

CABINET – 26 NOVEMBER 2013

ACTION IN RESPONSE TO CHILD SEXUAL EXPLOITATION IN OXFORDSHIRE

Report by the Director for Children's Services

Executive Summary

Background

1. Following a joint police and Oxfordshire County Council investigation called Operation Bullfinch, seven men were found guilty in May 2013 of a total of 59 counts including rape and facilitating child prostitution. They were sentenced to a total of 95 years in in prison.
2. Child sexual exploitation is among the most serious and challenging issue that Oxfordshire County Council has faced. This report sets out the council's learning and actions in response. It does not pre-empt any recommendations that may come out of the independent Serious Case Review.

Understanding child sexual exploitation

3. The abuse uncovered by Operation Bullfinch is known as 'street grooming'. This involves offenders deliberately targeting their young victims with affection, alcohol and drugs; isolating them from friends and family, and then subjecting them to extreme violence, sexual abuse and trafficking.
4. Operation Bullfinch has demonstrated that victims do not always understand that they are being exploited. Social workers and other staff tried hard to address difficult behaviour. However the prevailing culture at the time meant that the council and others did not understand the grooming process or recognise the scale of the sexual abuse.
5. We now recognise that identifying and tackling cases of child sexual exploitation requires a different mind-set.

National issue requiring a national response

6. Child sexual exploitation is a national issue. Over the past few years there have been a number of high profile trials in the Midlands and north of England and in May an investigation by the Daily Mirror identified more than 50 active police investigations underway across the country and a number of trials underway.
7. A national response is needed in order for these issues to be tackled in a coherent way that will lead to effective action and prevention across the country.

8. This issue also cuts across a number of government departments. In Oxfordshire we need support from all these departments to complement the work of local agencies. We therefore welcome establishment of the Sexual Violence against Children and Vulnerable People Group, which reports directly to the Prime Minister.

Serious Case Review

9. The Oxfordshire Safeguarding Children Board has commissioned a Serious Case Review, which will examine the robustness of the professional responses and whether appropriate local and national policies and professional standards were followed.
10. The serious case review is unlikely to be completed before the end of 2014. Oxfordshire County Council is committed to accepting recommendations from the Serious Case Review that will deliver improvements and make Oxfordshire children safer.

Learning to date from Operation Bullfinch

11. We agree with the former Director of Public Prosecutions, that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled.
12. A joint police and social work team is essential. The role of social workers in gaining the trust of the victims was essential and included social workers being involved in formal interview processes and providing very significant hands on support to victims and witnesses through the court process.

'Never give up on a child' and 'everybody's business'

13. "Never give up on a child" is the overarching commitment which underpins the approach of all our services and partners to tackling child sexual exploitation. We think we have put good systems in place and our social workers will work tirelessly with the police and other partners to prevent this abuse.
14. We also need everyone to do what they can to help keep our children safe – to spot the warning signs and ensure that tackling child sexual exploitation is 'everybody's business'.

The Kingfisher Team

15. In November 2012, social workers and Thames Valley Police set up a special joint team called Kingfisher, with support from the local health service to prevent, protect and prosecute cases of child sexual exploitation.
16. A peer review of the early impact of the Kingfisher team by the Local Government Association in March 2013 identified good practice. It also

commented on strong co-operation between Kingfisher and secondary schools.

17. We are building on the work of the Kingfisher team to develop a new Multi Agency Safeguarding Hub (MASH) - one of the recommendations of the Home Affairs Select Committee report into child sexual exploitation.

Professional mindsets and practice

18. The Oxfordshire Safeguarding Children Board has produced a strategy for tackling the issue. The strategy highlights and seeks to outline a tailored response to different models of exploitation and protect all young people
19. A critical part of our approach has therefore been to raise awareness amongst all professionals of the 'warning signs', which are contained in a new screening tool.
20. Child protection training for staff working with children now includes a designated section on spotting the signs of, and responding to, child sexual exploitation. To date this training has been delivered to more than 3,500 multi-agency staff in Oxfordshire, including all frontline staff working with children.

Securing resources to tackle child sexual exploitation

21. In recognition of the increasing demand for children's social care, the budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms. The county council spent in excess of £3m during Operation Bullfinch on social work and other support to the investigation. This year county councillors agreed to provide an additional £1.4m to enable the recruitment of an additional 21 child protection social workers.
22. Cabinet has recently agreed to commit substantial capital resources to building four new children's homes in the county to keep children closer to home.
23. Thames Valley Police has also invested substantial additional resources and money into safeguarding children in the Child Abuse Investigation Units.

New approach to dealing with absconding

24. Actions to prevent absconding include putting in place very strong management oversight and having very high expectations of school attendance and attainment, ensuring that social workers are immediately aware if a child fails to attend school and that immediate action is taken.
25. The Oxfordshire Safeguarding Children Board Inter-agency Procedure for Children Missing from Home or Care has been updated to reflect the latest guidance and there is a Missing Persons Panel that tracks and monitors all young people at highest risk within the county, on a monthly basis.

New placement strategy for children

26. The Council's new strategy is based on the fundamental principle of "keeping our riskiest and most vulnerable children closest" wherever possible in order to place, educate, and provide therapeutic support within Oxfordshire. We are planning to create four new residential care homes in the county.
27. We will also seek to improve the packages of support that are available to support children to keep their placements. This involves more integrated work with mental health and youth offending services.

Working with schools, children and parents

28. The council has briefed head teachers and chairs of governors across the county on child sexual exploitation.
29. The Kingfisher team have developed a model for regular multi-agency forums on child sexual exploitation which have a dual function: awareness raising and practice development of all agencies, including schools; and intelligence gathering on children of concern.
30. Actions to improve behaviour and attendance include:
 - Notifying carers of our looked after children immediately if the child fails to turn up for school.
 - Ensuring that looked-after children who are placed in Oxfordshire from outside the county are immediately placed on a school roll at our Pupil Referral Unit and provided with tutor support.
31. We are working with schools to help children understand the risks that they may face and the types of child sexual exploitation. Earlier in 2013 we showed all Oxfordshire state school year 8 and 9 children a play called Chelsea's Choice, which has now been seen by around 12,000 secondary school children in Oxfordshire, accompanied by a letter and leaflet for parents.
32. We are currently also developing a youth mentoring project (not based in schools) to work with young men focused on preventing them getting involved in sexual offending. We are also creating a parents' worker post within a local voluntary sector organisation.
33. Foster carers have also received targeted training on identifying potential 'warning signs' of child sexual exploitation.

Working with communities

34. We are working closely with the police to liaise with community leaders and faith groups and taking action as needed, for example in focused work with families of potential perpetrators and targeted youth mentoring projects.
35. Multi agency funding has also been secured to employ a national charity, Street UK to carry out targeted work with mosques and to work with young

people and their families in the local South East Asian community in relation to child sexual exploitation.

Oxfordshire Safeguarding Children Board

36. The Oxfordshire Safeguarding Children Board has produced a multi-agency child sexual exploitation strategy; updated its Procedures and Action Plan on child sexual exploitation; introduced a new screening tool to help professionals identify child sexual exploitation, and created a child sexual exploitation sub group.

Working with partners

37. Oxfordshire Health and Wellbeing Board has included tackling child sexual exploitation as a priority in the new Joint Health and Wellbeing Strategy.
38. Oxfordshire Safer Communities Partnership (OSCP) and the District Community Safety Partnership (CSPs) are bringing together key players to share intelligence and take appropriate actions to prevent and tackle child sexual exploitation.
39. Police and Crime Commissioner funding will be used to raise awareness about how to recognise the signs of potential abuse.
40. We are already working closely with city and district councils, particularly as housing and licencing authorities and because their frontline staff need to be aware of potential warning signs and know what to do if they have concerns.
41. The health service has a key role to play in terms of identifying potential victims of this abuse and supporting their health needs, which can often be complex.
42. We support the introduction of specialist child sexual abuse courts and further protection and support for victims, including offering video-recorded cross examination, and limiting repeated cross-examination by multiple defence barristers when witnesses give evidence.
43. The council also commissions a number of housing services for children and families and vulnerable adults. We have reviewed our approach to such commissioning to ensure that the risks are minimised.

Recommendations

44. The Cabinet is asked to:
 - (a) Endorse the progress and actions to date and identify any further measures for consideration.
 - (b) Receive further reports from the Cabinet Advisory Group on Safeguarding Assurance and in relation to the Serious Case Review

Introduction and overarching aim

45. The 2013 Operation Bullfinch trial involving Oxfordshire victims of child sexual exploitation and defendants has been one of the most high profile of a series of similar recent cases across the country. In May 2013 seven men were found guilty of a total of 59 counts including rape, conspiracy to rape, rape of a child, sexual activity with a child, using an instrument to procure a miscarriage, facilitating child prostitution, conspiracy to facilitate child prostitution and supplying class A drugs. The men are now sentenced to a total of 95 years of imprisonment, including five life sentences.
46. Child Sexual Exploitation and the issues that have emerged from the Operation Bullfinch investigation and trial are amongst the most serious and challenging that Oxfordshire County Council has ever had to address.
47. This report sets out in some detail the council's learning and action in response to these issues. It is intended to update on the context and learning both locally and nationally and act as a bridge between previous briefings for members and the independent investigation into what happened which will be published as a Serious Case Review next year.
48. The report is not a substitute for the independent Serious Case Review and does not seek to pre-empt any recommendations that may come out of the review. The council is committed to act upon any recommendations from the review that will make Oxfordshire children safer. However, with significant local and national learning already emerging around how to spot and combat child sexual exploitation, the council is committed to establishing good practice and robust safeguarding measures in advance of the conclusion of the Serious Case Review.
49. We are concerned that if this type of abuse is happening in Oxfordshire it could be happening elsewhere. As a result, we are also proactively seeking to share our experiences and the lessons we have learnt with other local authorities to develop understanding and ensure robust safeguarding measures are in place at all levels.

