



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2008 Application form

Please ensure that you have read the guidance before completing this form. **By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.** Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to [tilleyawards08@homeoffice.gsi.gov.uk](mailto:tilleyawards08@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 25<sup>th</sup> April 2008**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811.

#### **Section A: Application basics**

1. Title of the project: **"CHARLIE"** – A Partnership Problem Solving Approach into Child Sexual Exploitation.
2. Key issue that the project is addressing e.g. Alcohol related violence:  
**Child Sexual Exploitation**

#### **Author contact details**

3. Name of application author: N. R. Lewis Chief Inspector.
4. Organisation submitting the application: South Wales Police
5. Full postal address: The Police Station,  
Berw Road, Pontypridd. CF37 2TR
6. Email address: [Nigel.lewis@south-wales.pnn.police.uk](mailto:Nigel.lewis@south-wales.pnn.police.uk)
7. Telephone number: 01443 743845

#### **Secondary project contact details**

8. Name of secondary contact involved in the project: Police Constable 4128 Joy Nicholls
9. Secondary contact email address: [Nicholls,Joy swp4128](mailto:Nicholls,Joy swp4128)
10. Secondary contact telephone number: 01443 203538

**Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Chief Superintendent Jeff Farrar

12. Endorsing representative's email address: jeff.farrar@south-wales.pnn.police.uk

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government your organisation is covered by e.g. GO East Midlands: Welsh Assembly Government.

**14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry** (this is to prevent duplicate entries of the same project):

**Section B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).***

**Scanning:** Beddau Community Home is a Non Secure, Local Authority run Care Home for children up to the age of 16, where between February and June 2007, five of the six residents were reported as Missing Persons on a regular basis, i.e:120 reports within this time. All of them showed evidence of drug/alcohol abuse which in turn resulted in anti social and criminal behaviour within the Home and local Community. There were concerns that Danielle, 14yrs, was going missing to Cardiff, sometimes overnight, with a 40yr old male, "Charlie" who was supplying her and other female residents with drugs.

**Analysis:** Local residents attending monthly PACT meetings in April and May raised serious concerns regarding the behaviour of residents at the Care Home. Staff were powerless in keeping residents from leaving the Home, enabling Danielle and the other female residents to become "easy targets" due to their vulnerability. Local Neighbourhood Officers working closely with the Staff at the Community Home realised that it was critical to identify "Charlie", as evidence pointed to him intentionally "grooming" Danielle. Meetings were set up between Police and Social Services, highlighting that "Charlie" had previously targeted other females in Social Services care.

**Response:** Officers responded positively to the needs of the Community by increasing patrols. Consequently, a stop-check of a vehicle driven by "Charlie" identified him as Ramazan Ilter. Officers increased engagement with Staff and residents of the Home enabling statements to be obtained from the female residents, all of whom had been sexually assaulted by Ilter. Danielle's bedroom was searched and evidence relating to a Hotel in Cardiff was recovered. Liaison with outside agencies, including the Cardiff Outreach Team, Gwent Police and Special Branch, showed Ilter was linked to "Operation Arizona"(drug trafficking) and "Operation Lightning"(importation of illegal immigrants). Vehicle details were passed onto the Automatic Number Plate Recognition team and Ilter was arrested in Cardiff on 23<sup>rd</sup> July 2007.

**Assessment:** This investigation has culminated in a drastic reduction of missing persons, improving relations with the Community. It has also been placed onto the South Wales Police POP Database in order to benefit other officers with similar problems. The Head of Service, has written to South Wales Police, informing of a written report being prepared, which will influence both practice and Policy within Social Services. Ilter received a jail sentence of three and a half years and Sexual Offences Prevention Order for ten years.

**State number of words: 398**

**Section C: Description of project** - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 12.

**Scanning:**

Beddau Community Home is a Non Secure, "Rhondda Cynon Taff Local Authority" run Care Home for children up to the age of 16yrs. It is in the middle of a residential area and directly opposite an Old Age Pensioners Complex. It can accommodate up to seven young people but in February 2007, there were 3 male residents ( 1 of these was tagged and on Stage 3 of the ASBO process) and 3 females, Danielle 14yrs, Alysha 14yrs and Bethan 16yrs. All had been placed at the Care Home for a variety of reasons, i.e: behavioural, family breakdown and Care Orders.

In the months of February and March, local Neighbourhood Officers recognised that there was a significant increase in the numbers of reports of anti social behaviour during the evenings and into the early hours, involving certain residents of the Community Home. These residents were also being reported as Missing Persons on a regular basis. Between the months of February and June, Police received 120 separate reports.

