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| <b>Item No.</b><br>8.              | <b>Classification:</b><br>Open | <b>Date:</b><br>24 January 2017   | <b>Meeting Name:</b><br>Cabinet |
| <b>Report title:</b>               |                                | Response to the Overview and Scrutiny report on Female Genital Mutilation (FGM) |                                 |
| <b>Ward(s) or groups affected:</b> |                                | All   |                                 |
| <b>Cabinet Member:</b>             |                                | Councillor Victoria Mills, Children and Schools                                 |                                 |

## **FOREWORD – COUNCILLOR VICTORIA MILLS, CABINET MEMBER FOR CHILDREN AND SCHOOLS**

FGM is an illegal, extremely harmful practice and a form of child abuse and violence against women and girls. Southwark Council, working with our partners through the Safeguarding Children's Board and Safeguarding Adults Board, has agreed a multi-agency intervention framework for identifying, assessing and responding to Female Genital Mutilation. Together we are committed to supporting vulnerable female children and adults and to end the practice of FGM.

The partnership welcomes the recommendations made by the education and children services scrutiny sub-committee and is already able to set out the good progress made towards implementing them.

Our commitment to eradicate FGM will be supported by Southwark recently becoming the London partner of the National FGM Centre, a partnership between Barnados and the Local Government Association (LGA) to achieve a systems change in the provision of services for girls and women affected by FGM. This initiative's work will begin in February 2017 and will bring together experience and learning that will be invaluable in supporting partners working on FGM across Southwark.

The scrutiny sub-committee report is right to emphasise engagement, communication and awareness raising. Based on national research there are populations at risk of FGM and under-reporting. Community engagement is therefore a key priority for the next six months and we will work in collaboration with statutory agencies, Public Health, the National FGM Centre, Barnados, Community Southwark, African Advocacy Foundation and schools to ensure this work is a success.

## **RECOMMENDATIONS**

That:

1. The cabinet is asked to note the progress against the eight recommendations made within the education and children services scrutiny sub-committee report on FGM dated March 2016.
2. The cabinet continues to support the work locally in raising public awareness through community outreach for the eradication of FGM.
3. The cabinet supports the new initiative of Southwark becoming the London partner working with the National FGM Centre and Barnardos for the eradication

of FGM.

## Introduction

4. This report sets out the progress made towards implementing the recommendations within the education and children services scrutiny sub-committee report on FGM dated March 2016 to the council's Overview and Scrutiny Committee.

## BACKGROUND INFORMATION

5. The mandatory reporting duty for FGM was introduced via the Serious Crime Act 2015 on the 31 October 2015. The duty required regulated health and social care professionals and teachers in England and Wales to report known cases of FGM in under 18-year-olds to the police:
  - when a professional has been informed by a girl under 18 that an act of FGM has been carried out on her
  - when the professional has observed physical signs which appear to show that an act of FGM has been carried out.
6. The mandatory reporting duty means that Acute NHS Trusts (Foundation and non-Foundation) must provide returns to the Department of Health (DH) on a monthly basis reporting the prevalence of FGM within their treated population. The monthly returns of aggregated patient data collected is a count of incidence of patients with FGM identified in acute care trusts in England. The FGM Enhanced Dataset Information Standard (SCCI2026) which was published on 1 April 2016 builds on the FGM Prevalence Dataset containing more data items, including some patient identifiable demographic data, and is extended to include mental health trusts and GP practices.
7. Complying with the duty to report does not breach any confidentiality requirement or other restrictions on disclosure which might otherwise apply. FGM is child abuse and employers and the professional regulators are expected to pay due regard to the seriousness of breaches of the duty.
8. Prior to the implementation of mandatory reporting, a multi-agency task and finish steering group was established. This comprised key partners from the Children Safeguarding Board and Adult Safeguarding Board in Southwark. This group developed and implemented an FGM guidance document which provides a framework to support partner agencies in meeting their statutory duties (see link in background papers).
9. Research undertaken by Professor Alison Macfarlane (2015) at City University found that the highest *estimated* prevalence rates in the population were in London boroughs, with the highest *estimated* prevalence being 4.7% of women in Southwark and 3.9% in Brent, compared to 0.5% in England and Wales as a whole. This *estimate* was based on the ethnic breakdown of communities within the boroughs based on *estimates* from countries of origin. These are referred to as "practicing communities". Hence, in order to know the Southwark FGM practicing communities it is necessary to collect good data and to understand the varying social norms that sustain the practice.

