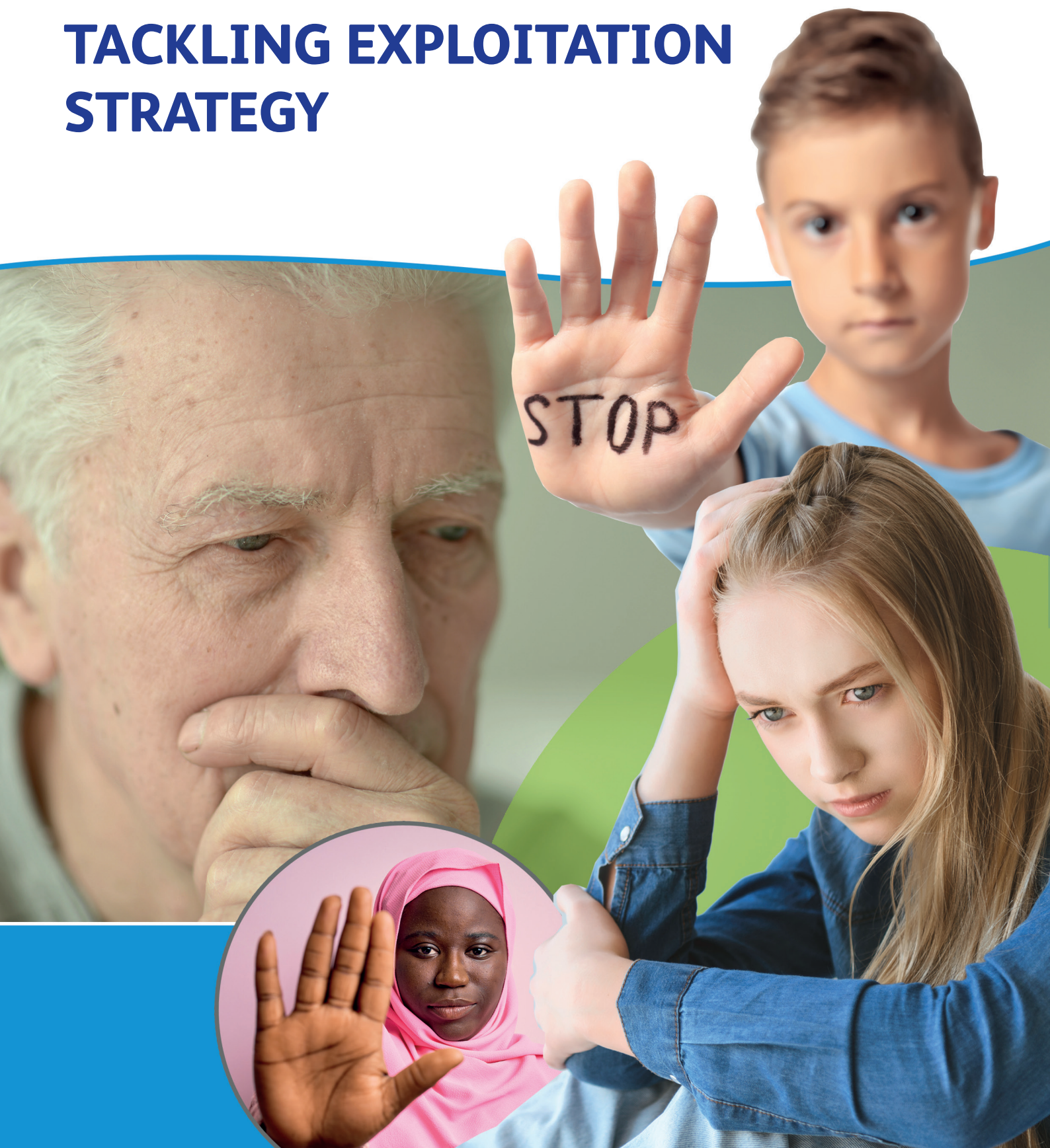


Cardiff & Vale Regional Safeguarding Boards

TACKLING EXPLOITATION STRATEGY





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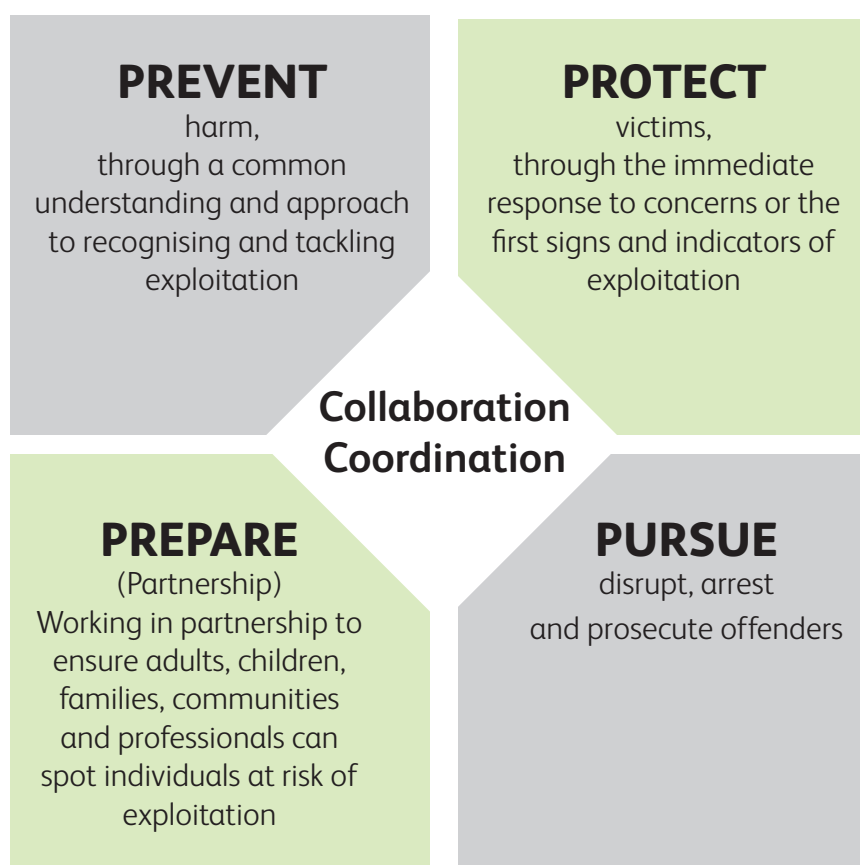
Tackling Exploitation Strategy

“A robust multi-agency response to prevent and address exploitation, developing effective services to support victims of exploitation and improve the identification of victims of exploitation across Cardiff & the Vale.”

INTRODUCTION

This strategy sets out the commitment of the Cardiff & Vale Regional Safeguarding Children Board (RSCB) and the Regional Safeguarding Adults Board (RSAB) to stand together to prevent exploitation, protect and support those affected by exploitation, pursue and disrupt perpetrators and offenders and to work together to prepare everyone in our communities across Cardiff and the Vale to respond to exploitation. An action plan will be developed to determine priorities and identify actions to support the delivery of this strategy for the region by September 2020.

The 4 'P' model allows for a holistic approach to tackle causes and consequences of exploitation by proactively preventing and protecting those who may be at risk of exploitation and pursue those who are causing most harm.



Cardiff and Vale Regional Safeguarding Board have a combined exploitation strategy for both children and adults at risk. A comprehensive approach is required; to bring together all forms of exploitation under one strategy rather than separate work streams, an approach that will protect people from 'falling through gaps' of existing protocols.

'Children' includes everyone up to the age of 18. It is recognised that different safeguarding procedures and approaches are needed for children and adults in line with the Social Services and Wellbeing Act.



