguarding Procedures (2019). There is limited research and data to support an understanding of this form of abuse, and most of our current knowledge stems from a ‘County Lines’ perpetrator approach to child criminal exploitation. A systematic map and synthesis review carried out by Cardiff University in 2019 identified continued concerns that children were being responded to as offenders, and ‘making choices’, rather than children who are being abused and in need of proportionate multi-agency safeguarding responses. We must strive to understand child criminal exploitation in the way in which we now understand child sexual exploitation to enable us to effectively work together to safeguard children who are at heightened risk or are being criminally exploited.

A world of increasing technology and sophisticated online social media platforms create an additional complicating factor in trying to safeguard children from exploitation. This is mainly due to the ability of perpetrators to groom children without

any physical contact, thus impacting upon the ability of families/carer(s), partner agencies and communities to identify safeguarding concerns in a timely and preventative way. Instead, there is a heightened risk of being reactive to safeguarding. The common denominator within all forms of child exploitation is the element of exchange. Children may not always recognise the exploitative nature of the relationship which enables the exchange, and they may feel that they have provided consent. However, children can never consent to their abuse. Whilst there are key vulnerabilities and risk indicators that can inform our practice which are reflected within this Strategy, research also evidences the true reality; that child exploitation can, and does, occur to any child regardless of their race, gender, ethnicity or lived childhood experiences.

Like any other form of child abuse, we know that child exploitation can have long-lasting consequences that can impact on every part of a child's life and their future outcomes. This magnifies the need for co-production and a coordinated multi-agency approach to ensure that children are 'children first', and that we deliver a trauma informed response to support which promotes their safety and future wellbeing.

The Wales Safeguarding Procedures (2019) emphasise the importance of children at heightened risk or being exploited having their care and support needs fully considered in the same way as for any child. Therefore, the Procedures move away from a 'tunnelled focused child behaviour orientated risk assessment model' that has previously been used to assess mainly child sexual exploitation i.e. the SERAF, and towards holistic assessment, care planning, intervention, and review.

Child Exploitation can occur within a familial environment in which family members are the perpetrators; however, it often occurs within extra-familial circumstances in which the perpetrators are outside of the family. There may or may not be adverse childhood experiences which make a child more vulnerable to extra-familial abuse, however this does not make the parent/carer(s) responsible for their abuse. Therefore, we must work in partnership with families to support them in safeguarding their children whilst disrupting those who are harming them.

The latter is also linked to the concept of contextual safeguarding, an approach utilised to understand, and respond to older children's experiences of extra familial harm. It recognises that the different relationships that older children form in their schools, peer groups, communities/neighbourhoods, society and online can feature harm beyond the knowledge and control of the child's family/carer(s). Contextual safeguarding is an approach to safeguarding which requires the same level of professional curiosity as when assessing parental capacity and children's needs.

Every child and their circumstances are unique, and there is no one single and proven service model for supporting children at heightened risk or those currently being exploited. However there are several principles which are important in informing the way in which practitioners and services identify and respond: being child centred, strengths based, promoting a trusting relationship, providing a robust collaborative response and being trauma informed. These principles will be central in this strategy when considering the prevention, protection and support to children.

Powys County Council are committed to supporting the right children, in the right way and at the earliest opportunity.

Powys Children's Services Mission Statement:

*“Working together to ensure that children and young people in Powys are safe, healthy, resilient, learning, fulfilled and have their voices heard, values and acted upon”*

**The National context.**

The National Action Plan: Identifying and responding to child sexual abuse (2019) is inclusive of Child Sexual Exploitation (CSE) and Harmful Sexual Behaviour (HSB) that includes peer on peer sexual abuse which is incorporated within this Strategy. The action plan places responsibility on all safeguarding boards within Wales to ensure clear strategic understanding of such abuse within their area, and ensure they have the appropriate support in place. The Action Plan compliments the Wales Safeguarding Procedures, and the CSE and the HSB All Wales Practice guides. It also aligns itself with the Working Together to Safeguard People, Volume 7, Safeguarding children from CSE consultation policy.

Currently, CCE does not have the same level of statutory guidance as CSE and HSB including peer on peer abuse. However, the CCE All Wales Practice Guidance provides the first national definition and guidance to support the identification and proportionate safeguarding responses to children.

There is limited quality data to Nationally support a true reflection of the prevalence of all forms of child exploitation in their individual right, and when they are intrinsically linked. Whilst the CSA National Action Plan will support greater scrutiny of national reporting for CSE, we know from Child Practice and Serious Case Reviews that there are complicating factors that can continue to impact on the quality of meaningful information:

- Low levels of reporting by children who may not identify themselves as being exploited whilst the abuse is happening.
- Variable levels of multi-agency awareness & confusion around the definitions of such forms of abuse.
- Differing multi-agency perceptions and understanding of consent and choice, and the impact of professional prejudice such as the ‘the child is engaging in risk taking behaviour and/or choosing not to make better choices, or ‘the child is gaining free drugs, can undermine recognition of the need for protection from exploitation’.
- Inconsistent recording and information sharing due to poor professional understanding as stated above.
- The impact of cross-boundary working in collating quality information. Cases of child exploitation frequently cross local authority, police force and country

boundaries in terms of the movement of both perpetrators and victims. A singular area focus on data collection impacts on being able to capture such patterns.

There isn't a National action plan to support the data and understanding of criminal exploitation and other forms of abusive Modern-Day Slavery.

This strategy aims to build upon the work already happening in Powys to overcome such complicating factors and provide meaningful data across all forms of exploitation. Our focus will also include Powys children who are looked after outside County and Powys care leavers also residing outside of area. Whilst there is a responsibility on the hosting Authority to manage immediate safeguarding concerns, under 18 years old we remain their corporate parent, and post 18 we still have a duty of care.

The emphasis on early intervention and prevention within the Social Services and Well-being Act 2014, and The Wellbeing of Future Generations (Wales) Act 2015 supports a need to build upon the resilience of individuals, families and communities to support good well-being and prevent abuse. This strategy aims to further establish working links within Early Help & preventative services to support children and families.

The Social Services and Wellbeing Act 2014 stipulates that our practice must be underpinned by key principles such as co-production with children and families/carer(s). It is an approach which promotes the sharing of power and responsibility with children and their families and/or carers. It is strength-based approach which considers what matters to the child and their family/ carer(s).

Powys Children's Services have implemented the Signs of Safety risk assessment model across the service. It is a strength-based model that aims to fully embed the key principles of the Social Services and Wellbeing Act 2014, whilst acting as a catalyst for change within families.

### **Why do Powys Children's Services need a Strategy now?**

In 2017, the Care Inspectorate Wales (CIW) highlighted Powys County Council's previous failures in safeguarding children at heightened risk or being sexually exploited.

Since this time, Powys Children's Services have continued its improvement journey. More recently it has included the implementation of four specialist Child Exploitation Intervention Workers to promote strength-based relationships with children, and a Child Exploitation Manager to co-ordinate safeguarding procedures and support strategic direction.

In addition to this we understand that key policies and procedures continue to adapt and change as research and our knowledge of Child Exploitation evolves. Therefore, our practice must evolve with it to promote the best possible outcomes for children.

## The Powys Children's Services Vision Statement

*Powys County Council is committed to safeguarding children by creating communities that are harsher for perpetrators and provide non blaming and safer environments for children.*

*Our vision is to create a centre of excellence within Powys by ensuring strong leadership and multi-agency collaboration. Early intervention and prevention, protection and trauma informed responses will place the child at the heart of their care and support needs whilst providing a targeted response to disruption and the prosecution of offenders.*

### **The Aims of our Strategy**

Our aims to safeguard children at heightened risk or children exploited will be formulated across three sections within the action plan:

- PREVENTION
- PROTECTION
- SUPPORT

### **Our Non-Negotiables**

- The child's behaviour is not the problem.
- The Child's voice is paramount.
- Children will always be 'children first' up to the age of 18 years old.
- We will identify children at the earliest opportunity and provide quality interventions.
- All children identified as at heightened risk of child exploitation must have their care and support needs assessed in the same way as any other child.
- We will value the power of families and encourage their engagement and participation in safeguarding their children when they are not the source of abuse.
- We will provide a multi-agency and proportionate response to children.

## The Wales Safeguarding Procedures Key Definitions and Learning

### **Child Sexual Exploitation (CSE)**

It is a form of child sexual abuse that can include sex or any form of sexual activity with a child; the production of indecent images and/or any other indecent material involving children. It involves a child up to the age of 18 years old. It involves some form of exchange. There may be a facilitator who receives something in addition to or instead of the child who is exploited.

We must remember that Child sexual exploitation is not a catch all category for all forms of sexual abuse in older children.

**The Law:** The age of sexual consent in the UK is 16 years old. The laws are there to protect children. They are not there to prosecute under-16s who have mutually consenting sexual activity but will be used if there is abuse or exploitation involved. To help protect younger children the law says anyone under the age of 13 can never legally give consent. The law also gives extra protection to young people who are 16 to 17 years old.

It is illegal to:

Take, show, or distribute indecent photographs

Pay for or arrange sexual services

For a person in a position of trust (for example teachers or care workers) to engage in sexual activity with anyone under the age of 18

**Conditions of consent:** Part of the reason why CSE was not historically been considered a form of abuse is because of societal views that children appeared to be consenting to participate in sexual acts in order to receive something or so that someone else would receive something. Powys Children's Services are confident to challenge such views as this is abuse.

Children cannot consent to their own abuse. However, it is important to recognise that children may believe that they are consenting or may appear to consent and the concept of 'conditions of consent' can assist us in understanding this. Research suggests that central to an understanding of CSE is the need to acknowledge that underpinning the exchange of sex/sexual acts is often a pattern of unmet needs for the child (Hallett, 2017).