## Current development

10. The National FGM Centre is a partnership between Barnardos and the Local Government Association (LGA) to achieve a systems change in the provision of services for girls and women affected by female genital mutilation (FGM). Funded initially by the Department of Education as part of its Children's Social Care Innovation Programme, the centre works closely with key partners from Local Authorities, Health, Education, Police, and the voluntary sector to achieve its vision and aims which is to prevent, protect, support and partner with stakeholders to deliver solutions, bring together experience and learning on what works for tackling FGM. The London Borough of Southwark has been invited to be part of this initiative by the National FGM Centre and Barnados who will provide:
  - Support for primary schools
  - Interactive theatre performance on FGM with the aim of raising awareness and increasing viewers' confidence in acting effectively to safeguard girls from the abuse
  - Learning seminar to share the learning from work that was undertaken in pilot sites. This initiative is due to commence from February 2017.

## KEY ISSUES FOR CONSIDERATION

11. Education and children services sub-committee recommendations:

### **Recommendation 1:**

**Develop a community profile of the FGM practicing communities in Southwark, drawing on available statistical data and community knowledge. Update this regularly as more accurate primary data becomes available and local knowledge of practicing communities develops.**

12. The on-going development of a community profile of FGM in Southwark is being undertaken by the Community Engagement Subgroup and the Southwark Multi Agency FGM Steering Group. ROSA, which is a charitable fund set up to support initiatives that benefit women and girls in the UK and the National FGM Centre will also assist with this by highlighting best practice. With support from Public Health this work is being undertaken to a timeline of June 2017 and will be updated regularly going forward as knowledge develops.
13. Health data has been collected for a number of years by the Africa Well Women Clinic at Guys and St Thomas' NHS Foundation Trust and other health services. Now through the commissioning of African Advocacy Foundation (AAF) and the support of public health the collection of data can be extended to include schools and communities. Mandatory reporting is progressing and builds on the original profile developed by public health (see background papers).
14. Data from Southwark public health shows the existing routine data sources taken from Southwark maternity units:
  - 3.3% of bookings in 2010 to 3.7% in 2015 (St Thomas')
  - National figure is 1.5%
  - FGM cases (2010-15) for Southwark and Lambeth at Kings College

Hospital (KCH) found:

- 77% of cases in black or black British-Africans and 15% those of any other black origin
- Variation by ethnicity e.g. 71% of Somali bookings, 56% Eritrean, and 16% Nigerian (St Thomas')
- KCH bookings data for Southwark and Lambeth by FGM types for 2010-15 were 321 (55%) type I, 132 (23%) type II and 87 (15%) type III.

15. The table below is based on FGM cases reported following the implementation of mandatory reporting in October 2015. Guys and St Thomas's Foundation Trust and Kings College Hospital Foundation Trust report to NHS Southwark CCG quarterly as part of the NHS assurance process. The table shows the data reported so far as of January 2016 to September 2016.
16. Table - Reported FGM cases by Acute Hospitals Trusts and General Practice within Southwark. **Please note that these are not new cases.**

| 2016/17                    | Jan/Mar   | April/June | July/Sept         | Oct/Dec           |
|----------------------------|-----------|------------|-------------------|-------------------|
| GSTT                       | 28        | 35         | 27                | Not yet available |
| KCH                        | 40        | 66         | 28                | Not yet available |
| GP Recorded on NHS Digital | Not noted | 5          | Not yet published | Not yet available |

**Recommendation 2:**

**Support the existing good work of community organisations, particularly African Advocacy Foundation. (See report attached in background papers)**

17. An initiative investing in community based organisations over 3 years to safeguard children through community based preventative work has been undertaken by Children's Services through the commissioning of African Advocacy Foundation (AAF). The aim of the initiative is to raise awareness, increase confidence in the community to reject the procedure, increase workforce skills, coordinate interventions, develop stronger networks and improve policy and practice. AAF will also support the further development of our community profile, in order that we can better understand and work with our practicing communities in Southwark. Community Champions, most of them survivors, have been trained to help deliver work and engage with FGM practicing communities in Southwark.