Structure

50. This paper is divided into three parts. The first provides some context regarding Operation Bullfinch and the Serious Case Review process that is now underway. The second sets out what we have learnt from Operation Bullfinch and the action that we have taken to date to prevent, identify and tackle child sexual exploitation. The third details what further work we have planned for the future and identifies some key national issues.

51. Further reports will be brought to Cabinet outlining the Council's response to the Serious Case Review and the findings of the Cabinet Advisory Group into safeguarding assurance.

Part one - Context Child Sexual Exploitation and Operation Bullfinch

52. Background information covering the definition of child sexual exploitation and some context regarding the council's broader work with children is provided in Annex A.
53. In May 2013 seven men from Oxford were found guilty of multiple serious offences and were subsequently sentenced to a total of 95 years in prison, including five life sentences demonstrating the seriousness of the offences that were committed. The council welcomes these verdicts and has publicly praised the courage of the victims for bringing about these convictions.
54. The abuse that was described in the Operation Bullfinch trial by the victims is known as 'street grooming'. This involves offenders deliberately targeting their young victims, often initially providing them with affection, alcohol, drugs and gifts before isolating them from existing friends and family networks and then subjecting them to extreme violence, sexual abuse and trafficking.
55. Our experience through Operation Bullfinch has demonstrated that this type of abuse of young and vulnerable victims is particularly complex as victims do not always understand what they are involved in or regard their involvement as exploitation. For this reason it is important that we raise awareness amongst young people and their parents and carers about the risks.
56. The earliest offences committed in Operation Bullfinch go back nearly a decade pre dating the cases in the north of England that led to the wider awareness of these issues within the social work profession and the more recent national guidance on grooming. As the investigation progressed we learnt more about how to tackle these issues and this learning has developed further since the trial.
57. As such, we now understand child sexual exploitation in a completely different light and have taken very significant action, based upon our understanding that identifying and tackling cases of child sexual exploitation requires a different mind set for everybody coming into contact with children. As detailed below, this has been rigorously driven through our entire approach to these issues.
58. Going back, we now know that while social workers and other staff tried hard to address difficult behaviour, including what was seen as young people making informed choices about sexual behaviour and dealing with young people running away, the prevailing culture and thinking at the time meant that the council and others did not fully understand the grooming process or recognise the scale of the sexual abuse and exploitation.

Current investigations in Oxfordshire

59. The investigation into Operation Bullfinch cases continues and there have been a number of recent linked arrests.
60. The Kingfisher team, a joint police, health and social services team which was established in November 2012 to prevent, protect and prosecute cases of child sexual exploitation is actively investigating potential further cases where there is concern about a young person, with referrals from relevant agencies and from appropriate intelligence gathering. This is with a view to bringing further cases before the courts, should appropriate evidence be secured.

Serious Case Review

61. After criminal charges were made, the Oxfordshire Safeguarding Children Board commissioned a Serious Case Review on child sexual exploitation in Oxfordshire. Annex B provides information on the Oxfordshire Safeguarding Children Board and the conduct of serious case reviews.

The Oxfordshire Safeguarding Children Board has determined that the Serious Case Review will consider the following themes from the Operation Bullfinch case:

- Identify vulnerability, risk, needs and indicators of abuse
 - Early life experiences and parental factors
 - Educational experiences
 - Missing episodes
 - The impact of the looked after child system
 - Examine what was known about child sexual exploitation: how was it assessed and understood.
 - Examine how robust and appropriate the professional responses were: what information was shared and how and what action was taken?
 - Examine whether appropriate local and national single agency and inter-agency safeguarding procedures policies and professional standards applicable at the time were followed and effective.
 - Examine how professionals engaged with and supported young people and families.
 - Establish whether practitioners were sensitive to the needs of the children and the family in their work.
62. Following the September 2013 publication of a Serious Case Review into the death of Daniel Pelka in Coventry, the Parliamentary Under Secretary of State for Children and Families has asked the Coventry Safeguarding Children Board to undertake further work to understand why failures occurred. We are also conscious of the recent letter from the minister to the Chairman of the Bradford Safeguarding Children Board outlining his “deep concerns” about the effectiveness of the Serious Case Review into the death of Hamzah Khan. Accordingly, the Oxfordshire Safeguarding Children Board is currently

considering how best to amend the above terms of reference to address these concerns and ensure that the Serious Case Review meets the highest standards of national practice.

63. A Serious Case Review Panel has been convened to oversee this review. This panel is accountable to the Oxfordshire Safeguarding Children Board. The Serious Case Review Panel is independently chaired by Paul Kerswell and comprises of a broad mix of representative agencies from across the Oxfordshire Safeguarding Children Board. Sheila Taylor, Director of the National Working Group on Child Sexual Exploitation is undertaking the function of critical friend and expert on the Serious Case Review Panel.
64. David Spicer, Barrister, is the review's Overview Author. He has a strong legal background with over 30 years of practising and advocating in all jurisdictions in the field of public child welfare and vulnerable adult law. Formerly Head of Legal Services to Nottingham County Council, over the last few years he has undertaken 16 Serious Case Reviews mainly for Welsh local authorities.
65. This is a large and complex review and the Oxfordshire Safeguarding Children Board anticipate it will be unlikely to be completed before the end of 2014.
66. Oxfordshire County Council is committed to accepting all recommendations from the Serious Case Review that will deliver improvements and make Oxfordshire children safer.

Part two - Learning to date from Operation Bullfinch

67. Nationally there has been a huge amount of learning about grooming and child sexual exploitation in recent years as cases around the country have come to light and been brought before the Courts. However, successful prosecutions, such as those in the recent Oxford case are relatively few in comparison to the number of investigations that take place.
68. Key themes that we think made a difference to tackling this issue in Oxfordshire are set out below.
- i.* We have learnt that successful prosecutions require a **completely new mindset and approach for all professionals** working with young people. This is a national issue, as indicated by the new guidance from the Crown Prosecution Service launched in October 2013.

Previously investigations and prosecutions have relied upon victims being willing and able to give evidence, and prosecutors and others believing their evidence. This is problematic if vulnerable young victims do not report issues to the police or do give initial evidence but then decide that they are unable to proceed or give evidence that may be inconsistent or have perceived weaknesses.

We absolutely agree with Keir Starmer, the former Director of Public Prosecutions, **that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices** is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled. As described by Keir Starmer:¹

'This change marks the most fundamental attitude shift across the Criminal Justice System for a generation. For too long, child sexual abuse cases have been plagued by myths about how 'real' victims behave which simply do not withstand scrutiny. The days of the model victim are over. From now on these cases will be investigated and prosecuted differently, whatever the vulnerabilities of the victim.....

In order that we challenge those past assumptions, I have produced a list of common myths and stereotypes around this type of offending so that we can actively challenge them in court.

The list of common myths and stereotypes covers:

- *The victim invited sex by the way they dressed or acted*
- *The victim used alcohol or drugs and was therefore sexually available*
- *The victim didn't scream, fight or protest so they must have been consenting*

¹ Quote from 17th October 2013 Crown Prosecution Service Press Release regarding launch of new guidelines for prosecuting child sexual abuse

- *The victim didn't complain immediately, so it can't have been a sexual assault*
- *The victim is in a relationship with the alleged offender and is therefore a willing sexual partner*
- *A victim should remember events consistently*
- *Children can consent to their own sexual exploitation*
- *CSE is only a problem in certain ethnic/cultural communities*
- *Only girls and young women are victims of CSA*
- *Children from BME backgrounds are not abused*
- *There will be physical evidence of abuse'*

These risk factors have been built into the screening tool now used by professionals in Oxfordshire to assess potential risks to children

- ii. Prior to the establishment of Operation Bullfinch and a number of areas elsewhere in the country facing this issue, there were **low levels of awareness of grooming and child sexual exploitation in Oxfordshire**, both from professionals and society more generally.

We know from national work that a more complete understanding of these issues is only now starting to emerge. We need children, parents, carers and all professionals working with children to fully understand these issues, including being able to identify risk factors and spot warning signs. This is essential as our experience is that children do not always fully understand what is happening to them and do not always make full or consistent disclosures.

We think that in Oxfordshire many of our staff were trying to tackle what we now know can be symptoms of child sexual exploitation without seeing the underlying cause or coordinated warning signs – these symptoms and warning signs, of which there may be a number or just one in isolation, include truancy, running away, violence and aggression, sexualised behaviour, criminal behaviour and drug and alcohol use

- iii. **A joint police and social work team is essential.** Operation Bullfinch was established in 2010 and involved seconding two of the council's most senior social workers to the police to work together on a long period of painstaking evidence gathering. The role of social workers in gaining the trust of the victims was essential and included social workers being involved in formal interview processes and providing very significant hands on support to victims and witnesses through the court process.