We share a common vision to prevent and tackle exploitation

It is the responsibility of all partner agencies to identify children and adults at risk of exploitation in order to prevent them from becoming victims, and it is the responsibility of all partner agencies to protect and safeguard those who are experiencing exploitation from further harm.

In order to meet this challenge, a shared understanding of the problem and a shared responsibility to proactively address all areas of exploitation is required. This will be achieved by efficient working partnerships between agencies with active coordination by the RSCB and RSAB, in recognition that the most effective way to tackle exploitation is via a committed coordinated multiagency approach, in partnership with children, adults, families and communities.

A needs-led, person centred approach is required alongside a focused approach towards prevention and early identification. Effective intervention is central to the professional approach, whilst proactively targeting, disrupting and prosecuting individuals or groups who seek to exploit children and adults.

WE WILL – OUR GOALS

1. Raise awareness of the various forms of exploitation to enable people to recognise the signs, empower people to keep individuals safe and know the actions to take if exploitation is identified across Cardiff and the Vale region
2. Ensure clear guidance, procedures and pathways are in place to effectively identify and respond to exploitation.
3. Ensure the voice of children and adults affected by exploitation is heard.
4. Establish a multi-agency approach to preventing and tackling exploitation and targeting perpetrators of exploitation across Cardiff and the Vale region.
5. Ensure effective services are in place to support those affected by exploitation.

EXPLOITATION

- **EXPLOITATION CAN HAPPEN TO ANYONE**
- **EXPLOITATION CAN TAKE MANY FORMS**
- **KEY VULNERABILITIES CAN INCREASE THE RISK OF EXPLOITATION**

Exploitation can take many forms and can occur in any location and can happen to anyone

FORMS OF EXPLOITATION

Exploitation is hidden and complex and abuses the basic human rights and dignity of victims who are subjected to it.

For the context of this strategy exploitation includes (list is not exhaustive):

- [Modern Slavery/Human Trafficking](#)
 - o Labour Exploitation
 - o Criminal Exploitation (including County Lines)
 - o Domestic Servitude
 - o Sexual Exploitation
- [Forced Marriage](#)
- [Honour based violence](#)
- [Female Genital Mutilation \(FGM\)](#)
- [Radicalisation](#)
- [Financial Abuse](#)
- [Mate Crime](#)
- [Cuckooing](#)

Victims may be subjected to one or more of these at the same time. For more information regarding the various forms of exploitation please follow the hyperlinks provided.



ASSOCIATED RISK FACTORS

Anyone can become a victim of exploitation, although the risks to certain types of exploitation are increased where there are outward signs such as:

- Adverse Childhood Experiences
- Homelessness
- Poverty
- Disability
- Looked After
- Social exclusion
- Immigration status
- Drug or alcohol dependency
- Missing from home
- Difficult family background
- Mental health problems.
- Limited engagement in education
- Geographic instability, natural disaster and war.

Similarly, there are no “typical” descriptive characteristics of a perpetrator. Those who exploit others are a diverse group and will be represented across all gender identities, social classes, ethnicities and ages.

Gender - Exploitation affects all gender identities and all gender identities can be perpetrators. There is growing evidence to suggest a gendered response to exploitation may not help in identifying those at risk or those who may pose a risk.

Age - It is recognised that in cases of children and adult exploitation, a different approach may be needed in order to best safeguard those at risk.

WHO CAN BE EXPLOITED?

Exploitation can happen to anyone. It can be dangerous to make assumptions, generalise or rely on stereotypes when considering exploitation. Exploitation can happen to both adults and children. Exploitation can happen anywhere, including online. There is no single victim profile, no single perpetrator profile and no single pattern of exploitation.

There are however some circumstances and experiences which may make someone more vulnerable to certain types of exploitation.

Victims of exploitation tend to be controlled and hidden away or may not come forward due to feelings of fear and shame. Some victims may not be identified by those who encounter them. Others may not view themselves as victims of exploitation.