Danielle was also a concern, as she was strongly suspected of being sexually active with a number of local teenage boys, encouraging them to hang around on street corners around the Home. One of the boys was invited to the local Police Station with his father, where he was spoken to by the local Police and Manager of the Home. He was advised against any sexual activity with Danielle due to her age.

Information was also received from staff in respect of drugs being taken into the Home by Danielle, who was then believed to be supplying the other children in the Home. Initial efforts to investigate this were hampered by their hostility towards the staff and Police, as they seemingly believed there were no consequences to their actions. This, alongside the general policy adopted by Social Services of not supporting the majority of complaints of criminality within the Home, was something which the staff working there found incomprehensible, owing to the almost daily instances of verbal abuse, damage and threatening behaviour towards them. The cost of damage at the Home is conservatively estimated at £400.00 during the months of February to July and numerous members of staff reported sick with stress related illnesses. These issues therefore, had a huge financial impact on the Social Services, with fixtures and fittings having to be repaired. This, coupled with staff, on sick leave from work, who were having to be paid along with the added cost of supplying extra staff, in order to maintain the levels of staff required at the Home.

Given that this was a Local Authority Community Home and potentially, a very sensitive and damaging issue for them, advice was sought for a plan of action to address the concerns raised.

Due to the level of anti social behaviour there was growing animosity between local members of the community and the staff/young people at the Home. Many members of the public attended the monthly PACT meetings and their issues were made a priority for the months of April and May. In doing this, officers were able to deal with the immediate concerns of the local residents around the Home, whilst making in-roads into the more serious matter of the drugs. Officers had no idea, at this stage, where this investigation would eventually lead.

Whilst investigating the matter of drug abuse within the Home, Officers began to receive information that Danielle had been and was continuing to meet with a 40yr old man, who was only known by staff as "Charlie". He had apparently been meeting locally with Danielle and other residents from the Home and had supplied them with alcohol, food, money, cigarettes and controlled drugs. Danielle would regularly go missing overnight, only to return the next day, saying that she had been with her friend "Charlie".

On the 29<sup>th</sup> March 2007, Danielle went to Pontypridd and returned to the Home at midday with a bag of clothing consisting of, a cropped top, hot-pants and a pair of very high, silver, strapped shoes. She left the Home later that day and did not return until midday on 31<sup>st</sup> March.

Police and staff spoke to her on her return and Danielle stated that she had been with "Charlie" all the time that she was missing and that she had stayed at a Hotel in Cardiff. She stated her intention to continue seeing "Charlie" as he was only a friend and said that he was going to pay for her to have a tattoo of "Charlie's Angel" on her shoulder.

Realising that urgent action and intervention was needed and that the staff and even other young residents at the Home were now beginning to fear for Danielle's safety, Officers faced the huge problem of identifying "Charlie", against Danielle's reluctance to admit that "Charlie" was nothing other than a generous "friend".

It was evident to both Police and staff at the Home that the main problem and concern was the potential sexual exploitation of Danielle. Officers were aware that Danielle was a regular missing person. Staff at the Home would report her as soon as she failed to return at the general curfew time of 10.30pm. They were also aware of her intention to continue to meet with "Charlie" who was buying her gifts and supplying her with drugs etc.

Moreover, the local Neighbourhood Policing Team faced the possibility of a lengthy and protracted enquiry and could foresee further problems, which were centred on the possibility of "Charlie" abducting Danielle, or worst case scenario, Danielle suffering serious physical harm or even death.

In identifying these problems, local Officers scrutinised local intelligence logs, crime reports, missing person reports and collated information from residents and staff of other Children's Homes within the Local Authority. Officers also consulted with Police Public Protection Officers within south Wales Police who checked the "VISOR" (Violent Sex Offenders Register) database in order to establish more, urgently needed information.

#### **Analysis:**

In order to deal with the serious issues that they were faced with, Officers looked at the features of the Offender, Victim and the Location.

#### **Offender:**

They were aware that "Charlie" was a 40yr old man who drove a blue Vauxhall Corsa and who worked in a Kebab Shop in the Cardiff area. He was known to be supplying Danielle and other young people at the Home with drugs and other prohibited items and he was sometimes in the company of other men when he met up with Danielle and the other females from the Home.

In liaising with staff and young people of other Community Homes in the Local Authority, it was revealed that "Charlie" had previously targeted other young girls in Social Services care. One of whom was now living "independently", with support from Social Workers, named Samantha, now 16yrs of age.