The police were also proactive in their use of a variety of police tactics to gather the evidence that was essential for the successful convictions. Our experience has suggested that we need social workers to be more like detectives, and detectives need to build better relationships with victims. This was a key feature of our approach through Operation Bullfinch and the steps we have taken subsequently, particularly through the establishment of the Kingfisher team.

69. These issues have emerged out of the work we did as part of Operation Bullfinch. The independent Serious Case Review is considering what happened to individual victims and the broader lessons for all agencies in Oxfordshire.

Local action to tackle child sexual exploitation

70. The action that the council has taken has been as part of local partnership arrangements operating under the auspices of the Oxfordshire Safeguarding Children Board. We have now very significantly strengthened our approach to child sexual exploitation, seeking to address key issues from Operation Bullfinch as set out above, and are proactively learning from the emerging national understanding of good practice.
71. We are confident that these steps will ensure that children in Oxfordshire are safer. We also want to share our experiences and lessons learnt with other authorities and government in order to help strengthen safeguarding practices across the country, particularly in light of emerging new investigations into potential cases of Child Sexual Exploitation in other areas.

'Never give up on a child' and 'everybody's business'

72. "Never give up on a child" is the overarching commitment which underpins the approach of all our services and partners to tackling child sexual exploitation. Our future working will be guided by our challenge to all professionals to never give up on a child. We think we have put good systems in place and our social workers will work tirelessly with the police and other partners to prevent this abuse.
73. We also need society more broadly to play a part, and for everyone to do what they can to help keep our children safe – to spot the warning signs and ensure that tackling child sexual exploitation is 'everybody's business'. This means creating much wider public awareness about risky behaviour, potential symptoms and warning signs, and encouraging a culture where people will immediately raise the alert about a child if they are worried, in the same way as they would not hesitate to report a burning building.

The Kingfisher Team

74. In November 2012, social workers and Thames Valley Police set up a special joint team called Kingfisher, with support from the local health service. Building on our experience of working together on Operation Bullfinch, Kingfisher focuses on preventing, protecting and prosecuting cases of child sexual exploitation.
75. The aim is to create a centre of knowledge and skill that offers a first response to concerns about child sexual exploitation and which provides support to children, families and other professionals to reduce the risk to children through awareness raising and disruption activity and, where required, gathering evidence and achieving prosecutions.

76. The team is based at an Oxford police station and consists of 12 staff from children's social care, five police staff, one health worker, support from a young person's drug and alcohol specialist, and the Drug and Human Exploitation Officer from Oxford City Council is seconded to the team for one day per week. The team is closely linked to the Step Out project run by a local voluntary organisation which provides both individual and group work to victims and those at risk of child sexual exploitation.
77. The approach taken by the Kingfisher team is based on low caseload numbers in recognition of the time it takes to build trust and secure disclosure from children. Staff are consciously persistent and seek to build very strong relationships with young people. The team has also developed very strong relationships with other agencies, in particular with schools and Early Intervention Hubs, to raise awareness of child sexual exploitation, the potential warning signs and ensure that staff know what to do if they are concerned about a child.
78. The team holds geographically focused extended team meetings on a monthly basis with local secondary schools, the Youth Offending Service, Probation, Early Intervention staff and others. This provides an opportunity to informally discuss any concerns and promote the use of child sexual exploitation procedures and screening tools to assist in the early identification of concerns.
79. A Peer Review of the early impact of the Kingfisher team was undertaken by the Local Government Association in March 2013. This confirmed Kingfisher has good practice, taking a strong approach to finding and addressing child sexual exploitation and was positive about the effectiveness of the casework with police and social workers working closely together. It also commented on the very impressive high levels of co-operation between Kingfisher and secondary schools.
80. We have started to work with the police and other partners to build on the work of the Kingfisher team to develop a new Multi Agency Safeguarding Hub (MASH) - one of the recommendations of the Home Affairs Select Committee report into child sexual exploitation and response to localised grooming (2013)². Proposals for the development of the Oxfordshire Multi Agency Safeguarding Hub are set out in a separate paper for the Cabinet's consideration.
81. The team continue to investigate other suspected cases that are geographically spread across the county. The police have also issued a significant number of Child Abduction Warning Notices (also known as Harboursing Notices³) and there are a number of separate cases going through

²: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/6802.htm>

³ Harboursing Notices are official written warnings given to someone by the police on behalf of a parent or carer of a young person, confirm that they have no permission to associate with, or to contact or communicate with that child and that they will be arrested for child abduction if they continue to do so. Section 2 Child Abduction Act 1984 and Section 49 Children and Young Persons Act 1969.

the court system, involving a number of children who are receiving on-going support from children's social care including personalised support in providing evidence leading up to and through the trial process.

82. In Oxfordshire our experience has been that it is essential to provide extensive support to child and adult victims and witnesses. This is very resource intensive but critical to achieving outcomes. We think we have a strong model for this, built on the Kingfisher team and our experience of the Bullfinch trial, in which we had robust procedures for working jointly with the victims and their families, police, crown prosecution service, court staff and psychological support services. The support given to the Bullfinch victims and witnesses by both the police and social care was commended by Judge Rook at the conclusion of the trial
83. We have sought to share our experiences of this approach with the Crown Prosecution Service and welcome the new guidance that clarifies *'The days of the model victim are over. From now on these cases will be investigated and prosecuted differently, whatever the vulnerabilities of the victim'* (October 17th 2013).
84. The team has been working with cases that involve boys as well as girls, but has identified that there is a lack of referrals and expertise in relation to identifying boys who are at risk or victims. Funding has recently been received from the BLAST Project⁴ to provide national expertise into work in this area.

Professional mindsets and practice to identify and tackle child sexual exploitation

85. The Oxfordshire Safeguarding Children Board, which is the body charged with overseeing the multi-agency approach to safeguarding, has produced a new strategy for tackling this issue. The strategy highlights and seeks to outline a tailored response to different models of exploitation and protect all young people who may be subject to abuse (for example boys, girls, disabled children, children from ethnic minority backgrounds). The strategy is accompanied by the following tools, all of which can be found at <http://www.oscb.org.uk>
- procedures for professionals working with children
 - a screening tool that has been rolled out across agencies to help everyone working with children identify possible cases of abuse
 - a data collection tool to enable people to report their concerns in a way which the police can easily use
 - a Professionals handbook, with a foreword by Sheila Taylor, Chief Executive at National Working Group for Sexually Exploited Children and Young People

⁴ The BLAST project is a male only sexual exploitation project, supporting and working with boys and young men who have been, are being, or are at risk of being sexually exploited. See <http://mesmac.co.uk/blast> for further information.

86. A key aspect of all this work is changing the culture and mindsets of everyone working with children and young people, as embedded in overarching commitment across the organisation and partners to “**never give up on a child**”. We have learnt that successful investigations and prosecutions require a completely new approach for all professionals and that this needs to extend right through to providing full hands on support from social workers to victims and witnesses who often have to recount harrowing experiences through a trial process.
87. We believe it is a positive step forward that the need for change has now been recognised nationally, as set out in the publication of new guidance from the Crown Prosecution Service in October 2013. Previously investigations and prosecutions have relied upon victims being willing and able to give evidence, and prosecutors and others believing their evidence.
88. This has however proven problematic if vulnerable young victims do not report issues to the police or give initial evidence but then decide that they are unable to proceed or give evidence that may be inconsistent or have perceived weaknesses.
89. We therefore strongly agree with the former Director of Public Prosecutions that changing attitudes and seeing the child as a victim as opposed to a girl making bad choices is an essential shift that is needed across all agencies if child sexual exploitation is going to be successfully tackled and prosecuted.
90. Our experience from Operation Bullfinch was that children are not always able or willing to disclose what is happening to them, but that there are common 'warning signs' that should alert those coming into contact with children (for example in schools or other settings) that the child may be at risk or subject to this abuse. A critical part of our approach has therefore been to raise awareness amongst all professionals of the 'warning signs' and symptoms of abuse.
91. We have therefore developed and rolled out a new screening tool to help professionals recognise the 'warning signs'. The new screening tool is provided at Annex C. It sets out the key risk factors and warning signs in a simple checklist, enabling anyone working with a child to make a quick assessment and then make a referral to the Kingfisher team if needed.
92. This tool has been made available to all professionals working with children in Oxfordshire and feedback has been that this is a quick and easy way for them to consider whether a child that they may be concerned about is exhibiting some of what we now know may be warning signs that they are being exploited, and enables them to flag issues to the Kingfisher team for further advice and action if required.
93. The screening tool has been accompanied by specialist child protection training for staff working with children that now includes a designated section on spotting the signs of, and responding to, child sexual exploitation. To date

this training has been delivered to more than 3,500 multi-agency staff in Oxfordshire, including all frontline staff working with children.

Resources

94. In recognition of the increasing demand for children's social care (a national trend also seen in Oxfordshire) and the importance of child protection, the council has made decisions every year to increase the budget for children's social care (see Annex A). The budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms.
95. The county council spent in excess of £3m during Operation Bullfinch on social work and other support to the investigation. This year county councillors agreed to provide an additional £1.4m to enable the recruitment of an additional 21 child protection social workers. The council has made a commitment to protect resources to fund work on child sexual exploitation and frontline child protection.
96. As detailed below, Cabinet has recently agreed to commit substantial capital resources to building four new children's homes in the county to keep children closer to home.
97. Thames Valley Police has also invested substantial additional resources and money into safeguarding children in the Child Abuse Investigation Units. There is also Police Chief Officer Oversight and central supervision of all child sexual exploitation investigations.

