

Interim Report of the Independent Inquiry into Child Sexual Abuse

April 2018

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of the Inquiries Act 2005

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A report of the Inquiry Panel

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Foreword

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

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

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

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

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

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

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

Professor Alexis Jay OBE

Chair of the Independent Inquiry into Child Sexual Abuse

Victims and survivors' accounts

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

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

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

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

Sexual abuse as a child ruins your life.

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

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

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

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

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

Contents

| | | |
|----------|--|-----------|
| 1 | Introduction | 2 |
| 2 | Overview of the Inquiry | 4 |
| 2.1 | The Truth Project | 4 |
| 2.2 | Investigations and public hearings | 7 |
| 2.3 | Research | 9 |
| 2.4 | Seminars and engagement | 10 |
| 2.5 | Review of previous reports and investigations | 13 |
| 2.6 | Operation Hydrant | 14 |
| 3 | The nature and effects of child sexual abuse | 18 |
| 3.1 | What is child sexual abuse? | 18 |
| 3.2 | The effects of child sexual abuse | 22 |
| 3.3 | The scale of child sexual abuse in England and Wales | 29 |
| 4 | Institutional responses to child sexual abuse | 34 |
| 4.1 | Case study into child migration programmes (part of the ‘Children outside the United Kingdom’ investigation) | 34 |
| 4.2 | Cambridge House, Knowl View and Rochdale (‘Rochdale’) investigation | 41 |
| 4.3 | Case study into the English Benedictine Congregation (part of the ‘Roman Catholic Church’ investigation) | 44 |
| 4.4 | Case study into the Diocese of Chichester (part of the ‘Anglican Church’ investigation) | 46 |
| 5 | Current practice to tackle child sexual abuse | 48 |
| 5.1 | The internet | 48 |
| 5.2 | Criminal justice | 51 |
| 5.3 | Civil justice | 55 |
| 5.4 | The health sector | 57 |
| 6 | Emerging themes | 62 |
| 6.1 | Cultural | 62 |
| 6.2 | Professional and political | 65 |
| 6.3 | Structural | 68 |
| 6.4 | Financial | 72 |

| | | |
|----------|--|-----------|
| 7 | List of recommendations | 78 |
| | Child migration programmes (Chapter 4, section 4.1) | 78 |
| | The criminal justice system (Chapter 5, section 5.2.3) | 78 |
| | The civil justice system (Chapter 5, section 5.3) | 79 |
| | The health sector (Chapter 5, section 5.4.2) | 80 |
| | Professional and political (Chapter 6, section 6.2) | 80 |
| | Structural (Chapter 6, section 6.3) | 81 |
| | Financial (Chapter 6, section 6.4) | 81 |
| 8 | The Inquiry's work programme for 2018–19 | 84 |
| | 8.1 Public hearings | 84 |
| | 8.2 Research and seminars | 85 |
| | 8.3 The Truth Project | 85 |
| | Annexes | 87 |
| | Annex A: Update on investigations | 88 |
| | Annex B: Update on research projects | 95 |
| | Appendices | 99 |
| | Appendix 1: Child migration programmes: Case study report | 100 |
| | Appendix 2: Cambridge House, Knowl View and Rochdale: Investigation report | 101 |

Chapter 1

Introduction

1 Introduction

The Independent Inquiry into Child Sexual Abuse ('the Inquiry') was established as an independent statutory inquiry under the Inquiries Act 2005 on 12 March 2015 by the then Home Secretary. The purpose and scope of the Inquiry are set out in its Terms of Reference,¹ which state that it is:

to consider the extent to which State and non-State institutions have failed in their duty of care to protect children from sexual abuse and exploitation; to consider the extent to which those failings have since been addressed; to identify further action needed to address any failings identified; to consider the steps which it is necessary for State and non-State institutions to take in order to protect children from such abuse in future; and to publish a report with recommendations.

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

The Inquiry's Terms of Reference require it to publish an interim report by the end of 2018. The publication of this report fulfils that responsibility.

This report sets out how the Inquiry has undertaken its work (Chapter 2) and describes the nature and effects of child sexual abuse (Chapter 3). It provides an update on the public hearings held by the Inquiry to date (Chapter 4) and on the Inquiry's work considering current responses to tackling child sexual abuse (Chapter 5). The report also considers what the Inquiry has learned so far in relation to four key strategic themes (Chapter 6) and concludes by setting out the Inquiry's work programme for the coming year (Chapter 8).

Recommendations for change are made throughout this report – they are also listed in (Chapter 7) for ease of reference. Each recommendation is addressed to an institution. The Inquiry expects institutions to act upon its recommendations and – in the interest of transparency and openness – asks that each institution publishes details of the steps they will take in response to the recommendation, including the timetable involved. This should be done within six months of the publication of this report unless the recommendation says otherwise.

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

Chapter 2

Overview of the Inquiry

2 Overview of the Inquiry

This section of the report describes how the Inquiry has conducted its work. The comments and conclusions drawn in this report are informed by all aspects of the Inquiry's work.

The Victims and Survivors' Consultative Panel

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

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

2.1 The Truth Project

The Inquiry's Terms of Reference² require it to:

consider the experience of survivors of child sexual abuse; providing opportunities for them to bear witness to the Inquiry, having regard to the need to provide appropriate support in doing so.

The Inquiry set up the Truth Project as one of the ways of fulfilling this obligation. It provides victims and survivors of child sexual abuse with an opportunity to disclose the abuse they suffered and contribute to the Inquiry's work. The Truth Project is open to any victim or survivor of child sexual abuse who has been let down by an institution in England and Wales. Initiatives like the Truth Project have been established before – for example, they made an important contribution to the inquiries into child sexual abuse in Australia³ and Northern Ireland⁴.

Victims and survivors can choose how they tell the Inquiry about the sexual abuse they suffered (for example, in person or remotely). Most have decided to attend a private session in person, while others have submitted a written account. Regardless of the approach they take, it is up to each individual to decide what to tell the Inquiry. They are not questioned or challenged and the information they provide is not verified or tested.

Where victims and survivors have agreed that their accounts can be used by the Inquiry for research purposes, the Inquiry analyses them for themes and patterns to both shape its work and inform its conclusions and recommendations.

² *Terms of Reference*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/terms-reference

³ *Final report*. Royal Commission into Institutional Responses to Child Sexual Abuse (2017) www.childabuseroyalcommission.gov.au/our-inquiry

⁴ *Report of the Historical Institutional Abuse Inquiry*. Inquiry into Historical Institutional Abuse (2017) www.hiainquiry.org/sites/hiainquiry/files/media-files/C1%20-%20Cover%20%26%20Contents%20Page.pdf

In order to ensure that the Inquiry is able to keep victims and survivors' information confidential, it has a Restriction Order in place to protect the anonymity of those who engage with the Truth Project and the experiences they share. While the Inquiry keeps this information confidential, its Terms of Reference require it to refer all allegations of child abuse to the police. Other than in those circumstances, victims and survivors' information will not be disclosed unless we are ordered by a court to do so.

Victims and survivors who have participated in the Truth Project

- **1,040** accounts of child sexual abuse have been shared with the Truth Project so far
- **787** private sessions have been held
- **253** written accounts have been received

520 victims and survivors consented to the information they provided being used for research purposes in the period June 2016 to December 2017:

- **53%** of participants were female, **46%** were male and **1%** identified as 'other'
- The average participant was **52** years old – the youngest participant was **21** and the oldest was **95**
- **94%** were sexually abused by men
- Approximately **six in ten** said they were first abused when they were 4–11 years old (61%) and around a quarter when they were 12–15 years old (24%)
- Over **one third** (36%) reported multiple episodes of abuse (involving more than one perpetrator or institution)

The Inquiry takes a trauma-informed approach to its work. For the Truth Project, this means that the Inquiry works with each victim and survivor before their private session to:

- make sure they understand what to expect so that they can make an informed decision about whether participating in the Truth Project is right for them
- provide emotional support and help to ensure that they feel safe throughout the process
- make the experience on the day supportive – many decide to bring someone with them
- ensure that emotional support and counselling are available on the day (the Inquiry also contacts victims and survivors after their session to ask how they feel, to check on their welfare and to explain how they can access support in their local area), and
- ask whether they would like the information they provide to the Inquiry to feed into its other work, including research and the development of recommendations for change.

Chart 1 Uptake of emotional support and counselling by Truth Project participants (June 2017 – January 2018)

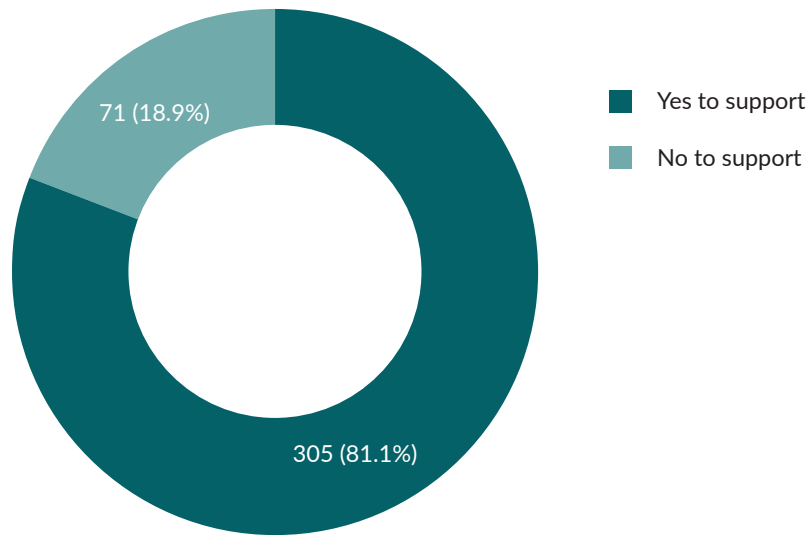
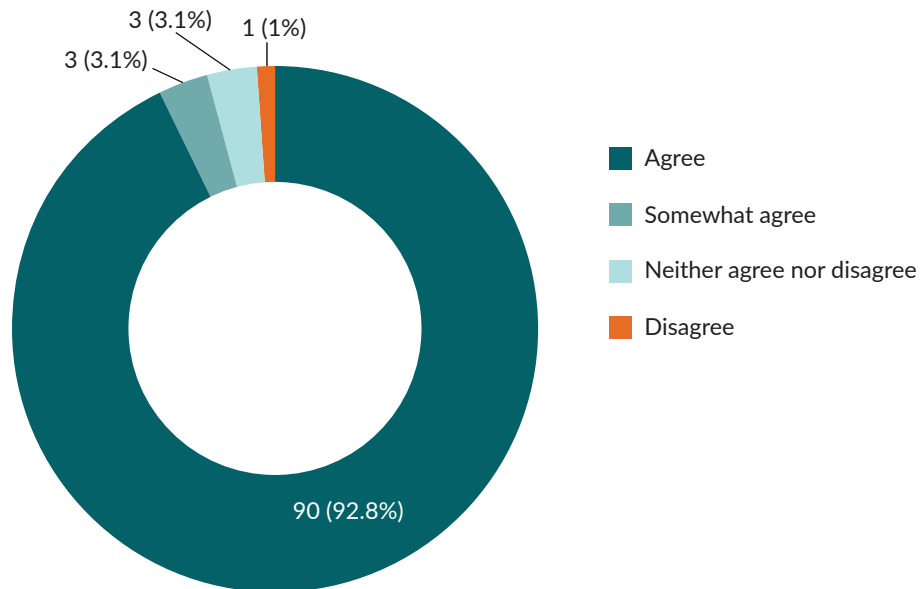


Chart 2 Feedback by Truth Project participants on whether emotional support and counselling were helpful (June 2017 – January 2018)



After their session, victims and survivors are given the opportunity to leave a few words with the Inquiry about their participation in the Truth Project, or points or issues that they want to highlight to the Inquiry. These are known as 'Have your say' messages and a number of these have been included in this report.

Victims and survivors' feedback on the Truth Project

The support given to help me feel comfortable and in control was outstanding: nothing was too much trouble and my welfare was paramount at all times. I felt listened to, heard and my opinions and story valued at times. I actually learnt things about myself too. This was a meaningful process and I am so glad I did it.

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

Best thing I have done. Gave me a voice and allowed me to tell about my experience in a very safe understanding environment. Trust in the process - there is nothing to fear. You WILL be believed and your story matters. No lessons can be learnt if we don't tell them where it went wrong.

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

I was anxious about telling an institution about my institutional abuse, but afterwards I was relieved to have told an institution since this one had actually listened.

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

Since my meeting with IICSA it was a heavy burden taken off my shoulders. The people there were kind and patient and I felt that at last someone is actually believing in what I endured. After my meeting I felt fine but a day later I became very tearful and felt I had lost my strength to carry on facing people, wondering was it worth it unloading my past to strangers and what good will come out of it. Five days later I realised I had done the right thing. Sharing my experiences would help other children.

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

The Inquiry publishes a range of reports about the Truth Project. So far it has published an anonymised summary of personal accounts of child sexual abuse to help raise awareness of the subject and its effects.⁵ It has also published a report⁶ and video⁷ on the first analysis of Truth Project data to illustrate the scale, scope and nature of child sexual abuse as told by Truth Project participants.

Chapter 3 of this report sets out what the Inquiry has learned about child sexual abuse and its effects on victims and survivors.

2.2 Investigations and public hearings

So far, the Inquiry has established 13 investigations to examine the conduct of institutions in England and Wales and to consider whether they have failed in their duty to keep children safe from sexual abuse.

⁵ *Truth Project: Experiences shared - victims and survivors speak out*. Independent Inquiry into Child Sexual Abuse (2016) www.iicsa.org.uk/key-documents/923/view/truth-project-experiences-shared.pdf

⁶ *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

⁷ *Videos*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/videos

Each investigation is undertaken using a range of methods. These include the use of statutory powers to obtain relevant evidence, such as gathering witness statements and reviewing official records. Issues papers and seminars are used to gather information and views, and to assist in identifying points for further consideration. Investigations conclude with a public hearing and a report that sets out the Inquiry's findings and any recommendations for change.

Public hearings held by the Inquiry

- Child migration programmes (a case study in the 'Children outside the UK' investigation) (27 February – 10 March 2017 and 10–21 July 2017)⁸
- 'Cambridge House, Knowl View and Rochdale' investigation (9–27 October 2017)⁹
- The English Benedictine Congregation (a case study in the 'Roman Catholic Church' investigation) (27 November – 14 December 2017)¹⁰
- An introductory hearing on the 'Internet and child sexual abuse' investigation (22–26 January 2018)¹¹
- The Diocese of Chichester (a case study in the 'Anglican Church' investigation) (5–23 March 2018)¹²

Core participants are designated by the Chair if she considers that they have a specific interest in the matters under investigation by the Inquiry. They usually see documents before they are used in a hearing and can suggest lines of enquiry. Core participants can also apply to the Inquiry for funding to cover legal and other costs.

Witnesses are invited by the Inquiry to provide a statement if they have evidence that is relevant to a particular investigation and can help the Inquiry fulfil its Terms of Reference – for example, if they have been failed by, or worked in, an institution under investigation. Witnesses give their evidence in person, unless there is an exceptional circumstance that means they must give evidence anonymously (for example, to protect their identity while the police are investigating the sexual abuse they suffered). Some witnesses may give evidence via video link (for example, if they are infirm or abroad) or can have their evidence read aloud on their behalf.

Providing evidence at a public hearing can be a daunting and demanding experience, whether or not it is done anonymously. For this reason, the Inquiry ensures that emotional support is available to witnesses and core participants both before and after they give

⁸ *Protection of children outside the United Kingdom: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/the-protection-of-children-overseas?tab=hearing

⁹ *Cambridge House, Knowl View and Rochdale: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/sexual-abuse-of-children-in-institutions-supervised-by-rochdale-borough-council?tab=hearing

¹⁰ *Child sexual abuse in the Roman Catholic Church: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-catholic-church?tab=hearing

¹¹ *The internet and child sexual abuse: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/child-sexual-abuse-facilitated-by-the-internet?tab=hearing

¹² *Child sexual abuse in the Anglican Church: Hearings*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-anglican-church?tab=hearing

evidence. So far, the Inquiry has provided support to 96 witnesses and core participants (excluding support that has been provided during public hearings). The Inquiry is grateful to the witnesses and core participants who have assisted the Inquiry in its work so far.

2.3 Research

The Inquiry's research programme brings together the significant amount of existing research evidence about child sexual abuse as well as undertaking primary research in key areas identified by the Inquiry.

Research published by the Inquiry

*'What can be learnt from other jurisdictions about preventing and responding to child sexual abuse'*¹³

- Summarises the latest evidence on how jurisdictions outside England and Wales prevent, identify and respond to child sexual abuse.
- Examines 88 pieces of existing research.

*'The impacts of child sexual abuse'*¹⁴

- Considers the multiple effects of child sexual abuse on victims and survivors.
- Examines 205 pieces of existing research.

*'Child sexual abuse within the Catholic and Anglican Churches'*¹⁵

- Considers the nature and scale of child sexual abuse within the two churches, and what factors may have contributed to the sexual abuse taking place.
- Examines 160 pieces of existing research.

¹³ *What can be learnt from other jurisdictions about preventing and responding to child sexual abuse: a rapid evidence assessment.* University of Central Lancashire for the Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1370/view/Learning%20from%20best%20practice%20overseas%20-%20Rapid%20Evidence%20Assessment%20-%20Full%20Report%20%28English%29.pdf

¹⁴ *The impacts of child sexual abuse: a rapid evidence assessment.* Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

¹⁵ *Child sexual abuse within the Catholic and Anglican Churches: a rapid evidence assessment.* Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3361/view/IICSA%20REA%20Child%20sexual%20abuse%20in%20the%20Anglican%20and%20Catholic%20Churches%20Nov%202017.pdf

The internet and child sexual abuse: 'Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation',¹⁶ 'Characteristics and vulnerabilities of victims of online facilitated child sexual abuse and exploitation',¹⁷ and 'Quantifying online facilitated child sexual abuse'¹⁸

- Explores the behaviours and characteristics of perpetrators online, the vulnerabilities and characteristics of victims online, and the nature and scale of online child sexual abuse.
- Collectively examines 323 pieces of existing research.

'Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses'¹⁹

- Considers how discourses from the 1940s to the present have shaped society's understanding of child sexual abuse, child protection practices and institutional responses.
- Examines 340 pieces of existing research.

'Child sexual abuse in custodial institutions'²⁰

- Considers the scale of child sexual abuse within the youth secure estate and institutional responses to this sexual abuse.
- Examines 237 pieces of existing research.

Annex B provides an overview of research carried out by the Inquiry.

2.4 Seminars and engagement

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

¹⁶ *Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* NatCen Social Research for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3720/view/Rapid%20Evidence%20Assessment%20Behaviour%20and%20Characteristics%20of%20Perpetrators%20of%20Online-facilitated%20Child%20Sexual%20Abuse%20and%20Exploitation.pdf

¹⁷ *Characteristics and vulnerabilities of victims of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* Lancaster University for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3719/view/Rapid%20Evidence%20Assessment%20Characteristics%20and%20Vulnerabilities%20of%20Victims%20of%20Online%20Facilitated%20Child%20Sexual%20Abuse%20And%20Exploitation.pdf

¹⁸ *Quantifying online facilitated child sexual abuse.* University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3722/view/Rapid%20Evidence%20Assessment%20Quantifying%20The%20Extent%20Of%20Online%20Facilitated%20Child%20Sexual%20Abuse.pdf

¹⁹ *Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses.* Independent Inquiry into Child Sexual Abuse (2018) [www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20\(full%20report\).pdf](http://www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20(full%20report).pdf)

²⁰ *Child sexual abuse in custodial institutions: a rapid evidence assessment.* Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5197/view/Child%20sexual%20abuse%20in%20custodial%20institutions%20REA%20-%20Full%20report.pdf

Seminars

The Inquiry holds seminars to gather information and views about important issues relating to child sexual abuse. It invites individuals and organisations with expertise and a range of perspectives on the issues being considered at the seminar to participate and contribute to a public discussion. Attendees have included members of the Victims and Survivors' Forum, professionals, policy-makers and academics. Seminars are attended by the Chair and Panel, held in public and live-streamed on the Inquiry's website.

Seminars held by the Inquiry

- The civil justice system (29–30 November 2016)²¹
- Criminal injuries compensation (21 February 2017)²²
- Preventing and responding to child sexual abuse: learning from best practice overseas (12 April 2017)²³
- Victims and survivors' experiences: impacts and support services (4–5 July 2017)²⁴
- The health sector (26–27 September 2017)²⁵
- The criminal justice system (21–22 November 2017)²⁶
- Social and political narratives about child sexual abuse (26 February 2018)²⁷

The Victims and Survivors' Forum

The Victims and Survivors' Forum was set up by the Inquiry to make it easier for victims and survivors to engage with, be involved in and contribute to the Inquiry's work.²⁸ It also provides opportunities for Forum members to meet other members. Over 270 victims and survivors have joined the Forum, and it is open to all victims and survivors of child sexual abuse.