## Peer on Peer Abuse

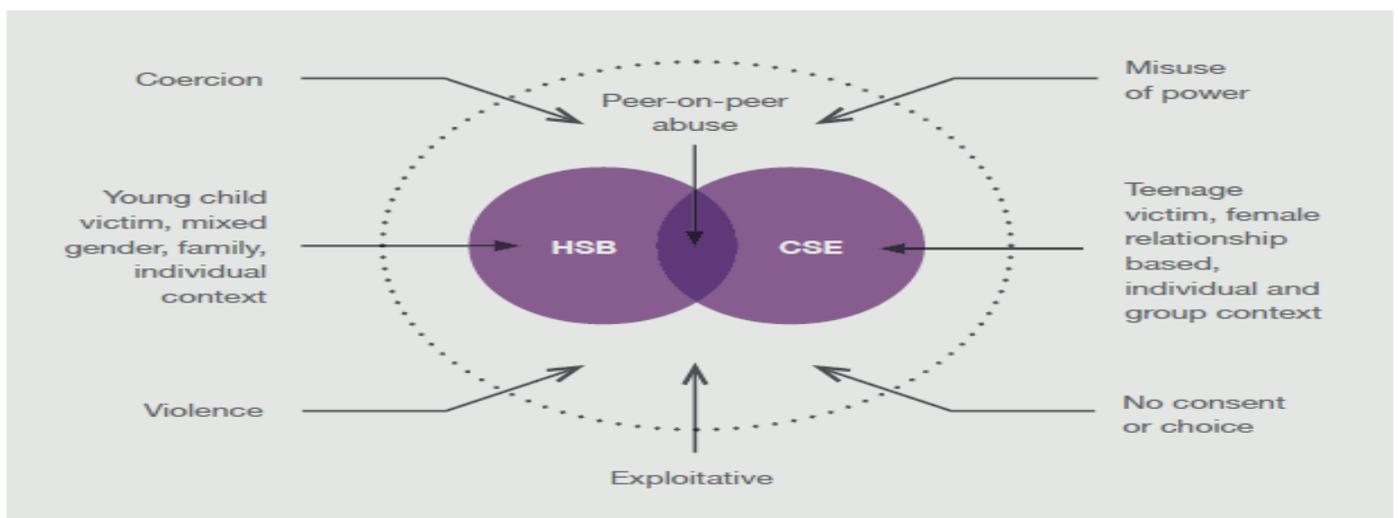
Harmful sexual behaviours (HSB) is defined as the sexual behaviours expressed by children and young people under the age of 18 years that are developmentally inappropriate, may be harmful towards themselves or others, or be abusive towards another child, young person or adult. This definition of HSB includes both contact and non-contact behaviours.

Not all sexualised behaviour is harmful and/or abusive (Appendix A).

HSB in children must be considered on a continuum of behaviour ranging from expected teenage exploration, through to problematic, harmful and in a small number of cases abusive. Our responses to children with sexually problematic behaviour must include early support to prevent harm to them and to other children. Intervening early so that children understand why their behaviour is considered problematic, and their underlying care and support needs can be identified will protect them from further harm and prevent the abuse of other children.

Children who sexually abuse other children within the context of relationships has been described as 'peer-on-peer' abuse (Firmin, 2015). Diagram 1, supports an understanding of how peer on peer abuse can overlap with CSE; it is a sexual behaviour which victimises others and CSE as its exploitative and there is evidence of exchange. Therefore, it can be appropriate to consider peer on peer abuse and CSE as distinct but overlapping forms of sexual abuse, as they can both share elements of coercion, misuse of power, violence and lack of consent and choice.

Diagram 1. The distinct and interlinked nature of CSE and HSB.



Hackett, 2016.

## Child Criminal Exploitation (CCE).

CCE has been recently defined within the Wales Safeguarding practice guide as a form of child abuse which requires a proportionate safeguarding response. It involves a child up to the age of 18 years old.

Children are coerced into criminal activities including the movement of drugs or money which results in personal gain for an individual, group or organised criminal gang.

It is fundamental that practitioners and agencies treat children as 'children first' and must look beyond the possible presenting behaviour in order to achieve this. The Wales Safeguarding procedure now aligns CCE with all other forms of child abuse, meaning that children identified at heightened risk or children exploited must have their care and support needs met in the same way as for any child.

We know that CCE, like other forms of child exploitation is strongly related to other safeguarding issues such as children being missing and modern-day slavery. Children may also experience CCE as a part of CSE or may be targeted for CSE because they are already being criminally exploited and vice versa. CCE may therefore be one part of an individual and complex experience of interrelated harm.

**County Lines:** County Lines is only one approach that perpetrators use to exploit children, it is a term used to describe organised gangs involved in exporting illegal drugs into one or more importing areas using dedicated mobile phone lines or other forms of "deal lines" across county boundaries mostly from urban to rural areas. Organised groups of perpetrators are likely to exploit children (and vulnerable adults) to move and/or store items such as drugs and money and will exchange things such as 'free drugs' promoting addiction and/or drug debts which require repayment

We must consider all forms of exploitation and modern-day slavery if children are identified within the Powys area with no plausible explanation.

### Online Abuse

Online abuse, often referred to as technology assisted abuse is any type of abuse that is facilitated through technology.

This strategy will focus upon online CSE and CCE, however online abuse is an umbrella term for other forms of abuse, for example online radicalisation.

The quick changing nature of online platforms and perpetrator behaviour can mean that information about online abuse becomes quickly dated. The CEOPS, 'Think you Know' provides easily accessible up to date information to support knowledge and practice. <https://www.thinkuknow.co.uk/> provides

Online CSE and CCE can occur through any form of technology, such as social networking, chat rooms, instant messaging, gaming, dating sites and many more platforms. As with contact forms of exploitation, the child may not identify that they are being abused.

Online abuse is not separate from contact abuse, and the impact of harm should not be considered as less serious.

### Why do perpetrators use technology within their abuse?

- Grooming on-line can be far easier than offline.

- Games, social media, live streaming platforms, and chat rooms facilitate a perpetrator secretly being able to contact children.
- Perpetrators can create multiple online identities and can pretend to be children to support in achieving their abuse.
- Perpetrators can find out a lot about individual children before they make contact to support the grooming of the child.
- There can be less parental controls.
- In many cases, perpetrators will use technology to facilitate or escalate their abuse.

### Understanding 'Gangs'

The Wales Safeguarding Procedures (2019) provide guidance on what organised gangs can look like, however, there is no National definition to support a mutual understanding and/or assist in understanding the different interplay of dynamics.

The Home Office 'Safeguarding Children and Young People who may be affected by Gang Activity' provides detail of what differing forms of gangs can look like:

- Groups,
- Street gangs
- Organised gangs

Youth Gangs, Sexual Violence and Sexual Exploitation 2011, supported understanding that groups and gangs can typically recruit and exploit children to courier drugs and cash either within their area or to other locations across the Country.

It also shared a heightened risk of CSE to:

Exert power and control over members

Initiate new children into the gang

Exchange sexual activity for status or protection

Entrap rival gang members by exploiting girls that are meaningful to them i.e. peers or family members

Inflict sexual acts as a weapon of control in conflict with rivalry 'gangs'.

## Child Trafficking

Child trafficking is a form of Modern Day Slavery.

*Many children are trafficked into the UK from other countries; however, child trafficking also includes children being moved within the same country, between local authority boundaries or even movement within the same postcode.*

**Child Trafficking:** is interconnected and must be understood in the context of child sexual and criminal exploitation.

Child Trafficking consists of three components,

**Action**, recruitment, transportation, transfer, harbouring or receipt, of a child which includes an element of movement from one place to another.

**Exploitation**, there is evidence or reasonable cause to believe that a child is suffering abuse through sexual, criminal, forced labour or domestic servitude, slavery, financial exploitation, illegal adoption, or the illegal removal of organs of the child.

**It involves a child;** it occurs to those up to the age of 18 years old.

Children are trafficked for the abusive gains of perpetrators which can include, but are not exhaustive of:

- Child sexual exploitation
- Child criminal exploitation, including:
  - cannabis cultivation
  - street crime - such as pickpocketing, begging and bag theft
  - moving drugs
  - benefit fraud
  - immigration fraud
  - selling pirated goods
- forced marriage
- domestic servitude, including:
  - cleaning
  - childcare
  - cooking
- forced labour, including working in:
  - restaurants
  - nail bars
  - factories
  - Agriculture
  - Illegal cultivations.
- illegal adoption
- unreported private fostering arrangements (for any exploitative purpose).