New approach to dealing with absconding

98. Actions to prevent absconding are being applied with rigour, and are producing positive results. Our local approach has been based upon our learning from Operation Bullfinch which is echoed by findings at the national level, as set out in the June 2012 report by the All Party Parliamentary Group for Runaway and Missing Children and Adults and the All Party Parliamentary Group for Looked after Children and Care Leavers.
99. For example, the county council runs two children's homes - one for girls and one for boys. The girls' home is currently rated as 'outstanding' by Ofsted, and the boys' home is rated 'good with outstanding features'. These two homes recorded 30 missing episodes between January and June 2012; 14 between July and December 2012, and only 3 between January and June 2013.
100. As a result of our experiences through Operation Bullfinch a number of key actions have been taken to prevent absconding. These include putting in place very strong management oversight and having very high expectations of school attendance and attainment, ensuring that social workers are immediately aware if a child fails to attend school and that immediate action is taken. Staff in these local authority-run homes have gained expertise in reducing and managing missing episodes which has been shared across the rest of the service and with external providers

101. The Oxfordshire Safeguarding Children Board Inter-agency Procedure for Children Missing from Home or Care has been updated to reflect the latest guidance and there is a Missing Persons Panel that tracks and monitors all young people at highest risk within the county, on a monthly basis.
102. Where other authorities have placed children within Oxfordshire, the Panel asks that the placing authority feeds back at the next panel regarding the risk management plan. The greatest challenge remains external police and multi-agency reporting, tracking and monitoring of missing young people placed by the council outside the county. We are now taking a real-time approach to share information with providers and continue to seek improvements.
103. In 2012, an audit of all young people residential placements outside Oxfordshire was conducted. This audit provided reassurance that:
 - the council was placing a relatively small number of our looked after children in residential homes out of county as compared nationally (22 out of a total of 430 looked after children);
 - care homes were appropriately vetted; and
 - children were only placed in homes with an Ofsted rating of good or above.
104. Despite these facts we remain concerned that when children are placed outside Oxfordshire it is harder to work effectively with them, and we are currently implementing a new placement strategy that seeks to reduce the need for external placements (see below).

New placement strategy for children in or on the edge of care

105. As part of our ongoing drive to deliver best practice, strengthen our safeguarding processes and learn from the Bullfinch case, the Council's Cabinet agreed a new placement strategy for children in and on the edge of care in July 2013. The new strategy is based on the fundamental principle of "keeping our riskiest and most vulnerable children closest" wherever possible in order to place, educate, and provide therapeutic support within Oxfordshire.
106. The new strategy sets out how Oxfordshire County Council along with key partners will strengthen edge of care interventions to keep children with their families, support friends and family care arrangements, increase in-house fostering for harder to place children and build on the work that has been so successful in achieving permanency for many of our looked after children.
107. We will also seek to improve the packages of support that are available to support children to keep their placements. This involves more integrated work with mental health and youth offending services.
108. A specific action is to increase in-house, in-county residential provision, through the creation of an additional 12 assessment beds in two new

children's homes [six beds in each] and eight 'move-on' beds for 16-18 year olds in two further new children's homes [four beds in each].

109. This will create an overall in-county in-house residential capacity of 32 beds. Young women with child sexual exploitation issues are already being supported in our girls' residential home but this new provision will allow Oxfordshire County Council's to better protect and support young women who have experienced sexual exploitation.
110. We are also addressing the need to make effective placements for the growing numbers of boys and young men who demonstrate behaviour that puts them at risk of becoming future offenders.

Schools

111. The council alerts schools to their safeguarding responsibilities via a Safeguarding in Education Network bulletin and have also briefed head teachers and chairs of governors across the county on child sexual exploitation.
112. The use of theatre workshops in schools provides staff and students with clear routes to access help and support on all issues of abuse and neglect including child sexual exploitation. Follow up work in classrooms based on the productions also provides a secure environment to discuss specific issues and for staff to prompt questions that pupils may not feel confident to ask.
113. The Kingfisher team have developed a model for regular multi-agency forums on child sexual exploitation which have a dual function: awareness raising and practice development of all agencies, including schools; and intelligence gathering on children of concern (alongside any concerns raised in local communities regarding contact between adults and children).
114. A key area where significant work has been undertaken to strengthen safeguarding of children is around the approach schools take to behaviour and attendance. Actions have included:
 - Establishing a scheme where carers of our looked after children are notified immediately if the child fails to turn up for school.
 - New processes are in place to ensure that looked-after children who are placed in Oxfordshire from outside the county are immediately placed on a school roll at our Pupil Referral Unit and provided with tutor support to ensure that there is no 'gap' in their educational provision.
 - Working with schools to better understand how they address the needs of 'challenging' children through exclusions and other processes that may include reduced timetables.
 - Providing information to schools on the intended use of the 'B-code' in school registers and the role of Ofsted in ensuring that pupils are actually being safely educated off site.
 - Our new Behaviour Strategy clearly sets out that a school will retain responsibility for the educational provision of a child on fixed period

exclusion. The child only becomes the responsibility of the local authority on day 6 of a permanent exclusion and at that point a suitable full time placement needs to be identified prior to a new school placement being located.

- The council rigorously monitors performance on attendance and behaviour issues and challenges Head Teachers where there are concerns.
- Developing a directory of providers of alternative education provision who meet agreed kite marked criteria to ensure that standards are met and usage and daily attendance of pupils can be monitored.

115. Further work with Headteachers is planned as we seek to raise awareness and rapidly identify any warning signs which could be associated with child sexual exploitation.

Prevention work with children - drama workshops and mentoring

116. In addition to reviewing attendance issues and exclusion processes, we are working with schools to help children understand the risks that they may face and the types of child sexual exploitation. Earlier in 2013 we showed all Oxfordshire state school year 8 and 9 children a play called Chelsea's Choice, which powerfully dramatises different grooming patterns and leads to facilitated discussions about how to stay safe.
117. This has now been seen by around 12,000 secondary school children in Oxfordshire, accompanied by a letter and leaflet for parents. This programme will continue to be rolled out each year to ensure that future cohorts of children and parents understand what child sexual exploitation is and potential warning signs.
118. We are also currently commissioning another theatre group to provide a show to all year 10 and 11 children (15-16 year olds) in Oxfordshire and are also working in partnership with Childline to roll out a project for children in the final years of primary school as we recognise that the transition from primary to secondary school is a particularly vulnerable time for children.
119. Our use of theatre workshops is not simply the showing of a play to children, rather there is a facilitated discussion and follow up work with pupils about the issues that they have seen dramatized. Also, awareness is raised with teachers and school staff and attendance by social work staff from the Kingfisher team enables key professional links to be made and any questions or child sexual exploitation concerns addressed.
120. We are currently also developing a youth mentoring project (not based in schools) to work with young men focused on preventing them getting involved in sexual offending.

Working with parents and carers

121. The council has a key role to play in extending awareness and understanding of child sexual exploitation. Parents are a key group in this regard and we have significant action underway so that they can actively help us spot potential 'warning signs' of child sexual exploitation.
122. Our main route to date of working with parents has been the production of a leaflet which was provided to all parents of children in year 8 who saw the Chelsea's Choice performance. Further work is planned early in 2014, focused on working with schools and parents and campaigning around internet safety and anti-bullying. There will also be a 'Parents/Carers' Sounding Board' later in 2013 to consult further on the information and action that parents and carers would find useful.
123. We are also creating a parents' worker post within a local voluntary sector organisation. This work will target parents whose children are assessed as being at high risk or current victims of child sexual exploitation and will draw on learning from elsewhere in the country, combining groupwork and individual approaches. One of the key objectives will be to strengthen parents' strategies to protect their children and to ensure they are attending school.
124. Foster carers have also received targeted training on identifying potential 'warning signs' of child sexual exploitation.

Working with communities

125. Cases across the country show that child sexual exploitation is not confined to one community, and focusing on one community risks missing the warning signs of abuse. However we note the Government's view that one particular model of street grooming is associated with men of predominantly Pakistani heritage, and we want to work with that community to stamp it out. We know that the vast majority of members of the Pakistani community in Oxford were appalled by the Bullfinch crimes.
126. In order to effectively tackle and prevent child sexual exploitation we know that you need to have good community engagement strategies. We are working closely with the police and the City Council to ensure that we are effectively liaising with community leaders and faith groups and taking action as needed, for example in focused work with families of potential perpetrators and targeted youth mentoring projects.
127. Multi agency funding has also been secured to employ a national charity, Street UK to carry out targeted work with mosques and to work with young people and their families in the local South East Asian community in relation to child sexual exploitation.

Partnerships

128. Effectively preventing and tackling cases of child sexual exploitation requires an aligned approach across a number of partners and established partnerships beyond those involving children and young people and their

safeguarding. As well as the critical role for the Oxfordshire Safeguarding Children Board we are ensuring that child sexual exploitation is being considered more widely through appropriate partnership governance mechanisms.