Forum members have engaged with the Inquiry's work in different ways. They have participated in Forum meetings and focus group discussions about specific areas, including the effects of child sexual abuse, and accessing and improving support for victims and

²¹ *The civil justice system*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/civil-justice-system

²² *Criminal injuries compensation*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-injuries-compensation

²³ *Preventing and responding to child sexual abuse: learning from best practice overseas*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/preventing-and-responding-child-sexual-abuse-learning-best-practice-overseas

²⁴ *Victims and survivors' experiences: impacts, support services and redress*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/victims-and-survivors%E2%80%99-experiences-impacts-support-services-and-redress

²⁵ *The health sector*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/health-sector

²⁶ *The criminal justice system*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-justice-system

²⁷ *Social and political narratives about child sexual abuse*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/social-and-political-narratives-about-child-sexual-abuse

²⁸ *The Victims and Survivors' Forum*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/victims-and-survivors/attend-forum

survivors. They have also taken part in the Inquiry's seminars on victims and survivors' experiences and the criminal justice system. The outcomes of these discussions have contributed to this report.

The Victims and Survivors' Forum

- Over 270 victims and survivors have joined the Forum
- 4 Forum meetings have taken place in London (5 August 2016 and 15 March 2017), Cardiff (24 November 2016) and Manchester (23 March 2017)
- 8 Forum discussion groups have taken place in Liverpool (17 August 2017), Birmingham (two meetings on 24 August 2017), Cardiff (7 September 2017), London (two meetings on 14 September 2017), Exeter (4 October 2017) and Darlington (11 October 2017)

Forum members have also provided feedback and advice on the design and development of the Inquiry's website, and what the Inquiry can do to raise awareness of the Truth Project. They have taken part in videos and media interviews.

The Inquiry has also recently consulted with Forum members for their views on how the Forum could be developed in the future. It is grateful to Forum members for their contributions to its work so far.

Online consultation

Between June and September 2017, the Inquiry held an online consultation that asked victims and survivors and their relatives and friends to explain how they have been affected by child sexual abuse. The Inquiry received 197 responses.

The online consultation asked for information about how child sexual abuse has affected the physical and mental health, interpersonal relationships, education and later life experiences of victims and survivors. It also asked victims and survivors whether or not they had sought support, if they had been able to access the right kind of support and what could be done to improve support services.

The questions asked in this online consultation were also explored in more detail by the Victims and Survivors' Forum in a series of follow-up meetings. The outcomes from the online consultation and the Forum meetings have contributed to this report – particularly Chapter 3.

Engaging with children and young people

So far, the Inquiry has met 80 children and young people between the ages of 9 and 25 to discuss their experiences and views on how society and institutions can protect them from sexual abuse.

The children and young people who have spoken to the Inquiry have discussed a number of issues, including the importance of staying safe online (which has been regularly raised with the Inquiry and is considered further in ‘The internet’ section of this report), and the importance of effective sex and relationship education at school. The Inquiry will continue to talk to children and young people as its work progresses.

2.5 Review of previous reports and investigations

The Inquiry’s Terms of Reference require it to:

consider all the information which is available from the various published and unpublished reviews, court cases, and investigations which have so far concluded.

As a result, the Inquiry is considering what can be learned from the range of reviews and investigations that have preceded it. Part of this work has involved reviewing the recommendations from a number of previous public reports and investigations into child sexual abuse to identify whether there are consistent issues arising that should inform the Inquiry’s work. In total, 211 reviews and reports – containing 3,004 recommendations – have been analysed.

The Inquiry has organised the recommendations made by these reports into a number of thematic areas (Table 1) to assist the Inquiry in identifying key issues that have arisen in previous reports and reviews. It is notable that the most frequently recurring issues have also arisen regularly in other parts of the Inquiry’s work and are discussed in Chapter 6 of this report: the need for a culture change in relation to attitudes towards child sexual abuse, the role of leadership in supporting this culture change, and issues relating to staff practice and safe recruitment.

Table 1 Categorisation of recommendations in the review of previous reports and investigations

| Recommendation areas | Number of recommendations |
|---|---------------------------|
| Staffing (including practice, supervision and recruitment) | 826 (27.5%) |
| Records management systems and processes (including information sharing) | 501 (16.7%) |
| Failures, issues and attitudes in working or supporting children and/or victims and survivors | 413 (13.7%) |
| Leadership and oversight | 396 (13.2%) |
| Inter-agency working | 318 (10.6%) |
| Other recommendations (including operational policy and procedure, and complaints) | 550 (18.3%) |

The Inquiry is considering whether the recommendations made in previous reports and investigations about child sexual abuse have been implemented as part of the ‘Child sexual exploitation by organised networks’ investigation.

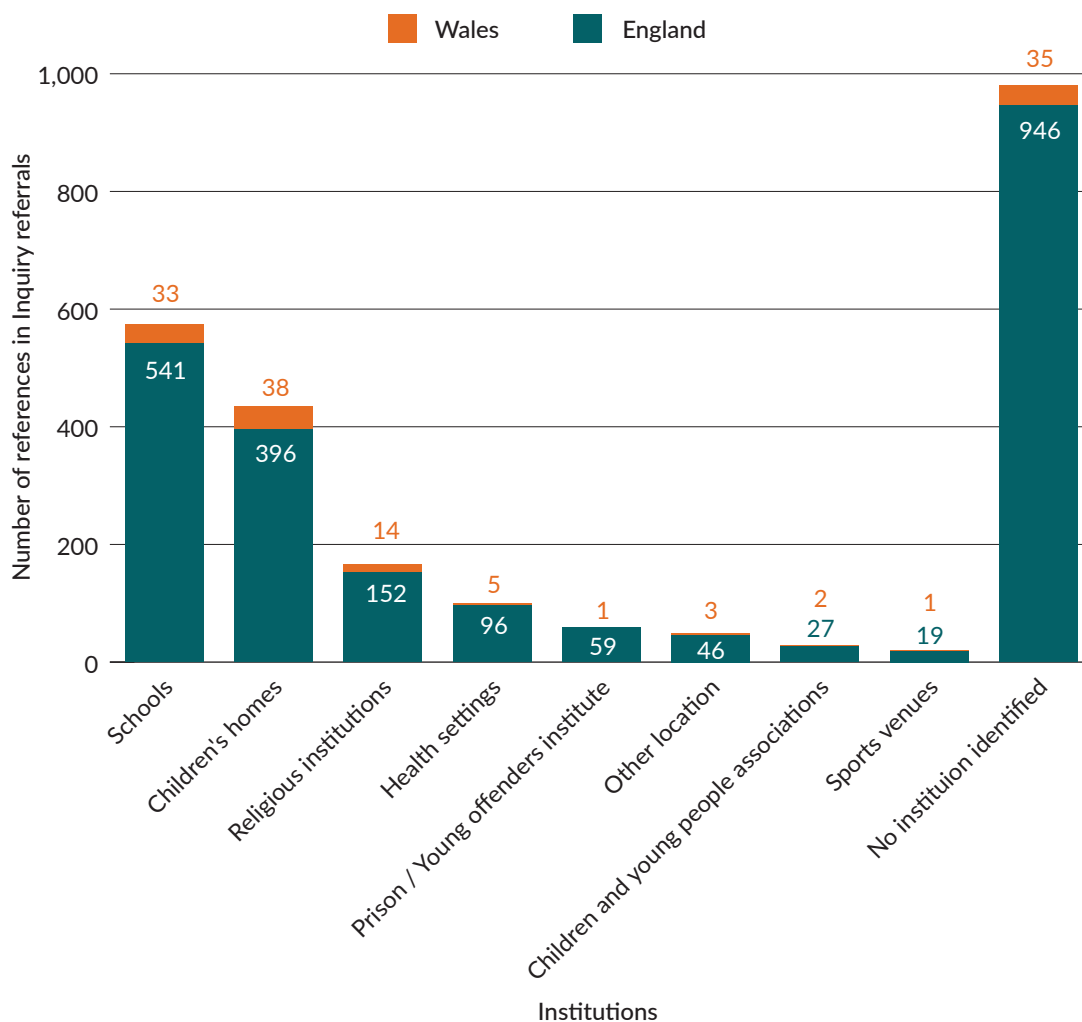
2.6 Operation Hydrant

The Inquiry is required to refer all allegations of child abuse that it receives to the police so that they can be investigated.²⁹ Referrals are passed to 'Operation Hydrant' – a body that is independent of the Inquiry and was established by the National Police Chiefs' Council to co-ordinate police investigations into non-recent child sexual abuse. Operation Hydrant receives referrals from a range of organisations, including the Inquiry, and passes them to the relevant police force for investigation.

Operation Hydrant has provided the Inquiry with information from police forces in England and Wales about the outcomes of Inquiry referrals made between March 2015 and June 2017. In that period, 1,575 referrals were made to Operation Hydrant by the Inquiry. As Operation Hydrant can pass these referrals to more than one police force or agency, 2,402 referrals have been made to police forces or law enforcement agencies in total.

Chart 3 shows the type of institution where abuse was said to have taken place.

Chart 3 Institutions where abuse took place in Inquiry referrals to Operation Hydrant



²⁹ Terms of Reference. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/terms-reference

Operation Hydrant will pass a referral to the most appropriate police force for investigation. In some cases, the same information will already have been reported to the police in a different way.

The amount of information and detail included in a referral can vary significantly, and this has a direct impact on the ability of the police force to investigate further. It is up to a victim or survivor to decide what information they want to share with the Inquiry. The Inquiry only shares a victim or survivor’s contact details with the police if they agree to the Inquiry doing so, or if the Inquiry is concerned that a child or adult may be at risk of serious harm.

Every investigation is different and many do not progress as far as a criminal prosecution. However, a small proportion of referrals made by the Inquiry have resulted in convictions (Table 2).

Table 2 The outcome of Inquiry referrals to Operation Hydrant in England and Wales*

| Outcome | England | Wales |
|---|---------|-------|
| No further action | 1,749 | 117 |
| Ongoing investigation | 457 | 15 |
| Charged and awaiting trial | 14 | 0 |
| Convicted | 14 | 0 |
| Not convicted | 20 | 0 |
| Offence occurred outside England or Wales | 3 | 1 |

* Police forces and law enforcement agencies have notified Operation Hydrant of the outcome of Inquiry referrals. Where a single referral includes information relating to multiple individuals, police forces and / or law enforcement agencies, it will result in more than one outcome.

As at March 2018, a significant proportion (78%) of referrals made by the Inquiry resulted in ‘no further action’ following consideration by the receiving police force or agency. Reasons for this can include a lack of evidence, being unable to trace or identify a perpetrator, a perpetrator being deceased, or a victim and survivor no longer wanting to continue with the criminal process. Fourteen referrals from the Inquiry to Operation Hydrant have related to offences where the offender has subsequently been convicted. A further 14 referrals from the Inquiry relate to investigations where an individual has been charged and is now awaiting trial.

Conviction following an Inquiry referral to Operation Hydrant

A victim and survivor reported the sexual abuse they experienced to the Inquiry. They explained that they were abused during their childhood in the 1960s and 1970s while attending worship with Jehovah’s Witnesses at Kingdom Hall.

This resulted in a police investigation and led to the perpetrator being convicted of nine counts of indecent assault against a child. The perpetrator was sentenced to 30 months imprisonment, and was given an indefinite Sex Offender Notice and a Sexual Harm Prevention Order until further notice.

Chapter 3

The nature and effects of child sexual abuse

3 The nature and effects of child sexual abuse

This section of the report explains what the Inquiry has learned about child sexual abuse and its effect on victims and survivors – both during childhood and then later in adult life. It also sets out what is known about how widespread child sexual abuse is in England and Wales.

3.1 What is child sexual abuse?

Child sexual abuse

Sexual abuse of children involves forcing or enticing a child or young person to take part in sexual activities, whether or not the child is aware of what is happening.³⁰

The activities may involve physical contact, including abuse by penetration or non-penetrative acts (such as masturbation, kissing, rubbing and touching outside clothing). They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse including via the internet. Child sexual abuse includes child sexual exploitation.

Child sexual exploitation

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator.³¹

The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact, it can also occur through the use of technology.

This section of the report draws together what victims and survivors have told the Truth Project, online consultation and Forum meetings about the sexual abuse they suffered as children. It also includes evidence provided to the Inquiry's investigations, along with the Inquiry's review of existing research on the effects of child sexual abuse.

³⁰ *Working together to safeguard children: A guide to inter-agency working to safeguard and promote the welfare of children.* Department for Education (2015) www.gov.uk/government/publications/working-together-to-safeguard-children-2

³¹ *Child sexual exploitation: definition and guide for practitioners.* Department for Education (2017) www.gov.uk/government/publications/child-sexual-exploitation-definition-and-guide-for-practitioners

Brutality, violence and threats

Victims and survivors have told the Inquiry that child sexual abuse can frequently be brutal and violent. The sexual abuse can be carried out by more than one perpetrator, and can leave victims with bruises, broken bones, burns and cuts, and internal injuries.

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

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

... that's when the main attack happened, where I was picked up off the corner of the main road, by a ... driver who offered to give me a lift home. But it, obviously, didn't turn out like that, he took me to his house and he invited four other people there. So, altogether that one night there was nine men.

Victim and survivor, the Truth Project

The Inquiry has heard that some perpetrators use violence to instil fear and stop children speaking up about the sexual abuse they have suffered. This allows them to continue abusing and reduces the risk of being caught.

I was beaten frequently throughout my ten years at Fairbridge. Some of it was for a punishment, but much of it was simply a way of making me know my place and who was in charge.

A witness and former child migrant who was sent to Australia in the 1950s at the age of six

Parents and siblings can also be physically or emotionally threatened so that the child is fearful for their family's safety as well as their own.

Exploiting vulnerability

Through the Truth Project and its investigations, the Inquiry has seen that perpetrators can make deliberate, carefully planned efforts to create opportunities to sexually abuse children. They can target children they consider to be vulnerable, such as those who have already endured emotional trauma (for example, the loss of a parent or domestic abuse), or whose circumstances can make them more vulnerable (for example, children in residential settings and in close proximity to adults responsible for their safety and welfare).

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

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

Reflecting back, Jessica commented that he chose her because she was vulnerable and experiencing difficulties in her home life, he stayed away from the well supported, confident girls. She believes there were indications of his inappropriate behaviour noticed by other coaches and parents, but these were never raised or addressed.

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

Some children will always be particularly dependent on the adults around them for care and support – for example, children with learning or physical disabilities. Perpetrators may target these children because they believe that their disability makes them less likely or unable to report sexual abuse.

Grooming and gaining trust

Perpetrators can manipulate and groom children to gain their trust and compliance over time. This can involve the giving of gifts, providing alcohol or drugs, or using compliments and flattery to make them feel special and wanted.

Paid work; yeah, I'd get a bit, yeah ... so we might have a Saturday afternoon ... he'd get us a pair of nice jeans or something like that so it was quid pro quo sort of thing but then obviously it turned to sexual favours, you know. Well it weren't sexual favours it was rough ...

Victim and survivor, the Truth Project

The Inquiry has been told that children can feel as though they 'owe' the perpetrator for the presents and attention they have received. Some have told the Inquiry that they mistook the sexual abuse they suffered for love because they had little experience of warm and loving relationships. Tragically, some victims and survivors said that they believed the sexual abuse was their fault.

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

Participant, criminal justice system seminar

Children are not the only targets of grooming by perpetrators of child sexual abuse – they may also manipulate and befriend the close friends and family of their victims. This is to gain their trust, and maintain access to children and their opportunities to abuse.

Anyway, we went to ... church where I also went to school there. But a new young ... priest came to our parish, and my mother sort of adopted him, he came to our house a lot, he even came to Sunday dinners sometimes. He didn't come Christmas Day but he came Boxing Day. And he was really made to fit in, he was very jokey, very, very childish, you know, liked a game, and used to tell us ghost stories, and things like that, and mess about. Sort of like pretty harmless stuff. And he was very popular ... in the parish, being young blood I suppose.

Victim and survivor, the Truth Project

In discussing the abuse they suffered with the Inquiry, victims and survivors have alluded to the careful planning and deliberate steps taken by some perpetrators so that they can continue to abuse – for example, creating plausible reasons for being in contact with a child, just in case concerns are raised.

I thought, 'She's covered herself'. She's already said that I need help getting washed and what have you. Now, that covers them for touching me. I mean, it's something I might not have put together as a child if I'd read them records, but as an adult ... and police have got these records. Then she said I was a tell-tale. I wasn't a tell-tale.

Victim and survivor, the Truth Project

Abusing positions of trust and authority

Perpetrators in professions or positions of trust may use their authority and position to create opportunities to be alone with children and to shield themselves from suspicion. They know that their reputation and authority can be used to deflect and discredit accusations if concerns are raised.

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

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

The boarding school I attended was rife with sexual abuse. The prefects abused their authority over the younger boys (aged 11+) to sexually abuse whomever took their fancy. When the prefects left school the masters (teachers) picked up where the prefects had left off and had an endless supply of pre-groomed boys to satisfy their sexual proclivities. The masters who lived in the school with us were the worst – they had their studies and bedrooms where they could indulge themselves without fear of disturbance.

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

A significant proportion of the victims and survivors taking part in the Truth Project have said that they were abused by people in a position of trust. Nearly one in three (28%) were abused by family members and around a quarter (23%) have said that they were abused by teaching or educational staff. A further fifth (20%) were abused by perpetrators such as friends of the family or trusted members of the community, and nearly one in eight (12%) have indicated that they were abused by other professionals, such as medical practitioners, social workers and police.

So, I was given an injection, which I believe was a Largactil injection. And I, sort of, resisted that but I was forcibly given that. ... But I have very clear memories of waking up in the night with this man, this nurse on top of me, raping me. And I know it happened. I also know that I was really affected by the drugs, but I know very clearly it happened.

Victim and survivor, the Truth Project

3.2 The effects of child sexual abuse

The Inquiry has heard that child sexual abuse can have wide-ranging and serious consequences.³² For some victims and survivors these effects endure throughout adult life. Child sexual abuse can affect psychological and physical well-being, family and intimate relationships, faith, and education and career. Victims and survivors can also be two to four times more likely to become victims of sexual, physical or emotional abuse again in their lifetime.³³

Effect on interpersonal relationships

One of the most profound effects of child sexual abuse is the damaging impact it can have on the ability to form and maintain close, loving relationships – both intimate and platonic. It can affect the relationships that victims and survivors have at the time of the sexual abuse and for the rest of their lives. They may find it difficult to talk to partners, family and friends about the sexual abuse, preventing others from being able to help and offer support. Forty-two percent of victims and survivors who participated in the Truth Project have said that child sexual abuse has adversely affected the relationships they have with others.

Intimate relationships

Child sexual abuse can cause difficulties in forming intimate and trusting relationships.³⁴ Relationships can remind victims and survivors of the sexual abuse, and there may be emotional barriers that make it difficult to talk about sexual abuse with partners.

Because when I talk about it I can see it, feel it, hear it and taste it ... I try to say the words. I feel dirty inside, I feel more dirty telling you about it because it hurts me inside, it really hurts.

Victim and survivor, the Truth Project

Around a third (28%) of victims and survivors have told the Truth Project that they have had difficulties with trust and intimacy. Responses to the Inquiry's online consultation and discussion at the Forum focus groups also echoed this.

I've been embarrassed all my life over this. I've never, ever told any of my family. I told my wife last year, about 66, 67 – 70 years later, I told my wife. To be honest with you, when I got married, for the first two years, instead of going to bed and making love to my wife, I used to go down to the hotel and get drunk and come home and go to bed, because every time I had sex with my wife, I used to think about [the woman who sexually abused him], and it's upset me all my life.

A witness and former child migrant who was sent to Australia

³² *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

³³ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

³⁴ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

Relationships with parents and siblings

The Inquiry has heard that some victims and survivors feel that the child sexual abuse they suffered has damaged their relationships with their parents or siblings. This may be because the perpetrator was a family member or a close friend of the family, or they may have disclosed the abuse they suffered to a family member or sibling and felt that they were not believed.

I came out of care ... I tried to tell my mum what happened. She just slapped me from one end of the room to the other and said it didn't happen. I went to bed, and I'd locked it away. I didn't remember from that day. My mind had totally closed up ... Like I said, my mum just slapped me and said it didn't happen; so, it didn't happen.

Victim and survivor, the Truth Project

The effects child sex abuse has had on me and my family is, me being ostracised by my family therefore it's caused a big family argument where I am not believed. Still to this day my brother says we won't talk about your 'illness' but now I know why.

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

The Inquiry has heard that this can make victims and survivors feel responsible for changes to family dynamics and the well-being of family members. It can also disrupt friendship groups and lead to bullying or being talked about by peers, causing loneliness and isolation.