Officers were aware that he would take his victims out of their local area, as he had taken Danielle to a Hotel in Cardiff. It was also quite obvious that the reason "Charlie" was targeting young girls in Care was because he was looking for "easy targets", i.e: young girls who would require minimum cost or effort on his part, in order to get what he wanted.

Officers later discovered, by liaising with neighbouring Gwent Police and Special Branch, that "Charlie" (real name: Ramazan Ilter) was linked to "Operation Arizona", which related to drug trafficking and also "Operation Lightning" which was an investigation into the importation of illegal immigrants.

#### **Victims:**

There were a number of victims in this case;

##### **a) Young girls in Social Services Care.**

These were Danielle (14yrs), Alysha (14yrs) and Bethan (16yrs), all young girls in the care of Social Services and by this very nature, would be vulnerable and could feel dejected due to reasons such as family breakdown or abuse. Some of the girls were sexually active from an early age and others had been sexually abused as children.

The girls were regularly reported as missing persons to the Police and were subsequently rebelling from any form of authority. This included the Staff at the Home, who tried very hard to protect them. They could also be seen as "willing" victims in that, they were happy to receive some attention from any male person who would seemingly, just be offering friendship, gifts and anything else that they required. This type of "kindness" had perhaps been lacking in their own family life.

If not "willing", then they were naive, as they received the gifts of food, alcohol, drugs etc. with no thought of future consequences.

Officers also realised that as the girls were extremely vulnerable, there was the possibility of them being frightened of repercussions, should they talk to the Police.

It was also evident, that Samantha, now 16yrs of age, was a previous resident at Beddau Community Home at the time that Bethan arrived there, but she had left the Home prior to the arrival of Danielle and Alysha. Samantha was to become a crucial link as it was discovered later that Samantha, herself, had been introduced to "Charlie" by her father. She subsequently introduced him to Bethan, who in turn, introduced Danielle and Alysha at a later date.

##### **b) Staff working at Beddau Community Home:**

The morale of the staff was also a concern as there seemed to be no let-up of the torrent of verbal abuse and threatening behaviour that they were subjected to daily. Some of the staff suffered from physical assaults by the young people residing in the Home and others were faced with damage to their own vehicles and threats towards

themselves and even members of their own families.

They had no authority to impose any immediate sanctions for bad behaviour, which left them powerless, but led to a belief in the young residents, that they could do anything they wanted, without any recriminations.

Staff logged all of the incidents relating to each person in their own personal file, however as they have since moved out of the Home, their files have subsequently gone with them and so this data is not available as some have moved all over the country.

This constant behaviour of the young people at the Home, led to a number of staff members reporting sick, thereby, leaving the other staff to cope, and having to update "new" members of staff, some of whom had very little experience in this level of misbehaviour. The staff members who had reported sick, also faced a financial problem in that they would lose out on "weekend enhancement" pay, which would have given their monthly wage a boost.

It is also acknowledged that Police Officers were becoming complacent with regards to taking Danielle and the other young people's absences with any degree of gravity. This was very frustrating both for the staff at the Home and also the local Neighbourhood Officers who realised the need for urgency. This seemed to be part of an organisational culture that needed to change.

**c) Local Residents of the Community:**

The local residents were also suffering as a result of the drug/alcohol fuelled, anti social behaviour which was not only during the evenings but also into the early hours of the morning. Many residents were victims of crime, in that vehicles were damaged by stones being thrown and had to put up with bad language and general unacceptable behaviour.

Feelings in the Community ran so high that residents began to complain directly to the staff at the Home, sometimes very aggressively, due to their feelings of frustration and anger. There were 16 complaints made directly to the Home between the months of February to May.

**d) Local Authority Social Services Department:**

The behaviour in the Home had a huge financial impact on the Rhondda Cynon Taff Social Services Department. Due to incidents such as, the Kitchen Fire Door being kicked in half by some of the residents, making it look like an upside down, stable-door! They were faced with having to repair many other fixtures and fittings.

Staffing costs were extremely high; for the months of February to July 2006, there were 188 days lost through sickness. 63 of these days can be linked to four members of staff that were maternity related and the remaining number of days can be attributed to a further six members of staff who were on the sick with minor illnesses, such as the common cold. An estimated cost of the loss of earnings for these members of staff is £7560.00, but this does not include the enhancements for "sleeping-in" or for working over the weekend.

This compared with the figures for the months of February to July 2007, that show an increase in the number of days lost due to sickness, i.e: 549days lost. Once again, 105 of these days can be attributed to 2 members of staff on maternity leave but the remaining days relate to a further twelve members of staff who reported sick at this time. All of these twelve staff were sick due incidents that had occurred at the Home. All of them had stress related illnesses and some had been assaulted whilst on duty. An estimated cost of the loss of earnings for these members of staff is £27,450.00. Again, this figure does not include the enhancements.