Anyone can become a victim of exploitation, although the risks of some types of exploitation are increased where there are outward signs of vulnerability. Children and adults may be exploited for many reasons and commonly they may suffer with low self-esteem and confidence, poverty, mental health issues, drug addiction, homelessness and social exclusion. It is common for children and adults at risk not to recognise that they are being exploited due to the coercive / manipulative strategies employed by the perpetrators.

In relation to exploitation although faced with limited choice, children and adults at risk may believe themselves to be acting voluntarily. It may take many weeks or months for practitioners to build up their trust, and help them to recognise that they are being exploited. Children trafficked from outside of the UK may be taken against their will.

If our services are to be effective, they need to take account of the diversity within our communities and flex to work with people's different experiences, values, attitudes, understanding, behaviour, ability to communicate and to change.

We will work with our partners to encourage them to also be committed to this approach so that all service users can expect to be treated fairly, with dignity and with respect.

THE VOICE OF THE CHILD AND ADULT

It is paramount that the child and adult at risk is kept at the heart of practice and that their voice is heard throughout and that this can be evidenced for the duration of their experience.

VOICE OF THE CHILD

A recent Welsh Government consultation was conducted with children across Wales. The participatory and qualitative consultation was conducted with children with direct experience of going missing, of child trafficking and of child sexual exploitation (CSE) to inform a review of safeguarding procedures. The key messages and recommendations include;

What do children want parents, carers and practitioners to know?

- Accept everybody makes mistakes sometimes
- Don't blame the young person
- Give the young person a voice and listen to them
- Provide consistent support
- Don't change the people who are working with the young person
- Give the young person information – what might they not know, need to know or want to know?
- Communicate regularly with the young person to show you care. They don't want to feel forgotten
- Personality – be fun and relaxed and ideally not in a suit
- If you can, provide extra support in the rest of the young person's life
- Understand that boys can experience CSE, not just girls and their needs may be different.

The following video was developed by a Cardiff Child Sexual Exploitation Steering Group as part of the ThinkAgain! Project <https://youtu.be/QZH0xTt2ZF8>

VOICE OF THE ADULT

What do adults want family, carers and practitioners to know?

- An interpreter should be provided when needed
- Have the right for our voice to be heard
- To receive support which is culture sensitive to our needs
- To have the right to access services without being scrutinised
- To receive on-going consistent support
- Not to face barriers when accessing services
- To live free of isolation and loneliness
- Have the right to life without exploitation and abuse
- To be able to feel safe in the environment I choose to live in.
- To feel listened to
- To be able to make decisions and not be limited with options
- To be able to walk around freely without feeling fear.
- To have the right to a free life.
- To be treated equally and not be discriminated against
- My dignity to be respected
- To be provided with information about my rights
- To feel empowered

TRANSITIONAL SUPPORT

‘Transition is a process not an event’

Vulnerable children usually become vulnerable adults; the transition from childhood to adult is a particularly risky period in relation to exploitation. Adults seem to be at an increased risk of sexual exploitation if they have had a poor childhood experience, disrupted education, low attendance and achievements, have additional learning needs and have or are experiencing emotional or mental health issues. Involvement in alcohol and drugs will increase the risk of sexual exploitation.

There are challenges when it comes to transition planning for children as they approach 18. A common issue is that services tend to decrease or drop off completely at the age of 18 because access to support from adult social services is on the grounds of care and support needs which will mean that many young people will not be eligible for support from Adult Social Care. Through the strategy we need to ensure services are working together to support young people at risk of exploitation into adulthood and beyond.

A MULTI-AGENCY APPROACH TO SAFEGUARDING

Exploitation cannot be tackled by one single agency, it needs a co-ordinated multi agency response. Appendix I lists (with hyperlinks) for all the member agencies of Cardiff and the Vale Regional Safeguarding Board and will also signpost to other organisations that ensure safeguarding is a priority across Cardiff and the Vale.