Dorothy didn't play with other children at school, she didn't think it was safe for them to be friends with her. The playground supervisors would ask her why she didn't want to play with the others but she just said she wanted to be left alone and refused to say anything.

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

Some victims and survivors have seen their familial relationships suffer because their parents, siblings or other relatives knew sexual abuse was taking place but failed to intervene.

Gabriela is sure her mother knew her father was abusing her because before her mother left she took her into her parents' bedroom, showed her a large heavy ornament and said to her 'if anybody tries to do anything to you, hit them with this'. She thought it was a strange thing to say but realised her mother knew what her father might do. Gabriela is angry with her mother about that; that she didn't protect her and her siblings from their father's abuse.

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

Child sexual abuse can also affect the parents of victims and survivors.³⁵ The mental health of parents can be affected because they feel responsible for having been powerless and unable to protect their child.

³⁵ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

My mum's mental health is still really bad, yeah, we have reconciled but the long-lasting effects on her have been significant ... it affects her ability to be the, sort of, grandma figure as well doesn't it because that limits you.

Victim and survivor, the Truth Project

Relationships with children and grandchildren

Perhaps one of the saddest consequences of child sexual abuse is the damaging effect it can have on parenthood. Some victims and survivors fear that the sexual abuse they suffered as a child will mean that they will not be safe parents – or that others will consider them to be a danger to their own children. Some victims and survivors have talked about not being able to change nappies or even hug their own children.

Personally, I didn't want to report because I'd read years ago that if you've been abused, you will abuse, and when I actually disclosed to a counsellor, I begged and pleaded first, 'I promise you, I've done nothing to my children', and I was literally – oh, it was horrific, because I was panicking if I came out with my story that they were going to take my children away from me.

Victim and survivor, criminal justice system seminar

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

Victim and survivor, the Truth Project

Child sexual abuse can also lead some victims and survivors to be especially protective of their own children and grandchildren.³⁶ They are determined to make sure that their children and grandchildren feel loved and cared for, and that their own abuse will not have a negative effect on them.

In other ways I'm overcompensating because I've thought, 'Well this is not going to stop me getting on' ... I know what it is to care for a child, I know how children should be cared for and nurtured ...

Victim and survivor, the Truth Project

Effect on emotional well-being and mental health

Victims and survivors of child sexual abuse cope and respond to abuse in different ways, and their response can change over time.³⁷ For some, the psychological harm can be at least as severe – and at times more enduring – than the physical injuries sustained during the sexual abuse.

³⁶ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

³⁷ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

Around the time of sexual abuse, children can experience a range of emotions, including fear, sadness, anger, guilt, self-blame and confusion.^{38,39} Victims and survivors can feel humiliated or self-conscious, and will often not feel equipped or able to talk about what has happened.

... I became very wary and withdrawn. I think it affected the rest of my life. I was worried and anxious all the time. I didn't make friends or talk with anyone and I was always watchful for people who might hurt me. Lots of them did hurt me all through my childhood.

A witness and former child migrant who was sent to Australia in the 1940s at the age of ten

The Inquiry has been told that child sexual abuse can have a profound psychological effect that lasts into and throughout adult life. Existing research has linked child sexual abuse with low self-esteem and mental health conditions.⁴⁰ The accounts provided to the Truth Project have supported this: victims and survivors have reported a range of mental health issues that are a result of the sexual abuse they suffered.

The most common issues reported were depression (33%), lack of trust in authority (32%), thoughts of suicide (28%), anxiety (28%), self-harming (22%) and attempted suicide (22%). Participants in the online consultation said that they were most likely to experience anxiety and fear, depression, self-harm and thoughts of suicide. Panic attacks, low self-confidence, obsessions, eating disorders, and alcohol and drug use were also reported by Forum members.

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

Victim and survivor, the Truth Project

It's historic – sexual abuse, yes, it's physical, but the mental abuse lasts forever. The physical abuse comes and goes, kind of. You forget the pain of the physical side of it, but the mental abuse until the day I die – until the day I die, I – I'm a victim, if you like, because it doesn't matter what situation I'm in – I could be in a party and having the best time of my life, but I could smell something or somebody could say something or somebody could touch me and I'm right back to the abuse, and until the day I die that's never going to change.

Victim and survivor, criminal justice system seminar

I still have nightmares and have to sleep with the light on. I was already like that by the time I left Clontarf, a nervous wreck. Twice I was admitted to the infirmary with something I now think were panic attacks.

A witness and former child migrant who was sent to Australia in the 1950s

³⁸ Foster JM and Hagedorn WB. (2014) Through the eyes of the wounded: a narrative analysis of children's sexual abuse experiences and recovery process. *Journal of Child Sexual Abuse* 23(5) 538-557

³⁹ *Making noise: Children's voices for positive change after sexual abuse*. University of Bedfordshire for the Children's Commissioner for England (2017) www.childrenscommissioner.gov.uk/wp-content/uploads/2017/06/UniBed_MakingNoise-20_4_17-1.pdf

⁴⁰ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

However, the Inquiry has also been struck by how victims and survivors have been proud of their resilience and powers of recovery. Many go on to lead successful lives – but have said that they never fully leave the abuse they experienced behind and will go through tough periods in their lives as a result. These periods of negative emotions can be triggered by known dates or events, or be quite random and entirely unpredictable. Research shows that particular aspects of life – most notably childbirth^{41, 42} and sexual activity⁴³ – are frequent triggers.

Julia stated that she has had thoughts of suicide over the years as a means of escape and it came to a head when she had postnatal depression after the birth of her children, this triggered thoughts about the abuse and caused a deeper depression, it was only her thoughts about and her love for her children that kept her alive.

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

Many victims and survivors seek therapy or counselling, but have reported severe difficulties in accessing services and treatment. Where support and treatment have been accessed, accounts from victims and survivors are mixed. It is clear that the right support or treatment at the right time is hugely beneficial to victims and survivors, but some have reported receiving unhelpful or inappropriate responses from professionals.

You know, because there was nothing ... I was taken to see a child psychologist and they said, 'Is there anything that you'd like to talk about?' And I said, 'Well, what do you mean?' ... I just, kind of, crammed up and said nothing. And I was, kind of, just moved away.

Victim and survivor, the Truth Project

She's just been fantastic, absolutely fantastic ... the first time I'd had – she got me right back to a child and it was so hard. This was three years ago, been seeing her for three years now ... I've definitely got the right support ... she's just amazing ... so unlike any of the NHS people I've ever dealt with.

Victim and survivor, the Truth Project

Supportive and positive responses from families, friends, caregivers and professionals have been found to help recovery.⁴⁴ Participants in the online consultation indicated the importance of being believed and respected when accessing support. However, when a victim and survivor discloses the child sexual abuse they suffered and receives a lack of support, this can increase feelings of guilt and shame and deter them from seeking support in the future.

⁴¹ Leeners B, Gorres G, Block E, et al. (2016) Birth experiences in adult women with a history of childhood sexual abuse. *Journal of Psychosomatic Research* 83 27-32

⁴² *Responding sensitively to survivors of child sexual abuse: an evidence review*. University of Bedfordshire for Victim Support (2016) www.beds.ac.uk/_data/assets/pdf_file/0009/504891/AACSA-evidence-review-13-06-16.pdf

⁴³ Kristensen E and Lau M. (2011) Sexual function in women with a history of intrafamilial childhood sexual abuse. *Sexual and Relationship Therapy* 26(3) 229-241

⁴⁴ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

There are also concerns that many services are being withdrawn and the cost of treatment is often high, which can be a very real barrier for those without a job or on low incomes. The availability of support and treatment is a significant issue and this is considered in more detail later in this report (see Chapter 6 for more information).

Effect on physical health

Research shows that victims and survivors of child sexual abuse may have poorer physical health than those who have not been abused.⁴⁵

Children can sustain physical injuries during sexual abuse. Victims and survivors who engaged with the Truth Project reported that they experienced a physical injury (12%) such as internal damage as a result of the sexual abuse. Children can also contract sexually transmitted diseases as a result of the abuse.⁴⁶

There are also long-term effects of child sexual abuse that include a range of illnesses and disabilities. Hypertension, chronic fatigue, malnutrition, mobility, and problems with reproductive systems and childbirth are all linked to child sexual abuse.⁴⁷

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

A witness and former child migrant who was sent to Southern Rhodesia (now Zimbabwe) in the 1950s at the age of nine

Ten percent of female victims and survivors told the Truth Project that they became pregnant as a result of the sexual abuse.

The abuse had got progressively worse and when I was 14, the group, eight of them ... and they all had sex with me, and they made me deliberately pregnant with a baby.

Victim and survivor, the Truth Project

Effect on religion and faith

When considering the effect child sexual abuse has on a victim and survivor's religion or spiritual beliefs, two particular themes have been highlighted to the Inquiry through the Truth Project. Victims and survivors may question their religion and spiritual beliefs, particularly where the perpetrator was connected to their religion or faith. They may also use religion and faith as a coping mechanism for resilience and recovery.

⁴⁵ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

⁴⁶ Heger A, Ticson L, Velasquez O, et al. (2012) Children referred for possible sexual abuse: medical findings in 2,384 children. *Child Abuse and Neglect* 26 645-659

⁴⁷ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

Research suggests that it can be common for victims and survivors to feel disillusioned with religion and spiritual beliefs after they have been sexually abused.⁴⁸ They can feel abandoned or punished by a god and begin to question their understanding of the world. Studies show that this is particularly likely when the perpetrator is someone who represents God in the eyes of the victim,⁴⁹ or has used religion or spiritual beliefs to justify the sexual abuse.

I think the other bit I'd really like on record is how much harm it's done to my faith, you know. ... I also can't go into church because I've lost all my faith, I don't even know anymore whether I believe in a god.

Victim and survivor, the Truth Project

Screening of those wishing to enter the priesthood and become vicars is very important – a person with good interpersonal skills can get in anywhere. A dog collar is like a key to everyone's front room in the parish.

A recommendation from a victim and survivor, the Truth Project

The Inquiry has heard that some victims and survivors continue to practise their religion or spiritual beliefs to ensure that their children grow up having faith. Others try to use their religion or spiritual beliefs as a way of dealing with the sexual abuse they suffered as a child but can find it challenging and be left feeling disillusioned.

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

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

Effect on education and later life

The Inquiry has heard that victims and survivors respond to child sexual abuse in different ways. Some victims and survivors have explained that their education provided a coping strategy for dealing with – or escaping from – the sexual abuse. However, for others, their attainment at school, college and university suffers and their employment prospects are affected. This is consistent with the findings of relevant research.^{50,51}

Some victims and survivors have told the Truth Project that they have struggled and disengaged at school and that they feel as though their futures were stolen. Some were unhappy at school (16%) or had academic difficulties (16%) and others left school early (8%).

I told them I wasn't happy with things but they just said it's cos I was struggling in school, which I wasn't. I was actually quite smart but I couldn't concentrate, so that's why I was failing. I think by the time I left I had the same, you know, the, like, level system? They

⁴⁸ Gall TL, Basque V, Damasceno-Scott M, et al. (2007) Spirituality and the current adjustment of adult survivors of childhood sexual abuse. *Journal for the Scientific Study of Religion* 46(1) 101-117

⁴⁹ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

⁵⁰ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

⁵¹ *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

used to level 1, 2 and 3. I was at the same level when I left at 16 as I was when I was eight. Before that I was actually I think a year ahead ... so, basically you may as well say I wasn't educated from the age of eight till 16.

Victim and survivor, the Truth Project

Responses to the Inquiry's online consultation also indicated that victims and survivors have been affected by low educational attainment, unemployment and financial difficulties as a result of sexual abuse.

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

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

Research has associated child sexual abuse with increased unemployment, increased receipt of state benefits, reduced income and greater financial instability.⁵² Research^{53,54} and victim and survivor accounts suggest that poor physical or mental health may be the reason for this since it can affect education and attaining qualifications, difficulties coping with the normal daily routine of life, getting involved in criminal behaviour, or not having somewhere safe and stable to live.⁵⁵

3.3 The scale of child sexual abuse in England and Wales

No-one knows – or will ever know – the true scale of child sexual abuse in England and Wales. It will always be hidden from view.

However, it is important to have an accurate estimate of the number of victims and survivors of child sexual abuse in England and Wales as it provides a basis for policy-making at national and local levels. It informs the design, delivery and funding of services aimed at preventing and responding to child sexual abuse, and for supporting victims and survivors. Publishing estimates of child sexual abuse can also help victims and survivors recognise that they are not alone and encourage them to come forward.

Information on the scale of child sexual abuse is taken from two types of source: surveys conducted with the general public that include questions about child sexual abuse, and operational data collected by agencies in the child protection and criminal justice systems or by organisations supporting victims and survivors of child sexual abuse.

⁵² *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

⁵³ Barrett A, Kamiya Y and Sullivan VO. (2014) Childhood sexual abuse and later-life economic consequences. *Journal of Behavioral and Experimental Economics* 53 10-16

⁵⁴ *Survivors' voices: breaking the silence on living with the impact of child sexual abuse in the family environment*. One in Four (2015) www.oneinfour.org.uk/wp-content/uploads/2015/11/Survivors_Voices_Report_November_2015-2.pdf

⁵⁵ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

According to the 2015–16 Crime Survey for England and Wales, 7% of people aged between 16 and 59 reported that they were sexually abused as a child. Although this survey did not include young children or all forms of sexual abuse, this still equates to over two million victims and survivors in that age bracket across England and Wales – a substantial proportion of the population.⁵⁶ The Inquiry welcomes the fact that the Office for National Statistics is seeking to improve the way it gathers information about child sexual abuse for the 2018–19 Crime Survey.

Some of the data gathered by agencies is collected locally and aggregated nationally. This includes data on children in need of protection and police-recorded crime statistics. As well as this, local agencies also collect other data that are used at a local level – sometimes by individual agencies and sometimes on a multi-agency basis – to inform local responses. Data collected by local authority children’s services focus on children who have been referred to a local authority due to concerns about their welfare. When a child is subject to a child protection plan in England or placed on the child protection register in Wales, the local authority will record the initial type of abuse (including sexual abuse). This is so that the child can be given the necessary protections. Local authorities in Wales – but not England – can also record multiple and specific types of abuse (for example, a child in Wales could be recorded as being at risk of sexual abuse as well as neglect or physical abuse).

On 31 March 2017, 2,260 children in England who were subject to a child protection plan had sexual abuse recorded as the initial type of abuse. That is equivalent to 4.4% of all children under a child protection plan.⁵⁷ Figures from Wales for the same period show that 120 children on the child protection register were primarily at risk of sexual abuse, equivalent to 4.1% of all children on the child protection register in Wales. An additional 30 children on the register were recorded as being at risk of multiple categories of abuse, including sexual abuse.⁵⁸

Information about children who are deemed at risk of sexual abuse, but who are not subject to a child protection plan or on a child protection register, is recorded in England but not in Wales. In 2016–17, 29,600 children were identified as in need of support in England (6.3% of children in need nationally) and were recorded as being at risk of sexual abuse during their initial assessment following referral to a local authority; 18,800 (4% of children in need nationally) were identified as at risk of sexual exploitation. There may be overlap between these categories.

Local authorities in Wales changed the data collected following the introduction of the Social Services and Well-being (Wales) Act 2014. However, specific data regarding the number of children identified as being at risk of sexual abuse were not recorded under the previous arrangements or in relation to the new category of Children Receiving Care and Support established by the new legislation.

⁵⁶ *Crime survey for England and Wales*. Office for National Statistics (2016) www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/abuseduringchildhood/findingsfromtheyearendingmarch2016crimesurveyforenglandandwales

⁵⁷ *Characteristics of children in need: 2016 to 2017*. Department for Education (2017) www.gov.uk/government/statistics/characteristics-of-children-in-need-2016-to-2017

⁵⁸ *Children on child protection register by local authority, category of abuse and age group*. Stats Wales (2017) <https://statswales.gov.wales/Catalogue/Health-and-Social-Care/Social-Services/Childrens-Services/Service-Provision/childrenonchildprotectionregister-by-localauthority-categoryofabuse-agegroup>

Criminal justice agencies are an additional source of data relating to child sexual abuse. Their data are categorised by offence type and focus on outcomes specific to the agency – such as investigation outcomes for the police or prosecutions and convictions in the case of the Crown Prosecution Service. As such, the data are unsuitable for establishing the number of victims or perpetrators. There are also other important restrictions to the usefulness of these data to assess the prevalence of child sexual abuse. For example, the latest police data show that the number of sexual offences against children aged under 16 in England and Wales more than doubled between 2013 and 2017, increasing from 24,085 to 53,496.⁵⁹ This increase is likely to be due, at least in part, to an increased willingness of victims and survivors to come forward, and to improved recording of sexual offences by the police.⁶⁰

A significant limitation of all operational data is that it will only include instances of child sexual abuse that are detected by or reported to the agencies involved. As a result, it is recognised that operational data will always underestimate the scale of child sexual abuse. This was clearly demonstrated by recent work carried out by the Children's Commissioner for England, which found that only 1 in 8 sexual offences against children come to the attention of the police or local authority.⁶¹

Comparisons between the data collected by public agencies and public surveys are difficult to make. The Centre of Expertise on Child Sexual Abuse has looked at these issues in detail and found that there are a number of limitations that apply to both categories of data.⁶² They explain that operational data are collected for specific purposes that are driven by the aims and outcomes of an agency, and that these aims and outcomes can be affected by wider policy and political priorities. Both surveys and operational data use different definitions and methodologies that will always influence the results, and it is often difficult to compare data from the same source over time due to changes in recording practices. As a result, it is often not possible to bring existing information together, and it can be difficult to provide an overall perspective on the scale of child sexual abuse now and in the future.

The Inquiry recognises that different institutions collect different information relating to the scale of child sexual abuse depending on their specific aims and objectives. This means that local decision-making is informed by different data and levels of understanding about child sexual abuse in different areas. The Inquiry is interested in whether the right data are recorded locally and aggregated nationally so that policy development and resource allocation are informed by an up-to-date and accurate understanding of need. It will consider this issue further as its work progresses.

⁵⁹ *Crime in England and Wales*. Office for National Statistics (2018) www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables

⁶⁰ *How safe are our children? The most comprehensive overview of child protection in the UK 2017*. NSPCC (2017) www.nspcc.org.uk/globalassets/documents/research-reports/how-safe-children-2017-report.pdf

⁶¹ *Protecting children from harm: A critical assessment of child sexual abuse in the family network in England and priorities for action*. Office of the Children's Commissioner (2015) www.childrenscommissioner.gov.uk/wp-content/uploads/2017/06/Protecting-children-from-harm-executive-summary_0.pdf

⁶² *Measuring the scale and changing nature of child sexual abuse and child sexual exploitation: Scoping report*. Centre of Expertise on Child Sexual Abuse (2017) www.csacentre.org.uk/research-publications/scale-and-nature-of-child-sexual-abuse-and-exploitation/scoping-report/

Chapter 4

Institutional responses to child sexual abuse

4 Institutional responses to child sexual abuse

Since the Inquiry's internal review was published in December 2016, five public hearings have taken place and a further eight are scheduled for 2018–19. The public hearings held so far relate to:

- the child migration programmes, held over four weeks in February, March and July 2017 (a case study within the 'Children outside the UK' investigation)
- the 'Cambridge House, Knowl View and Rochdale' ('Rochdale') investigation, held over three weeks in October 2017
- the English Benedictine Congregation, held over three weeks in November and December 2017 (a case study within the 'Roman Catholic Church' investigation)
- an introductory hearing on the 'Internet and child sexual abuse' investigation, held over one week in January 2018, and
- the Diocese of Chichester, held over three weeks in March 2018 (a case study within the 'Anglican Church' investigation).

This section of the report provides an overview of the child migration programmes case study and Rochdale investigation. The full reports have been published previously and are attached as appendices to this report.

This section also provides an update on the English Benedictine Congregation and Diocese of Chichester case studies. The Inquiry is considering its findings on these case studies and will publish these at a later date. For this reason, this report does not purport to draw any conclusions or make any findings at this stage. An update on the introductory hearing on the 'Internet and child sexual abuse' investigation can be found later in this report.