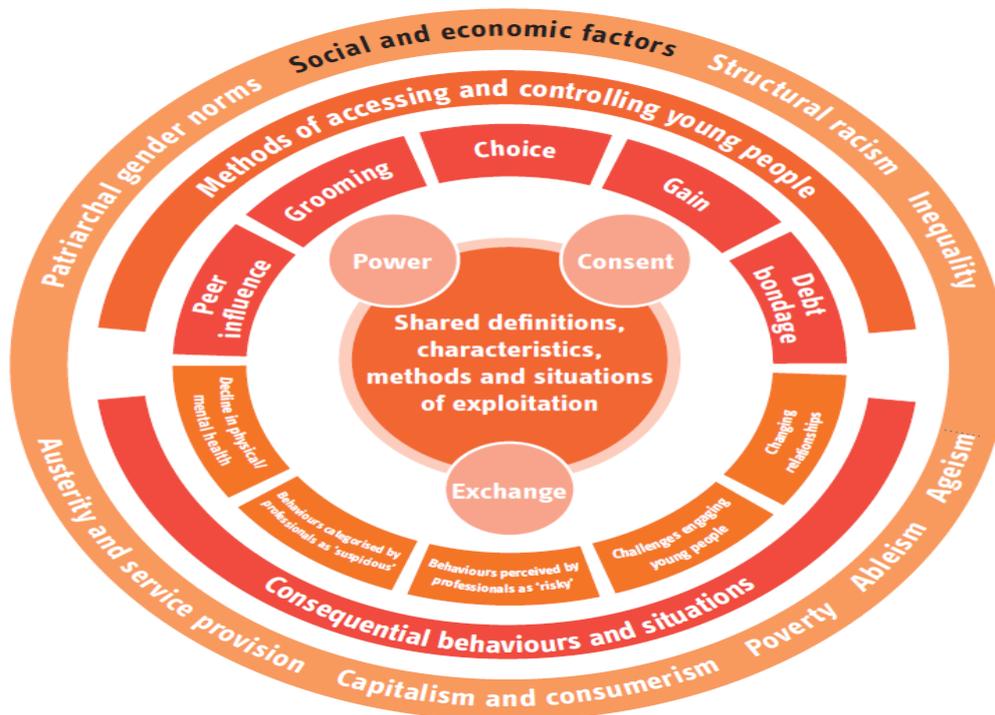
### **Addressing the commonalities in child exploitation**

*“It is increasingly clear that addressing different types of exploitation and harm requires local areas to break down siloes and work across geographical and professional boundaries. Children do not fit into neat categories; many of these issues, historically addressed separately, are often connected” (Director of Research in Practice, 2019).*

Practitioners must be alert to the sophisticated, and forever changing perpetrator profiles which can make perpetrators difficult to identify and disrupt. However, the main denominator in all forms of child exploitation is exchange. The involvement of exchange is what makes exploitation distinct from other forms of child abuse. Exchange can be the giving and/or withdrawing of something and it can vary in context, for example the exchange could be tangible, and/or may involve the meeting of an emotional need, or the need to be free from physical violence or threats to someone that the child cares about.

The pattern of abuse can include a power imbalance, coercion, and a lack of control. Historically CSE was often perceived amongst professionals as the young person’s fault, a result of their ‘risky behaviour’. A Parliamentary group have acknowledged that in some areas of the UK a similar culture still exists around CCE, suggesting a degree of child choice within their criminality. (The All-Party Parliamentary Group, 2016, Missing children and Adults, Report).

Diagram 1 demonstrates that different forms of exploitation often occur simultaneously and share characteristics, methods and associated behaviour which can pose barriers to identification, prevention and responding appropriately.



Research In Practice, 2019.

### **What do perpetrators look like?**

The media can portray certain perpetrator characteristics and profiles which shape the public's views, and misleads communities.

There is no typical description of a perpetrator.

Those who exploit others are a diverse group and will be represented across all gender identities, social classes and ethnicities.

Powys County Council will track perpetrators using the below coding to support a localised understanding of risk, trends and themes.

- Individuals who abuse individual children for their own sexual gratification/financial/other gain.
  - Individuals who abuse groups of children for their own sexual gratification/financial/other gain
  - Loosely connected individuals who act in groups to abuse children for their own sexual gratification/ financial/other gain.
  - Organised groups 'gangs' of individuals who abuse children for own sexual gratification/financial/other gain.
- 

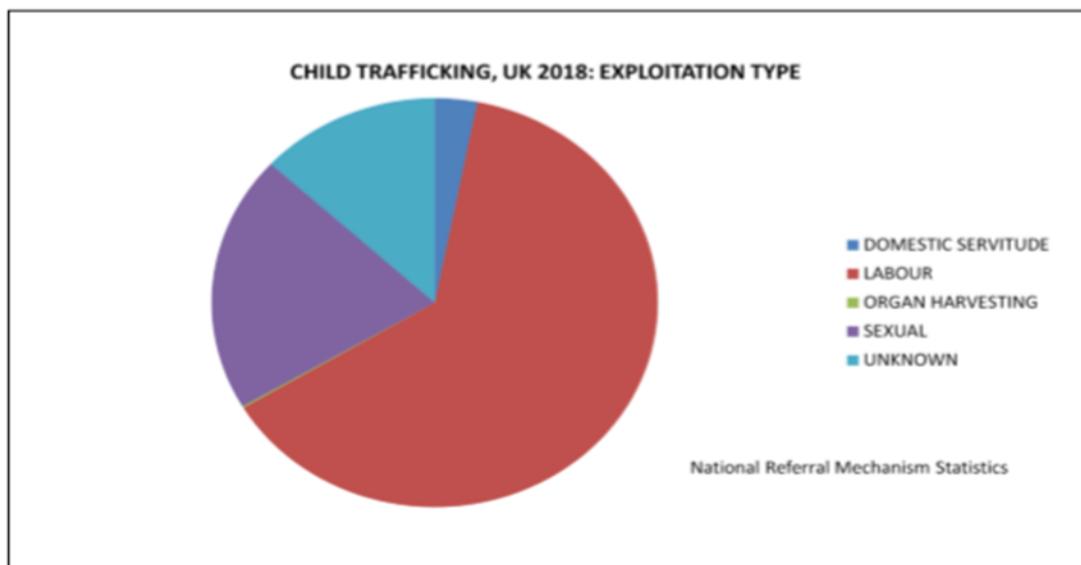
### **The National Referral Mechanism (NRM)**

The NRM is the UK's identification and support system for potential victims of modern day slavery which includes child trafficking. All children identified as potentially trafficked must be referred into the NRM for assessment and support if required.

A National Referral Mechanism (NRM) referral must be completed at the point the concerns of exploitation are identified. This is submitted to the National Crime Agency by a First Responder (either the Police or Children's Services). As First Responders, Children's Services and the Police have a legal obligation to complete the referral that will trigger an assessment to support the safety and wellbeing of the child. The NRM referral does not supersede safeguarding procedures and instead they work together to provide wrap around levels of safety and support to children.

Diagram 2 provides an analysis of the types of abuse referred to the NRM during 2018, and reflects increasing child criminal exploitation being identified across Wales and England.

Diagram 2



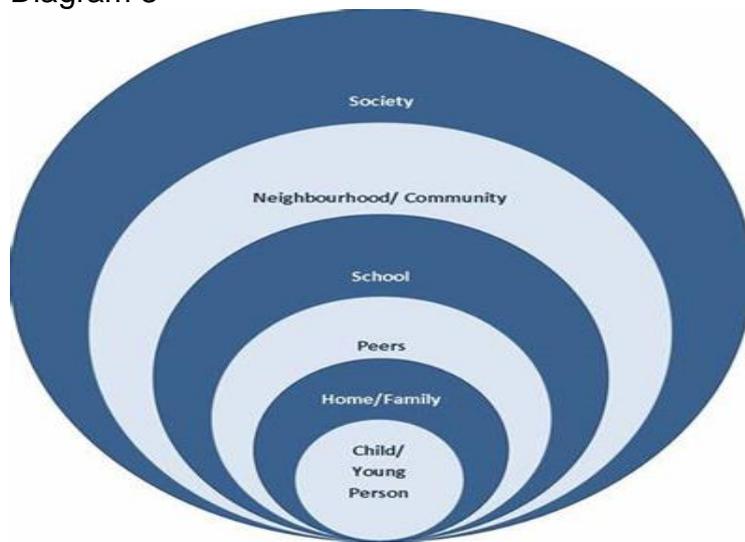
### Contextual Safeguarding

The Contextual Safeguarding Network describes Contextual Safeguarding as an approach to understanding and responding to children's experiences of significant harm outside of families and can be beyond their control. The Wales Safeguarding Procedures also provide national recognition of the concept of Contextual Safeguarding which focuses on the environmental impact on children within schools, peers, neighborhood/communities and within wider society.

Diagram 4 reflects that children's engagement within these extra- familial contexts can also inform, and be informed by, what is happening at home. Therefore, when children are exposed to exploitation in their school, peer group, communities, or wider society, this may fracture their family relationships and undermine the capacity of their parents/carers to keep the child safe. Likewise, if children are exposed to harm within their families this can impact their vulnerability in extra-familial settings.

*We must understand the child's contextual circumstance within a holistic approach which analyses the child and families individual care and support needs.*

Diagram 3



(Bronfenbrenner, 1979: Firmin, 2015)

**The Child** – sometimes the impact of adverse childhood experiences is not addressed, however we also know that children do not always experience such adversity but there may be patterns of unmet need.

**The Home** – Traditional Child Protection systems may solely focus on the parent, for example attending a parenting class to improve situation, however perpetrators can disrupt familial relationships and undermine the attempts being made by parents/carers.

**Schools:** School should be a place of safety for a child; however, perpetrators can target schools and can include exploiting other children as part of the perpetrators grooming process.

**The Peer Group:** In older children the context of peer relationships becomes more significant and can be more influential of social norms than family. For example, in respect of youth crime and gang affiliated criminality, children often commit offences in groups which they would not have committed on their own. Peers can be a source of protection or abuse.

**Neighbourhoods/Communities:** Within communities' children can be exposed to abuse, and we must consider the areas in which abuse can take place within our assessment, care planning, intervention, and the review of outcomes. Where there is evidence of heightened risk or a child being exploited, we must consider interventions to address the area as well as the child's unique care and support needs.

### **Considering vulnerability and risk within Assessment**

Children's vulnerabilities can heighten the risk of exploitation; however, research also tells us that it is not an automatic predictor, vulnerabilities can co-exist with abuse but are not the cause of abuse. Our knowledge of vulnerability is only useful if it forms part

of a holistic assessment that considers each child’s circumstances, their protective structures and focuses on disrupting perpetrators.