Sharing Information

As well as working and sharing information on a multi-agency basis, it is essential that we make links between victims and share information with colleagues from neighbouring local authorities when out of county placements are used. It is vital to capture and share intelligence to reduce the risk of continuous exploitation.

UNDERPINNING PRINCIPLES

Partnership approach – A co-ordinated, proactive multi agency approach is essential to fulfil the overarching outcomes of the strategy. We require a shared vision, clear understanding of needs, and a clear focus on improving outcomes for children and adults.

Connectedness – this approach will take account of wider cross partnership strategies and initiatives to maximise impact and prevent duplication.

Effective meaningful engagement with children and adults in order to promote active participation in the implementation of the approach and suggestions for ongoing review, evaluation and development.

Effective workforce development – high quality and consistent training delivered across partners in order to raise skills and confidence of practitioners working with children and adults.

FAMILY CONTEXT

For Children

Exploitation can affect the whole family. The perpetrator may deliberately seek to sever parents/carers relationships and instil a sense of distrust by the child towards their parents/carers; the perpetrator may also build closer relationships with family, so that they trust them with their child. The child's demeanour and behaviour may significantly change; examples include becoming secretive, aggression/ distress towards others, withdrawing from parent/ carer activities.

- Parents/carers are the primary person to safeguard their child with a significant number of exploited children living at home. Parents/carers are providing the 24/7 support and safeguarding when other services are no longer available.
- Parents/carers may be best placed to understand their child, to identify changes in behaviour and to intervene early when risks are identified.
- Supported parents/carers can explore their own feelings in a safe and non-judgemental environment. They will then feel empowered to be able to safeguard their child from exploitation.
- Parents/carers who are informed about exploitation can begin to recognise the signs and take action to protect their child.

Unfortunately parents/carers can also pose a risk to their child and be a part of the exploitation; these parents /carers will need different responses and support.

For Adults

Family members, significant others and carers can also be affected by the exploitation of adults. They may be the people who notice that an individual is being exploited. Such exploitation can take a number of forms which could include neglect; physical, emotional or sexual abuse; financial abuse.

Adults at risk may be targeted in their communities and exploited by individuals. An example of this is cuckooing where individuals are targeted and an individual or group moves in to and takes over their property. Some adults may be exploited by those closest to them which can include family members or their Carers.

Family members and carers are entitled to an assessment under the Social Services and Wellbeing Act Wales legislation to support them to continue in their caring role. There are a number of support groups available in Cardiff and Vale for Carers dependent upon the individual's disability or medical condition. These support groups can be found on the [DEWIS website](#).



HOW CAN WE WORK TOGETHER TO TACKLE EXPLOITATION?

Taking the case studies and examples of exploitation given below, see how together we can tackle exploitation across Cardiff and the Vale.

Criminal Exploitation

T is a 23yr old female. T resides with her parents in an affluent area of Cardiff. T is a student. T however started to present with new items such as expensive trainers, new clothes, and a new phone. T started to present as withdrawn, quiet and not focusing on her studies. There was a change in T's usual behaviour. For example, T was staying out late, staying out over night and not attending studies without reasons for this.

T disclosed that she was using occasional substances, T also advised that she was being given drugs by a group of males that she was involved with, and was asked to 'drug run' and distribute drugs. T was concerned for her safety due to what she was undertaking, but also was concerned for repercussions to her family, as things with the group had escalated and they knew her address, and she didn't know how she could get out of her current situation.

Due to the exploitation taking place, the pressure placed on her, the increase use of drugs and the worry about the activities she was undertaking, and concerns for both hers and her families safety T's mental health deteriorated.

T is the victim of Criminal Exploitation

HOW DID WE HELP T?

After making disclosures to a trusted adult from her education history, who spoke to the police liaison officer, T was referred to St Giles Trust. St Giles Trust have a range of support services and the case was allocated to the County Lines case worker.