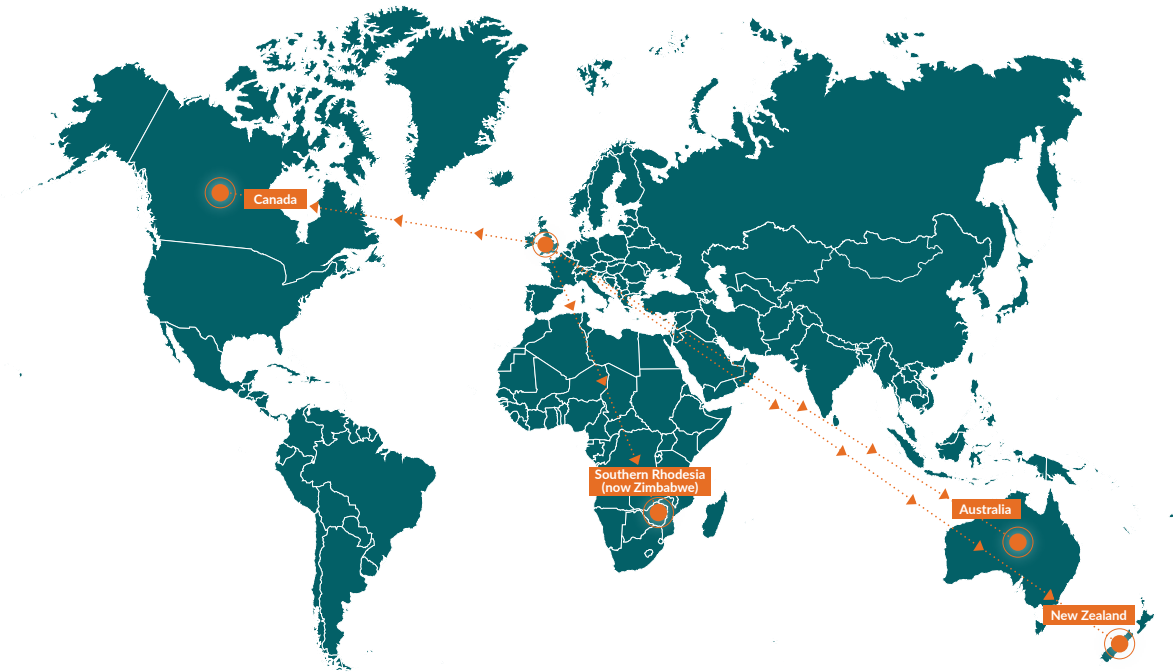
Annex A to this report includes a progress report for all the Inquiry's investigations.

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

Before and after the Second World War, child migration programmes across England and Wales resulted in children being removed from their families, care homes and foster care.⁶³ Children were sent to institutions or families abroad – mostly to Australia, Canada, New Zealand and Southern Rhodesia (now Zimbabwe) (Figure 1).

⁶³ *Third report: The welfare of former British child migrants*. House of Commons Select Committee on Health (1998) <https://publications.parliament.uk/pa/cm199798/cmselect/cmhealth/755/75502.htm>

Figure 1 Destination countries in the child migration programmes



The Inquiry's first public hearing heard from many former child migrants about their experiences. It considered whether institutions in England and Wales took sufficient care to protect children sent abroad through the child migration programmes from sexual abuse and whether they adequately responded to allegations or evidence of sexual abuse.⁶⁴ The Inquiry also considered whether any support or reparations had been or are being provided to former child migrants by the institutions involved. Child migration programmes after the Second World War (between 1945 and 1970) were the focus of this case study.

The child migration programmes have been examined before by the House of Commons Select Committee on Health,⁶⁵ the Royal Commission into Institutional Responses to Child Sexual Abuse in Australia⁶⁶ and the Historical Child Abuse Inquiry in Northern Ireland⁶⁷. However, there remains little public awareness in England and Wales about the full extent of these programmes. No public inquiry has been conducted into the allegations of sexual abuse by former child migrants or the possible failings by UK institutions in relation to that abuse. The Inquiry selected the child migration programmes as the first case study within the broader 'Children outside the United Kingdom' investigation as many former child migrants are of advanced age and in poor health.

⁶⁴ *Protection of Children Outside the United Kingdom: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/the-protection-of-children-overseas?tab=scope

⁶⁵ *Third report: The welfare of former British child migrants*. House of Commons Select Committee on Health (1998) <https://publications.parliament.uk/pa/cm199798/cmselect/cmhealth/755/75502.htm>

⁶⁶ *Final report*. Royal Commission into Institutional Responses to Child Sexual Abuse (2017) www.childabuseroyalcommission.gov.au/final-report

⁶⁷ *Report of the Historical Institutional Abuse Inquiry*. Inquiry into Historical Institutional Abuse (2017) www.hiainquiry.org/historical-institutional-abuse-inquiry-report-chapters

This section of the report provides a short overview of this case study. A full report was published in March 2018 and is attached as an appendix to this report.⁶⁸ Annex A to this report includes a progress report on the wider 'Children outside the United Kingdom' investigation.

The child migration programmes case study in numbers

- **3** preliminary hearings (held on 28 July 2016, 31 January and 9 May 2017)
- **20** days of public hearings (held 27 February – 10 March 2017 and 10–21 July 2017)
- **7** core participants (complainants, Barnardo's, the Child Migrants Trust, the Sisters of Nazareth, the Secretary of State for Health and the Catholic Council for the Independent Inquiry into Child Sexual Abuse)
- **48** witnesses (former child migrants, representatives of the institutions involved in the migration programmes in England and Wales, the Child Migrants Trust, two former British prime ministers, and expert evidence from Professor Stephen Constantine and Professor Gordon Lynch)
- **32,180** pages of evidence disclosed to core participants

Overview of the child migration programmes

The UK Government established the legal, regulatory and supervisory framework that institutions in England and Wales operated within when migrating children. It also covered the costs of a child's journey abroad and made a contribution to their maintenance until the age of 16 (except in relation to those children who were migrated to New Zealand).

A range of child welfare organisations, charities, religious organisations and local authorities were involved in the day-to-day operation of the child migration programmes. They identified children to be sent abroad, arranged the journey, or received children at the destination country. To varying degrees, these organisations maintained contact with the children and the institutions or families to which they were sent following their migration. Some organisations were specifically set up for the purpose of migration, some specifically for child migration. Once children arrived in their destination country, legal guardianship passed to the relevant national government, but they remained British citizens.

The Inquiry's findings

Child sexual abuse in the migration programmes

The Inquiry heard that child migrants were typically promised a better life before they were sent abroad.⁶⁹ While this better life happened for some children, the reality for others was very different.

⁶⁸ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

⁶⁹ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

The Inquiry heard evidence about the sexual abuse that some child migrants suffered. Abuse took place before they travelled, during the journey and after they migrated, often continued for years and at the hands of more than one perpetrator.^{70, 71} Witness accounts indicate that while perpetrators were more commonly men, there are accounts of sexual abuse by women, such as cottage mothers. The Inquiry also heard about sexual abuse by other children.

Some child migrants were sexually abused by being penetrated, being inappropriately touched and being made to touch others. Witnesses told the Inquiry that they were taken out of their dormitory beds at night to be abused, and for some this happened again and again. Sexual abuse for some took place both within the institution to which they were sent and at their work placements.⁷² Some described knowing that other children were being abused – one witness even said that witnessing sexual abuse against another child could “*feel as bad as being the victim*”.⁷³

The abuse started in the showers. I was aware of him watching me and leering, paying a lot of attention to me when I was naked. But it was in the dormitory at night when lights were out that he abused me. He would come to my bed and get in beside me. As far as I know, the other boys were asleep. He would sneak in and touch my private parts and make me touch him.

A witness and former child migrant who was sent to Australia in the 1960s at the age of eight

While the Inquiry’s focus is sexual abuse, the accounts of other forms of abuse provided an essential context for understanding the experiences of child migrants. Witness accounts show that children were physically abused, emotionally abused and neglected. The Inquiry heard that in addition to the abuse some child migrants endured, their health, welfare and education suffered, which affected them later in life.⁷⁴ It is difficult to describe the regimes some child migrants endured as anything other than brutal and inhumane.

This caused me a lot of problems later in life, and in adult work and family relationships. I have trouble trusting people and tend to be uncommunicative, often suspicious and always on guard.

A witness and former child migrant who was sent to Australia in the 1950s at the age of six

The Inquiry heard that children lived in fear of reprisals if they reported the sexual abuse to which they were subjected. They were disbelieved and intimidated. One witness was told to “*pray*” for the perpetrator and no further action was taken, while another was told to “*keep this to ourselves and don’t tell anyone else*” about the abuse they suffered.⁷⁵

⁷⁰ For example, see O’Donoghue 3 March 2017 93-96 and CM-A5 3 March 2017 13-16, 29-34

⁷¹ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

⁷² For example, see CM-A4 1 March 2017 9-10

⁷³ CM-A13 7 March 2017 53-54

⁷⁴ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

⁷⁵ CM-A5 3 March 2017 40-44; CM-A6 1 March 2017 73-4

... I told the cottage mother once about it. She said I was lying, so I got caned for that.

A witness and former child migrant who was sent to Australia in the 1950s

Institutional responses and apologies

The Inquiry sought to determine whether institutions and organisations based in England and Wales were, or should have been, aware of allegations or evidence of sexual abuse concerning children in the migration programmes. It also examined how institutions responded to allegations, whether they took sufficient care to protect children from sexual abuse, and whether they offered adequate support and reparations to former child migrants.

It was the overwhelming conclusion of the Inquiry that the UK Government was primarily to blame for the continued existence of the child migration programmes after the Second World War. It was “... a deeply flawed policy, ... badly executed by many voluntary organisations and local authorities” that was “allowed by successive British governments to remain in place, despite a catalogue of evidence which showed that children were suffering ill treatment and abuse, including sexual abuse”.⁷⁶

Although the policy in itself was indefensible, successive UK governments could have taken action at certain key points – but they did not do so: they allowed the programmes to continue. In doing so, the UK Government failed to:

- implement regulations to set standards for voluntary organisations to select children for migration, obtain consent to migrate children in their care or send reports on each child migrant following migration
- ensure that expectations set by the Curtis report (1946) (a report into how deprived children were being cared for) were implemented, and
- take any effective action despite the highly critical Ross report (1956) (a report into the conditions of Australian institutions where children were migrated).

The Inquiry concluded that the UK Government’s failure to act was due to “*politics of the day, which were consistently prioritised over the welfare of children*”. This included its reluctance to upset the Australian Government and well-regarded voluntary organisations of the time.

The Inquiry also found that, until 2010, successive UK governments had failed to accept full responsibility for their role in child migration. They continued to insist that any abuse abroad was not the responsibility of the UK Government. For example, the former Prime Minister Sir John Major told the Inquiry that he “*was aware that there were allegations of physical and sexual abuse of a number of child migrants some years ago in Australia, but that any such allegations would be a matter for the Australian authorities*”.⁷⁷ This position was maintained through the 1990s and 2000s and was factually incorrect: during the migration period the UK Government accepted that it had an ongoing responsibility to the children, that it had stressed the need for voluntary organisations to monitor the children and that the children remained British.

⁷⁶ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

⁷⁷ Major 20 July 2017 3/19-23

Denying responsibility and deflecting it to others was irresponsible and understandably offensive to former child migrants. It was not until 2010 that the then Prime Minister Dr Gordon Brown apologised to former child migrants on behalf of the UK Government.

The Inquiry also found that the institutions involved in the operation of the child migration programmes failed to take sufficient care to protect child migrants from the risk of sexual abuse. These institutions included the Fairbridge Society, the Children's Society, the Royal Overseas League, Cornwall County Council, the Salvation Army, the Church of England, the Sisters of Nazareth, Father Hudson's and the Catholic Church. The Inquiry made a wide range of more specific findings for each institution mentioned here, and these can be found in the investigation report.

Many, although not all, of these charitable and public institutions have apologised for their role in the child migration programmes – some only apologising for the first time in their evidence to the Inquiry.

Recommendation

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

Since the Inquiry published the child migration programmes investigation report, the Royal Overseas League has issued a general public apology to former child migrants who were under its care.

Financial redress

During the 1990s, the UK Government maintained that specific institutions and authorities involved in the child migration programmes were responsible for providing compensation and redress to former child migrants – not the UK Government. Although the 'Family Restoration Fund' was established in 2010 and support and reparations have been provided abroad, former child migrants in England and Wales are yet to receive financial redress from the UK Government or the institutions and authorities involved. As a result, many former child migrants are frustrated.

What I wanted was justice and accountability. Nobody was referred to the police for crimes against children, no organisation was held accountable.

A witness and former child migrant who was sent to Australia in the 1950s at the age of nine

Recommendation

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

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

Child migration programme records

Through its investigation, the Inquiry found that some institutions involved in the child migration programmes failed to keep safe their records about the child migration programmes – including their records about individual children. Not only did this hamper the investigation, it also caused distress to the former child migrants who were affected. Carelessness and poor practice by the institutions involved mean that former child migrants:

- continue to be unclear about why they were chosen to be a part of the programme
- are being prevented or delayed from reuniting with their family, and
- have a lack of understanding about their own identity.

The Inquiry considers that all institutions involved in the child migration programmes should recognise the need and desire of former child migrants to access information relating to their childhood. These institutions should ensure that they have robust systems in place for retaining and preserving any individual child migrants' records that remain.

Recommendation

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

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

There have been a number of inquiries and investigations about child sexual abuse in Rochdale.^{78, 79} Rochdale Borough Council initiated a specific review to consider its involvement in responding to allegations of child sexual and physical abuse at Knowl View School and other institutions it owned or managed. However, this review was halted in 2014 due to an overlap between an ongoing police investigation and the allegations that the review was considering. The review was not restarted and was terminated by Rochdale Borough Council in 2016 in light of the Inquiry's investigation.

The Inquiry considered whether children were sexually abused or exploited at Cambridge House hostel and Knowl View School.⁸⁰ It also examined whether Rochdale Borough Council and other organisations were aware of allegations of child sexual abuse and whether they took appropriate steps in response.

This section of the report provides an overview of this investigation. A full report was published in April 2018 and is attached as an appendix to this report.⁸¹

The Rochdale investigation in numbers

- **4** preliminary hearings (held on 16 March 2016, 27 July 2016, 10 May 2017 and 20 September 2017)
- **14** days of public hearings (held between 9 and 27 October 2017)
- **15** core participants (complainants, Rochdale Borough Council, Crown Prosecution Service, Lancashire Constabulary, Greater Manchester Police and the Department for Education)
- **51** witnesses
- **19,669** pages of evidence disclosed to core participants

Overview of Cambridge House and Knowl View School

Cambridge House was a hostel that took in young working boys. Knowl View School was a residential school for boys with emotional and behavioural difficulties. Both institutions were based in Rochdale and were subject to allegations of child sexual abuse from the 1960s into the 1990s.

⁷⁸ *Report of the independent Reviewing Officer in relation to child sexual exploitation issues in Rochdale Metropolitan Borough Council during the period 2006 to 2013*. Klonowski A for Rochdale Metropolitan Borough Council (2013) www.rochdale.gov.uk/pdf/2013-05-23-independent-reviewing-officer-report_into-csc-issues-v1.pdf

⁷⁹ *The overview report of the serious case review in respect of young people 1, 2, 3, 4, 5 and 6*. Rochdale Borough Safeguarding Children Board (2013) www.rochdaleonline.co.uk/uploads/f1/news/document/20131220_93449.pdf

⁸⁰ *Cambridge House, Knowl View and Rochdale: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/sexual-abuse-of-children-in-institutions-supervised-by-rochdale-borough-council?tab=scope

⁸¹ *Cambridge House, Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

Cambridge House opened in 1962 and provided working boys and young men aged between 15 and 21 with somewhere to live. Each boy and young man paid a contribution to the hostel depending on the level of their income. Some, but not all, of those at Cambridge House were in the care of, and placed there by, Rochdale Borough Council.

Knowl View School was established by four separate local authorities (including Rochdale Borough Council) as a residential school for 'maladjusted boys' and accepted its first pupils in 1969. The school housed boys between the ages of 7 and 16, and provided accommodation for many of its staff.

Significant concerns about the sexual abuse of boys in both institutions were repeatedly raised over a period of 30 years. During this time, reports of child sexual abuse were brought to the attention of a number of statutory agencies in Rochdale. The Inquiry considered whether the response of these agencies was appropriate and sufficient.

The Inquiry also considered the involvement of Cyril Smith in both institutions, including allegations that he sexually abused boys in Cambridge House and Knowl View School. The Inquiry considered whether he had used his political influence to disrupt any investigation into his reported conduct at Cambridge House.

The Inquiry's findings

Child sexual abuse at Cambridge House

The Inquiry heard evidence that boys from Cambridge House were sexually abused by Cyril Smith under the guise of medical examinations and the disciplining of boys who played truant, were too ill to work or ran away.^{82, 83, 84}

... and then he says, 'I just want to check you to see if you've got any nits or any - you know, that you have washed yourself properly', or something like along them lines ... So he said, 'I want to you to take your pants off', so I took my pants off, my underpants, and my T-shirt, and I stood there with no clothes on. He asked me to face the wall. I outstretched my arms and then - and then he started - he started running his hands through my hair, and sort of doing all that - ...

A witness and former resident of Cambridge House

Child sexual abuse at Knowl View School

The Inquiry heard that there was a "wealth of evidence" that boys at Knowl View School were sexually abused,⁸⁵ and that the abuse took place within the school and elsewhere in Rochdale.

⁸² RO-A1 10 October 2017 65/15-67/12

⁸³ RO-A2 11 October 2017 22/13-25/11

⁸⁴ RO-A4 11 October 2017 6/9-8/20

⁸⁵ Steven Ford QC 27 October 2017 6/5-14

Perpetrators included a member of staff who abused children at Knowl View School.

... he would watch me shower, tell me how to masturbate in the shower. At the time, I was only ten years old. I didn't know what masturbation was. I just thought I was washing myself.

A witness and former resident of Knowl View School

A convicted perpetrator named Roderick Hilton was repeatedly able to gain access to boys within the school. Evidence provided to the Inquiry showed that sexual activity between boys resident in Knowl View also took place and that it was known to staff. Notably, a report in 1976 described sexual abuse between these boys as a “*subcultural tradition*”.⁸⁶

During the public hearing, Richard Farnell – the leader of Rochdale Borough Council from 1986 to 1992 and the serving leader at the time of the hearing – testified about his lack of knowledge that child sexual abuse had taken place at Knowl View School. Mr Farnell said that he “*had no recollection*” of it being brought to his attention.⁸⁷ This is despite compelling evidence presented to the Inquiry suggesting otherwise. The Inquiry found that Mr Farnell “*sought to shirk his responsibility and render himself totally unaccountable for the ills of Knowl View and the children who suffered. This is the opposite of honest, dutiful and responsible leadership.*”⁸⁸ Some weeks following the public hearing, Mr Farnell resigned as leader of Rochdale Borough Council.

Child sexual exploitation in Rochdale

The Inquiry heard evidence that boys at Knowl View School (and care homes) were also exploited for money by men around Rochdale. This happened as recently as the 1990s and took place in locations including the public toilets on Smith Street, directly across the road from the offices of Rochdale Social Services. There were reports that men from all over the north west of England came to Rochdale to exploit and sexually abuse these boys.⁸⁹

Evidence presented to the Inquiry showed that the sexual exploitation of boys from Knowl View was known to the school, to Rochdale Borough Council’s Social Services and Education departments and to the police. The Inquiry considered how and why child sexual exploitation in Rochdale could have been allowed to continue without effective action being taken.

The Inquiry found that “*the sexual exploitation of children from the school at Smith Street toilet was known about by the authorities from at least 1989 ... the records of individual children convey a total lack of urgency on the part of the authorities to address the problem and treat the matters involved for what they were – serious sexual assaults ... rather boys as young as 11 were not seen as victims, but as authors of their own abuse.*”

⁸⁶ GMP001064_002

⁸⁷ Richard Farnell 24 October 2017 44/2–45/23, 49/17–23, 53/20–25

⁸⁸ Cambridge House, *Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

⁸⁹ GMP00390_003

Cyril Smith

The Inquiry heard evidence that Cyril Smith was heavily involved in Cambridge House and involved to a lesser extent in Knowl View School. It heard that Lancashire Police conducted an extensive investigation into Cyril Smith in 1969 and 1970 in relation to the alleged indecent assault of eight boys – six of whom had been resident in Cambridge House. Lancashire Police concluded that Cyril Smith should be prosecuted and submitted a comprehensive report to the Director of Public Prosecutions on 13 March 1970. A decision was returned six days later advising that there should be no prosecution as the charges were stale, the allegations could not be corroborated and the characters of some of the boys would be likely to render their evidence suspect.

Cyril Smith went on to receive his knighthood in 1988. The Inquiry received evidence that those involved in the appointment – the then Prime Minister Margaret Thatcher and the House of Lords Political Honours Scrutiny Committee – were informed of and deliberated the Lancashire Police investigation in 1970 before deciding that Cyril Smith should be knighted.

Another opportunity to prosecute Cyril Smith for the alleged assaults at Cambridge House arose in 1998, following a wider police investigation by Greater Manchester Police into child sexual abuse in and around Manchester. The Crown Prosecution Service (CPS) decided not to bring charges against Cyril Smith because he had been informed in 1970 that no further action would be taken. The CPS was also concerned that it would be an abuse of the process of the court to commence a prosecution so many years later.