129. Oxfordshire Health and Wellbeing Board has included tackling child sexual exploitation as a priority in the new Joint Health and Wellbeing Strategy. This will bring together both tiers of local government, the NHS and the public voice via Healthwatch in promoting a joint strategic view of the importance of this topic.
130. The Children and Young People Partnership Board is an important strategic advisory group linked to the Oxfordshire Health and Wellbeing Board. Its role is to keep all children and young people safe, raise achievement for all children and young people and narrow the gap for our most disadvantaged and vulnerable groups.
131. It has a specific function to evaluate, consider and make recommendations as to the priorities of the Health and Wellbeing Board in relation to the priorities relating to the health and wellbeing of children and young people. It has responsibility for ensuring that effective strategic partnership arrangements are in place to ensure that the lives of children and young people are improved by the delivery of better services including their health and wellbeing.
132. Oxfordshire Safer Communities Partnership (OSCP) and the District Community Safety Partnership (CSPs) are bringing together key players to ensure that appropriate mechanisms are in place to share intelligence and take appropriate actions to prevent and tackle child sexual exploitation. Work overseen by these partnerships includes:
 - Working with the Kingfisher Team on disruption patrols being undertaken by the police with support from children's social care;
 - Working with our district council partners on issues around taxi and private vehicle hire licencing ; housing provision for vulnerable young people and families; issues around guest houses, takeaways, restaurants and pubs; anti-social behaviour; community development and public protection.
 - Considering community cohesion issues.
133. In addition £30,000 of funding from the Police and Crime Commissioner will be used by the Oxfordshire Safer Communities Partnership to prevent child sexual exploitation in Oxfordshire through raising awareness about how to recognise the signs of potential abuse and what to do about it, especially amongst the local business community.
134. This funding will also support a pilot mentoring programme to work closely with those 'at risk' of perpetrating child sexual exploitation and divert them away from such activity. This will include the training and ongoing support from Street UK, referred to above. Street UK are the national leaders in

building communities' capacity and skills to challenge offending within their own ranks and develop resilience for young people.

District Councils

135. As raised in the Home Affairs Select Committee's second report into child sexual exploitation and response to localised grooming⁵, district councils have an important role to play, particularly in terms of sharing information and concerns from frontline workers, and in their strategic roles as housing and licencing authorities.
136. As well as the county council, with statutory responsibility for children's social care, Oxfordshire has four district councils (Cherwell District Council, West Oxfordshire District Council, South Oxfordshire District Council and the Vale of White Horse District Council) as well as Oxford City Council.
137. We are working closely with our colleagues in these local authorities, housing providers and police at a local operational level to ensure that front line staff are aware of the warning signs of child sexual exploitation and know how to report any concerns that they may have. For example through the training by the Oxfordshire Safeguarding Children Board, the city council and district councils are ensuring that staff working in areas of particular concern (eg certain parks, door staff), are trained in what to look out for and what to do if they are worried about a child or young person.
138. The county council has also recently led, on behalf of the Oxfordshire Safeguarding Children Board, an awareness raising session in July 2013 with housing providers and members of the Health Improvement Board on their role in safeguarding - particularly how to spot warning signs and act on any concerns.
139. City and district council members also have an important role to play in terms of licensing of premises such as hotels, pubs and takeaways, taxis and private hire vehicles. We will continue to work closely with district councils to ensure that licensing policies keep children safe and will work closely with the police to ensure that appropriate intelligence is shared to ensure that licensing committees can take appropriate decisions.
140. Oxfordshire district councils also provide positive/diversionary activities for young people at a local level, keeping them engaged and out of risk. Examples of this include: Activator Programme; Positive Activities Programme, holiday activities; and sports, culture and art outreach.
141. Given the key role for the city and district councils the Oxfordshire Safeguarding Children Board will be asking Oxfordshire District Councils and Oxford City Council to formally receive an annual report at a Full Council

⁵ A second report into child sexual exploitation and response to localised grooming was published by the Home Affairs select Committee in July 2013 - see: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/68/6802.htm>

CA6

Meeting setting out the arrangements they have for combatting child sexual exploitation and the arrangements that are in place for safeguarding children generally as required by Section 11 of the Children Act 2004 (this is a requirement for an annual audit to be undertaken by each agency to ensure that it has appropriate arrangements in place for safeguarding and promoting the welfare of children of and young people and ensuring that contracted services also have regard to this need).

Part three - Future work and national Issues

142. Child sexual exploitation is a national issue. Over the past few years there have been a number of high profile trials in the Midlands and north of England and in May an investigation by the Daily Mirror identified more than 50 active police investigations underway across the country and a number of trials underway.
143. In Oxfordshire the county council and other agencies have been on a huge learning curve. Some of the issues we have faced can be tackled effectively at the local level and we think we have made some good progress in these areas.
144. Other issues cut across geographic or organisational boundaries, or are systemic relating to attitudes and culture. We think that a nationally-led response is needed in order for these issues to be tackled in a coherent way that will lead to effective action and prevention across the country.
145. This is a cross cutting issue that cuts across a number of government departments including the Department for Education (both from a social care and schools perspective), the Home Office, the Department of Health, and the Department for Communities and Local Government. In Oxfordshire we need support from all these departments to complement the work of local agencies to prevent and protect children and therefore we welcome the establishment of the cross-cutting Sexual Violence against Children and Vulnerable People Group, chaired by Norman Baker MP (Minister of State for Crime Prevention) and which reports directly to the Prime Minister.
146. As set out above significant action has already been taken to tackle and reduce the risk of child sexual exploitation in Oxfordshire. However, we are mindful that there remain a number of longer term strategic risks and issues as well as the on-going learning process about child sexual exploitation which is taking place locally and nationally, which we will need to regularly identify and assess.
147. A selection of the issues and our emerging response are set out below. We expect that these will be supplemented by the formal recommendations arising from the Serious Case Review when it reports in 2014. To ensure decisions and our approach continues to be both open and accountable, further reports will be brought back to members and Cabinet, as required.

How to best work with vulnerable adolescents who may demonstrate challenging behaviours?

148. Victims of child sexual exploitation can sometimes demonstrate behaviours that make them difficult to engage and for professionals to work with, and we need to develop different approach to the 'child's journey' through the system, requiring better integrated working of different aspects of children's services (for example schools, Early Integration Service, children's social care,

Thriving Families Programme, adult social care, Youth Offending Service) and partner agencies.

149. We are working with schools to enable them to adopt a broader responsibility for children's wellbeing and safeguarding (as also recommended by the Home Affairs Select Committee) and a revised approach to attendance and behaviour, including managing exclusions from school in a way that keeps children safe. The county council is producing a new attendance and behaviour strategy that will address these issues.
150. The council has already implemented a new reporting system for children in care to ensure that it is immediately made aware if children are not attending school. The next steps will see the development of a model for other children who may be at risk of sexual exploitation or are otherwise vulnerable.
151. We also need to work differently with young people who may be at risk of becoming future offenders of sexual exploitation and part of our new Placement Strategy involves the integration of youth offending and mental health teams (CAMHS / Child Adolescent Harmful Behaviours service).
152. Finally, the Youth Offending Service will co-work where adolescents are presenting with risky behaviour that needs a robust management plan. Health partners are currently working with us to develop appropriate therapeutic models and agree how they will support this new initiative. We are also engaging schools in developing in-county models where risky and disruptive behaviour is never dealt with by any form of exclusion but is managed internally so that the young person has to learn to self-regulate their behaviour. The County Council will also need to work closely with Thames Valley Police to jointly assess and manage risk.

How to support victims who are currently being abused and do not recognise what is happening to them, or want to be supported?

153. One of the key factors of this type of abuse, which has been seen both in the Oxfordshire case and in other cases around the country, is that children can be indoctrinated by their abusers, resulting in them being trapped and not having an understanding that what is happening to them is in fact abuse. A consequence of this is that children may repeatedly abscond to be with their abusers, this includes children initially absconding from their home environment and then, if they are taken into care as a consequence, seeking to abscond from foster care or children's homes.
154. As a result of a relentless focus on best practice absconding rates from local authority run homes have fallen dramatically in the past three years, but nonetheless there remain statutory limits to what children's home staff are able to do to prevent absconding.
155. We are determined to minimise rates of absconding and ensure that if it does happen we follow national guidelines to work with individual children to

prevent future occurrences and minimise risks to their safety and wellbeing. Our data indicate that the strategies in place in the residential children's homes are proving successful in reducing absconding.

156. We welcome the action that the government is undertaking in this area and have recently responded to the consultation on '*Improving safeguarding for looked after children: consultation on changes to the Care Planning, Placement and Case Review (England) Regulations 2010*' (Department for Education) to share our learning in this area and flag issues where we think a national lead is required.
157. In Oxfordshire, if a child repeatedly absconds from care or is regarded as being at high risk of doing so, the approach that is taken is to consider very carefully the placement environment that best reduces the risk. For example, the level of supervision, the exposure to other children who may be at risk, the distance from home and risky locations in order to remove them from easy physical reach of the abusers. As indicated above, we are currently investing additional resources to develop our capacity for placements for children with complex needs within Oxfordshire.
158. If required consideration is also given to placing the child into secure accommodation in order to remove them from easy physical reach of the abusers. Placement into secure accommodation can only be undertaken with approval by the Court under a formal Court Order on the grounds that it is the only way of keeping a child safe.
159. These placements completely curtail the young person's freedom, physically preventing them from leaving the secure accommodation. Typically, they are time-limited and can only continue subject to regular reviews as to whether the criteria continues to be met.

How to look for patterns 'horizontally' rather than 'vertically'?