After discussing and assessing the situation with T, the County Lines Case Worker established that the group of men T was involved with were a serious organised gang who were exploiting her. The Case Worker also had concerns for T and her families safety.

T worked with the case worker to address what was taking place, she was encouraged to make further disclosures relating to the gang. A safety plan was created and T was given hints and tips including excuses and reasons to give to the exploiters as to why T couldn't take part in the criminal activities. This helped T withdraw from the criminal activity and not be involved further, exiting her safely from the situation.

Work was undertaken with T regarding her resilience and future safety. T was made aware of the agencies and support services she could contact in the future.



Human Trafficking/Child Sexual Exploitation

K is a 16yr old girl who has been brought to Wales by her boyfriend to work in the sex industry and he beats her when she doesn't earn enough money and threatens to kill her. She has been working on the streets of Greece since she was 13 years old. She has 2 children (first as a child of 14yrs) who allegedly live with their father in Romania. It is believed that she was introduced to him by a girlfriend in Romania and brought here to work to pay for the family's rent and bills. K has been made to cut ties with her family and she has not been allowed to send money home for her own children.

K is the victim of human trafficking and child sexual exploitation.

HOW DID WE HELP K?

Several reports are made to the Police about hearing a young girl crying in a house and about a young girl seen on the streets who appeared dishevelled, scared and dirty approaching men. Police enquiries lead to a joint operation with United Kingdom Visas and Immigration (UKVI) to enter the house to discover K and other vulnerable people who have been kept there against their will. 2 men were charged with trafficking and sexual exploitation. Deportation orders were sought by UKVI to ensure that the 2 men were removed to their country of origin when their sentences were complete. Barnardo's provided K with an Independent Child Trafficking Guardians (ICTG) who provided advice, support and guidance. Child and Adolescent Mental Health Services (CAMHs) provided counselling for K which helped her to come to terms with the traumatic events she had experienced in her short life. BAWSO and the NSPCC worked very closely with K in providing interpreters providing support for her as a victim of domestic abuse and trafficking.

Social Services and Housing found K safe housing with a foster family who have experience caring for children who been the victims of child sexual exploitation. They were able to provide 24-hour support and accompany her to all the meetings she had to attend with the NHS to the CPS. This gave K a continuity of care and the benefits became more apparent as K began to speak about the abuse she had suffered.

As K became more confident about her future, she was able to believe in and think more about her future. K expressed her desire to be reunited with her family and her children. With the assistance of UKVI, the FCO and the Red Cross were able to locate her father with whom K was eventually reunited. 6 months after she returned to live with her father, K with the help of the Red Cross, met her two children.

Cuckooing

F is 28yrs old and lives alone. He is vulnerable due to his mental health, suffering from anxiety and depression, in addition he has mild learning difficulties but lives independently without support services. F has become increasingly agitated and doesn't leave the house. Neighbours have noticed they no longer see him popping out and have noticed an increase of visitors back and fore to his address both on foot and in various vehicles. They are concerned as these persons are much younger than him and there can be upwards of 10 visitors in an hour sometimes. The visits are short in nature. The postman has noticed different persons are opening the door to him when post is delivered. There is litter and evidence of drug use outside his address and the curtains/blinds are constantly closed whereas F has always liked to look out of the window. One concerned neighbour knocked his door, F answered and looked frightened, before the neighbour could speak to him one of the males stood in the doorway and asked what the problem was, saying he was a relative staying with his uncle to which F nodded compliantly.

Cuckooing is a form of crime in which drug dealers take over the home of a vulnerable person in order to use it as a base for drug dealing.

F is the victim of cuckooing.

HOW DID WE HELP F?

A concerned neighbour reported this matter to the Police via 101. The Police responded by initially conducting house to house enquiries to gather further information. A search warrant was conducted at the address. This resulted in the persons who had taken over the address being arrested and remanded, a quantity of drugs being seized and allowed for F to be safeguarded.