These investigations, and the multiple concerns and local rumours, show that many were aware of allegations of child sexual abuse by Cyril Smith. The Inquiry found that he was “*well-informed and was willing to attempt to persuade any accusers to keep quiet*”, and that there was an “*... unwillingness to consider that someone in a position of public prominence might be capable of perpetrating abuse*”.⁹⁰

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

In the last 25 years, there have been a number of investigations and reviews into the Catholic Church’s arrangements for preventing and protecting children from sexual abuse in England and Wales. The Inquiry’s investigation into the Roman Catholic Church is examining how it has dealt with allegations and suspicions of child sexual abuse. This includes considering the extent to which previous reviews into child protection by Lord Nolan and Baroness Cumberlege led to changes in policy and practice.

The Inquiry has identified two case studies within the investigation: the English Benedictine Congregation and the Archdiocese of Birmingham.⁹¹ The Inquiry’s case study on the English Benedictine Congregation has looked into two abbeys so far – Ampleforth and Downside – both of which have private, fee-paying boarding schools associated with them.

⁹⁰ *Cambridge House, Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

⁹¹ *Child sexual abuse in the Roman Catholic Church: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-catholic-church?tab=scope

Ampleforth Abbey is in North Yorkshire and was first occupied by Benedictine monks in 1802. In 1930, a preparatory school for boys was opened in Gilling Castle and merged with another local preparatory school to become St. Martin's Ampleforth in 1992. Ampleforth remained a boys' school until 2002 and is now a mixed school with around 600 students aged between 12 and 18.

Downside Abbey is in Somerset and has had a small monastic school for boys since the 19th century. This developed into the present-day Downside School that remained a boys' school until 2005 and is now a mixed school with around 350 pupils aged between 11 and 18.

Both Ampleforth and Downside schools have been the subject of concerns about the sexual abuse of pupils, some of which have resulted in criminal investigations and convictions. This investigation is examining whether the schools took responsibility for safeguarding children and protecting them from sexual abuse. It is also looking at the English Benedictine Congregation's efforts to investigate, learn lessons and implement changes in response to allegations of child sexual abuse.

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

- **3** preliminary hearings (held on 28 July 2016, 6 June 2017 and 5 October 2017)
- **14** days of public hearings (held between 27 November and 15 December 2017)
- **16** core participants (complainants, Adrian Child, Eileen Shearer, Ampleforth Abbey and School, Downside Abbey and School, Ealing Abbey and St Benedict's School, the English Benedictine Congregation, North Yorkshire Police, the Metropolitan Police, the Independent Schools Inspectorate, Ofsted and the Catholic Council for the Inquiry)
- **63,095** pages of evidence disclosed to core participants

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

Another public hearing on the English Benedictine Congregation case study will take place early next year and will focus on Ealing Abbey. The public hearing for this Benedictine abbey and school was deferred due to an ongoing court case concerning child sexual abuse. The Inquiry may also consider matters related to Worth, another Benedictine abbey. Annex A to this report includes a progress report on the wider 'Roman Catholic Church' investigation.

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

The Inquiry's investigation into the Anglican Church is examining how institutions have protected children from sexual abuse in both the Church of England and the Church in Wales. The investigation is also assessing whether safeguarding and child protection policies are appropriate, and looking at past and historic case reviews in the Church of England and the Church in Wales.

The Inquiry has identified two case studies within the investigation: the Diocese of Chichester and the case of Peter Ball, the former Bishop of Lewes and Bishop of Gloucester who was cautioned for a sexual offence in 1993 and convicted of sexual offences in 2015.⁹²

There have been a number of investigations and reviews into the Diocese of Chichester since 2001 that were commissioned by the church, including a review into historical child protection cases carried out by Baroness Butler-Sloss in 2011. In 2011, the Archbishop of Canterbury announced a visitation on safeguarding within the diocese. This found that there had been failures to protect children, and criticised the practices and procedures within the wider Church of England.

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

The Diocese of Chichester hearing in numbers

- **4** preliminary hearings (held on 16 March 2016, 27 July 2016, 4 October 2017 and 30 January 2018)
- **14** days of public hearings (held between 5 March and 23 March 2018)
- **41** core participants (complainants, Minister and Clergy Sexual Abuse Survivors, Archbishops' Council, Janet Hind, John Hind, George Carey, Peter Ball, Sussex Police, Gloucestershire Police, Crown Prosecution Service, Ecclesiastical Insurance Office and Department for Education)
- **57,795** pages of evidence disclosed to core participants

The Inquiry is considering its findings in relation to the Diocese of Chichester case study and will publish these with the findings from the Peter Ball case study in a separate investigation report that will be published later this year. Annex A to this report includes a progress report on the wider 'Anglican Church' investigation.

⁹² *Child sexual abuse in the Anglican Church: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/investigation-into-failings-by-the-anglican-church?tab=scope

Chapter 5

Current practice to tackle child sexual abuse

5 Current practice to tackle child sexual abuse

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

Importantly, the Inquiry is starting to draw conclusions about steps that should be taken to improve the way institutions respond to child sexual abuse, and sets out a number of recommendations for change.

5.1 The internet

The Inquiry's work so far

The 'Internet and child sexual abuse' investigation is examining how institutions have responded to child sexual abuse and exploitation facilitated by the internet.⁹³ This includes sexual abuse involving the sharing of child sexual abuse images, viewing or directing sexual abuse online, grooming, 'sexting' and any other means of using the internet to facilitate child sexual abuse.

Government responsibility for tackling online child sexual abuse in England and Wales

England

The Home Office is responsible for setting policing policy in England and Wales. This includes responsibility for the National Crime Agency's Child Exploitation and Online Protection command.

The Department for Education is responsible for policies on children's services and education in England. This includes ensuring that schools and colleges safeguard pupils from online child sexual abuse. The Department for Digital, Culture, Media and Sport is leading the UK Government's Internet Safety Strategy.

Wales

Education in Wales is devolved to the Welsh Government, which is responsible for ensuring that children and young people are educated about the risks of online child sexual abuse.

⁹³ *The internet and child sexual abuse: Scope*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/investigations/child-sexual-abuse-facilitated-by-the-internet?tab=scope

The first public hearing on the investigation examined how law enforcement agencies respond to child sexual abuse facilitated by the internet. The Inquiry also commissioned three reviews of existing research to inform the investigation. These reviews considered the behaviours and characteristics of perpetrators online,⁹⁴ the vulnerabilities and characteristics of victims online,⁹⁵ and what is known about the scale of online child sexual abuse.⁹⁶ The Inquiry has also spoken to children and young people about online child sexual abuse and staying safe online.

This section summarises emerging issues within the investigation about the nature and scale of online child sexual abuse and the response of law enforcement. As the investigation progresses, a further hearing will take place on matters including the internet industry's response to online child sexual abuse.

Issues considered

Victims of online child sexual abuse

The review of existing research on the scale and nature of online child sexual abuse makes it clear that this is a complex and growing problem.⁹⁷ It notes that children are becoming more exposed to the risks of online child sexual abuse as they are spending more time online and going online at younger ages.

Research shows that adverse childhood experiences such as physical abuse and exposure to parental conflict make children more vulnerable to online victimisation. It also notes that the number of young children who are subject to online child sexual abuse is likely to be under-reported.⁹⁸

⁹⁴ *Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* NatCen Social Research for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3720/view/Rapid%20Evidence%20Assessment%20Behaviour%20and%20Characteristics%20of%20Perpetrators%20of%20Online-facilitated%20Child%20Sexual%20Abuse%20and%20Exploitation.pdf

⁹⁵ *Characteristics and vulnerabilities of victims of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* Lancaster University for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3719/view/Rapid%20Evidence%20Assessment%20Characteristics%20and%20Vulnerabilities%20of%20Victims%20of%20Online%20Facilitated%20Child%20Sexual%20Abuse%20And%20Exploitation.pdf

⁹⁶ *Quantifying online facilitated child sexual abuse.* University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3722/view/Rapid%20Evidence%20Assessment%20Quantifying%20The%20Extent%20Of%20Online%20Facilitated%20Child%20Sexual%20Abuse.pdf

⁹⁷ *Quantifying online facilitated child sexual abuse.* University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3722/view/Rapid%20Evidence%20Assessment%20Quantifying%20The%20Extent%20Of%20Online%20Facilitated%20Child%20Sexual%20Abuse.pdf

⁹⁸ *Characteristics and vulnerabilities of victims of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* Lancaster University for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3719/view/Rapid%20Evidence%20Assessment%20Characteristics%20and%20Vulnerabilities%20of%20Victims%20of%20Online%20Facilitated%20Child%20Sexual%20Abuse%20And%20Exploitation.pdf

Breck Bednar

In February 2014, Breck Bednar was murdered by a man who had groomed him online. His mother, Ms LaFave, gave evidence to the Inquiry at the internet investigation's public hearing in January 2018.

Ms LaFave's 14-year-old son Breck was murdered by Lewis Daynes, then aged 18. Daynes and Breck were part of an online gaming community set up by Daynes. Over a period of time, Daynes groomed Breck, manipulated him and turned him against his mother.

Ms LaFave became increasingly concerned that Breck was being groomed by Daynes, and sought advice from friends, neighbours and the school where she worked. She also reported her concerns to Surrey Police but they took no further action.

Daynes went to considerable lengths to maintain contact with Breck. He persuaded Breck to visit him at his home, encouraging Breck to lie to his parents about whom he was visiting. While at Daynes' house, Daynes murdered Breck.

The sentencing judge found that the murder was driven by sexual or sadistic motivation and Daynes was sentenced to life imprisonment with a minimum term of 25 years. Surrey Police were subsequently criticised in an Independent Police Complaints Commission report for how they handled Ms LaFave's report.

Ms LaFave has established the Breck Foundation – a charity that raises awareness about staying safe online.

When speaking to children and young people directly, the Inquiry was told that more should be done to empower and equip them to remove themselves from uncomfortable situations online. Children and young people also told the Inquiry that online threats are one of their two main safety concerns in relation to sexual abuse (the other being the threat of strangers carrying out sexual abuse), and that it is important that they know how to use the internet and social media safely.

As the investigation progresses, the Inquiry will continue to look into what statutory authorities and industry are doing to protect children online.

Perpetrators of online child sexual abuse

As existing research indicates that there is an under-reporting of online child sexual abuse, information about the perpetrators of online child sexual abuse cannot be comprehensive. However, the studies that are available suggest that perpetrators of online child sexual abuse have a similar demographic profile to perpetrators who abuse in person⁹⁹ but are less likely to have criminal records already.

⁹⁹ *Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* NatCen Social Research for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3720/view/Rapid%20Evidence%20Assessment%20Behaviour%20and%20Characteristics%20of%20Perpetrators%20of%20Online-facilitated%20Child%20Sexual%20Abuse%20and%20Exploitation.pdf

Existing research suggests that some perpetrators of online child sexual abuse only carry out sexual abuse that does not involve physical contact, rather than seeking children for contact sexual abuse. It also indicates that perpetrators of online child sexual abuse increasingly use technology and online tactics so that they can continue offending without detection for as long as possible. This includes use of the Darknet: parts of the internet that are only accessible via specialised software that can mask the address of a user's device so that they can browse the internet while ensuring that their identity remains hidden.

Institutional responses to online child sexual abuse

At its recent public hearing, the Inquiry heard that reports of online child sexual abuse are increasing significantly. Police forces have seen a 700% increase in referrals since 2012–13 and the National Crime Agency received an average of 3,500 referrals a month by the end of August 2016 (an increase from approximately 400 referrals received per month in 2010). Referrals can include child sexual abuse images found online, viral images (for example, images that have been distributed as people have been outraged by what they have seen) and images that are not, following investigation, considered indecent images of children. Other evidence provided at the hearing noted that there has been a particular increase in the numbers of reports to the police involving indecent images shared by under 18s (often referred to as 'sexting').

The Inquiry heard that there are significant challenges in tackling child sexual abuse due to advances in technology and the way law enforcement operates. For example, law enforcement agencies face particular difficulties in investigating referrals, in identifying online perpetrators who use technology to mask their identity and location, in prioritising responses against perpetrators who pose the highest threat to children and in charging overseas perpetrators who sexually abuse children online in the UK.

Next steps

In preparation for a second public hearing, the investigation will look at the internet industry's responses to online child sexual abuse. It will also involve examining the effectiveness of online safety education programmes delivered in schools in England and Wales.

An investigation report on the internet will be published following the second public hearing and will set out the Inquiry's findings. Annex A to this report includes a progress report on the investigation.

5.2 Criminal justice

The Inquiry's work so far

Criminal justice in England and Wales

The Ministry of Justice is responsible for most aspects of the criminal justice system in England and Wales including the administration of criminal courts, the commissioning of prison services, rehabilitation and reducing offending, and victim support. The Home Office is responsible for reducing and preventing crime, including policing policy.

The Crown Prosecution Service (CPS) prosecutes criminal cases that have been investigated by the police and other investigative organisations in England and Wales. It is independent of the police and Government.

The Inquiry has gathered information and views about how child sexual abuse is addressed by institutions in the criminal justice system. In November 2017, it held a two-day seminar and heard from victims and survivors about their experiences of the criminal justice system. It also heard from victims and survivors' support services, criminal justice representatives and expert stakeholders to identify where improvements to the criminal justice system are needed.¹⁰⁰

Separately, the Inquiry has also been examining the operation of the national Criminal Injuries Compensation Scheme ('the Scheme') as part of the Inquiry's 'Accountability and reparations' investigation. An issues paper (which gives individuals and organisations the chance to formally provide their opinions on particular topics) was published in August 2016 to seek views on different elements of the Scheme.¹⁰¹ A seminar on criminal injuries compensation was held in February 2017 to discuss some of the issues raised in more detail.¹⁰²

Criminal justice seminar

Victims and survivors at the criminal justice system seminar explained that their experiences of reporting abuse to the police in recent years were positive when compared with their contact with the police in previous decades.¹⁰³ However, those contributing to the seminar highlighted key issues arising from their experience of reporting the abuse they suffered to the police.

The Inquiry heard that victims and survivors can face a harrowing and lengthy journey through the criminal justice system due to its complexities. For example, the process of getting a case to trial can last a long time – routinely over a year – and the professionals involved in a case may change. This can mean that victims and survivors are asked to repeat their evidence – and relive the abuse – over and over again.

Seminar participants also explained that communication can break down when cases are delayed or complex. They described how regular and accurate communication is crucial to avoid victims and survivors feeling anxious and distressed, and re-experiencing feelings (such as a lack of control and isolation) from when the sexual abuse took place. The positive impact of intermediaries and Independent Sexual Violence Advisers (ISVAs) who provide support to victims and survivors was also raised, although concerns were expressed about the number and availability of both across England and Wales.

¹⁰⁰ *The criminal justice system*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-justice-system

¹⁰¹ *Issues paper on criminal compensation*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/key-documents/621/view/IICSA_Issues%20paper_criminal%20compensation_4%20August%202016.pdf

¹⁰² *Criminal injuries compensation*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-injuries-compensation

¹⁰³ *The criminal justice system*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-justice-system

The entitlements set out in the Ministry of Justice's Code of Practice for Victims of Crime ('Victims' Code') were widely supported at the seminar. The Victims' Code sets out what victims and survivors of crime are entitled to expect from different agencies involved in the criminal justice system.¹⁰⁴ However, seminar participants explained that implementation of the Victims' Code is variable and some referred to a "postcode lottery".

Seminar participants described victims and survivors not being offered therapy and counselling in advance of their trial, to which they are entitled under the Code, due to concerns that it might undermine the prosecution. Participants also indicated that victims and survivors were being discouraged by the police from seeking compensation through the Scheme, another entitlement in the Code, for the same reason.

I was told by the police officer that was dealing with our case that I shouldn't apply for compensation while we were waiting to go to trial because I could be asked the question. You know, the barrister may suggest that I was doing - in this for the money, and I don't think that should be allowed to happen. It shouldn't be allowed. I think it's disgraceful that barristers are allowed to say, 'You have applied for compensation. Are you doing this for the money?'

Victim and survivor, criminal justice system seminar

These issues relating to the implementation of the Victims' Code have also been raised in other parts of the Inquiry's work. The Inquiry is concerned that victims and survivors of child sexual abuse are not consistently receiving the service to which they are entitled under the Victims' Code.

Recommendation

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

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

Criminal injuries compensation seminar

The Scheme compensates victims of violent crime in England, Scotland and Wales.¹⁰⁵ It is administered by the Criminal Injuries Compensation Authority (CICA) under rules set out in legislation by the Ministry of Justice.

During the criminal injuries compensation seminar, participants highlighted a range of barriers faced by victims and survivors of child sexual abuse when they have tried to apply for compensation.¹⁰⁶ In particular, they explained that there are several eligibility criteria that have an unfair impact on victims and survivors.

¹⁰⁴ *Code of Practice for Victims of Crime*. Ministry of Justice. www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

¹⁰⁵ *What we do*. Criminal Injuries Compensation Authority. www.gov.uk/government/organisations/criminal-injuries-compensation-authority

¹⁰⁶ *Criminal injuries compensation*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/criminal-injuries-compensation

The first issue identified by participants related to consent. Under the rules in place at the time of the seminar, a victim and survivor would not be eligible if they were considered to have consented 'in fact' to the sexual abuse. As pointed out by those at the seminar, this meant that victims and survivors of child sexual exploitation were having compensation claims refused because they were deemed to have consented to the sexual abuse they had suffered. Since the seminar took place, CICA has announced that the detail of each case will be examined to ensure that victims and survivors of child sexual abuse who are groomed or exploited are not refused compensation on this basis.

CICA's rule on unspent criminal convictions was also raised at the seminar. Following changes to the Scheme introduced in 2012, anyone with an unspent criminal conviction is excluded from claiming compensation (except for particular types of crime that are settled out of court). CICA can make the award if it considers there to be exceptional circumstances.

Research shows that some victims and survivors of child sexual abuse may commit criminal offences that can be directly attributed to the abuse they suffered.¹⁰⁷ This can be offending behaviour encouraged by a grooming abuser, or that follows the abuse they suffered and is completely out of character for that individual. Many of the organisations responding to the Inquiry's issues paper noted that CICA's rules on unspent convictions are unfair and penalise victims and survivors of child sexual abuse. One respondent noted that "*The 2012 Scheme rules out those with certain convictions no matter how they came about.*"¹⁰⁸

The Inquiry considers that the current rules about criminal convictions are unfair to victims and survivors of child sexual abuse and fail to recognise that the abuse may have led directly to their offending. Given what is known about the effects of child sexual abuse, the Inquiry considers it essential that CICA considers the nature and context of an applicant's criminal history before making its decision.

More broadly, the Inquiry welcomes the steps CICA is already taking to increase the knowledge and understanding of its staff in relation to child sexual abuse but recommends that more should be done. Applications for compensation in relation to child sexual abuse can raise complex issues that require careful consideration and sensitive decision-making. The evidence provided by CICA confirms that it is aware of this, yet it indicates that applications relating to child sexual abuse are handled by the general pool of CICA caseworkers.

Recommendations

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

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

¹⁰⁷ *The impacts of child sexual abuse: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

¹⁰⁸ CRI000017_010

Lastly, there was discussion at the seminar about the ‘same-roof’ rule. When the Scheme was introduced in 1964, it specifically prevented victims and survivors from receiving compensation when they were living under the same roof as their assailant. This was to prevent the assailant from benefiting from the award. The Scheme was amended in 1979 to abolish the rule where a prosecution had taken place (or where there were good reasons why it had not), but this change did not have retrospective effect. In other words, the ‘same-roof’ rule continues to apply where the incident occurred before 1 October 1979.

Seminar participants told the Inquiry that the application of this rule was unfair and arbitrary. For example, one seminar participant highlighted a case where one sibling was entitled to compensation and the other was not. It was noted that the rule has a particular impact on cases of child sexual abuse, given that many victims and survivors will wait a long time before deciding to come forward.

The Inquiry agrees that the rule is unfair to those whose abuse occurred before 1979. However, it also recognises that CICA will face significant practical challenges in considering cases prior to that date, and that there is a risk of encouraging speculative applications. As a result, the Inquiry’s recommendation enables victims and survivors who have previously been denied compensation on these grounds to reapply. The Inquiry recognises that the recommendation will not benefit those who have not previously made an application.

Recommendation

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

Next steps

During the course of 2018, the ‘Accountability and reparations’ investigation will continue to examine the effectiveness of criminal injuries compensation and how it sits alongside arrangements for seeking financial awards in civil courts.

5.3 Civil justice

The Inquiry’s work so far

Civil justice in England and Wales

In England and Wales, the Ministry of Justice is responsible for the administration of courts and tribunals, legal aid and the regulation of legal services, and civil law and justice. This includes the family justice system and claims management regulation.

The ‘Accountability and reparations’ investigation is examining whether the civil justice system works effectively for victims and survivors of child sexual abuse.

In August 2016, the Inquiry published an issues paper to seek views on how the civil justice system operates in relation to child sexual abuse.¹⁰⁹ The issues paper invited views on a wide range of issues including reparation, the civil claims process (in particular, legal issues and insurance), reform and support. A seminar was then held in November 2016 to discuss some of the issues raised in more detail.¹¹⁰

Civil justice seminar

A key issue explored at the seminar was access to justice. The Inquiry was told that the number of solicitors with expertise and experience of handling child sexual abuse claims is limited. It was also raised that some solicitors would not take on claims funded through legal aid due to the administrative complexity involved.