Vulnerability CSE	Vulnerability CCE
<ul style="list-style-type: none"> <li>• More likely being female</li> <li>• Previous experience of familial sexual abuse, regardless of gender.</li> <li>• Emotional abuse from males.</li> <li>• Number of moves in living circumstances.</li> <li>• Primarily negative relationships with peers and/or no friendships.</li> </ul> <p>Less likely for harm and abuse to occur:</p> <ul style="list-style-type: none"> <li>• A positive relationship with an adult.</li> <li>• Positive relationships with peers.</li> <li>• High number of agencies involved. However, this must be a coordinated response that does not overwhelm the child.</li> </ul>	<ul style="list-style-type: none"> <li>• More likely to be male, however the risk of child sexual exploitation to females remains prevalent in the context of gangs.</li> <li>• Exclusion from school</li> <li>• Instability</li> <li>• Primarily negative relationships with peers and/or no friendships</li> </ul> <p>Less Likely for harm to occur:</p> <ul style="list-style-type: none"> <li>• A positive relationship with an adult</li> <li>• Positive relationships with peers</li> <li>• High number of agencies involved. However, this must be a coordinated response that does not overwhelm the child.</li> </ul>

Diagram 4 is the interconnected conditions of abuse (Beckett 2011). It supports a holistic approach to assessment. To enable an assessment to be holistic it must consider the perpetrator, alongside the child’s needs and possible vulnerability (which is influenced by internal and external factors) and the adequacy, or inadequacy, of protective structures.

Diagram 4.



Diagram 4. The interconnected conditions of abuse, Beckett, 2009, 2014.

**What will good look like in Powys?**

To ensure quality practice which supports safer outcomes for children, our ‘what good looks like’ is an extension to our practice non negotiables.

➤ **The child's behaviour is not the problem.**

**Any child can become a victim of exploitation**

Risk assessments often focus on the behaviour of the child, for example professional scoring tools which conclude whether a child is at heightened risk of exploitation. Such approaches can therefore encourage professionals to focus on the child's behaviour as the 'problem' which we must work to prevent/contain.

We can inadvertently blame children for their abuse when we focus on the child's behaviour as the problem. Powys County Council will focus on working with children, families/carers, and professionals to identify perpetrators, spaces and places of concern and look beyond presenting behaviour to consider their care and support needs including any linked vulnerability.

We will use non victimising language to support children, families/carers, professionals, and communities in understanding the impact of such abuse, for example we do not accept:

*The child is placing themselves at risk.*

*The child continues to choose to go missing.*

➤ **The child's voice is paramount.**

We will always provide children with a voice and listen to them. We will strive to provide a consistent professional network to promote trusting relationships and their co-production in their plans which focuses upon their own outcomes.

We understand that every child is unique, and we understand the way in which children see child exploitation will vary from child to child. We will work with children to understand their experiences from their lens, and work at their pace to reduce harm and promote their own outcomes.

*Powys County Council value the importance of a trusted relationship with a safe adult, getting to a position of trust with a child who has been let down or hurt, or both, can take time and perseverance.*

➤ **Children will be 'children first' up to the age of 18 years old.**

We understand that older children can be perceived as 'making choices' however exploitation is an abuse of power which takes away a child's control. A child can never consent to their abuse.

Exploitation does not stop on a child's 18<sup>th</sup> birthday and therefore we will work with adult services and other partner agencies to ensure that transition is a process as oppose to an event.

➤ **We will identify children at the earliest opportunity and provide quality interventions.**

Powys County Council will support the training and development of its staff along with partner agencies and foster cares to provide quality interventions that are non-blaming and outcome focused.

Our Early help team will holistically support children and families wherever safe and possible to do so. Our Early help and preventative services will be child centred rather

than 'issue based' and promote a strength-based approach in line with the ethos of the Social Services and Wellbeing Act (2014) and the Signs of Safety risk model. We aim to safely engage children and within their home and wider family networks being preventative, moving away from reactive responses to safeguard children.

- **All children identified as at heightened risk of child exploitation must have their care and support needs assessed in the same way as any other child.**

Powys County Council will support children who require a statutory safeguarding response in the same way as any other child who is believed to be at heightened risk or has been exploited.

We will be child centred rather than 'issue based' and promote a strength-based approach in line with the ethos of the Social Services and Wellbeing Act (2014) and the Signs of Safety risk model.

- **We will value the power of families and encourage their engagement and participation in safeguarding their children when they are not the source of abuse.**

We value the participation of families/carer(s). Powys County Council understand that exploitation can happen outside of the knowledge and/or control of a child's family/carer(s). We will work with families to support and empower them to safeguard their children.

Families and/or carer(s) will be provided with information to support their understanding of safeguarding procedures if their child is identified at heightened risk of being exploited. Their voice will be central within all meetings and the co-production of plans.

### **The Strategy Aims 'PPS'**

**Prevent-----Protect-----Support**

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To prevent abuse, protect children and support their meaningful outcomes we must work together, we must be collaborative and regularly communicate and embed consistent thresholds of support.

Powys County Council understand that each agency has something unique to offer within the assessment, care planning, intervention and review of children's outcomes which enables our 'PPS' to be achieved.

#### **The Roles of Agencies in supporting PPS.**

##### **The Police**

Dyfed Powys Police are a lead agency in identifying and safeguarding children from exploitation.

A child can have contact with different professionals and teams within the police force simultaneously or at different times, for example:

- School Police Liaison Service
- Community Policing within neighbourhoods.
- Safeguarding child victims outside of child exploitation.
- Safeguarding child victims of child exploitation
- Children who are identified as involved in criminality.
- CEOP support and identification for online sexual abuse and grooming.

The role of Dyfed Powys Police includes the disruption and prosecution of perpetrators to safeguard all victims within the community, including children from exploitation. They also have a duty of care to children to ensure that they are safe and their longer-term support needs are being promoted.

If Children Looked after are placed outside of the Powys locality, the area in which they are placed have a responsibility to safeguard the child in collaboration with the placing Authority Social Work Team.

#### Education.

Providing an educational environment that takes a 'whole-school' approach including PSE, well-being support, and peer on peer education to understand issues such as gender inequality, consent and healthy relationships is central within prevention, protection, and support.

There is a statutory requirement for children to be educated up to the age of 16 years old. Schools provide the opportunity for children to develop relationships with professionals over pro-longed periods celebrating periods of success together and supporting children in times of crisis.

Education provisions also have an opportunity to observe and consider the dynamics of peer relationships and their influence on one another within the school environment. Representatives from education are responsible for raising awareness and sharing information in respect of children or peer groups with whom they share a great deal of time and experiences.

Their statutory responsibility extends beyond the school environment to support and monitor children who are home educated.

Staff will support children's individual plans and a senior representative will attend the multi-agency strategic MACE meetings.

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#### Post 16 non statutory education.

The statutory responsibilities for safeguarding apply to all children under 18 years of age, and therefore post 16 providers i.e. sixth forms, colleges and training provisions continue to play a pivotal role within prevention, protection, and support to children.

Like statutory education, children have an opportunity to develop relationships with professionals over pro-longed periods celebrating periods of success together and supporting children in times of crisis. Staff have an opportunity to observe and consider the dynamics of peer relationships and their influence on one another within their educational/learning setting.

Staff will support children's individual plans including strategy meetings if deemed proportionate, and senior representatives will attend regular MACE strategic meetings.

### Powys Teaching Health Board

A child can have contact with several different health professionals whether it be simultaneously or at different times. The differing roles which sit within the Health Board support the prevention, protection, and support for children, for example:

- 
- School Nurses
  - Child Looked After Nurses
  - Gynaecology
  - Midwifery
  - Health Visitors
  - Sexual Health Service
  - Child and Adolescent Mental Health Services
  - Accident & Emergency
  - Paramedics
  - Pharmacies
  - General Practice doctors and staff

The Sexual Assault Referral Centre (SARC) provides a coordinated response to children who may have suffered abuse. The service covers the region of Dyfed Powys Police, South Wales Police and Gwent Police and Swansea Bay (SB) University Health Board (UHB), Aneurin Bevan UHB, Cardiff & Vale UHB, Cwm Taf Morgannwg (CTM) UHB, Hywel Dda UHB (HD) and Powys Teaching Health Board (THB).

Welsh Government is currently commissioning an evidence review of trauma informed interventions to inform the further development of evidenced therapeutic interventions and wider trauma informed services. This will support the development of services for children who have experienced trauma, including those needing support into recovery because of exploitation across Wales.

The most appropriate health professionals will support individual children's plans including attending strategy meetings if deemed proportionate, and a senior representative will attend the strategic MACE meetings.

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### Foster Carers

Powys County Council voice that children should not become looked after due to extra familial exploitation, as stated within this strategy it is our aim to target perpetrators and co-produce safe and meaningful outcomes with children and their families. However, there may be circumstances in which children are already looked after and worries for their safety are identified.

Foster carers are paramount within a child's support network alongside their supervising social worker, the child's social worker, their birth family, wider family network and other agencies working collaboratively to support the child's needs being met.

Foster carers will support children's individual plans including attending strategy meetings if deemed proportionate, and the Children's Services Fostering senior manager will attend the strategic MACE meetings.

### Substance Misuse Service- CAIS, Children.

Powys County Council do not condone the underage use of alcohol or illegal drugs and work with our partners to prevent such issues, however we also recognise the risks of 'peer pressure' and experimentation and whilst we cannot eradicate this, we can work to promote resilience and safety within children together.

Alcohol and substance misuse may exacerbate the level of risk to a child and contribute to unsafe environments that can be utilised or targeted by perpetrators. The CAIS service work to prevent by raising awareness, protect by sharing concerns and support children within their short, medium and long terms goals to reduce or abstain from alcohol and/or drugs. This service approach enables the time and availability for workers to form relationships over pro-longed periods of time to promote trust and meaningful outcomes.