Following this enforcement action local neighbourhood officers were deployed to conduct further house to house to identify any other vulnerable persons in the area and conduct reassurance patrols. They provided crime prevention and safety advice around cuckooing and gave them the appropriate contact details to report concerns. The local neighbourhood watch was also made aware to be vigilant.

The Housing Association responsible for the property were notified and they ensured the doors locks were changed, a spy hole was fitted, locks were fitted to the front windows and internal CCTV was fitted in the communal area.

As a result of speaking with F, a Police Protection Notice was submitted and shared with Adult services. A wellbeing assessment was undertaken and the Social worker arranged for the vulnerable male to visit his GP who subsequently referred him to the Community Mental Health Team.

F is now regularly visited by the local PCSO and has been successfully protected from any further exploitation.

Labour Exploitation and Domestic Servitude

J was a hardworking man, he lived with his partner, unfortunately his relationship broke down and J took it very badly and he eventually lost his flat; this left him homeless on the streets of London. J was approached on the streets by a male from the travelling community, he offered J work and accommodation, J did not hesitate and took on the offer. J was told he would be working as a driver and labourer and he would be living on site in a caravan.

It wasn't long before J found himself in a vulnerable position. J was physically beaten and controlled by his employers. J was made to do construction work, and was on-call 24 hours a day. He was expected to do physical work for up to 10-12 hours a day 7 days a week, working as a labourer and construction work during the day and then working in the caravans, where he maintained the cleanliness. J was often expected to run household duties, J eventually found that he stopped receiving any pay.

J was a victim of labour exploitation and domestic servitude for 3 years. J decided that he could no longer work in this condition and eventually planned and escaped his situation. Due to ill health J was admitted to hospital, his traffickers found out he was there and abducted him from outside of the hospital.

J was a victim of labour exploitation and domestic servitude.

HOW DID WE HELP J?

A concerned neighbour kept in touch with J notifying him of any concerns and relaying information about the perpetrators. J kept evidence of all paperwork and information provided by the neighbour. Following reports from health and BAWSO about concerns of perpetrator locating J, a referral was made to Modern slavery MARAC (Multi-Agency Risk Assessment conference) meeting. South Wales Police (SWP) increased patrol in the area following this report. The officer in charge kept in touch with BAWSO to ensure safety of J was maintained. A marker was placed on the J's address and a vulnerable marker placed on the police national computer (PNC) for J. There was also contact made with SPOC of modern slavery from MET police (as J was originally from England) to inform them of the concerns and SPOC in England contacted BAWSO.

Health had a marker on their system following the MARAC and reported to BAWSO that a suspected person came into the CHAPS enquiring about the victim. Following this report, J's risk assessment was reviewed following recent risks identified. A support worker liaised with neighbourhood police and OIC in the case and kept them updated. South Wales Police and adult safeguarding were kept updated with J's situation. J was provided with one to one support and a subsistence fund until he received his benefits. J was given access to victim care grant in order to buy a mobile phone.

J was given help to access medical care and register with Cardiff Health Access Point, was provided with advocacy support and also had access to specialist counselling. In order to further his self-development, J was given assistance in accessing courses.

ACCOUNTABILITY / GOVERNANCE

This strategy involves a multi-agency approach to addressing exploitation in Cardiff and Vale of Glamorgan and consists of five overarching goals:

1. Raise awareness of the various forms of exploitation to enable people to recognise the signs, empower people to keep individuals safe and know the actions to take if exploitation is identified across Cardiff and the Vale region.
2. Ensure clear guidance, procedures and pathways are in place to effectively identify and respond to exploitation.
3. Ensure the voice of children and adults affected by exploitation is heard.
4. Establish a multi-agency approach to preventing and tackling exploitation and targeting perpetrators of exploitation across Cardiff and the Vale region.
5. Ensure effective services are in place to support those affected by exploitation.