The Limitation Act 1980 was identified as an obstacle to accessing justice as some victims and survivors of child sexual abuse are prevented from making a civil claim because too much time has elapsed since the abuse took place. This is an important issue that the Inquiry will consider further, particularly as other jurisdictions, including Scotland, have legislated to exclude limitation considerations from child sexual abuse claims.¹¹¹

The Inquiry was also told that there are issues with identifying defendants and establishing whether they have the funds available to make a successful claim. Seminar participants from the insurance industry explained that there are difficulties in establishing whether policies are in place and what they were at the time of the abuse. They also explained that the costs involved in investigating these issues can be a barrier to progressing a claim.

When a victim and survivor brings a claim against an institution as they suffered child sexual abuse on the institution's premises or were sexually abused by an employee or representative, the institution should be covered by public liability insurance. The Inquiry is interested in the potential of a register of public liability insurers to assist potential claimants in child sexual abuse cases locate the information they need to bring a claim.

Recommendation

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

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

¹⁰⁹ *Issues paper on civil justice*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/key-documents/620/view/IICSA_Issues%20paper_civil%20justice%20system_4%20August%202016.pdf

¹¹⁰ *The civil justice system*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/civil-justice-system

¹¹¹ *Briefing paper: Time limit for sexual abuse claims*. House of Commons. <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN04209>

The Inquiry has also consistently heard that the civil litigation system is inherently adversarial. Victims and survivors are being asked to provide evidence on the abuse they suffered in an often challenging setting – for example, they can be cross-examined by an unrepresented perpetrator. This is in contrast to a criminal court, where the Youth Justice and Criminal Evidence Act 1999 sets out a range of measures designed to help vulnerable witnesses provide their evidence in court (such as providing pre-recorded evidence).

There is no equivalent legislation in relation to civil courts and the Inquiry considers that victims and survivors of child sexual abuse in civil courts deserve the same protections. As a result, the Inquiry recommend that this is addressed.

Recommendations

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

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

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

Next steps

During the course of 2018, the 'Accountability and reparations' investigation will continue to examine the effectiveness of the civil justice system. It will also consider the removal of the statutory limitation periods that currently prevent victims and survivors from pursuing claims related to non-recent child sexual abuse.

5.4 The health sector

In recent years, a significant number of NHS organisations have been investigated following incidents of child sexual abuse. Most notably, a series of reports found that the famous media personality, Jimmy Savile, had sexually abused adults and children over many years in NHS hospitals and, in 2014, Dr Myles Bradbury was convicted of sexual offences against children who were his patients.^{112, 113}

¹¹² *NHS and Department of Health investigations into Jimmy Savile*. Department of Health and Social Care. www.gov.uk/government/collections/nhs-and-department-of-health-investigations-into-jimmy-savile

¹¹³ *Independent investigation into governance arrangements in the paediatric haematology and oncology service at Cambridge University Hospitals NHS Foundation Trust following the Myles Bradbury case*. Verita. www.verita.net/wp-content/uploads/2016/04/Independent-investigation-into-governance-arrangements-in-the-paediatric-haematology-and-oncology-service-at-Cambridge-University-Hospitals-NHS-Foundation-Trust-following-the-Myles-Bradbury-case.pdf

In July 2017, the Inquiry sought information in writing from around 50 health sector organisations about the measures that are in place to prevent child sexual abuse within healthcare settings, such as hospitals, GP practices and clinics. The issues raised in written submissions were subsequently discussed at a two-day seminar that took place in September 2017. Views were drawn from England and Wales to ensure that discussions recognised the structural differences between the health sectors in both countries.¹¹⁴

Responsibility for healthcare in England and Wales

England

The Department of Health and Social Care is responsible for health and adult social care policy and legislation in England.¹¹⁵ The Department is supported by 28 agencies and public bodies, including NHS England, which leads the NHS in England.¹¹⁶

Wales

The Welsh Government's Department of Health and Social Services is responsible for health and social services policy and legislation in Wales.¹¹⁷ The NHS in Wales delivers services through seven local health boards and three NHS Trusts.¹¹⁸

The written submissions raised a number of issues about how current arrangements to protect children from sexual abuse within healthcare services could be improved.

The Inquiry was told that education and training tend to focus on equipping healthcare workers to recognise signs of abuse and neglect in the children they treat. Respondents to the request for written submissions and seminar participants suggested that training should be improved to help workers detect and respond to child sexual abuse that takes place within healthcare services, including child sexual abuse by colleagues.

Written submissions covered the responsibilities of healthcare workers to take action when they are concerned that a child is being sexually abused, or is at risk of sexual abuse. It was suggested that various factors may prevent workers from raising concerns or reporting sexual abuse. These included an unwillingness to challenge the actions of senior workers and fears of an unsupportive response from managers and colleagues. These factors were also cited during seminar discussions about barriers that might prevent workers from raising concerns. Simple reporting processes, effective line management and supervision of workers, and access to child safeguarding expertise and advice were noted by seminar participants as means of supporting healthcare workers who have concerns about the safety of a child.

¹¹⁴ *The health sector*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/health-sector

¹¹⁵ *About us*. Department of Health and Social Care. www.gov.uk/government/organisations/department-of-health-and-social-care/about

¹¹⁶ *About us*. NHS England. www.england.nhs.uk/about/

¹¹⁷ *About this topic*. Welsh Government. <http://gov.wales/topics/health/aboutthistopic/?lang=en>

¹¹⁸ *Structure*. NHS Wales. www.wales.nhs.uk/nhswalesaboutus/structure

The role of leaders and senior managers in creating a culture where workers are encouraged and expected to raise concerns was regularly raised in written submissions and emphasised throughout seminar discussions. These are important issues that are not unique to healthcare settings and the Inquiry will consider some of them in more detail at its seminar on mandatory reporting in 2018.

Written submissions also raised the role of statutory regulation of certain health professions. Regulatory bodies help to protect children by maintaining a register of those who are fit to practise a profession. They also set standards for professionals and take action when standards are not met. Respondents considered how the health sector could improve the speed and efficiency of decisions concerning a registered professional's fitness to practise once they have been convicted of a sexual offence against a child. They also discussed how the health sector shares information about healthcare workers with the Disclosure and Barring Service (DBS) (the organisation that is responsible for maintaining a list of those who are barred from working with children). These are important issues and the Inquiry makes a recommendation on this area in Chapter 6.

Written responses and seminar discussions also emphasised the importance of providing children and their families with clear and accessible information about what to expect during treatment, in order to help them feel more confident in speaking up if they have concerns. Respondents and participants also explained that children are particularly vulnerable to sexual abuse when receiving health care and treatment in the same settings as adults, and that better arrangements should be in place to prevent unsupervised or inappropriate access to children during their care and treatment.

A number of written submissions explained the important role that chaperones play in helping to protect children from sexual abuse. Chaperones observe care and treatment and intervene if they have concerns about the safety or welfare of a patient. Several written submissions emphasised that the presence of chaperones reduces the risks of sexual abuse during the treatment of children. During the seminar, participants noted that while there is growing awareness that chaperones are needed to help protect children in healthcare services, in some organisations awareness remains low. The Inquiry was also told that healthcare services require substantial resources to train chaperones and ensure that they are available when needed. Respondents and participants suggested that, in some cases, resource constraints are preventing the consistent use of appropriately trained chaperones.

Both during the seminar and in the written submissions received, the Inquiry was told that, while good practice guidance is available, there are no national policies in place for the use of chaperones in healthcare services. The Inquiry has confirmed that national policies for the NHS and other healthcare services in England and Wales are not available.

The Inquiry considers that national policies for the training and use of chaperones across healthcare services would help to ensure that chaperones are used consistently and effectively to protect children from sexual abuse during treatment. A consistent approach would also help to provide clarity for children and their parents or carers about when they can expect a chaperone to be present. The Inquiry considers that such policies should apply to all healthcare services in England and Wales, and that the responsible government departments should address this so that policies cover NHS and private healthcare services. The Inquiry also considers that healthcare service regulators should assess compliance with the policies once they have been implemented.

Recommendations

England

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

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

Wales

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

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

Chapter 6

Emerging themes

6 Emerging themes

The previous chapters in this report have highlighted the range and depth of work under way across all elements of the Inquiry's Terms of Reference.¹¹⁹ The Inquiry has also considered its work against the four strategic themes that it announced in October 2015:¹²⁰

- **Cultural:** The attitudes, behaviours and values that prevent institutions from responding effectively to child sexual abuse
- **Professional and political:** The leadership, professional and practice issues for those working or volunteering in relevant institutions
- **Structural:** The legislative, governance and organisational frameworks within and between institutions
- **Financial:** The financial, funding and resource arrangements for relevant institutions and services.

The themes allow the Inquiry to make broader conclusions and recommendations about what needs to be done to keep children safe from sexual abuse. They also help the Inquiry to identify key issues to be explored as its work progresses. This chapter sets out the emerging themes so far.

6.1 Cultural

The attitudes, behaviours and values that prevent institutions from responding effectively to child sexual abuse.

Summary of key messages

- The most common ways of thinking about child sexual abuse have deflected responsibility away from perpetrators and institutions, denied that harm is caused, and failed to accept that sexual abuse has taken place.
- Society is still reluctant to discuss child sexual abuse openly and frankly – this must change to better protect children.

Child sexual abuse is talked about and understood in different ways. Groups in society – including professionals working with children, the media, the law and in Government – have different ways of thinking about child sexual abuse. Their views are informed by their own experiences and perspectives and the debates that take place about child sexual abuse. These ways of thinking include how and why child sexual abuse takes place, who perpetrates child sexual abuse, and what effect child sexual abuse has on victims and survivors. In turn,

¹¹⁹ *Terms of reference.* Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/terms-reference

¹²⁰ *Statement from the Chair: Update on the internal review of the Inquiry by Professor Alexis Jay.* Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/news/statement-chair

these ways of thinking influence how people respond to child sexual abuse, including how to prevent it. It also has a direct impact on the responses institutions have to child sexual abuse. The Inquiry examined this issue at a seminar on social and political narratives in February 2018.¹²¹

Research conducted for the Inquiry to support the seminar sought to identify the different discourses – that is, ideas, perspectives or ways of thinking – about child sexual abuse.¹²² It identified three ‘dominant’ categories of discourses that deflect responsibility from the perpetrator or the institutions involved, deny that harm is caused to victims and survivors, and refuse to accept that abuse has taken place.

A second category of ‘counter’ discourses was identified: these challenged these views and prioritised the voices of victims and survivors, highlighting the role of power in the sexual abuse of children and the importance of supporting victims and survivors of abuse. Importantly, the research did not suggest a clear pattern of progression over time – the dominant discourses continue to be readily recognisable today (for example, in media reporting).

The seminar considered what steps could be taken to increase understanding about child sexual abuse within society. Seminar participants made it clear that the language society uses and its understanding of child sexual abuse have a direct and practical effect on the way victims and survivors and perpetrators are treated by society and institutions. This was also identified in the analysis of existing research. For example, children are still accused of ‘child prostitution’, ‘risky behaviour’ and ‘promiscuity’ and, as a result, continue to feel blamed or responsible for the sexual abuse they have suffered rather than being the victims of serious criminal acts. It was noted that the use of phrases such as ‘gold-digger’ and ‘fantasist’ has an impact on the perception and credibility of adult survivors of child sexual abuse.

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

Participant, social and political narratives seminar

Certainly, in the work we do with young people, with adolescents who experience abuse, so many of them tell us they’re not believed, they’re judged.

Participant, social and political discourses seminar

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

I often talk to professionals, deliver training to them and they talk about, ‘Oh, I can’t bear to think about that. Oh no, don’t mention that’ or ‘Can you just take that slide out? We think it’s too traumatic for the audience’

Participant, social and political discourses seminar

¹²¹ *Social and political narratives about child sexual abuse*. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk/research-seminars/social-and-political-narratives-about-child-sexual-abuse

¹²² *Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses*. Independent Inquiry into Child Sexual Abuse (2018) [www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20\(full%20report\).pdf](http://www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20(full%20report).pdf)

However, it was noted that to be truly effective, changes must take place across all parts of society. The Inquiry agrees that there is a lack of open discussion about child sexual abuse and it has seen this reluctance to talk about child sexual abuse first-hand through its work.

For example, a representative survey carried out for the Inquiry on public awareness and understanding of child sexual abuse found that, of the 2,040 adults asked, more than two thirds did not feel comfortable discussing child sexual abuse – even with those they know and trust. In comparison, respondents were more comfortable discussing terminal illness, substance abuse, bereavement or personal finances.¹²³

Similarly, in seeking clearance for radio advertising to raise awareness of the Truth Project, the Inquiry encountered concerns about raising the issue of child sexual abuse during drive-time when children might be listening. The Inquiry's radio commercial was withdrawn by one radio station following a complaint. However, it was reintroduced after discussions between the Inquiry and the radio station about what the Inquiry was seeking to achieve.

A reluctance to talk about child sexual abuse with children is an issue that has come up in the Inquiry's discussions with children and young people. They have said that child sexual abuse is rarely discussed with them and that they should be given better practical advice about how to stay safe. The NSPCC's 'Talk PANTS' campaign has been well received. It encourages parents, carers, schools and teachers to talk to children about staying safe from child sexual abuse. It shows that these messages can be delivered in a smart and accessible way.

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

Participant, social and political discourses seminar

The Inquiry considers that children – and adult victims and survivors of child sexual abuse – will be better protected and supported if society is prepared to discuss the issue openly and frankly. Discussions should recognise that child sexual abuse takes many forms and can affect every community – irrespective of ethnic background or educational attainment. It must recognise that children will face different risks depending on their age, interests and hobbies, and relationships with the peers and adults in their lives. Having these discussions can improve understanding and awareness of child sexual abuse, and can help society take measures to better protect children. Clearly, discussion on its own is not enough – it must be followed by action. But if society does not improve its understanding of child sexual abuse and discuss it openly and frankly, the appropriate action is less likely to follow.

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

¹²³ *Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses.* Independent Inquiry into Child Sexual Abuse (2018) [www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20\(full%20report\).pdf](http://www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20(full%20report).pdf)

6.2 Professional and political

The leadership, professional and practice issues for those working or volunteering in relevant institutions.

Summary of key messages

- Open and honest discussion of child sexual abuse requires leaders within institutions to model the right behaviours and values.
- Recommendations are made to reinforce the UK Government's leadership on international co-operation and within the police service.

It is self-evident that the quality of leadership and practice within institutions is critical to protecting children, and to preventing and responding to child sexual abuse. This has been seen consistently across all parts of the Inquiry's work.

It is important to note that the Inquiry's consideration of these issues is not restricted to professionals working within the relevant statutory agencies. In accordance with the Inquiry's Terms of Reference, the Inquiry's consideration of leadership and practice extends to all those working in state and non-state institutions that have a role to play in preventing and responding to child sexual abuse – including those in government, law enforcement, education, health care, religious institutions, charities and voluntary sector organisations.

In the previous section, the Inquiry referred to the need for leaders within institutions to play a key role in helping improve culture in relation to child sexual abuse. The duty of candour is now established in health care and requires professionals to be open and honest when something goes wrong with the treatment or care they are providing.

However, across its work so far, the Inquiry has seen examples of institutions failing to have open and honest leadership. For example, the UK Government – which should set an example for others to follow – did not for many decades take full responsibility for its failures in relation to the child migration programmes.¹²⁴ During its examination of institutions in Rochdale, the Inquiry heard senior leaders deny any responsibility for the lack of effective response to the sexual abuse of vulnerable boys. This was despite compelling evidence and testimony indicating that they were aware that abuse was taking place.¹²⁵

The Inquiry does not consider these to be isolated examples. Participants in the Truth Project have frequently stated that institutions deny responsibility for, or knowledge of, the abuse they suffered.^{126, 127} Many approach an institution decades later, wanting to understand what happened and how it was allowed to happen. They know that the people they are dealing with are not responsible for the abuse they suffered or the response

¹²⁴ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

¹²⁵ *Cambridge House, Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

¹²⁶ *Truth Project: Experiences shared – victims and survivors speak out*. Independent Inquiry into Child Sexual Abuse (2016) www.iicsa.org.uk/key-documents/923/view/truth-project-experiences-shared.pdf

¹²⁷ *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

of the institution at the time, but they expect the institution to take responsibility now. However, this does not always happen. The Inquiry considers that all too often institutions are prioritising the reputation of political leaders or the reputation of their staff, or avoiding legal liability, claims or insurance implications, over the welfare of children and tackling child sexual abuse.

As its work progresses, the Inquiry will consider how the UK Government and other institutions should work to promote increased awareness and understanding about child sexual abuse. This will require a broader change in culture across society and within the institutions responsible for keeping children safe. There are two recommendations the Inquiry is making now that it considers will make an important contribution.

The first recommendation focuses on the UK Government's important leadership role in facilitating culture change. The UK Government must demonstrate the priority and importance of tackling child sexual abuse through its actions. However, the Inquiry has noted that the UK Government is still to ratify the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse¹²⁸ (also known as the 'Lanzarote Convention') that it signed in 2008. The UK is one of 42 countries that signed the Convention but is now one of only five signatory countries still to ratify.¹²⁹

The Lanzarote Convention sets out the wide range of measures that must be in place to protect children from sexual abuse. These include:

- introducing preventive measures (such as the screening, recruitment and training of people working with children, and making children aware of the risks of child sexual abuse)
- establishing programmes to support victims and survivors, encourage the reporting of suspected child sexual abuse, and set up telephone and internet helplines for children, and
- ensuring that engaging in sexual activities with a child (such as grooming and overseas child sexual abuse) are criminalised.¹³⁰

Given the increasing need to consider how children are protected from threats abroad (for example, online child sexual abuse), international co-operation is becoming increasingly important. The Inquiry acknowledges that the UK Government has made significant efforts to tackle child sexual abuse at an international level, but considers its delay in ratifying the Lanzarote Convention to be regrettable.

¹²⁸ *Lanzarote Convention*. Council of Europe. www.coe.int/en/web/children/lanzarote-convention

¹²⁹ *Chart of signatures and ratifications of Treaty 201*. Council of Europe. www.coe.int/en/web/conventions/full-list/-/conventions/treaty/201/signatures?p_auth=PTzA7FW6

¹³⁰ *Details of Treaty No. 201*. Council of Europe. www.coe.int/en/web/conventions/full-list/-/conventions/treaty/201

Recommendation

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

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

The second recommendation is intended to support culture change in the police service by raising the profile and priority of child sexual abuse. The police service will always have a crucial role in preventing and responding to allegations of child sexual abuse. It is responsible for investigating allegations of child sexual abuse and helping to ensure that perpetrators are brought to justice. The police will often be one of the first agencies encountered by victims of child sexual abuse, and therefore play a critical role in ensuring that a child is recognised as a victim and given access to the help and support they need.

The Inquiry is aware that the College of Policing develops training for police officers working within Public Protection Units. It has also proposed a licence to practise for specialist police officers, which intends to ensure that child sexual abuse cases are only investigated by officers with the necessary expertise. This is important work but it will not, nor is it intended to, ensure that the wider culture within police forces reinforces and supports their role in preventing and responding to child sexual abuse. The Inquiry considers that specific steps should be taken to raise the awareness of child sexual abuse within police forces, and to ensure that the right culture is developed and maintained.

Any police officer who wants to progress to senior leadership positions in the police force must first pass the Strategic Command Course. The Inquiry considers that the entry requirements for this course should be extended to include the completion of specific training and accreditation in relation to the role of the police service in preventing and responding to child sexual abuse. These police officers should also be required to have specific operational experience of policing relating to child sexual abuse. The College of Policing should lead the work to develop the new training package and accreditation.

Recommendation

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

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

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

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

The Inquiry will continue to consider issues relating to leadership and practice in institutions as its work progresses. This will include consideration of how to improve awareness of child sexual abuse to help professionals identify victims, and what can be done to encourage professionals to identify and report abuse.

6.3 Structural

The legislative, governance and organisational frameworks within and between institutions.

Summary of key messages

- The Inquiry is concerned by the lack of professional registration for workers in care roles in children's homes in England.
- Improvements should be made to the vetting and barring arrangements in England and Wales.
- Institutions should improve the way they respond to victims and survivors of child sexual abuse.
- Adult victims and survivors often face difficulties when trying to access records about their childhood.

There are a range of legislative and regulatory arrangements in place that are intended to assist institutions in keeping children safe from sexual abuse and responding to it appropriately when it does take place. This section describes the legislative and other regulatory frameworks that have been identified most consistently through the Inquiry's work so far. It includes recommendations where the Inquiry has already identified steps that should be taken now to improve the way these arrangements operate.