Within a community context, CAIS are invaluable in understanding community worries and sharing concerns such as spaces and places where children could be exploited. Staff will support children's individual plans including attending strategy meetings if deemed proportionate, and a senior representative will attend the strategic MACE meetings.

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### Substance Misuse Services – Kaleidoscope, Adults.

Kaleidoscope within Powys aims to support adults with addictions through various means of direct support such as counselling, and practical support such as methadone programmes. Parents who experience addiction struggle with their own needs being met and therefore do not always consistently prioritise the needs of their children. Kaleidoscope promote awareness raising, protect by sharing concerns for children and support children within their short, medium, and long terms goals by promoting parental need being met.

Within a community context, Kaleidoscope are also invaluable in understanding community worries and sharing concerns such as spaces and places where children could be exploited.

Staff will support children's individual plans including attending strategy meetings if deemed proportionate, and a senior representative will attend the strategic MACE meetings.

### Powys Youth Services and Community Groups

we know that children can be exposed to abuse within their peer groups and within their communities. The principles underpinning Youth Work are well placed to engage children within their peer groups and within our community. The Youth Work Wales Strategy, 2019, identifies the differing opportunities for children to engage with youth workers and how youth services can aid prevention, protection, and support to children.

This strategy aims to strengthen links with our Youth Services, sporting groups, dance, drama, and all other local non-statutory and/or non-registered community groups.

Staff will support children's individual plans including strategy meetings if deemed proportionate, and a senior representative will attend the strategic MACE meetings.

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The youth Justice service provide skilful assessment and support children to build resilience and meet vulnerabilities or need which heighten their risk of offending/re-offending, for example this could be harm to others such as peer on peer abuse or criminality within the community. The Youth Justice Services aims to achieve its goals to prevent, protect and support by promoting well-targeted and quality interventions on a statutory and non-statutory basis with children and families.

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We understand from high profile Serious and Child Practice reviews that children identified as sexually exploited were historically at risk of criminalisation. We cannot criminalise children where there is evidence of exchange, power, control and/or coercion within their criminal acts.

Staff will support children's individual plans including strategy meetings, and senior representatives will attend regular MACE strategic meetings.

#### The National Probation Service.

The Powys Youth Justice Service work closely with probation to support the safe and meaningful transition of children who require continued post 18 support on a formal or informal basis.

All adults will be supported by probation in ways which reduce risk of harm they may present through assessment, the delivery of well-targeted and quality interventions and risk management planning that identify and share factors which may pose a risk to children's safety and welfare.

Probation are responsible for sharing information to safeguard children within relevant area's such as Strategy Meetings, MAPPA and MARAC. A senior representative will attend regular MACE strategic meetings.

Staff will support children's individual plans including strategy meetings, and senior representatives will attend regular MACE strategic meetings.

#### The Llamau Missing Children's Team

A child being missing can be both a cause and a consequence of child exploitation.

Llamau are the commissioned independent service to support children who have been identified as missing within Powys. The service supports early intervention to help prevent abuse, and work to protect and support children.

Powys Children's Services is currently a PILOT host of the Welsh Government study analysing training materials and interventions to support children who have been missing. The aim of the PILOT is to create evidence based and meaningful tools to support children and their families across Wales.

Staff will support children's individual plans including strategy meetings, and senior representatives will attend regular MACE strategic meetings.

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#### The Regional Independent Child Trafficking Guardian (R-ICTG)

The Powys RICTG is a service linked to the mandatory National Referral Mechanism. They offer direct support to children with no identified person with parental responsibility who have been identified as a victim of modern-day slavery. They also offer long arm support to professionals who are supporting children who are believed or assessed as have been, victims of modern-day slavery including child trafficking. They can provide support to children to understand their abuse, the provide safety to children who are involved within the Court process as victims or children of concern.

## VAWDASV

VAWDASV stands for Violence against Women, Domestic Abuse and Sexual Violence.

The Mid and West Wales (MWW) Regional 'Safer Lives, Healthier Families' VAWDASV Strategy 2019-20 outlines six key objectives with an additional three priority areas which took learning from a regional Domestic Homicide.

The objectives support prevention, protection and support to children and families. These include multi-agency training opportunities, the development of interventions for families, and perpetrator programmes including a recently implemented children's programme to support promote the prevention of controlling behaviours for those age 11 years to 18 years old.

## **The Strategy Governance**

The MACE will lead on the co-ordination of the strategy and monitor the delivery plan. Updates on progress will be provided by MACE to the Powys Local Organisation Group on a quarterly basis with a longer-term aim of creating a regional multi-agency strategy across the South East Wales Region.

The strategy will be implemented between 2020 and 2023.

Powys County Council Child Exploitation Implementation Plan.

PREVENT

Objective One.

*Increase the awareness of how to help keep children safe for parent/carers, and the public, whilst increasing awareness of the impact of victimising language.*

Action	The responsible agency	The lead officer(s)	Date
1.1 Create a specialist information site within the online Family Information Service to share a range of evidence based and non-victimising publications and helpful links.	The Child Exploitation Hub and Early Help.	Charlotte Foulkes/Jo Hughes Ruth Cross	Sept 2020.
1.2 Create online awareness raising events on social media platforms on an annual basis in line with National CE Awareness Day.	The Child Exploitation Hub	Ruth Cross	March 2021
1.3 Embed community awareness raising events across Powys twice per year.	The Child Exploitation Hub.	Ruth Cross	September 2020
1.4 Build upon the current raising awareness programme for child exploitation within the night-time economy & community businesses to be inclusive of all forms of Child Exploitation.	Dyfed Powys Police	Linda Elias	March 2021
1.5 Engage with the Start Well initiatives to support quality early help being provided to families.	The Child Exploitation Team and Early Help	Charlotte Foulkes/Jo Hughes Ruth Cross	Ongoing

Objective Two.

*We will work with partners to ensure all children are provided with the opportunity to learn about consent, their rights, and healthy relationships in a safe environment.*

Action	The responsible agency	The lead officer(s)	Date
2.1 Embed a Child Exploitation School Ambassador programme within every secondary schools in Powys, inclusive of mainstream, PRU and private schools.	The Child Exploitation Hub, Youth Access and Education.	Ruth Cross	March 2021
2.2 Embed a College Child Exploitation Ambassador Programme within all Colleges in Powys.	The Child Exploitation Hub & College safeguarding leads & pastoral teams	Ruth Cross	March 2021
2.3 Provide regular online information via social media platforms to promote children's learning.	The Child Exploitation Hub & Early Help.	Ruth Cross	Sept 2020
2.4 Engage with Child Ambassadors to consider further creative ways of sharing information to support children's learning.	The Child Exploitation Hub	Ruth Cross	March 2021
2.5 Education to develop a standardised approach to Relationships and Sexuality PSE programme in line Welsh Government guidance which includes key topics of consent, their	Education	Lynette Lovell	TBC

rights, and healthy relationships in a safe environment, which promotes Child ambassador participation within its delivery.			
2.6 Engage with education to promote a standardised PSE module across Powys which supports awareness raising of consent, their rights, and healthy relationships in a safe environment which incorporates CCE and Modern-Day Slavery- which promotes child ambassador participation within its delivery.	Education	Lynette Lovell	TBC

### Objective Three

Ensure that Corporate safeguarding responsibilities are clearly understood, and safeguarding becomes everyone's responsibility.

Action	The Responsible Agency	The lead officer(s)	Date
3.1 A review of the Corporate Safeguarding Policy to be inclusive of the corporate responsibilities to all children at heightened risk or have been exploited.	Powys County Council Corporate Safeguarding Board.	Ali Bulman	TBC
3.2 A review of mandatory corporate training for all new Powys County Council staff employees and elected members to include Child Exploitation.	Powys County Council Corporate Safeguarding Board.	Ali Bulman	TBC
3.3 Carry out a neighbourhood assessment of areas of heightened concern for safety using the contextual safeguarding toolkit.	Dyfed Powys Police	TBC	TBC
3.4 Engage with safeguarding leads of large public events in Powys to support children's safety.	Powys County Council Corporate Safeguarding Board	Ali Bulman	TBC

PROTECTION.

Objective Four

*We will understand the scale and nature of child exploitation within Powys and in relation to Powys Children placed outside of County, and develop robust and effective mechanisms to protect children.*

Action	The Responsible Agency	The lead officer(s)	Date
4.1. A review of Powys MACE governance and functions to align itself with statutory guidance and support regular information sharing with the Powys Local Organisational Group.	The Child Exploitation Team	Holly Gordon	Sept 2020
4.2. WASPI information protocol to be implemented to support multi-agency information sharing in line with statutory guidance.	Powys Safeguarding Team	Lisa Hocking	Sept 2020
4.3 Embed an interactive and fluid child exploitation dashboard and child mapping profile.	The Child Exploitation Team	Ruth Cross	Ongoing
4.4 Agencies will provide regular data to MACE to support understanding of key trends and themes within Powys, share learning and develop safer outcomes for children.	Dyfed Powys Police. LLamau The R-ICTG	Ruth Cross	September 2020
4.5 Commission a Child Exploitation problem profile which considers CSE, CCE, Online abuse, peer on peer exploitation and modern-day slavery, and the steps being taken to disrupt and prosecute adults of concern and perpetrators.	Dyfed Powys Police	DI Steven Lewis	TBC

Objective Five.