A delivery plan has been developed to achieve these goals and is available as a separate document. The Cardiff and Vale of Glamorgan Regional Safeguarding Board Exploitation Sub Group will lead on the co-ordination of the strategy and monitor the action plan.

Updates on progress will be provided by the sub group to the Business Planning Group quarterly and as a result, to the Regional Safeguarding Board.

An annual report will be made available to the Regional Safeguarding Board to provide scrutiny, transparency and accountability in relation to the strategy.

Safeguarding is everyone's responsibility



APPENDICES

APPENDIX I – List of agencies/organisations

[Cardiff Children's Services](#)
[Vale of Glamorgan Children's Services](#)
[Cardiff Adult Services](#)
[Vale of Glamorgan Adult Services](#)
[South Wales Police](#)
[Cardiff and Vale University Health Board](#)
[Velindre NHS Trust](#)
[Cardiff Education Services](#)
[Vale of Glamorgan Education Services](#)
[Cardiff Council Housing Services](#)
[Vale of Glamorgan Housing Services](#)
[Cardiff Youth Offending Services](#)
[Vale of Glamorgan Youth Offending Services](#)
[National Probation Service and Community Rehabilitation Company \(CRC\)](#)
[United Kingdom Visas and Immigration \(UKVI\)](#)

[Third Sector](#)
[Barnardo's](#)
[NSPCC](#)
[St Giles Trust](#)

VAWDASV Regional Support

- [BAWSO](#)
- [Atal Y Fro](#)
- [Hafan Cymru](#)
- [Llamau](#)
- [New Pathways](#)
- [Cardiff Women's Aid](#)
- [Victim Support](#)

Other third sector agencies can be called upon when needed.



APPENDIX II - Links to Related Strategies, Plans and Legislation

The aims, objectives and priorities included within the strategy are closely related to those included within the following strategies/plans:

- [Social Services & Well-Being \(Wales\) Act 2014](#)
- [Wales Safeguarding Procedures](#)
 - o Safeguarding children from Child Criminal Exploitation practice guide
 - o Safeguarding children who may be trafficked practice guide
 - o Safeguarding children from Child Sexual Exploitation practice guide
- [Children Act 1989](#)
- [Violence Against Women, Domestic Abuse & Sexual Violence \(Wales\) Act 2015](#)
- [Modern Slavery Act \(2015\) – Human Trafficking/Modern Slavery](#)
- [Serious Crime Act \(2015\) – FGM & CSE](#)
- [Policing & Crime Act \(2009\) Home Office](#)
- [Housing \(Wales\) Act 2014](#)
- [The Counter Terrorism and Security Act \(2015\) \(Prevent Duty\)](#)
- [Serious Violence Strategy 2018](#)
- [Our Health Future \(2009\) Welsh Government](#)
- [The Right to be Safe \(2009\) Welsh Government](#)
- All Wales Victim Pathway for Modern Slavery (available as hard copy only)
- All Wales National Standards for Homeless & Specific Vulnerable Groups (2009) Welsh Government (available in hard copy only)

WHAT TO DO IF YOU ARE CONCERNED THAT SOMEONE IS BEING EXPLOITED:

For emergencies when a child or adult is in immediate danger please call the Police on 999.

If you have concerns about a child's or adult at risk's health or well being act on them. Even if your concerns seem small to you, please report them. All reports are taken seriously and acted upon sensitively. Action will be taken to safeguard children and adults at risk in immediate danger.

If you have concerns about a child at risk:

Intake and Family Support Team:
01446 725 202

**Out of Office Hours
Emergency Duty Team:**
029 2078 8570



Multi Agency Safeguarding Hub (MASH):
029 2053 6490

**Out of Office Hours
Emergency Duty Team:**
029 2078 8570



If you have concerns about an adult at risk:

Vale of Glamorgan Adult Services:
01446 700 111



Cardiff Adult Safeguarding
02922 330 888

Out of Hours:
02920 788 570