**Recommendation 3:**

**Raise local awareness of FGM through community events, publicity, media campaigns and via community champions. Work with the local voluntary sector groups and professionals; African Advocacy Foundation,**

**World of Hope, FGM survivors and Dr Comfort Momoh of the African Well Women's Centre to support planned events and generate appropriate publicity material. Keep the survivor voice at the forefront.**

18. There are several local community events and initiatives within Southwark which are undertaken by partners with an interest in seeing the eradication of FGM. For example:
- Dr Comfort Momoh in collaboration with Rotherhithe School has set up an FGM clinic within the school/children centres and will use this as a model (once evaluated) across other schools. This model of FGM clinics within children centres is a good way of encouraging wider community engagement.
  - An event was held in June 2016 providing an FGM open forum and luncheon inviting women, young people and parents to attend. The forum provided answers to questions and reassurance about the mandatory reporting by health staff. Another similar event is being planned.
  - During the summer Dr Momoh provided a stall at the Camberwell Fair to raise public awareness of FGM.
  - The Community Engagement Subgroup held a half day safeguarding conference in October 2016 which included FGM for local voluntary and charitable organisations. There was high interest for the FGM work being undertaken in Southwark.
  - The training of Champions by AAF will help the progress of FGM work and an area for further development is to ensure that enough clinical staff are also trained.

**Recommendation 4:  
Work with schools on integrating teaching on FGM as part of the PSHE curriculum development and ensure schools Safeguarding Leads understand FGM and how to protect girls. Consider using the material developed by FORWARD.**

19. This is a key priority for the Schools Safeguarding Forum (SSF) which is supporting ongoing messages and good practice re FGM in schools.
20. FGM is included in the Personal, Social and Health Education (PSHE) and Wellbeing curriculum offer. It is one of the areas covered in the three yearly whole school safeguarding INSETs and in the two yearly schools designated and deputy designated safeguarding leads training.
21. FGM training is also included in the local authority safeguarding training for school staff.
22. Professionals who access FGM training receive resource packs which are specific to FGM. This include further guidance of the practice and UK law, information/links about educational resources, lesson plans by FORWARD, NSPCC FGM hotline number, specialist clinics in London and posters to display in school/college toilets. Professionals from educational settings are encouraged to include FGM discussions in the PSHE lessons.

23. Part of the free offer provided by the National FGM Centre and Barnardos is support for primary schools through the delivery of in-school FGM programmes.

**Recommendation 5:**

**Develop ways for young people to get help, information or report concerns, making sure that it is particularly tailored for girls at risk, and their siblings and peers who can help safeguard them e.g. via a confidential phone line and for the phone application Petals.**

24. The FGM protocol and AAF leaflets are on the Local offer website and newsletter which goes to all partners within Southwark. Further initiatives need to take place locally to ensure young people can access information on FGM as and when required. This will be discussed at the FGM Steering group to see how best the views of young people can be captured regarding this. The lead for change makers along with sexual health leads will be invited to attend this group.
25. Child Line and the National Society for the Prevention of Cruelty to Children (NSPCC) provide an FGM hotline which offers advice, information, and assistance to members of the public and to professionals. The helpline counsellors are able to make referrals, as appropriate, to statutory agencies and other services. This information has been shared widely across agencies, schools, within communities and via social media by Southwark Young Advisers and their network.

**Recommendation 6:**

**Continue to seek to engage the High Commission of the countries where most families originate from, particularly: Sierra Leone, Nigeria and Somalia.**

26. High Commissions have been contacted by Southwark Social Care as part of specific investigations into FGM cases, and on one occasion they supported the safe return of two children from abroad. Further engagement from the Southwark Safeguarding Children's board will follow, and will include invitations to SSCB events and sessions on FGM.