The costs however, don't end there. In addition to paying their staff who were sick, the Local Authority were also faced with having to pay for replacement staff in order to cover for the absences.

**Location:**

Situated directly opposite an Old Age Pensioners Complex and surrounded on all sides by residential housing, the Home was in the heart of the community. The Local Police Station is also situated in the next street, 100yards away from the Home and as a result, the local Neighbourhood Officers enjoyed a very close working relationship with the staff.

There are four entrances, downstairs at the Home, along with Fire Escapes leading from some of the upstairs bedrooms. It was easy for the young people to leave when they wanted. This was aggravated by the lack of CCTV at the Home, or anywhere in the immediate vicinity.

**Response:**

Local Police and Social Services as Partner Agencies began to work more closely together. The local Police increased their level of engagement at the Home, thereby empowering the staff to have the confidence to report every incident. The staff were instructed by their Senior Managers to complete random drug searches of the bedrooms and Police Officers searched the young people on their return, to prevent any drugs being brought back into the Home.

Increased Police patrols gave reassurance to the local community and alleviated their frustrations by realising that

their concerns were being dealt with. Officers actively knocked on doors of local residents, listening to concerns and encouraged their attendance at the monthly PACT meetings. Local youths were discouraged from loitering in the area and positive action was taken in relation to any form of anti social behaviour by the submission of ASBO referrals.

Monthly Sexual Exploitation Meetings were set up and all Partner agencies attended, including Managers of all other Residential Children's Homes in the Local Authority. Information was shared at these meetings in relation to the activities of all the young females in care, along with ex-resident, Samantha, now living "independently". An update was given at every meeting as to the progress of the investigation and any new information was shared. This led to the involvement of the Cardiff Outreach Team, who support young runaways on the streets. They were alerted to the investigation and listened out for any information that could be of benefit. By attending these meetings, Police also offered a point of contact for anyone with similar concerns.

Officers placed a "Critical Register Marker" onto the "NSPIS Command and Control" database, for Beddau Community Home and specifically for incidents involving Danielle. This began the change in culture for Police Officers, who would now attend with a sense of urgency and act positively to every call. Danielle's bedroom was searched for any evidence relating to her whereabouts and activities, in order for the investigation to be taken further.

Police collated and checked information from their own records of Missing Person Forms against those logged at the Home and submitted reports to their Local Intelligence Officer.

Local Neighbourhood Police increased their engagement with all the young people at the Home, including Danielle, Alysha and Bethan, all of whom had contact with "Charlie". Initially, this was in itself a very difficult task, but as the weeks went by and their trust in the Officers grew, the girls were able to provide more and more, very useful information. These Officers also made contact with Danielle's mother who fully supported the investigation.

As a result of "Charlie" contacting the Home directly, to speak to Danielle, the staff were able to obtain two separate mobile phone numbers for him. Urgent telephone subscriber checks were then carried out by the Police but unfortunately, the numbers were not registered to anyone as the telephones were "Pay as you Go".

As a result of the high level of patrol around the Home, a routine stop-check was made by Officers, of a vehicle driven by "Charlie", thus, identifying him as Ramazan Ilter. This was a huge break-through in the investigation as Officers were now in a position to look into his background by using their own "NICHE" database. This information gave an address for him in the Cwmbran area of Gwent and subsequent checks made with Gwent Police revealed that Ilter was linked with "Operation Arizona" and "Operation Lightening". This was followed by enquiries made to the Public Protection Officers of both South Wales Police and Gwent Police and Special Branch were updated.

On the 31<sup>st</sup> of March, Danielle returned to the Home after having been "missing" for two consecutive nights. Just prior to her arrival at the Home, a Police Officer attended and made a search of her bedroom. The Officer recovered a business card for the "Etap Hotel" in Cardiff and also viewed a Diary entry, made by Danielle, which indicated at her being pregnant. One entry read "*still haven't killed the baby*". On speaking to Danielle with members of staff at the Home, the Officer decided to take out an Emergency Police Protection Order against Danielle as staff at the Home, were not in a position to keep her safe. This action however, was not carried out, as Senior Managers for the Home felt that if Danielle was to be moved, it would have to be with her consent. Danielle would not have entertained this, and it was their belief that she would abscond from another area, becoming a greater risk as she would not know the area.

Neighbourhood Officers attended at the "Etap Hotel" and recovered several booking forms relating to Ilter and the material times, linking him to Danielle. On each booking form, he had paid for himself and one guest.