160. The most common model of child abuse is of children being abused within their own families. Social workers are therefore trained to identify the characteristics of this type of abuse. However, to effectively prosecute abuse, through child sexual exploitation, police and social workers need to work together in order to put pieces of complicated evidence together. We need social workers to be more like detectives and detectives need to build better relationships with victims. This is a key feature of the approach of the Kingfisher team.
161. As part of our proactive work, we have recognised characteristics which make children more likely to suffer abuse from strangers who initially befriend them. We have shared these indicators with all professionals who work with children and ensured that they know what to do if they have concerns about a child and need to make referrals to the Kingfisher team, who are looking for trends.
162. We strongly welcome the new joint protocol for information sharing in child sexual abuse cases, announced by the Crown Prosecution Service in October

2013. This means that the police and prosecutors are now expected to share and seek appropriate information about vulnerable youngsters with and from social services, schools and family courts in accordance with the protocol and a good practice model. We believe that this sort of intelligence sharing is essential to identifying patterns and spotting abuse, as we have implemented locally through the Kingfisher unit.

How to work as effectively as possible with the police and other agencies?

- 163. The Council is working closely with Thames Valley Police, Health and other partners to ensure that improvements are made and achieved with regards to an effective and co-ordinated approach to this work.
- 164. In particular we are also working closely with the police to establish a Multi-Agency Safeguarding Hub (MASH), one of the recommendations for all areas of the Home Affairs Select Committee report. A separate report is provided to the Cabinet on this agenda detailing the proposed implementation locally.
- 165. The Kingfisher team provides a strong foundation for this development and work in Oxfordshire is well underway. It is envisaged that the Hub will house representatives from social care, local police, health professionals, education, youth offending teams and voluntary organisations. It will enable the work of the Kingfisher team to be expanded to respond to a broader range of referrals of vulnerable children, and potentially adults, on a multi-agency basis, along with providing a secure exchange of information and co-ordinating those working on the frontline.

What is the role of the Oxfordshire Safeguarding Children Board?

- 166. The Oxfordshire Safeguarding Children Board is responsible for the co-ordination of the work of agencies responsible for safeguarding children. Its role is not operational but is about assurance that all agencies have appropriate arrangements in place and work together effectively. It is an independent body, with an Independent Chairman, Andrea Hickman.
- 167. The Board has produced a multi-agency child sexual exploitation strategy, updated its Procedures and Action Plan on child sexual exploitation, introduced a new screening tool to help professionals identify specific indicators of child sexual exploitation, and created a child sexual exploitation sub group which now ensures appropriate attention on this issue.
- 168. The Serious Case Review will look at the Board's role in challenging agencies' identification and action on issues that we now know relate to child sexual exploitation in Oxfordshire, and its ability to challenge agencies' response effectively.

What else is needed for an effective prevention strategy?

169. We have already taken steps, through the roll out of the play 'Chelsea's Choice' to all year 8 and 9 children, and work with safeguarding leads in schools, to ensure that young teenagers are aware of some of the risks of grooming. However we think we need to do more.
170. Planned future work includes, for example, working with younger children (those in their final two years of primary school) to help them understand some of the issues, and also targeted work with boys and young men who may be particularly susceptible to becoming future perpetrators. We are working with a theatre company on developing a production targeted at years 10 and 11, for 15 and 16 year olds.
171. We also plan to work proactively with the voluntary and community sector in Oxfordshire, who can play a different role to the statutory sector in their work with young people, to support us both in helping identify young people who may be being abused (or at serious risk of abuse) and in terms of working with young people to prevent future offending. An awareness raising session will be set up for relevant organisations to take this work forward.

What more is needed to work as effectively as possible with partners?

District councils

172. As set out above we are already working closely with city and district council colleagues as they have an important role to play, particularly as housing and licencing authorities and because their frontline staff need to be aware of potential warning signs and know what to do if they have concerns.
173. The Oxfordshire Safeguarding Children Board will continue to work closely with the city and district councils to ensure that they fulfil their obligations to take action regarding child sexual exploitation.

Health partners

174. The health service has a key role to play in terms of identifying potential victims of this abuse and supporting their health needs, which can often be complex. We support the recommendations made in the Home Affairs Select Committee Report that there should be training for all frontline health staff and sharing of sexual health information to help identify children at risk.
175. Universal Health Promotion and Prevention is also critical - we need to find ways to arm all our children with information about positive healthy relationships as well as about the warning signs of child sexual exploitation. This work will need to be with boys as well as girls.
176. The county council now commissions services to promote health in its widest sense in schools (primarily through school health nursing). We intend to find

new ways of using this service to work with schools to promote positive healthy relationships during the next year.

Criminal justice system

177. The council's experience of supporting prosecutions leads us to concur with the concerns raised by the Director of Public Prosecutions, the Home Affairs Select Committee Report, and others, that the current criminal justice system does not always support victims in seeking justice due to a large number of factors - including the Crown Prosecution Service tests for witness credibility.
178. As recommended by others we would also support the introduction of specialist child sexual abuse courts and further protection and support for victims, including offering video-recorded cross examination, and limiting repeated cross-examination by multiple defence barristers when witnesses give evidence.
179. We are also seeking to work proactively with the the Sexual Violence against Children and Vulnerable People Group, chaired by Norman Baker MP (Minister of State for Crime Prevention) and which reports directly to the Prime Minister. The initial focus of the cross-departmental Group is to improve procedures for supporting witnesses through the trial process and we are keen to ensure that the Group is able to understand some of our experiences through the Operation Bullfinch investigations and prosecutions.

Schools

180. As set out above we have already started working differently with schools. However we think that there is more to do, in particular reminding schools of their broader responsibilities for children's wellbeing, as well as attainment.
181. A critical element in our work with schools is on attendance and behaviour. Children are kept safe by attending school. Improved behaviour means fewer exclusions from schools. Better attendance will mean fewer children will be outside the education system where they are potentially more vulnerable to abuse.
182. Our new Attendance and Behaviour Strategy includes raising awareness of child sexual exploitation and explaining how it links to school attendance, in particular. Associated with the new strategy and its implementation are a range of continuing professional development opportunities to ensure that staff in maintained schools and academies familiarise themselves with the new requirements.
183. There is a changing landscape in the roles and relationships between schools and the local authority as many Oxfordshire schools become academies. In academies the resources for addressing issues relating to attendance and behaviour are held by the schools.

184. In such cases, the role of the local authority is to set out an overarching strategy and then work with schools and academies to encourage them to revise their individual school strategies and implement all the changes we have recommended. Ofsted will consequently wish to review the implementation as part of all future Section 5 school inspections across the county.

Voluntary and Community Sector

185. The local voluntary and community sector have an important role to play in addressing this issue: for example, they may come into contact with children at risk or subject to abuse; they may provide support to victims who find it hard to engage with the statutory sector; they may have a key role to play in awareness raising and prevention; and they may also act as community intermediaries if tensions arise.
186. This is an important area that needs further development. In Oxfordshire, the Oxfordshire Stronger Communities Alliance is the partnership that brings together the voluntary and statutory sectors and importantly has agreed to hold a forum to explore how the voluntary and community sector should respond to these issues and to take this work forward.

How can the council best use commissioning arrangements to keep children safe?

187. In April 2013 Public Health services became a county council responsibility. This means that we now commission a number of health services, for example, sexual health and termination services, that are likely to come into contact with children who may be at risk of child sexual exploitation, or are current victims of this abuse.
188. The council is taking active steps to ensure that current services are of the highest quality in terms of identifying any aspect of child sexual exploitation. These services are currently being re-procured and will include a strong safeguarding element in the tender specification. In addition we intend to use our experience in Oxfordshire to influence other commissioners across the county in specifying safe and high quality services, ensuring our “never give up on a child” approach is embedded in all services in Oxfordshire.
189. The council also commissions a number of housing services for children and families and vulnerable adults. We have reviewed our approach to such commissioning to ensure that the risks are identified and minimised.

Should we bring safeguarding approaches within children and adults services closer together?

190. Given the synergies between risks and safeguarding for children and vulnerable adults we have been considering what broader lessons there are from this case that we should apply to adult social care. We are currently:

- Ensuring that managers and front line staff understand the issues and lessons and apply learning to adults' services as well as children's
- Ensuring that Adult Services staff are alerted to issues of child sexual exploitation and can support young adults who have been abused in this way if they go on to become users of adult social services
- Exploring developing a Multi-Agency Safeguarding Hub (MASH) that could include vulnerable adults as well as children
- Ensuring that the Adult and Children's Safeguarding Boards develop close working arrangements

What can other areas learn from Oxfordshire's experiences?