*Increase the awareness in children of safe ways to disclose Child Exploitation or their worries, and how they will be supported throughout safeguarding procedures.*

Action	The Responsible Agency	The Lead Officer(s)	Date
5.1 Develop a Child Self-Assessment direct work tool to support the child's voice and co-production within planning.	The Child Exploitation Hub	Ruth Cross	July 2020
5.2 Develop, with the support of Child Ambassadors, child friendly information to understand safe ways to disclose Child Exploitation or their worries, and how they will be supported throughout safeguarding procedures.	The Child Exploitation Team	Ruth Cross	September 2020
5.3 Ensure mechanisms are in place for children to co-produce their assessments and plans.	Powys Children's Services	Lisa Hocking	TBC

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Objective Six

*Increase the awareness and participation in non-abusive parents/carers of safeguarding procedures to support their children.*

Action	The Responsible Agency	The Lead Officer(s)	Date
6.1 Create specialised family friendly information packs to support family understanding, participation, and outcomes.	The Child Exploitation Team	Ruth Cross	Sept 2020
6.2 Ensure mechanisms are in place to enable families to co-produce assessments and plans	Powys Children's Services	Lisa Hocking	TBC
6.3 Ensure our workforce providing direct support to families are trained in most up to date evidence-based practice.	The Child Exploitation Hub	Ruth Cross	July 2020

## Objective Seven

Agencies and practitioners will understand the Child Exploitation pathway, and they will have access to resources and training to enable their effective, timely and appropriate responses to children at heightened risk, of children being exploited.

Action	The Responsible Agency	The Lead Officer(s)	Date
7.1 Embed a joint pathway between the lead agencies to safeguard children.	Dyfed Powys Police, The Child Exploitation Hub	Linda Elias Ruth Cross	July 2020
7.2 Provide a multi-agency panel support to partners and the third sector to promote professional development.	The Child Exploitation Hub	Ruth Cross	Sept 2020
7.3 Engage with education to promote a review mechanism to ensure that Child Exploitation is a key safeguarding consideration within the support and monitoring of home educated children.	Education	Lynette Lovell	TBC
7.4 Embed multi-agency Community of Practice events.	The Child Exploitation Hub	Holly Gordon	Quarterly- July 2020
7.5 Utilise the Community of Practice events to establish Child Exploitation professional champions across Powys County Council including Early Help, Fostering, Disabilities, YJS, Housing, Youth Service and Licencing.	The Child Exploitation Hub	Ruth Cross	September 2020
7.6 Undertake a multi-agency training needs analysis.	The Child Exploitation Hub	Ruth Cross	Dec 2020

7.7 Engage within the CASCADE PILOT to support the development of National training materials to promote engagement and the safety of missing children.	The Child Exploitation Team	Ruth Cross	Ongoing
7.8 Implement quality assurance arrangements to understand the efficacy of the CE strategy.	The Child Exploitation Hub/Quality Assurance Manager	TBC	TBC
7.10 Engage with Residential Children's Homes in Powys to support improvements in practice and consistency for children placed in Powys.	The Child Exploitation Hub	Ruth Cross	TBC
7.11 Establish links with community-based organisations (such as housing associations, youth groups, sports groups, theatre, music, and dance clubs, faith groups, scouts, brownies, National Citizen Service and Duke of Edinburg) to ensure that safeguarding procedures are in place.	The Child Exploitation Team	Ruth Cross	TBC

#### Objective Eight

*We will work together to disrupt and prosecute perpetrators.*

Action	The Responsible Agency	The Lead Officer(s)	Date
8.1 Ensure a Children's Service workforce that is highly skilled to undertake child protection enquiries.	The safeguarding Team	Holly Gordon	Ongoing
8.2 Ensure the multi-agency training needs analysis enables multi-agency training opportunities to promote consistent best practice.	The Child Exploitation Hub	Ruth Cross	Dec 2020
8.3 Dyfed Powys Police to share data regarding police disruption and prosecution activity.	Dyfed Powys Police	DI Steve Lewis	TBC
8.4 Ensure a multi-agency strategy meeting is convened in relation to every child identified at heightened risk or has been exploited in line with national guidance.	Dyfed Powys Police, Powys Children's Services	Ruth Cross	Ongoing
8.5 Establish a working agreement for core agencies to attend all Strategy Meetings to provide advice and guidance, including ICTG, YJS and the Youth Service.	The Child Exploitation Team	Ruth Cross	
8.6 Weekly meetings between lead agencies ensure quality joint agency working arrangements.	Dyfed Powys Police, The Child Exploitation Team	Linda Elias Ruth Cross	Ongoing

8.7 Establish links with Probation and MAPPA leads to manage the risk posed by convicted perpetrators in the community and custody.	The Child Exploitation Hub	Ruth Cross	TBC
8.8 Put in place mechanisms to gather and analyse data in relation to the scope and nature of exploitation in Powys and disruption responses (in line with Section 4 and 5)	Dyfed Powys Police	DI Steve Lewis	TBC

## SUPPORT

### Objective nine

*Children will be provided with support that is individual to their needs, supports their outcomes and prevent repeat abuse.*

Action	The Responsible Agency	The Lead Officer(s)	Date
9.1 Establish a specialist Child Exploitation Team to effectively manage safeguarding and support children's outcomes.	Powys County Council	Jan Coles	July 2020
9.2 Embed Inhouse Psychological advice and support within children's planning.	Health, Children's Services	Rob Painter	July 2020
9.3 Embed an internal training schedule will be available to all children's services staff.	The Child Exploitation Hub	Ruth Cross	Sept 2020
9.4 Embed links with R-ICTG to support children who are at heightened risk or have been trafficked.	Barnardo's	Sian Humphreys	Ongoing
9.5 Ensure local SARC access for Children who require it.	Powys Teaching Health Board	Jane Wheeler Sexton	TBC
9.6 Embed online sexual health support that is accessible to all children within Powys	Powys Teaching Health Board	Jane Wheeler Sexton	TBC
9.6 Embed the participation of children in developing the direction of the Child Exploitation Team.	The Child Exploitation Team	Ruth Cross	Ongoing

Objective Ten

*Children approaching 18 years old will be provided with robust step-down plans or pathway plans, and they will be referred to Adult Services if deemed to be appropriate.*

Action	The Responsible Agency	The Lead Officer(s)	Date
10.1 Undertake a review of post 18 support services available to support transition being a process and not an event.	The Child Exploitation Hub, Adult Services.	Ruth Cross Karen Arthur	TBC
10.2 Engage with adult services and commissioning to consider pathways of support for children who do not meet the current mental health and learning difficulty adult services criteria, yet they continue to require co-ordinated support.	Powys County Council-Adult Services	Karen Arthur	TBC
10.3 Engage with the PA service to create targeted support and resources for care leavers up to the age of 25 years old.	Powys Children's Services	Tracey Williams	TBC

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**CYNGOR SIR POWYS COUNTY COUNCIL****HEALTH AND CARE SCRUTINY COMMITTEE****2<sup>nd</sup> November 2020**

**REPORT AUTHOR:** County Councillor Rachel Powell  
Portfolio Holder for Young People and Culture

**REPORT TITLE:** Safe Accommodation for Children and Young People  
with Complex Needs in Powys

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**REPORT FOR:** Decision

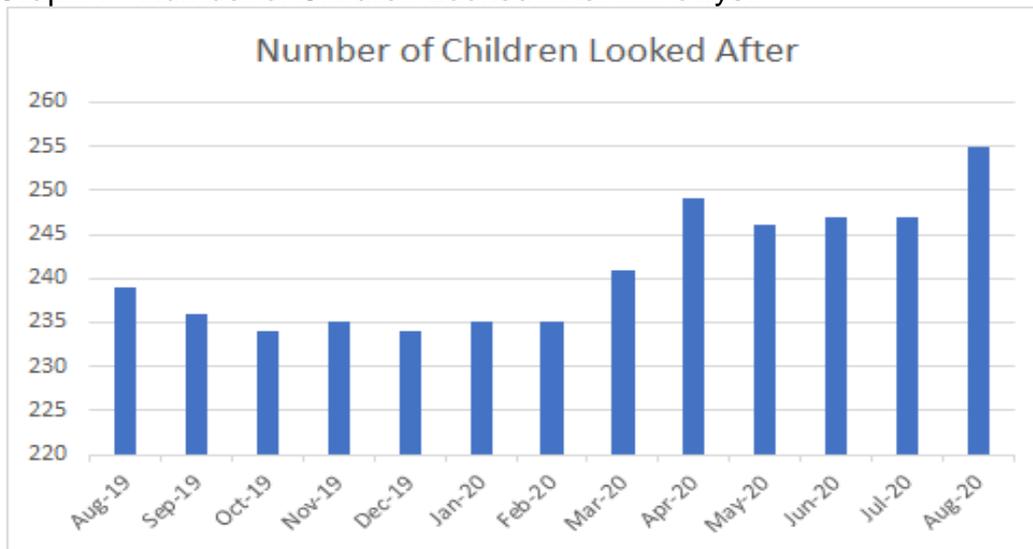
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**1.0 Purpose**

- 1.1** This report is provided to update on the current position regarding the need and funding of safe accommodation for children with complex needs in Powys. It provides detail on the deficit and demand for such provision, options, and resource implications. Safe accommodation for children and young people with complex needs in Powys will provide a multi-agency therapeutic provision to children and young people, their families, and carers at different stages of their journey over a period of time to provide continuity of care and support in county and achieve the best possible outcomes for them.
- 1.2** Powys Children Looked After population is increasing and as at 31<sup>st</sup> August 2020 there were 255 Children Looked After in Powys.
- 1.3** Powys Children's Services have experienced five requests for secure accommodation within the last 12 months. The need for secure accommodation has become necessary partly due to a lack of provision of therapeutic residential placements for children and young people with severe emotional and behavioural needs either in Powys or Wales. Following their period in secure, again there has been insufficient therapeutic residential placements for these children and young people to step-down to. Despite endless searches via the 4Cs Framework, including presentation of children and young people to the 4Cs Independent Provider Meetings and non-Framework providers within Powys, Wales, England and Scotland, options, if any, are limited. This is not a unique problem to Powys but is reflective of the national context and the current difficulty in finding suitable placements and safe accommodation for children looked after with complex needs.
- 1.4** The number of children in placements outside of Powys and outside of Wales is also increasing, with 18 children and young people placed in residential care placements outside of Powys as at 31<sup>st</sup> August 2020. We currently have 9 young people with complex behavioural and emotional needs placed out-of-county. Independent residential homes within Powys were unable to offer a therapeutic placement due to complexity of needs, capacity, matching or lack of solo provision.