**Recommendation 7:**

**Request a detailed report back in 6 months time of the FGM steering group training of primary care professionals and frontline professionals.**

27. A joint FGM conference was held in March 2016 by the Children's and Adults Safeguarding Boards resulting in the attendance of 144 people across agencies and partners.

28. Attendance by organisation:

|           |            |
|-----------|------------|
| GSTT      | 10% (14)   |
| KCH       | 0.5% (1)   |
| LBS C&AS  | 16% (23)   |
| LBS other | 15% (22)   |
| GPs       | 14% (14)   |
| Schools   | 16% (23)   |
| SLAM      | 9% (13)    |
| Others    | 19.5% (34) |

29. 107 feedback forms from 144 attenders (74%):

| Category  | Satisfaction | Responses  |
|---|--------------|------------|
| Content   | 94.3%        | 101        |
| Presentations   | 92.1%        | 101        |
| Relevance   | 95.2%        | 101        |
| Overall assessment                                      | 94.1%        | 101        |
| The Law and FGM (Project Azure)                         | 89.0%        | 49         |
| FGM clinics in an education setting                     | 93.0%        | 20         |
| FGM, Faith and Culture                                  | 80.6%        | 34         |
| FGM and Data collection                                 | 84.0%        | 5          |
| FGM and Support   | 100.0%       | 6          |
| FGM and Children's Health                               | 95.7%        | 23         |
| Violence Against Women and Girls and Adult Safeguarding | 85.6%        | 18         |
| FGM and Community Engagement                            | 87.5%        | 16         |
| <b>All workshops</b>                                    | <b>88.4%</b> | <b>171</b> |

Satisfaction = %age of possible maximum (5) score.

30. NHS Southwark Clinical Commissioning Group provided a Protected Learning Time (PLT) event on Safeguarding for Primary Care/GPs with FGM as headline topic. There were approximately 200 GPs and practice nurses in attendance.
31. Across the NHS, FGM training of health staff has been undertaken at levels 1 -3 as per the recommendation of the intercollegiate document (*Safeguarding Children and Young People: roles and competencies for health care staff, 2014*). Each provider organisation is required to meet a minimum standard of 80% training. The training is offered as e-learning and face to face on a rolling programme.
32. Kings College Hospital Foundation Trust and Guys and St Thomas's Foundation Trust have referral and information pathways in place.

33. Sharing of best practice models across health agencies is in place to help safeguard children and adults at risk of FGM and to promote their welfare and that of survivors.
34. Level 3 FGM training is provided by Dr Comfort Momoh to multi-agency safeguarding leads and their teams through the local authority My Learning Source (MLS).

**Recommendation 8:**

**Conduct a community engagement programme to end FGM in partnership with local voluntary sector and community organisations and using the expertise of the REPLACE 2 Coventry University programme and 28 Too Many.**

35. AAF recruits volunteers and community champions, most of them FGM survivors, to engage and work with FGM practicing communities in Southwark. They provide non direct conversations e.g. holding henna nights, going to back room of mosques to speak to women, attending community events. They also engage and recruit young people, girls and boys who are essential in empowering young people to keep themselves and others safe.
36. A meeting has been arranged with Coventry University to discuss if they can support AAF in engaging the community.
37. The use of '28 Too Many' was considered, however, it was felt that AAF were already undertaking that work locally.
38. Community Southwark are currently focusing on engaging local faith organisations and FGM is one of the topics that are given priority as these organisations can play a significant role in changing attitudes and practice in the local community.
39. A Southwark multi-agency steering group is taking forward development of the FGM work plan with a key focus on community engagement. The steering group will explore the role children centers could play as a venue for group work in educating and raising awareness of FGM.
40. The reporting of FGM has been incorporated into the work plan of the Violence Against Women and Girls (VAWG) subgroup and one of the key performance indicators within the dataset. Information is reported from sources such as the Health and Social Care Information Centre (renamed as NHS Digital), Department of Health and the Police.

**Support services for survivors of FGM**

41. Solace is a locally commissioned service that provides support and advocacy for gender-based violence issues including FGM.
42. African Advocacy Foundation (AAF) support victims of FGM through a variety of support levels such as counselling and group work with families. They have been commissioned to deliver some of the work mentioned in recommendation 3.
43. These are some examples of the activities being currently undertaken:
  - Training of community champions



- Monthly women only discussions
- Monthly man to man talks
- Faith group activities
- Community outreach
- Support for survivors
- Training frontline professionals.