191. We urge every other local authority in the country to take proactive steps to look at what is happening in their areas. Sadly this issue is not geographically limited to Oxfordshire and other places will have had similar problems and will need to ensure that they are taking effective action to address these issues and, if possible, secure similar prosecutions.
192. We know that without actively looking for it, child sexual exploitation, and the abuse of children, is very hard to uncover. We will be working with the Local Government Association and other councils to ensure that there are opportunities for others to learn from what has happened in Oxfordshire, and that the best practice we have now implemented can be shared.
193. As part of this approach we intend to invite other councils to a series of 'learning days' to share the experience in Oxfordshire and the action that we have taken to date. In particular, we now know that:
 - Child sexual exploitation can be very hidden, in order to effectively identify and tackle abuse agencies need to go looking for it
 - Awareness of the risk factors must be raised with children themselves, with parents and with the wider community
 - Stronger controls are needed in relation to social media
 - A cultural shift needed - mindsets regarding 'difficult' adolescents need to change to ensure that professionals always believe what children are telling us even if stories are inconsistent / have holes in
 - It takes time and effort to build relationships with victims in order for them to make disclosures. This is time consuming and requires specialist skills
 - Very significant victim and witness support is needed to help children and young people through the trauma involved in going to court
 - Highly effective procedures regarding children going missing are required
 - Placements out of county should be minimized wherever possible
 - It essential that there is an effective sharing of information on risk factors
 - Schools have an essential role in safeguarding / keeping children in school
 - Strong political and managerial leadership is required, backed up by financial investment where necessary

Developing the national agenda

194. The council has been actively lobbying on many of these areas, for example in responding to national government consultations, and is pleased that many of these themes are now also being recognised and acted upon at a national level.
195. We would also like to acknowledge the very considerable work undertaken to raise awareness of these issues by Nicola Blackwood, MP for Oxford West and Abingdon and the action that she has taken to influence change through her successful amendment through the Anti Social Behaviour, Crime and Policing Bill to establish Sexual Harm Prevention Orders and Sexual Risk Orders, her work on the Home Affairs Select Committee in relation to Street Grooming and her campaign against child sexual exploitation, "Childhood Lost".

Quality Assurance Mechanisms

196. Over the past year the council has undertaken a number of audits of practice to ensure that our approach has improved and seek continuous learning and improvement.
197. A Local Government Association led Peer Review of child sexual exploitation services was conducted in March 2013. This found current practice to be 'good' and in particular commended the working relationship between Kingfisher and schools as being excellent.
198. In addition we have undertaken an internal audit looking at the Kingfisher cases which are subject to formal Child Protection Plans; this was part of a wider audit of all those children over the age of 11 who are subject of a Child Protection Plan. The areas of the case management which were audited were management of the referral, assessment and decision making, planning and implementation, review, and the overall outcomes for the child.
199. The council has also recently commissioned a further review of current practice that will involve an external expert observing local teams.
200. In addition, at a political level, in order to continually challenge our strategic assurance arrangements and regularly benchmark our approach to tackling child sexual exploitation against best practice we have established a Cabinet Advisory Group to look into children and young people's safeguarding arrangements.
201. The cross-party Group consists of seven councillors, representing the political balance of the council and is chaired by Cllr Melinda Tilley, Cabinet member for Children and Young People. The role of the Advisory Group is to consider the council's existing strategic assurance framework for safeguarding children and young people and make any recommendations to Cabinet for changes. This work will involve considering

1. How do councillors and senior managers have assurance about front line practice and how safe things are in Oxfordshire (the council's internal quality assurance framework)?
 2. The current role of each of the groups below in the overall strategic framework.
 - Health and Wellbeing Board
 - Children and Young People's Board (including the children and young people's plan)
 - Corporate Parenting Panel
 - Panels - adoptions and fostering
 - Cabinet
 - Audit and Governance Committee
 - Performance Scrutiny Committee
 3. The council's inter-relationship with the Local Safeguarding Children Board
202. The Advisory Group will be making recommendations to Cabinet and their report is expected in early 2014.

Recommendations

203. The Cabinet is asked to:
- (c) Endorse the progress and actions to date and identify any further measures for consideration.
 - (d) Receive further reports from the Cabinet Advisory Group on Safeguarding Assurance and in relation to the Serious Case Review

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Annex A: Background information on child sexual exploitation and working with children in Oxfordshire

Child Sexual Exploitation

204. Child sexual exploitation is a complex form of child abuse. Oxfordshire Safeguarding Children Board has adopted the following definition:

“Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive “something” (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child’s immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain.

In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person’s limited availability of choice resulting from their social/economic and/or emotional vulnerability.”

205. As part of the emerging national approach and understanding of different types of child sexual exploitation research undertaken by Barnardos (*‘Puppet On A String The Urgent Need to Cut Children Free From Child Sexual Exploitation’ (2011)*) sets out three different models:

Abuse Model 1: Inappropriate relationships

Usually involves one abuser who has inappropriate power – physical, emotional or financial – or control over a young person. The young person may believe they have a genuine friendship or loving relationship with their abuser. This model of 1 on 1 abuse can exist in isolation. It must be remembered that that child sexual exploitation does not necessarily involve groups or gangs or perpetrators or victims.

Abuse Model 2: Boyfriend

The abuser grooms victim by striking up a normal relationship with them, giving them gifts and meeting in cafes/ fast food outlets or shopping centres. A seemingly consensual sexual relationship develops but later turns abusive. Victims are required to attend parties and sleep with multiple men and threatened with violence if they try to seek help. They may also be required to introduce their friends as new victims.

Abuse Model 3: Organised exploitation and trafficking

Victims are trafficked through criminal networks – often between towns and cities – and forced or coerced into sex with multiple men. They may also be

used to recruit new victims. This serious organised activity can involve the buying and selling of young people.

206. Oxfordshire's response to child sexual exploitation seeks to address each of these models and takes account of the fact that these are not necessarily pure models with reality often being either a hybrid or movement from one recognised model to another as the exploitation develops.
207. Understanding and awareness of this type of abuse has grown in recent years as cases of child sexual exploitation have been uncovered. There is now a growing body of research, analysis and policy development, with significant national work underway. For example this summer a cross cutting working group was established, initially headed by Damian Green MP as Minister of State for Policing, and recently passed to Norman Baker MP, Minister of State for Crime Prevention. The group reports on a monthly basis to the Prime Minister and seeks to:
- improve multi-agency child protection so agencies are actively identifying those at risk;
 - further strengthen the safeguards against online child abuse
 - fully equip police to deal with complex and sensitive cases; and
 - ensure victims are at the heart of the criminal justice system
- Further discussion on Oxfordshire's experience in the context of the emerging learning and changing national landscape is set out in above.

The council's approach to working with children and young people in Oxfordshire

There are approximately 130,000 children living in Oxfordshire. Whilst critically important, child sexual exploitation is only a small proportion of the work with children that is undertaken by the council and our partners.

- **77,300** primary and secondary school pupils
- **18,000** 'early years' places for 0-4 year olds
- **17,700** children accessing services through a children's centre
- **6,403** referrals to Children's Social Care
- **5,200** children and young people in open access or targeted youth sessions
- **3,468** children assessed as being 'in need' (i.e. in receipt of a child in need plan, which sets out the services that they will receive) [2012/13]
- **2,300** children with a special educational needs statement
- **430** children subject to a Child Protection Plan [2012/13]
- **416** children who were accommodated by the council (legally referred to as 'looked after children'). Of whom, **142** children subject to a full care order, **57** subject to a placement order, **63** subject to an interim care order, [2012/13]

- **131** children supported by the Youth Offending Service

The Children, Education and Families Directorate within Oxfordshire County Council leads a wide range of work for these children and young people and their families, focused on four priorities:

- **All children have a healthy start in life and stay healthy into adulthood**
- **Narrowing the gap for our most disadvantaged and vulnerable groups**
- **Keeping all children and young people safe**
- **Raising achievement for all children and young people**

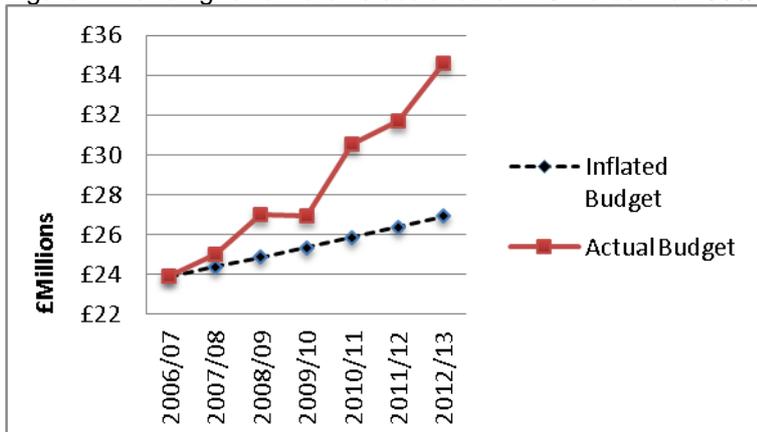
These priorities are shared with our partners, and are articulated in Oxfordshire's multi-agency Children's Plan to ensure that all Oxfordshire agencies are aligned and focus on delivering these priorities.

About Children's Services

In its last annual performance assessment by Ofsted (March 2011) the Children, Education and Families Directorate in the County Council was assessed as 'Performs well'. Safeguarding and looked after children services were also assessed in March 2011 and were rated as 'Good'.

The council employs 155 children's social workers (122 full time equivalent), 37 family support workers (29 full time equivalent) and 144 workers based early intervention hubs (131 full time equivalent⁶). This includes staff previously employed as specialists (eg youth workers, connexions, attendance / behaviour, youth offending) who now take a more generic approach to provision of early intervention services.

Figure 1: Funding for children's social care in Oxfordshire 2006/7 to 2012/13



In recognition of the increasing demand for children's social care (a national trend also seen in Oxfordshire) and the importance of child protection, county councillors, who set the council's budget, have made decisions every year to

⁶ Staffing figures as at January 2013.

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increase the budget for children's social care (see figure 1). The budget has increased from £24m in 2006/7 to £48m in 2013/14, an increase of 80% in real terms.