**1.5** Welsh Government Capital and Revenue Bids were submitted in Autumn, 2019 following the Regional Partnership Board process and ICF Capital Funding of £225,000 has been made available towards a multi-agency provision. Agreement from the Regional Partnership Board (RPB) and RPB partners is required in order to proceed with the development of multi-agency safe accommodation for children and young people with complex needs in Powys in order to commit to and draw down necessary funding.

Graph 1 - Number of Children Looked After in Powys.



Graph 2 - Number of Children Looked After (in range of placements i.e. in-house foster care, independent foster carer, residential care, connected person) outside local authority boundary.



Graph 3 – Number of Children Looked After in residential care placed outside local authority boundary.



## 2.0 **Background**

- 2.1** The Powys Children Looked After Strategic Framework sets out Powys' aspirations, intent, and vision for improving outcomes for Children Looked After. For those children and young people in our care we, as Corporate Parents, need to provide positive parenting and specialist support. In Powys, current demand is greater than supply for quality placements for our Children Looked After. We look to place children and young people in the following priority list, in line with Powys Closer to Home Strategy and in order to meet their needs and achieve better outcomes for our Children Looked After: within their home community (within 30 miles from home); within Powys, out of county in Wales; and out of county, and out of Wales.
- 2.2** Relationships have been strengthened between Children's Commissioning Team and the external care providers in Powys and have improved significantly during the last 12 months, particularly during Covid-19. However, the number of available beds and specialised provision for the needs of our children with complex needs with Powys external providers are limited due to the models of care/statement of purposes and size of these homes.
- 2.3** Children's Services presented a report to Cabinet in January 2020 proposing a new Children's Services model for placements and accommodation and a suite of care homes and semi-independent accommodation in Powys for Powys Children Looked After closer to home. This included the provision of a multi-agency Children's Therapeutic Residential Home as an alternative to secure accommodation for some of our most complex children and young people, as at that time, three children had been placed in secure accommodation in the previous six months, two being in Scotland and one for a child under 13. Whilst the children and young people posed considerable challenges and the risks were high, arguably, had there been suitable alternative accommodation available this would have been a very different experience and would have met the needs of these young people in a more productive means.
- 2.4** As requested by Welsh Government, capital and revenue bids were submitted to Welsh Government via the RPB process to establish and run safe accommodation for children and young people with complex needs within Powys, as an alternative to secure accommodation, and for those children and young people whose needs are so complex that securing alternative provision is either exceptionally challenging or simply not possible. A capital bid was also submitted to the Integrated Care Fund for a mainstream Children's Residential Home.

- 2.5** Bids were submitted via the RPB as the Welsh Government's stated purpose of requiring local authorities and health boards to establish Regional Partnership Boards is to manage and develop services to secure strategic planning and partnership working between local authorities and local health boards and to ensure effective services, care and support are in place to best meet the needs of their respective population.
- 2.6** Until February 2020, the Social Services and Well-being Act and its accompanying Part 9 statutory guidance did not offer a definition of what is meant by 'children with complex needs'. The definition offered by the amended guidance is:
- Children with disabilities and/or illness
  - Children who are care experienced
  - Children who are in need of care and support
  - Children who are at risk of becoming looked after
  - Children with emotional and behavioural needs.
- 2.7** In relation specifically to children with complex needs, the (recently revised) Part 9 statutory guidance of the Social Services and Wellbeing Act (Wales) 2014 states that there should be a focus on both preventative services for children and families, and care and support services for those children and young people that require it. There should be an integrated approach to delivering services for children with complex needs who require them, including transition arrangements from children's to adult services. Children and young people should receive a multi-disciplinary response which wraps around their needs, regardless of whether they have a formal diagnosis (such as a mental health or neurodevelopmental disorder). Too often, children are expected to fit into the boxes of either health or social care services, when an individual's needs rarely do fit neatly into one box or the other.
- 2.8** National Commissioning Board Wales (2018) Guidance for Regional Partnership Boards - Integrated Commissioning of Services for Families, Children and Young People with Complex Needs includes the following understanding of complex needs:
- Complex due to the display of risky, challenging and/or harmful behaviours
  - Complex due to mental ill health
  - Complex due to learning disability and/or autism
  - Complex due to context (e.g. abuse, neglect, growing up with domestic violence, growing up as a refugee/asylum seeker). The circumstances of some young people will become complex because in addition to their original needs they have also become involved in the youth justice system.
- 2.9** In the "No Wrong Door, Bringing Services Together to Meet Children's Needs" report, June 2020, the Commissioner for Wales has encouraged RPBs to consider how they can provide new residential provision for children and young people with the most complex needs who require mental health and social care input in one place.

**2.10** The report is about how children and their families who seek support for a range of needs often find that they have to navigate a very complex system, may fall through gaps where there are no services to meet their needs, or be on a waiting list for a long time only to be told that they were waiting in the wrong queue, or have been knocking on the wrong door all along. The Commissioner and her team believe that services should wrap around families, rather than them having to fit into what is out there, and that help should be provided as early as possible to prevent more serious problems developing.

**2.11** A ‘no wrong door’ approach means that whatever the reasons for a child being in distress, when they ask for help, they should not be told they have come to the wrong place or feel like they have knocked on the ‘wrong door.’

**2.12** Some of the key messages in relation to children with complex needs from the “No Wrong Door” report are as follows.

- In most areas of Wales, children and young people experiencing distress with mental health, emotional wellbeing and behavioural issues are waiting too long to get the help they need, and are being ‘bounced’ between services who cannot agree who is responsible for their care. We want to see services wrap around children and young people and their families, not for them to have to navigate complicated systems. We should respond on the basis of need, not just diagnoses.
- Regions need to move rapidly towards a ‘no wrong door’ approach in responding to children and young people’s emotional wellbeing and mental health needs. This means that they should not keep being told that they are knocking on the wrong door when trying to access help. This could include panel or hub models to provide timely joined-up help, drop-in centres, multi-disciplinary teams, models to make sure fewer children and young people need to go away from home to receive specialist care, or plans for specialist residential care closer to home.
- There have been recent welcome changes to Welsh Government policy, such as earmarking significant funding specifically for children with complex needs, strengthening the duty on regions for children’s participation in their work, and the publishing of a broader definition of children with complex needs so that regions should be working towards providing integrated services for all children in distress.
- Funding and resources need to be seen as ‘whole-region,’ not just as the property of local authorities or the local health board.

**2.13** Recommendation 5 of the “No Wrong Door” report states that the current Welsh Government review of ‘safe accommodation’ must lead to concrete action being taken to develop new residential provision in Wales for children with complex needs upon reporting.

### **3.0 Advice**

- 3.1** The Start Well Board originally considered this proposal in September 2019. The agreed aim is to work to make available in county provision of safe accommodation for children and young people with severe emotional and behavioural needs and reduce the need for secure accommodation. Following a period in secure, again there has been insufficient safe accommodation for these children and young people to step-down to and to identify a specialist therapeutic model and provision within county, to meet the individual needs of children and young people upon their transition. That is, to support children and young people who have been identified to make the transition to a step-down therapeutic provision before making the transition to in-house children's residential, foster care or families.
- 3.2** The Start Well Board has confirmed that this work is one of its key priorities. There is commitment from Powys Teaching Health Board, Powys County Council, and partners, in principle, in supporting the development of safe accommodation for children and young people with complex needs in Powys. The care element of the support has been mapped out but the clinical governance and support for this model of provision has not yet been defined or confirmed. Work to complete this is ongoing and is a key priority of the Project Board.
- 3.3 Option 1** – Safe accommodation for children and young people with complex needs would strive to ensure that Powys Children's Services vision is delivered for those children and young people in Powys with the most complex emotional and behavioural needs, ensuring they are safe, healthy, learning, fulfilled and have their voices heard and acted upon.
- 3.4** Safe accommodation for children and young people with complex needs in Powys will provide placements for children looked after by Powys who cannot be appropriately placed in foster care or other residential provision and who may be at risk of moving to secure accommodation. Children may also be stepped down to this accommodation from out of county secure or residential placements when there is a transition plan in place to support them in returning to Powys.
- 3.5** The safe accommodation will be designed to deliver more than just care but in addition provide safe transitional placements for children and young people with very complex needs where education and multi-agency therapeutic support can be provided, on site, where necessary. Specialist assessments and intervention will be provided as part of the package of care until such a time as more community-based core services are appropriate and can be accessed.
- 3.6** The therapeutic children's service will work to enhance placement stability for children and young people already in the care of the local authority and whose placements are at risk of breaking down. Its aim will be to assist in:
- reducing the number of multiple placements moves
  - avoiding the use of placements out of county and out of Wales
  - preventing inappropriate admission of children and young people into secure accommodation.