44. Whilst there have not been any convictions of perpetrators of FGM, Southwark Children's and Adults' Services in partnership with the Police Child Abuse Investigation Team have over the last year, obtained 4 FGM Protection Orders through the courts to ensure the safety of children in Southwark. These orders did not result in foster placements as all were able to remain with a protective parent/carer whilst further assessment and interventions were undertaken.
45. The African Well Woman Clinic provides counselling, support, advice for women who have experienced FGM, as well as advice for practitioners. The clinic also provides the reversal or de-infibulation for type III FGM.
46. NHS Southwark CCG commission's mental health support for adults, children and young people who have experienced trauma, including trauma associated with FGM. As part of the Local Transformation Plan for Children and Young People's Wellbeing, a specific trauma focused Practitioner was commissioned within the core Child and Adolescent Mental Health Service (CAMHS).

## **Conclusion**

47. The FGM work in Southwark, which is led by the Southwark Safeguarding Children's Board Health Subgroup, is leading the FGM agenda via strong partnership working, shared values and a shared commitment. Based on national research there are populations at risk of FGM and under-reporting, however further development of this work will require community engagement. This is a key priority for the FGM Multiagency Steering Group over the next six months. Working in collaboration with statutory agencies, Public Health, AAF, Barnardos, the National FGM Centre, Community Southwark and schools will help make this work a success in mission to eradicate FGM.

## **Community impact statement**

48. The targeted actions being undertaken as set out in this report to prevent FGM and to respond to the challenges posed by practicing communities, directly responds to the needs of girls and women at risk of FGM or who have experienced FGM prior to coming to the UK. The further development of the FGM community profile will ensure that the protected characteristics of those concerned are very well understood and responded to effectively in a culturally sensitive and appropriate way. This approach permeates the current work and will be at the heart of future developments.

## **Legal and financial implications**

49. There are no legal or financial implications arising.

## BACKGROUND DOCUMENTS

| Background paper  | Held at | Contact                                   |
|---|---------|---|
| Southwark FGM guidance document for Safeguarding Children and Vulnerable Adults   | Website | Children's and Adults' Services           |
| Link: <a href="http://safeguarding.southwark.gov.uk/training-and-events/sscb-ssab-joint-conference-downloads/">http://safeguarding.southwark.gov.uk/training-and-events/sscb-ssab-joint-conference-downloads/</a> |         |   |
| The Southwark Profile Picture of FGM  | Website | Public Health Consultant Dr Abdu Mohiddin |
| Link: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5377&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5377&amp;Ver=4</a>                   |         |   |
| FGM activities in Southwark by AAF  | Website | African Advocacy Foundation               |
| Link: <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5377&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&amp;MId=5377&amp;Ver=4</a>                   |         |   |

## APPENDICES

| No.        | Title                                 |
|------------|---------------------------------------|
| Appendix 1 | Support Services for Survivors of FGM |

## AUDIT TRAIL

|   |   |                        |                          |
|---|---|------------------------|--------------------------|
| <b>Cabinet Member</b>   | Councillor Victoria Mills, Children and Schools   |                        |                          |
| <b>Lead Officer</b>   | David Quirke-Thornton, Strategic Director of Children's and Adults' Services                        |                        |                          |
| <b>Report Author</b>  | Clarisser Cupid, Designated Nurse- Safeguarding Children and Kate Moriarty-Baker, NHS Southwark CCG |                        |                          |
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| <b>Key Decision?</b>  | No  |                        |                          |
| <b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b> |   |                        |                          |
| <b>Officer Title</b>  |   | <b>Comments sought</b> | <b>Comments included</b> |
| Director of Law and Democracy   |   | No                     | No                       |
| Strategic Director of Finance and Governance                            |   | No                     | No                       |
| <b>Cabinet Member</b>   |   | Yes                    | Yes                      |
| <b>Date final report sent to Constitutional Team</b>                    |   |                        | 13 January 2017          |