Workforce regulation

Clearly, it is crucial that institutions do all they can to ensure that those working or volunteering within them are suitable for the work they do and do not represent a risk to children. It is worth noting that the Inquiry's review of previous reports and inquiries has found that aspects of staffing (including practice, supervision and recruitment) were the most common areas of focus for recommendations. As a result, it is not surprising that issues relating to workforce regulation and safe recruitment have arisen frequently through the Inquiry's work so far.

The Inquiry is considering the adequacy of existing arrangements to ensure that those known to be unsuitable to work with children are identified and removed from the workforce. The Inquiry's consideration of these issues will continue but there are two areas where it considers action should be taken now.

First, victims and survivors participating in the Truth Project have told the Inquiry about the abuse they suffered in residential care homes. The Inquiry has also seen that children in residential settings are particularly vulnerable to sexual abuse by adults working in those settings who are responsible for their welfare. Yet the Inquiry has noted that there are no professional registration requirements in place for staff, other than social workers, working in children's homes in England, unlike in Wales, Scotland and Northern Ireland.

Children's homes in England must be registered with Ofsted and those working in care roles are expected to have a minimum level of qualification. But there is no requirement for individual care workers, other than social workers, to register with an independent body charged with raising standards within the profession and supervising their fitness to practise. Regulation of a care setting by an independent inspectorate complements effective professional workforce registration – it does not replace it.

The Inquiry is very concerned by the absence of professional registration for those working in care roles in children's homes in England – particularly as the original Care Standards Act 2000 provided the legislative basis for the registration of these staff, but this aspect was never implemented in England and the Act was subsequently amended. It therefore recommends that the UK Government addresses this.

Recommendation

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

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

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

Second, the Inquiry considers that improvements should be made to the vetting and barring arrangements in England and Wales. These arrangements are managed by the Disclosure and Barring Service (DBS).

The DBS is responsible for issuing criminal record certificates to individuals seeking to work or volunteer in a wide range of roles, including with children. The DBS also considers the suitability of individuals to work with children (or vulnerable adults) based on their previous criminal convictions, police intelligence, and information received from employers and regulators. Where the DBS considers that an individual is unsuitable to work with children or vulnerable adults, it will bar them from such work. It is a criminal offence for an individual to work in a role from which they have been barred and for an employer to knowingly employ an individual in a role from which they have been barred.

The effectiveness of the vetting and barring arrangements depends on when and whether the DBS receives the information it needs. The Safeguarding Vulnerable Groups Act 2006 provides that the organisations responsible for maintaining registers of professionals working with children may consider whether to share information with the DBS and gives them the power to do so, but there is no duty to share relevant information.¹³¹ This arrangement relies on the discretion of those organisations to share information about professionals who pose a risk or harm to children with the DBS – and there is a risk that this important information is not being shared.

As a matter of principle, the Inquiry considers that there should be a legal duty for those maintaining professional registers to share information with the DBS where an individual has been removed from a register for reasons relating to the risk they pose to children.

The Inquiry also considers that the DBS should – following receipt of such information from a professional register – automatically bar the professional from working with children. This is subject to any representations that the individual would wish to make to the DBS if they considered a bar from working with children to be disproportionate or unfair.

Recommendations

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

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

¹³¹ *Safeguarding Vulnerable Groups Act 2006*. www.legislation.gov.uk/ukpga/2006/47/contents

Responding to child sexual abuse

Victims and survivors have told the Inquiry about the responses they have received after reporting the abuse they suffered – often as an adult survivor, many years after they have been abused. While some have reported a positive response that involves sympathy and understanding, others have had a poor experience when approaching institutions.¹³² Rightly, victims and survivors expect an institution to take responsibility for its conduct irrespective of how much time has passed.

The Inquiry's work has led it to consider how police forces respond to complaints about how they have investigated child sexual abuse. All complaints about how police officers have conducted themselves should be handled by police forces in accordance with guidance published by the Independent Office for Police Conduct (IOPC)¹³³ and based on regulations issued under the Police Reform Act 2002.¹³⁴

These regulations state that police forces can approach the IOPC for permission to 'disapply' – in other words, to not investigate – a complaint where more than 12 months have elapsed since the incident to which the complaint relates took place and there is no good reason for the delay. Police forces can also refuse to investigate a complaint if it would result in an injustice.

The Inquiry is aware that the application of these guidelines has led to a complaint about an investigation into child sexual abuse being dismissed. It is well understood that victims and survivors can take years or even decades to disclose the sexual abuse they suffered, and some are wary of approaching the police – particularly if they feel they were let down previously. As a result, the Inquiry does not consider this an appropriate response to a complaint about child sexual abuse.

The Inquiry recognises that the IOPC guidance must reflect the relevant legislation and that it must apply to all categories of complaint. The Inquiry's recommendation is therefore directed to chief constables and asks them to ensure that police forces do not seek to 'disapply' complaints relating to child sexual abuse due to the length of time that has passed since the sexual abuse took place.

Recommendation

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

The Inquiry will continue to consider how institutions can improve the way they respond to victims and survivors of child sexual abuse. However, that should not prevent them from reviewing their existing procedures to ensure that they are appropriate and effective.

¹³² *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

¹³³ *Statutory guidance to the police service on the handling of complaints*. Independent Police Complaints Commission (2015) https://policeconduct.gov.uk/sites/default/files/Documents/statutoryguidance/2015_statutory_guidance_english.pdf

¹³⁴ *Police Reform Act 2002*. www.legislation.gov.uk/ukpga/2002/30/contents

Accessing records relating to victims and survivors' childhoods

Many victims and survivors who have engaged with the Inquiry have reported difficulties accessing records relating to their childhood. The Inquiry's review of previous reports and inquiries into child sexual abuse has also identified that recommendations relating to records' management are the second most frequently identified area for change.

This is an important issue for those it affects. Often victims and survivors are seeking access to records to help them understand how the abuse they suffered happened or why it was allowed to continue. The Inquiry has heard of instances where records were not created in the first place or have now been lost or destroyed. This can be distressing to victims and survivors, and can lead to perceptions of cover-up by the institutions involved.

Our solicitor requested the police files of me ... They couldn't find them. They had disappeared. They even got a court order for them to get them, because files just like that don't disappear ... They had absolutely disappeared ... No, they had no records of them at all ... All the tapes, all the written statements.

Victim and survivor, the Truth Project

Difficulties in accessing records are not unique to victims and survivors of child sexual abuse. Any adult trying to find documents held by institutions in the past will face the same challenges. However, the frequency with which this issue has been raised with the Inquiry demonstrates that it has a significant effect on victims and survivors of child sexual abuse.

This is a technical and complex area of public policy. There are different rules for the retention of records across the different institutions covered by the Inquiry's Terms of Reference and the quality of record keeping also varies significantly. The rights of individuals to access their records are being strengthened through the introduction of the General Data Protection Regulation in 2018. The Inquiry will consider whether it can recommend changes that would particularly benefit victims and survivors of child sexual abuse.

6.4 Financial

The financial, funding and resource arrangements for relevant institutions and services.

Summary of key messages

- Access to the right support at the right time is crucial for victims and survivors of child sexual abuse.
- Provision for support is complex and ranges from specialist services provided by the voluntary sector through to physical and mental health services provided by the statutory sector.
- The Inquiry has noted the lack of data gathered by public sector agencies about expenditure on services and treatment for victims and survivors of child sexual abuse, and recommends that this is addressed by the Government.

As earlier sections of this report make clear, the effects of child sexual abuse on victims and survivors can be lifelong and profound. The Inquiry has heard that accessing the right support at the right time is hugely beneficial. Being unable to access or continue support – or receiving poor-quality support – is damaging and can deter victims and survivors from seeking the support or treatment they need in the future.

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

The Inquiry has been told that the decision to seek support or treatment is often a difficult one that requires courage. This means that seeking support and treatment must be made as straightforward as possible, yet the barriers involved have the opposite effect and make the process even more difficult.

Many victims and survivors have told the Inquiry about the long waiting lists for obtaining support and treatment. Providers of sexual violence and abuse support services in the voluntary sector have told the Inquiry that they are unable to cope with the demand for their services, leaving them no option but to ask those seeking support and treatment to wait.

The voluntary sector provides a wide variety of support services that are accessed by victims and survivors of child sexual abuse and their families. It plays a key role and provides services including counselling and therapeutic support, independent advocacy, helplines and other forms of emotional support. Voluntary services also provide specialised services designed for victims and survivors of child sexual abuse or victims of sexual violence. Victims and survivors have told the Inquiry that they often value the voluntary sector's independence from statutory services and their flexible approach. The Inquiry has heard about the significant funding challenges faced by those operating these services.

Sexual assault referral centres (SARCs) provide services to child and adult victims and survivors of sexual assault and rape. They provide health care and treatment and, where appropriate, forensic medical examination. SARCs also offer access to ISVAs who provide information, support and advice to victims and survivors, including support to engage with the criminal justice system where appropriate. Where victims and survivors have ongoing needs for support or treatment, SARCs will make referrals to other services, including specialist sexual violence and abuse support services.

The NHS in England and Wales provides health services that victims and survivors of child sexual abuse access for support. These include counselling and psychotherapy services, child and adolescent mental health services, and other mental health services. These services are available to all patients, on the basis of their clinical need for treatment, and are not provided solely to victims and survivors of child sexual abuse. The Inquiry has heard that NHS provisions can be inflexible and are not tailored to the specific needs of victims and survivors.

But I was only allowed a certain number of sessions. I think that was about five or six, sort of, meetings with this person. And he wrote a letter at the end of that ... and the letter basically says, it explains the situation, it says that I was a really high risk. It said I had

signs of severe PTSD etc. And that letter was sent to my GP and to my social worker, and they never arranged any follow up. And that was it, I never saw anybody – I never saw the police again, after that I never saw the social worker really much after that.

Victim and survivor, the Truth Project

All services are supported through a wide range of commissioning bodies and funding arrangements. Public funding comes from several departments across the UK and Welsh governments, and responsibility for local service provision rests with a number of public sector agencies. Local authorities, NHS organisations and Police and Crime Commissioners all have a role in the planning and commissioning of services for their local populations. The Inquiry has been told that complex commissioning processes and short funding cycles hinder long-term planning and investment in support services, and pose particular challenges for voluntary sector organisations seeking sustainable funding.

To support its consideration of these matters, the Inquiry engaged the Chartered Institute of Public Finance and Accountancy (CIPFA) to identify current levels of expenditure on support services for victims and survivors of child sexual abuse. CIPFA considered services delivered in both the statutory and voluntary sectors, including mental health services, counselling and therapeutic services, and specialist therapeutic support services for people who have experienced child sexual abuse.

CIPFA was unable to identify the current expenditure levels due to a lack of suitable financial data collected by the public sector agencies involved. It found that the data held by those agencies do not have the level of detail needed to determine how much is spent on support and treatment for victims and survivors of child sexual abuse. The information held by specialist services in the voluntary sector has the required level of detail in some cases, but not all. As a result, it was not possible to accurately assess the total current levels of expenditure on support services for victims and survivors.

The Inquiry has consistently heard about the barriers to support and treatment encountered by victims and survivors of child sexual abuse, including the poor experiences of some due to insufficient or unsuitable support and treatment. The Inquiry is concerned that funding pressures on agencies make it difficult for them to fully meet their other statutory obligations and to increase investment in the prevention of child sexual abuse.

The Inquiry considers that if the Government is to ensure that there is sustainable funding for support services for victims and survivors, it must understand how resources are currently allocated and the effectiveness of the services it funds. The Inquiry recognises that this will be challenging where services are not provided solely to victims and survivors of child sexual abuse (for example, NHS mental health services), but this should stimulate the Government to do more. This work will not be sufficient on its own – an up-to-date and accurate assessment of the level and extent of need for support services is also necessary.

Given the concerns the Inquiry has heard about the sufficiency of existing support, the Inquiry considers that this must be addressed as a matter of urgency.

Recommendations

England

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

Wales

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

Chapter 7

List of recommendations

7 List of recommendations

This section sets out the recommendations included in this report. For more information on the rationale supporting these recommendations, see the relevant sections of the report.

Child migration programmes (Chapter 4, section 4.1)

These recommendations were made in March 2018 in the investigation report.¹³⁵

Apologies to former child migrants

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

Establishing a financial redress scheme for former child migrants

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

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

Better management of records that include information about former child migrants

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

The criminal justice system (Chapter 5, section 5.2.3)

Ensuring that agencies are compliant with the Victims' Code

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

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

¹³⁵ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

Revising the Criminal Injuries Compensation Scheme to remove barriers faced by victims and survivors of child sexual abuse

5. The Chair and Panel recommend that the Ministry of Justice revises Criminal Injuries Compensation Authority (CICA) rules, so that awards are not automatically rejected in circumstances where an applicant's criminal convictions are likely to be linked to their child sexual abuse. Each case should be considered on its merits.
6. The Chair and Panel recommend that CICA ensures that claims relating to child sexual abuse are only considered by caseworkers who have specific and detailed training in the nature and impact of child sexual abuse.
7. The Chair and Panel recommend that the Ministry of Justice revises CICA rules so that all applicants who previously applied for compensation in relation to child sexual abuse – but were refused solely due to the 'same-roof' rule – should be entitled to reapply for compensation and have their claim approved by CICA.

The civil justice system (Chapter 5, section 5.3)

Consider the feasibility of a register of public liability insurers to help claimants locate the information they need in order to bring a claim relating to child sexual abuse

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

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

Ensuring that victims and survivors can provide the best evidence in civil court cases

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

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

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

The health sector (Chapter 5, section 5.4.2)

Developing a national policy on the training and use of chaperones

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

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

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

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

Professional and political (Chapter 6, section 6.2)

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

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

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

Culture change within the police service

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

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

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

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

Structural (Chapter 6, section 6.3)

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

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

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

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

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

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

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

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

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

Financial (Chapter 6, section 6.4)

Establishing the current level of support available for victims and survivors and public expenditure on these services

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

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

Chapter 8

The Inquiry's work programme for 2018–19

8 The Inquiry's work programme for 2018–19

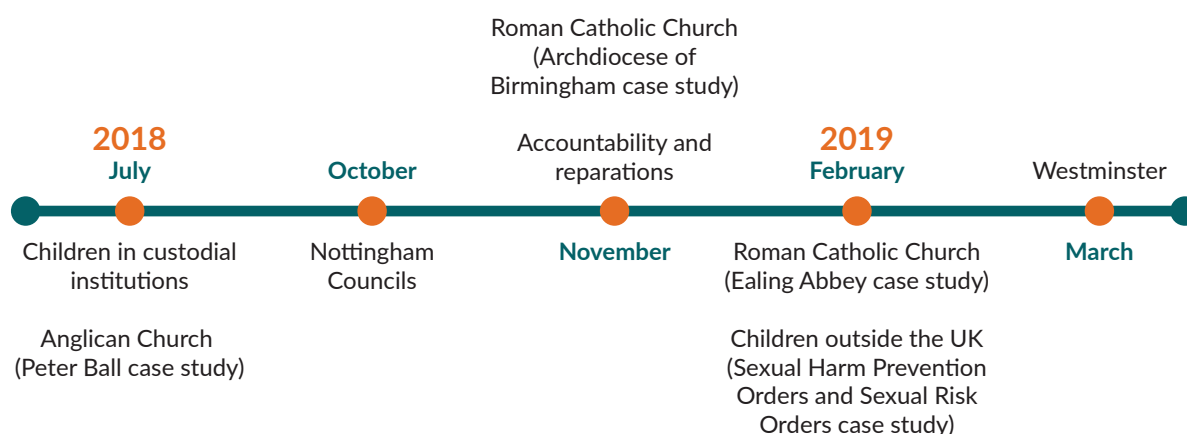
So far this report has described the significant progress made by the Inquiry, highlighting what it has learned, its early conclusions and initial recommendations. This section sets out the Inquiry's work programme for the next 12 months.

8.1 Public hearings

A number of public hearings on the Inquiry's investigations have already taken place. Reports for the child migration programmes case study¹³⁶ and 'Cambridge House, Knowl View and Rochdale'¹³⁷ investigation have been published, and reports on the English Benedictine Congregation case study and 'Anglican Church' investigation will be published in due course.

Eight public hearings will take place in 2018–19 (Figure 2). Annex A to this report includes a progress report for all the Inquiry's investigations.

Figure 2 Public hearings scheduled in 2018–19



¹³⁶ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse. (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%20202018.pdf

¹³⁷ *Cambridge House, Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse. (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%20202018.pdf

8.2 Research and seminars

The Inquiry has a number of research projects already under way, including those on online safety in education, residential schools, the youth secure estate and child sexual exploitation by organised networks. Annex B sets out these projects in more detail.

Over the coming year, fewer seminars will take place owing to the number of public hearings scheduled – however, a seminar on mandatory reporting will be held in September 2018.

8.3 The Truth Project

The Inquiry will continue to develop the Truth Project through 2018–19. It will also continue to increase awareness of the Truth Project and encourage victims and survivors of child sexual abuse to consider whether they would wish to take part.

The Inquiry will increase awareness of the Truth Project by taking it to further parts of England and Wales, and by engaging with relevant victim and survivor groups. The Inquiry will also continue to allow victims and survivors of child sexual abuse who are in prison to disclose the abuse they suffered (either in writing or in person at the prison). The Inquiry is grateful to HM Prison and Probation Service for its support and assistance in developing how the Truth Project is delivered in prisons.

The Inquiry will continue to ensure that children and young people contribute to its work as their views help to identify key issues and what is happening now, and will make an impact in keeping children safe from abuse. As the participation of under-18s in the Truth Project is complex and requires careful handling, the Inquiry is working with organisations who support children and young people to pilot Truth sessions for this group. Above all, the safety and welfare of the child or young person are most important and the Inquiry will always take great care in relation to the participation of under-18s. This will be prioritised above all other matters.

In 2018–19, the Inquiry will also publish more information about what it is learning about child sexual abuse. It will increase the number of Truth Project reports and anonymised summaries of the experiences victims and survivors have shared.

Regular updates on the Inquiry's work can be found on its website.¹³⁸

¹³⁸ News. Independent Inquiry into Child Sexual Abuse. www.iicsa.org.uk

Annexes

Annex A: Update on investigations

Annex B: Update on research projects

Annex A: Update on investigations

Protection of children outside the UK

In this investigation, the Inquiry examines the extent to which institutions have failed to protect children outside the United Kingdom from sexual abuse.

The investigation includes a case study on the child migration programmes. The public hearings for this case study lasted four weeks and were completed on 26 July 2017. The findings were published in a report in March 2018.¹³⁹ Chapter 4 of this report provides an overview of this work.

The second case study in this investigation is examining whether the civil framework is adequate for preventing, and notifying foreign authorities of, foreign travel by individuals known to the UK authorities as posing a risk to children. A public hearing on this case study will take place in February 2019.

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

The Rochdale investigation examined allegations of child sexual abuse and exploitation at Cambridge House hostel and Knowl View School. Other institutions where care for children was arranged or provided by Rochdale Borough Council were also examined.

Preliminary hearings for the investigation took place on 16 March 2016, 27 July 2016, 10 May 2017 and 20 September 2017.

The public hearing lasted three weeks and was completed on 27 October 2017. The findings of this investigation were published in April 2018.¹⁴⁰ Chapter 4 of this report provides an overview of the investigation.

The Roman Catholic Church

In this investigation, the Inquiry examines the extent to which the Roman Catholic Church in England and Wales has failed to protect children from sexual abuse. It includes two case studies on the English Benedictine Congregation (which is split into two substantive hearings) and the Archdiocese of Birmingham. The investigation is also looking at issues relating to the wider Roman Catholic Church.

The investigation held preliminary hearings on 28 July 2016, 6 June 2017 and 5 October 2017.

¹³⁹ *Child migration programmes: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

¹⁴⁰ *Cambridge House, Knowl View and Rochdale: Investigation report*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

The first public hearing on the English Benedictine Congregation examined Ampleforth and Downside abbeys and their affiliated schools. It lasted three weeks and was completed on 15 December 2017. Chapter 4 of this report provides an update on this case study and a report will be published in 2018.

The second hearing into the English Benedictine Congregation case study will take place in February 2019 and will examine Ealing Abbey and St Benedict's School. The public hearing on the Archdiocese of Birmingham will take place in November 2018. A further hearing to consider issues relating to the wider Roman Catholic Church will take place in due course.

In addition to the public hearings, the Inquiry has considered existing literature on child sexual abuse in the Roman Catholic Church to accompany the overall investigation. This material provides an overview on themes including secrecy, clericalism (where the clergy is deemed to be more important than the laity) and hierarchy within the Church.¹⁴¹

The internet and child sexual abuse

This investigation examines institutional responses to child sexual abuse and exploitation that has taken place online. This includes gaining the trust of a child before carrying out contact sexual abuse, and downloading, sharing, viewing or creating child sexual abuse images.