- 3.7** The safe accommodation for children and young people with complex needs will deliver intensive, clinically focused, evidence-based interventions over a specific period with the aim of helping children, young people, parents and carers to achieve the necessary behavioural changes. It will focus upon improving placement stability and parenting capacity to support children and young people to achieve positive outcomes, improve their life chances and social well-being.
- 3.8** The safe accommodation will be able to accommodate two or three young people.
- 3.9** When children and young people are ready to step-down from the safe accommodation in Powys, the psychologist will continue to support the wider system around the child/young person and particularly those who may be caring for them.
- 3.10** The service will provide children and young people with the skills needed for learning and future employment through an alternative curriculum. This will include outdoor adventure activities, arts and creative learning, technology, and play.

### 3.11 Timeline

Table 1

Action	Timescale
To agree on funding streams	October 2020
To identify property	October/November 2020
To engage with professionals on appropriateness of property and consider necessary planning/National Parks and building regulation permissions	November 2020
To undertake a locality assessment of home and community	November 2020
To purchase property	November – January 2021
To complete structural works and refurbish in line with CIW regulation and registration requirements	February/March 2021
To purchase any resources and equipment to furnish property	March 2021
To undertake staff recruitment and induction	March/April 2021
To submit registration application to Care Inspectorate Wales (CIW)	April 2021
To open new safe accommodation provision	May/June 2021

- 3.12 Option 2** - To continue with the current commissioning arrangements via 4Cs Framework / spot purchase from non-Framework providers and rely on external market and placements which are often out of county and country with no access to wrap around/core services within their local communities.

### 3.13 Preferred Option – Option 1

Whilst our preferred option for children and young people would ordinarily be to live and grow up in a family setting (be that their own or a foster family) there are

young people for whom residential care placements are necessary and a positive option for a period/stage in their lives.

Safe accommodation for children and young people with complex needs, as outlined in option 1, will enable children and young people to be able to live in Powys amongst their home community and provide good quality local placement choice. The safe accommodation will be commissioned, managed, and monitored via Powys County Council and Powys Teaching Health Board as in-house provision. It is considered that in-house provision will allow Powys greater flexibility and control over admissions, type of provision, number of beds, compatibility of young people, management of risk, co-ordinated, targeted support and critically a reduction in placement breakdowns. Specialist services will be delivered by a wide range of multi-agency partners in Powys.

Option 1, the safe accommodation, will offer the following outcomes:

- Better outcomes for some of our most complex children and young people through enabling them to have their needs met in county and without exposing them to the damaging effects of multiple placement moves and/or being placed in secure environments.
- Safe accommodation for children and young people with complex needs suitable as an alternative to secure, that can provide therapeutic specialist multi-agency support to children and young people with very complex needs.
- A reduction in the numbers of children placed out of county and out of country.
- Powys Children Looked After having a more positive care experience leading to improved health and wellbeing and better educational outcomes.
- Powys children and young people able to live in Powys amongst their own communities and provide good quality, local placement choice.
- Powys Children Looked After maintaining networks with education, health, and their communities with greater accessibility for family time and contact with friends.
- Powys Children Looked After will have greater opportunities and be better equipped to move into their adult lives in Powys (including transition planning to Adult Services, where appropriate).

#### **4.0 Resource Implications**

##### **4.1 Capital Available- £525,000**

Monies would be used to purchase, develop, redesign, and refurbish a suitable property which will meet the needs of children and young people and regulatory requirements.

£225k ICF capital funding allocated from Powys RPB.

£300k capital funding allocated from Welsh Government.

Both grants have been confirmed, the money available would be closely managed and the Project Manager within the Commissioning service would

ensure that the costs do not exceed the amounts available. The amount will enable significant development of a property and will ensure its appropriateness and functionality as a therapeutic children’s home.

It is recognised that the timescales are tight and that this is a risk. However, preparatory work is in place, and different sections of the Council are ready to act efficiently when enabled to do so. This type of work has been undertaken successfully previously during the past 12 months.

If the project is not enabled within the timeframe or as Plan A then, in order to mitigate and manage risk of loss of Welsh Government capital monies, a Plan B bid for Powys County Council capital monies (up to £300,000) would be submitted in order for the fallback option to be implemented as set out in 4.3.

The Capital Accountant notes the content of the report and the allocated grant amounts outlined will be added to Powys County Council Capital Programme, following approval of report.

**4.2 Revenue Cost – Safe accommodation for children and young people with complex needs**

Detailed revenue costings have been costed, including assumptions relating to therapeutic and education elements. The annual revenue cost and weekly cost per bed for a 2 or 3 bedded Therapeutic Children’s Home, if fully occupied, are as follows.

Table 2 – Multi agency revenue costs for safe accommodation

	Total per Year	Total per Week	Based on 2 placements per week per child	Based on 3 placements per week per child
2-bed	£1,138,406	£21,834	£10,917	
3-bed	£1,511,613	£28,991		£9,664

Revenue costs include therapeutic interventions, care and support, staffing, overheads, resources/activities, and equipment/IT. There will be a need for additional monies to cover start-up and transition periods and we are working with Welsh Government and the RPB regarding the funding of the revenue costs for the first year of the project via Transformation and/or ICF revenue grants. This will enable the Council to use savings from the reduction in children being accommodated out of county during the first year and ongoing to fund the Local Authority’s part of the revenue costs.

The figures provided in table 2 are the full multi agency revenue costs which include the accommodation, care and support, therapy, educational and psychology costs. Powys County Council would be accountable for the care and support costs associated with the placements and costs of running the home. These costs will be funded through diverting existing monies attached to current children looked after placed with external providers, out of county/country and/or from monies re-allocated to new children looked after, dependent on demand.

Powys Teaching Health Board would be accountable for the health costs and will need to fund the clinical therapeutic model and therapeutic interventions provided as part of this provision. The clinical model of interventions is yet to be designed and agreed; therefore, the overall revenue costs will be informed by the agreed overall model of care, yet to be developed.

The cost to Powys County Council of one child in a therapeutic children’s home out of county can exceed £8,000 per week, with the cost on average being £7,046.00. This equates to an average cost of £734,814.00 per year for two children. This money would be an immediate saving to Powys County Council made available to fund safe accommodation for children and young people with complex needs in Powys from the second year onward and will negate lifetime costs to the local authority.

### 4.3 Revenue Cost – PCC Children’s Home

If the multi-agency therapeutic approach cannot be achieved as an alternative to the option detailed within 4.2 the recommendation is that the building purchased would be used by Powys Children’s Services to run a Children’s Home. The revenue costs for a Powys Children’s Home are shown in table 3 and mirror the finance model in place for the Powys run children's home provision in the South of the County. This would be funded by diverting the external placements costs for Powys children who are looked after and who are currently placed with external providers who are often out of County.

Table 3 – Revenue costs for Powys Children’s Home

	Total per Year	Total per Week	Based on 2 placements per week per child
2-bed	£488,108	£9,361	£4,681

The external placement costs for children placed out of county would cover the revenue costs for this provision, however, it is important to note that depending on the children identified as most appropriate to move back to Powys and the costs associated with their current placement together with the timeliness of the move resulting in vacancies there could be a revenue shortfall if not carefully managed. Revenue costs include staffing, overheads, resources/activities and equipment/IT. Start-up and transition period costs would be managed in-year and funded from Children’s Services.

### 5.0 Legal implications

- 5.1 The Social Care Legal Team are aware of the shortage of appropriate placements through current cases and court proceedings and as such offer support to Option 1 (Principal Social Care Lawyer).
- 5.2 Property Services will support Children’s Services in securing a suitable property and undertake negotiation on its behalf.
- 5.3 HR advice will be provided as required.

## **6.0 Data Protection**

6.1 This proposal does not involve the processing of personal data.

## **7.0 Comment from local member(s)**

7.1 Local Member will depend upon location of multi-agency safe accommodation for children and young people with complex needs.

## **8.0 Integrated Impact Assessment**

8.1 To follow

## **9.0 Recommendations**

9.1 Following consideration of the current position in respect of safe accommodation for children and young people with complex needs in Powys, the following is recommended.

- To support the agreement from Regional Partnership Board (RPB) and RPB partners to proceed with the development of multi-agency safe accommodation for children and young people in Powys. The RPB's Cross Cutting Resource Overview Group (chaired by the Powys Teaching Health Board's Chief Executive Officer) and the RPB's Start Well Partnership have supported the project.
- To revise Powys County Council's Capital Programme to include £225,000 of available Integrated Care Fund (ICF) capital funding for 2020/21 (previously allocated to Start Well for the development of a multi-agency Early Help Hub) and £300,000 of available Welsh Government capital funding (2020/21), to support the purchase of the property and the development of safe accommodation for children and young people with complex needs in Powys. The RPB's Cross Cutting Resource Overview Group (chaired by the Powys Teaching Health Board's Chief Executive Officer) and the RPB's Start Well Partnership have supported this funding allocation. If, for any unseen circumstances, we are unable to secure the full amount of capital funding the project would not proceed.
- To note the timescales and urgency for the purchase of a property within this financial year.
- The final decision with regards purchasing a property to be delegated to relevant Service Portfolio Holders following Cabinet support of this report.
- To acknowledge that the work required for the detailed development of the therapeutic support (model of health care) is yet to be completed and that the work to define the clinical details of delivery as a multi-agency project team will be completed as the project develops.

- A decision to support that in order to mitigate and manage risk, agreement be given that if safe accommodation for children and young people with complex needs development or revenue funding is delayed or cannot be secured on a multi-agency basis, the property would be utilised as a mainstream Children’s Residential Home revenue funded by Powys County Council Children’s Services providing placements to Powys children and young people within County diverting revenue funding which would be used to fund these placements. This will be dependent on Welsh Government capital funding approval to use the funding in the way and may require a Powys County Council capital bid be submitted for up to £300,000 capital monies to replace the Welsh Government capital contribution.

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