A decision was made for a file of evidence to be prepared by Neighbourhood Officers and numerous statements were obtained from the staff working at the Home, covering months of archived, background material, along with the more recent events involving all of the girls at the Home. A child interview was conducted with Alysha, which revealed critical information as to "Charlie's" relationship with Danielle and revealed that all three girls had been sexually exploited by him.

In gaining the trust of the girls, an interview with Danielle followed. She had begun to realise what his intentions were. Bethan was also interviewed and the evidence against Ilter was now "stacking up".

Intelligence relating to Ilter's vehicle was passed onto the Automatic Number Plate Recognition team (ANPR) and on 23<sup>RD</sup> July 2007, Ilter was arrested in Cardiff. A search of his vehicle revealed drugs, mobile phones, pornographic DVD's and a large quantity of Viagra and condoms. After 11 lengthy interviews, he was charged with 16 separate

offences, 6 - Sexual Offences Act, 4- Children's Act, drug offences and possession of a pseudo photograph of a child.

### **Assessment:**

This investigation is a worthy example of Police, Community and Partner agencies working together, to identify and solve specific problems.

Local people now identify with their Neighbourhood Officers and are not afraid to come forward with all types of information. The numbers of complaints made to the Home have reduced to just 5 from June 2007 to March 2008 and relate to the noise from the taxi horns, when collecting the children from the Home.

All of the young people living at Beddau Community Home during this time have now moved on to new homes. All that is, except for Danielle. She still offers occasional cause for concern as she sometimes stays out after the general curfew time, but she is constantly in touch with the staff via her mobile phone and returns, usually within an hour of the deadline. As a result, she is still reported as a missing person if she has not returned but this happens very rarely now. Daniele is sharing the Home with two boys (15yrs) and another female of the same age. She attends school and is a really happy girl, always joking with Police and generally happy to engage with staff. She no longer abuses alcohol or drugs and there has been a marked improvement in her appearance.

Missing persons reported to Police have therefore reduced from 120 during February and June 2007 to 43 for the months of July 2007 to March 2008. The instances of drug/alcohol abuse has decreased as none of the four current residents are taking part in any activity of this kind.

Neighbourhood Officers attending a recent training course, run by "Barnardos" charity were asked by officers in charge as to the possibility of them providing an input on their courses, giving an account of their experiences. These Officers have also secured funding of £500.00 from the "Wider Neighbourhood Policing Fund" which will be spent on educational material in respect of Sexual Exploitation for the Home. This will have a long-term benefit as it will not only be available to all young people, currently at the Home but will also serve to educate future residents.

A letter received by South Wales Police, from the Head of Service, Pamela Lonergan, stated;

*"Mandy Meredith, Registered Manager of Beddau has written a report on this particular young person's experience, highlighting the good practice which was evident throughout the process, but also the possible learning that others within Children's Services can gain when faced with such a complex situation involving a looked after young person. It is yet to be decided how we will present Mandy's report but I am sure that it will influence both practice and possibly Policy within the service.*

*The young person concerned is making far more positive progress than we ever hoped for and is far more confident and self assured."*

### **CONCLUSION**

Ramazan Ilter appeared at Cardiff Crown Court on 2<sup>nd</sup> January 2008 and pleaded guilty to Sexual Grooming offences and possession of the drugs and photograph.

He was sentenced on 24<sup>th</sup> January to three and a half years in prison, disqualified from working with children indefinitely and given a Sexual Offences Prevention Order for ten years.

### **LEARNING EXPERIENCE**

During this project, the benefits of using the SARA model were clear. By scanning and analysing we were able to respond effectively. The assessment is ongoing but we are able to show changes that we have and will continue to make.

This entire investigation was tackled with commitment, enthusiasm and a desire to achieve one objective – To eliminate the threat that this man posed to vulnerable young girls in the Care System. The end result gave an overwhelming sense of pride to all the officers and staff involved.

POPS is alive in South Wales.

**State number of words used: 3962**

**Section D: Endorsement by Senior Representative** - *Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.*

Letter not attached, as discussed with Lata, as it keeps corrupting the application form. Letter sent separately.

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form? Go to View-Header and Footer to add it.
8. Have you saved you application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?

Once you are satisfied that you have completed your application form in full please email it to [Tilleyawards08@homeoffice.gsi.gov.uk](mailto:Tilleyawards08@homeoffice.gsi.gov.uk). One hard copy must also be posted to Alex Blackwell at Home Office, Effective Practice & Communication Team, 4th Floor, Fry Building (SE Quarter), 2 Marsham Street, London, SW1P 4DF and be received by 25<sup>th</sup> April 2008.