The first public hearing for the investigation took place over a week and was completed on 26 January 2018. It provided a better understanding of how law enforcement responds to child sexual abuse that involves use of the internet.

The Inquiry heard evidence from witnesses who spoke of the effects that online child sexual abuse has on victims and their families. The Inquiry also heard evidence from law enforcement agencies responsible for investigating this form of child sexual abuse, including the National Crime Agency, the National Police Lead for Child Protection and Abuse Investigations, and a number of police forces in England and Wales.

Further hearings for the wider investigation will take place as it progresses.

The Inquiry has also commissioned three reviews of existing literature to inform the investigation. These reviews explored the behaviours and characteristics of perpetrators online,¹⁴² the vulnerabilities and characteristics of victims online,¹⁴³ and the nature and scale of online child sexual abuse¹⁴⁴.

Chapter 5 of this report explores issues raised in the investigation so far.

¹⁴¹ *Child sexual abuse within the Catholic and Anglican Churches: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3361/view/IICSA%20REA%20Child%20sexual%20abuse%20in%20the%20Anglican%20and%20Catholic%20Churches%20Nov%202017.pdf

¹⁴² *Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment*. NatCen Social Research for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3720/view/Rapid%20Evidence%20Assessment%20Behaviour%20and%20Characteristics%20of%20Perpetrators%20of%20Online-facilitated%20Child%20Sexual%20Abuse%20and%20Exploitation.pdf

¹⁴³ *Characteristics and vulnerabilities of victims of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment*. Lancaster University for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3719/view/Rapid%20Evidence%20Assessment%20Characteristics%20and%20Vulnerabilities%20of%20Victims%20of%20Online%20Facilitated%20Child%20Sexual%20Abuse%20And%20Exploitation.pdf

¹⁴⁴ *Quantifying online facilitated child sexual abuse*. University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3721/view/Annex%20to%20Rapid%20Evidence%20Assessment%20-%20Quantifying%20the%20Extent%20of%20Online-Facilitated%20Child%20Sexual%20Abuse.pdf

The Anglican Church

In this investigation, the Inquiry examines the extent to which the Anglican Church failed to protect children from sexual abuse, including the Church of England and the Church in Wales. The investigation will look at previous and current safeguarding and child protection policies, and will assess whether past reviews and reviews of non-recent cases in the Church of England and Church in Wales were effective. The investigation includes two case studies into the Diocese of Chichester and the case of the former Bishop of Lewes, Peter Ball.

The Diocese of Chichester case study involves examining the culture of the Church, and the Diocese of Chichester in particular, to determine the effect this has had – and continues to have – on safeguarding children. It will look at how practices and procedures for responding to concerns and deficiencies in safeguarding practices have changed over time; how the Church manages recruitment, promotion, resignation and disciplinary action; and whether victims and survivors have received reparations.

As the three-week public hearing for this case study took place in March 2018 – a few weeks before this report was published – its findings have not been included in this report. A report will be published on the Inquiry's website in due course.

The preliminary hearings for this investigation were held on 28 July 2016, 6 June 2017, 5 October 2017 and 30 January 2018. The public hearing for the case study into Peter Ball will be held in July 2018. One of the issues it will examine is whether there were inappropriate attempts by people of prominence to interfere in the criminal justice process after Peter Ball was accused of a sexual offence. It will also consider the Church's decision to allow Peter Ball to return to a ministry, following his conviction for a sexual offence.

The Inquiry has also considered existing evidence and literature on child sexual abuse in the Anglican churches to provide an overview on themes including secrecy, clericalism and hierarchy.¹⁴⁵

The sexual abuse of children in custodial institutions

This investigation examines the extent of institutional failures to protect children from sexual abuse and exploitation while in custodial institutions, such as secure children's homes, secure training centres and young offender institutions.

The Inquiry identified Medomsley Youth Detention Centre, County Durham, as an initial case study in this investigation. While the apparent scale of abuse at Medomsley demands a rigorous investigation into how multiple allegations could have gone uninvestigated – and any perpetrators undetected for so long – the Inquiry is not progressing its investigation at this stage due to current criminal proceedings.

¹⁴⁵ *Child sexual abuse within the Catholic and Anglican Churches: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3361/view/IICSA%20REA%20Child%20sexual%20abuse%20in%20the%20Anglican%20and%20Catholic%20Churches%20Nov%202017.pdf

In its first phase, the investigation is examining the nature and extent of recent sexual abuse of children in custodial institutions, the responses of custodial institutions, and the effectiveness of current institutional and systemic protections of children in custodial institutions from sexual abuse. A preliminary hearing on this interim investigation took place in February 2018 and a public hearing will take place in July 2018.

As part of this investigation, the Inquiry has also assessed existing evidence and literature on child sexual abuse in custodial institutions. This has provided an overview of child sexual abuse within custodial institutions, as well as the characteristics of victims and survivors and perpetrators and the safeguarding systems in place.¹⁴⁶

Nottinghamshire Councils

This investigation examines the extent of any institutional failures to protect children in the care of Nottingham City and Nottinghamshire County Councils from sexual abuse and exploitation. The definition of scope for this investigation was amended in March 2017 to ensure that it remains focused and proportionate.

The three confirmed case studies for this investigation will focus on foster care, sexual abuse between children and Beechwood children's home. Each case study will examine the response of institutions to allegations of child sexual abuse, including Nottingham City Council, Nottinghamshire County Council and Nottingham Police. The case studies will also look at the barriers that children faced in disclosing the abuse they suffered.

The investigation held preliminary hearings on 11 May 2017 and 31 January 2018. The public hearings for the investigation will take place in October 2018 in London and Nottingham, and will focus on the selected case studies.

Accountability and reparations

The investigation into accountability and reparations examines how effectively legal processes and existing support services make reparations to victims and survivors of child sexual abuse.

This investigation initiated a consultation process on the civil justice system and criminal compensation, and held associated seminars in November 2016 and February 2017. Chapter 5 of this report explores some of the findings from this engagement in more detail.

The investigation will continue to examine the effectiveness of the civil justice system and criminal compensation in providing accountability and reparations to victims and survivors of child sexual abuse through its case studies and documentary evidence.

There are five case studies in the investigation: North Wales Children's Home; Forde Park Approved School, St Leonard's Children's Home, St Aidan's and St Vincent's Children's Homes, and Stanhope Castle Approved School. Core participants have been designated.

¹⁴⁶ *Child sexual abuse in custodial institutions: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5197/view/Child%20sexual%20abuse%20in%20custodial%20institutions%20REA%20-%20Full%20report.pdf

The investigation held preliminary hearings on 29 July 2016 and 28 March 2017. A further preliminary hearing will be held on 8 May 2018 in order to consider the issues that should be explored at the public hearing in November 2018.

Child sexual exploitation by organised networks

This investigation examines whether previous recommendations on child sexual exploitation by organised networks have been implemented, and whether they have resulted in effective strategies to prevent child sexual exploitation by organised networks in the future.

The investigation conducted a detailed review of prosecutions relating to child sexual exploitation by organised networks, and of previous reports and publications that have been published in this area.

Using the themes identified in this review, the investigation is carrying out a benchmarking exercise on institutional responses to child sexual exploitation by organised networks across 13 areas in England and Wales. As part of the benchmarking process, the investigation has requested information related to a number of identified recommendations from local safeguarding children boards, clinical commissioning groups, chief constables, local authorities and the Crown Prosecution Service in each area.

This information will help set the framework for this investigation. A public hearing on child sexual exploitation will be scheduled in due course.

Lambeth Council

This investigation examines institutional failures to protect children in the care of Lambeth Council from sexual abuse and exploitation. It does this by investigating the nature and extent of the abuse of children in the care of Lambeth Council, and examining institutional responses (for example, by the council and police). The alleged abuse includes children cared for in a number of children's homes and by foster carers or adoptive parents over several decades.

The investigation held preliminary hearings on 24 March 2016 and 27 July 2016. It has recently sought submissions from core participants on proposals for the investigation to focus on three case studies on the following homes: Angell Road, Southvale Assessment Centre and Shirley Oaks. A public hearing on the investigation is to be scheduled.

Institutional responses to allegations concerning the late Lord Janner of Braunstone QC

This investigation examines the adequacy of institutional responses to reports of child sexual abuse involving the late Lord Janner of Braunstone QC ('Lord Janner') and will consider whether the institutional response was influenced by his position of prominence.

The investigation held preliminary hearings on 9 March 2016 and 26 July 2016, and has to date received, reviewed and analysed extensive materials from Leicestershire County Council, Leicestershire Police and the Crown Prosecution Service.

The investigation has been concerned not to prejudice or duplicate the ongoing work of the Independent Office for Police Conduct (IOPC) and Leicestershire Police. It has also been concerned not to expose core participants who have made allegations to repeated investigatory processes. For this reason, the investigation must await progress from the IOPC and Leicestershire Police, and the Inquiry will continue to liaise with the IOPC to review the anticipated time frame.

In the meantime, the investigation team continues to receive, analyse and examine other aspects of the investigation (for example, in relation to Leicestershire County Council and political institutions).

Allegations of child sexual abuse linked to Westminster

This investigation is an overarching inquiry into allegations of child sexual abuse and exploitation by people of public prominence who are, or were, associated with Westminster.

The Inquiry's investigation will consider allegations of child sexual abuse committed by persons of public prominence associated with Westminster and how they came to light; the findings of relevant investigations (including police and IOPC investigations, and other reviews and inquiries); whether there is evidence of conspiracy, cover-up, interference or tolerance of any child sexual abuse that took place; whether governmental, political and law enforcement institutions were aware of any child sexual abuse and took appropriate steps in response; and whether there are adequate safeguarding and child protection policies in place within political parties, government departments and agencies.

To do this, the Inquiry will review the work of previous investigations and has begun obtaining evidence from government, political parties, the intelligence and security agencies, law enforcement agencies and prosecuting authorities. The investigation will also take account of evidence gathered by other investigations within the Inquiry. Relevant documents are being considered carefully and will be disclosed to the investigation's core participants in due course.

A preliminary hearing was held on 31 January 2018 and submissions from core participants on the scope of the investigation were provided in March 2018. A public hearing on the investigation will take place in March 2019.

Residential schools

The investigation into residential schools is examining the nature and extent of child sexual abuse in residential schools and the way in which schools and other institutions have responded. The investigation will consider residential mainstream and special schools in both the state and independent sectors.

The investigation will take a thematic approach when examining residential schools rather than focusing on individual schools. It will look at a number of themes including governance, reporting and whistleblowing, recruitment and termination of employment, inspection and monitoring, and culture. Each theme will be informed by evidence from complainant witnesses, whistleblowers and institutions in the sector. It is intended that there will be public hearings on each of the themes with some requiring more public hearing time than others.

The investigation has also identified a number of areas that require a particular focus. These include residential schools for children with special educational needs, residential schools with a vocational focus, non-recent abuse in residential or prep schools for children with behavioural or emotional problems that are now closed, children whose residential education is paid for by government bodies or whose parents are abroad, and peer-on-peer abuse. The Inquiry will publish an update on its approach to these areas in due course.

The investigation will open its application window for core participants in September 2018. A preliminary hearing will be held in January 2019 and public hearings will be scheduled.

Annex B: Update on research projects

Published Truth Project reports

In October 2017, the Inquiry published a report on victims and survivors' voices from the Truth Project.¹⁴⁷ This was the first report to give an analysis of accounts shared by victims and survivors in private Truth sessions.

The information presented in the report draws on material from 249 private sessions that took place between June 2016 and June 2017. Only sessions where consent was provided for information to be used in research, and where the victim and survivor attended the session in person, were included.

The report describes the profile of victims and survivors in the Truth Project, such as their gender, age, ethnicity and any disability. It also provides more personal information (where this was shared), including a victim and survivor's age at the time they were abused, whether they told anyone about the abuse at the time, and their reasons for attending the Truth Project. Details shared about the sexual abuse itself – for example, where and when it happened – are also included. In addition to these statistical data, the report includes first-hand accounts of the abuse that victims and survivors have experienced.

New and ongoing Truth Project reports

The Inquiry will continue to ensure that victims and survivors are heard. One of the ways it will do this is by analysing the information derived from the Truth Project. The findings of this work will be published and may involve publications on particular themes, such as the institutions where child sexual abuse is taking place.

Published research

Eight reviews into existing research and literature have been published as part of the research programme. These bring together what is already known about child sexual abuse, and help support the Inquiry's work and investigations.

¹⁴⁷ *Victim and survivor voices from the Truth Project*. Independent Inquiry into Child Sexual Abuse. (2017) www.iicsa.org.uk/key-documents/3304/view/Victim%20and%20survivor%20voices%20from%20the%20Truth%20Project.pdf

Learning from best practice overseas

In April 2017, the Inquiry published a review of existing research on learning from other jurisdictions about preventing and responding to child sexual abuse that was commissioned to the University of Central Lancashire.¹⁴⁸ The report summarised the latest research on how jurisdictions outside England and Wales prevent, identify and respond to child sexual abuse.

The impacts of child sexual abuse

In July 2017, the Inquiry published a review of existing research on the impacts of child sexual abuse.¹⁴⁹ The report considered the multiple impacts of child sexual abuse on victims and survivors. It also considered any differences in impacts according to age and gender, as well as risks or protective factors that can increase or decrease the impacts of child sexual abuse. It also reviewed the impact of child sexual abuse on the family members of victims and survivors, and on wider society.

Child sexual abuse within the Anglican and Catholic Churches

In November 2017, the Inquiry published a review of existing research on child sexual abuse within the Anglican and Catholic Churches.¹⁵⁰ The report considered:

- the scale and nature of child sexual abuse within the two Churches
- the factors within these institutions that may have contributed to the occurrence of child sexual abuse, and
- the response of each Church to child sexual abuse.

The key messages from the report will continue to inform the Inquiry's investigations into the Anglican and Catholic Churches.

Child sexual abuse that takes place (or is facilitated) online

The Inquiry commissioned three reviews of existing research to inform its investigation into the internet. These reviews explored the behaviours and characteristics of perpetrators online (carried out by NatCen Social Research),¹⁵¹ the vulnerabilities and characteristics of victims online (carried out by the Department of Social Work at Lancaster University),¹⁵²

¹⁴⁸ *What can be learnt from other jurisdictions about preventing and responding to child sexual abuse: a rapid evidence assessment.* University of Central Lancashire for the Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1370/view/Learning%20from%20best%20practice%20overseas%20-%20Rapid%20Evidence%20Assessment%20-%20Full%20Report%20%28English%29.pdf

¹⁴⁹ *The impacts of child sexual abuse: a rapid evidence assessment.* Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/1534/view/IICSA%20Impacts%20of%20Child%20Sexual%20Abuse%20Rapid%20Evidence%20Assessment%20Full%20Report%20%28English%29.pdf

¹⁵⁰ *Child sexual abuse within the Catholic and Anglican Churches: a rapid evidence assessment.* Independent Inquiry into Child Sexual Abuse (2017) www.iicsa.org.uk/key-documents/3361/view/IICSA%20REA%20Child%20sexual%20abuse%20in%20the%20Anglican%20and%20Catholic%20Churches%20Nov%202017.pdf

¹⁵¹ *Behaviour and characteristics of perpetrators of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* NatCen Social Research for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3720/view/Rapid%20Evidence%20Assessment%20Behaviour%20and%20Characteristics%20of%20Perpetrators%20of%20Online-facilitated%20Child%20Sexual%20Abuse%20and%20Exploitation.pdf

¹⁵² *Characteristics and vulnerabilities of victims of online-facilitated child sexual abuse and exploitation: a rapid evidence assessment.* Lancaster University for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3719/view/Rapid%20Evidence%20Assessment%20Characteristics%20and%20Vulnerabilities%20of%20Victims%20of%20Online%20Facilitated%20Child%20Sexual%20Abuse%20And%20Exploitation.pdf

and the nature and scale of online child sexual abuse (carried out by the Secure Societies Institute at the University of Huddersfield)¹⁵³. All three reports were published in January 2018.

The key messages from the reports will continue to inform the Inquiry's 'Internet and child sexual abuse' investigation.

Social and political discourses about child sexual abuse

In February 2018, the Inquiry published a report on the social and political discourses about child sexual abuse and their influence on institutional responses.¹⁵⁴ This was commissioned by the Inquiry to the Child and Woman Abuse Studies Unit at London Metropolitan University.

The report identified and reviewed existing literature exploring the different ways child sexual abuse has been talked about and understood from the 1940s to the present. It considered how these different discourses have shaped child protection practices and institutional responses to child sexual abuse over time.

Child sexual abuse in custodial institutions

In March 2018, the Inquiry published a review of existing research on child sexual abuse in custodial institutions.¹⁵⁵ The report reviewed research on the scale of child sexual abuse within the youth secure estate and institutional responses to this abuse. It also considered how the nature and culture of custodial institutions affect the occurrence of, and response to, child sexual abuse, as well as the role of policies and inspection regimes.

The key messages from the report will continue to inform the Inquiry's investigation into custodial institutions.

New and ongoing research

Children in custodial institutions

The Inquiry is carrying out research into the youth secure estate to inform its investigation into custodial institutions. This will involve interviewing children and staff in three types of custodial institutions: young offender institutions, secure training centres and secure children's homes. This will help the Inquiry to:

- explore the effectiveness of policies and procedures that are in place to protect children in custodial institutions
- understand the nature of child sexual abuse in custodial institutions

¹⁵³ *Quantifying online facilitated child sexual abuse*. University of Huddersfield for the Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/3722/view/Rapid%20Evidence%20Assessment%20Quantifying%20The%20Extent%20Of%20Online%20Facilitated%20Child%20Sexual%20Abuse.pdf

¹⁵⁴ *Deflection, denial and disbelief: social and political discourses about child sexual abuse and their influence on institutional responses*. Independent Inquiry into Child Sexual Abuse (2018) [www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20\(full%20report\).pdf](http://www.iicsa.org.uk/key-documents/3848/view/Social%20and%20political%20discourses%20about%20child%20sexual%20abuse%20and%20their%20influence%20on%20institutional%20responses%20(full%20report).pdf)

¹⁵⁵ *Child sexual abuse in custodial institutions: a rapid evidence assessment*. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5197/view/Child%20sexual%20abuse%20in%20custodial%20institutions%20REA%20-%20Full%20report.pdf

- understand the process of disclosing child sexual abuse in custodial institutions and the adequacy of responses, and
- consider other issues, such as the adequacy of staff training.

Ethical approval for this work has been secured from the Inquiry's Research Ethics Committee and HM Prison and Probation Service's National Research Committee. Fieldwork will begin in mid-2018 and a report is anticipated by early 2019.

Child sexual abuse that takes place (or is facilitated) online

The education children receive about the risks of online sexual abuse will be explored as part of the Inquiry's investigation into the internet. This work may involve a piece of research that considers how education into online safety is currently delivered in schools. It may also look at how effective this education is in improving children's awareness of the risks of online sexual abuse.

The Inquiry has commissioned an initial feasibility study from Alma Economics to scope out how it could carry out this work. Subject to the findings, the Inquiry will consider whether to conduct a full, large-scale evaluation.

Residential schools

The Inquiry will carry out research into residential schools as part of its investigation into these institutions. This work will involve the participation of staff, children and parents to explore awareness and perceptions of sexual abuse within residential school settings. Research will also focus on safeguarding practices for preventing and responding to child sexual abuse.

Child sexual exploitation by perpetrators in organised networks

The Inquiry's investigation into child sexual exploitation by perpetrators in organised networks is considering institutional failures to prevent and respond to child sexual exploitation. As a result, the Inquiry will carry out research to seek a better understanding of the background, characteristics and motivations of these perpetrators, how organised networks are formed and sustained, and how they target children for the purpose of sexual exploitation. This will involve interviewing convicted perpetrators of child sexual exploitation offences.

The findings from this research will provide new insights into the steps that national and local agencies can take to prevent and disrupt child sexual exploitation, and to better protect children in the future.

Appendices

Appendix 1: Child migration programmes – Case study report

Appendix 2: Cambridge House, Knowl View and Rochdale – Investigation report

Appendix 1

Child migration programmes: Case study report

A report on the child migration programmes case study was published in March 2018 and sets out the Inquiry's findings. The full report can be found on the Inquiry's website.¹⁵⁶

¹⁵⁶ Child migration programmes: Investigation report. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/4265/view/Child%20Migration%20Programmes%20Investigation%20Report%20March%202018.pdf

Appendix 2

Cambridge House, Knowl View and Rochdale: Investigation report

The 'Cambridge House, Knowl View and Rochdale' investigation report was published in April 2018 and sets out the Inquiry's findings. The full report can be found on the Inquiry's website.¹⁵⁷

¹⁵⁷ Cambridge House, Knowl View and Rochdale: Investigation report. Independent Inquiry into Child Sexual Abuse (2018) www.iicsa.org.uk/key-documents/5322/view/Cambridge%20House%2C%20Knowl%20View%20and%20Rochdale%20Investigation%20Report%20April%202018.pdf