Annex B: Oxfordshire Safeguarding Children Board

208. The services and partners involved in ensuring the safety of children and young people in Oxfordshire are wide and varied. A key body is the Oxfordshire Safeguarding Children Board. This is a statutory Board whose key objectives are set out in Section 14 of the Children Act 2004. They are:
- a. To co-ordinate what is done by each person or body represented on the Board for the purpose of safeguarding and promoting the welfare of children in the area, and
 - b. To ensure the effectiveness of what is done by each such person or body for those purposes.
209. The statutory membership of the Safeguarding Children's Board is set out in Section 13(3) of the Children Act 2004. In Oxfordshire members the organisations represented are:
- Children, Education and Families Directorate, Oxfordshire County Council
 - The five Oxfordshire District Councils (shared representation)
 - Thames Valley Police
 - Thames Valley Probation Service
 - Oxfordshire Clinical Commissioning Group
 - Oxford University Hospitals NHS Trust
 - Oxford Health Foundation Trust
 - Children and Family Court Advisory and Support Service (CAFCASS)
 - NHS Commissioning Board
 - Public Health (including drug & alcohol commissioning services)
 - Adult Social and Community Services, Oxfordshire County Council
210. The Oxfordshire Board is chaired by Andrea Hickman who is independent from all statutory agencies. Andrea Hickman is a former Government Inspector for Social Care and a former Social Worker who has worked in social care since qualifying in 1975. She has been an independent social care consultant since 2005 and Independent Chair of the Oxfordshire Board since 2008.
211. Whilst the Safeguarding Children's Board do not have the power to direct other organisations, they do have a role in making clear where improvements are needed. Each Board partner also retains their own existing line of accountability for safeguarding.
212. The Board operates by assessing and assuring the effectiveness of local arrangements in relation to areas such as child protection procedures, training, safe staff recruitment, managing allegations made by children and young people; and undertaking serious case reviews to ensure that all agencies learn lessons from serious incidents and unexpected child deaths.

213. The Board also has a wider remit to ensure links with groups such as the local MAPPA (Multi-Agency Public Protection Arrangements), Oxfordshire Childrens Domestic Violence Steering Group, Oxfordshire Drug and Alcohol Area Action Team and the private and voluntary sectors.
214. Further information about the Oxfordshire Safeguarding Children Board can be found <http://www.oscb.org.uk>

Serious case reviews

215. The following principles should be applied by Safeguarding Children Boards and their partner organisations to all reviews (taken from *Working Together to Safeguard Children, 2013*):
- there should be a culture of continuous **learning and improvement** across the organisations that work together to safeguard and promote the welfare of children, identifying opportunities to draw on what works and promote good practice;
 - the approach taken to reviews should be **proportionate** according to the scale and level of complexity of the issues being examined;
 - reviews of serious cases should be led by individuals who are **independent** of the case under review and of the organisations whose actions are being reviewed;
 - professionals must be involved fully in reviews and invited to contribute their perspectives without fear of being blamed for actions they took in good faith;
 - families, including surviving children, should be invited to contribute to reviews. They should understand how they are going to be involved and their expectations should be managed appropriately and sensitively. This is important for ensuring that the child is at the centre of the process;
 - final reports of serious case reviews must **be published**, including the LSCB's response to the review findings, in order to achieve **transparency**. The impact of SCRs and other reviews on improving services to children and families and on reducing the incidence of deaths or serious harm to children must also be described in LSCB annual reports and will inform inspections; and
 - improvement must be sustained through regular monitoring and follow up so that the findings from these reviews make a real impact on improving outcomes for children.

Serious case reviews and other case reviews should be conducted in a way which:

- recognises the complex circumstances in which professionals work together to safeguard children;
- seeks to understand precisely who did what and the underlying reasons that led individuals and organisations to act as they did;
- seeks to understand practice from the viewpoint of the individuals and organisations involved at the time rather than using hindsight;
- is transparent about the way data is collected and analysed; and

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- makes use of relevant research and case evidence to inform the findings.
- Safeguarding Children Boards may use any learning model which is consistent with the principles in this guidance, including the systems methodology recommended by Professor Munro.

Annex C: Oxfordshire Safeguarding Children Board Screening Tool

Child Sexual Exploitation Screening Tool

This screening tool should be used by all professionals working with children and young people aged 10 plus. Professionals may also decide it is appropriate to use the tool to screen younger children as nationally children as young as 8 years old have been found to be abused in this way. Boys as well as girls are abused through CSE.

Where a professional has concerns about a child the possibility that the child is being groomed for or is subject to child sexual exploitation should always be a consideration. This screening tool should help them focus on the specific indicators and determine whether further investigations are needed. The tool could be used in supervision, in discussions with parents and carers, with other professionals and with the child.

Many of the indicators of child sexual exploitation are also part of normal teenage behaviours and it is the presence of higher risk factors, or multiple other factors which may be indications of child sexual exploitation. **Where a child is aged 13 years old or younger the presence of any one high risk factor must be seen as a potential indicator and the child referred to Childrens' social care.**

Professionals need to exercise their own judgment when completing the tool. This includes capturing concerns about which they have some evidence **AND** concerns based on 'their gut feeling'. Staff should differentiate between the two and explain this in the notes section.

The classification of indicators as high, medium or low level is an arbitrary process. Professionals need to use their judgment as factors such as the child's age, any additional vulnerabilities, their history etc. may mean that what for another child would be low level for that child is high level. Workers should feel free to amend the suggested level using that judgment.

Where child sexual exploitation is suspected the worker should discuss their concerns with their manager and should also inform their agencies lead professional (contact details in the Toolkit) who will be monitoring the bigger picture for any emerging patterns. The Kingfisher Team will also provide advice.

Professionals should feel free to use the tool creatively, including as part of awareness raising work with children or in engaging parents and carers in understanding the issues.

Once completed, if it confirms concerns the professional **MUST** make a referral to children’s social care (using the standard referral form) and should include a copy of the completed screening tool. Children’s social care will take responsibility for recording the referral and where they confirm the concerns relate to CSE children’s social care will forward the referral to the Kingfisher Team who will lead on a more in depth risk assessment.

Child’s Name:		DoB:	
Name and job title of Person Completing:		Date Completed:	

Indicator	Suggested Risk Level	Present Yes/No/Possible
Health Domain		
Physical injuries such as bruising suggestive of either physical or sexual assault	High	
A sexually transmitted infection (STI), particularly if it is recurring or there are multiple STI's	High	
Pregnancy and / or seeking an abortion	High	
Sexually risky behaviour	Medium	
Self-harming	Medium	
Thoughts of or attempted suicide	Medium	
Eating disorder	Medium	
Evidence of misuse of drugs / alcohol, including associated health problems	Medium	
Change in appearance including losing weight, putting on weight,	Medium	
Learning Disability	Medium	
Notes		

Behaviour Domain		
Sexually offending behaviour	High	
Truancy / disengagement with education, or considerable change in performance at school	Medium	
Volatile behaviour exhibiting extreme array of mood swings or abusive language which is unusual for the child	Medium	
Aggressive or violent, including to pets/animals	Medium	
Becoming angry, hostile if any suspicions or concerns about their activities are expressed	Medium	
Physical aggression towards parents, siblings, pets, teachers or peers	Medium	
Detachment from age-appropriate activities	Medium	
Secretive behaviour	Medium	
Known to be sexually active	Medium	
Low self-image, low self-esteem,	Medium	
Young offender or anti-social behaviour	Medium	
Sexualised language	Medium	
Hostility in relationship with parents / carers and other family members	Medium	
Getting involved in petty crime such as shoplifting or stealing	Low	
Notes		

Grooming Domain		
Entering or leaving vehicles driven by unknown adults	High	
Excessive use of mobile phones including receiving calls late at night	High	
Reports that the child / young person has been seen in places known to be used for sexual exploitation	High	
Unexplained relationships with older adults	High	
Associating with other young people who are known to be sexually exploited, including in school	High	
Sexual relationship with a significantly older person	High	
Phone call, texts or letters from unknown adults	High	
Mobile phone being answered by unknown adult	High	
Inappropriate use of the Internet and forming relationships, particularly with adults, via the Internet. Note adults may pose as peers to entrap the child.	High	
Accounts of social activities with no plausible explanation of the source of necessary funding	High	
Having keys to premises other than those they should have	High	
Possession of money with no plausible explanation	High	
Acquisition of expensive or sexual clothes, mobile phone or other possession without plausible explanation	High	
Having keys to premises other than those they should have	High	
Having new mobile phone, several mobile phones, especially Blackberry or I phone – (because messages cannot be traced). Always have credit on their mobile phones, despite having no access to money or having no credit so phone can only be used for incoming calls.	High	
Recruiting others into sexual exploitation	High	

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Seen at public toilets known for cottaging or adult venues (pubs and clubs)	High	
Adults loitering outside the child / young person's usual place of residence or school	High	
Leaving home / care setting in clothing unusual for the individual child (inappropriate for age, borrowing clothing from older young people)	High	
Wearing an unusual amount of clothing (due to hiding more sexualised clothing underneath or hiding their body)	High	
Persistently missing, staying out overnight or returning late with no plausible explanation	High	
Returning after having been missing, looking well cared for in spite of having no known home base	High	
Returning after having been missing looking dirty, dishevelled, tired, hungry, thirsty	High	
Missing for long periods, with no known home base and/or homeless	High	
Possession of excessive numbers of condoms	Medium	
New contacts with people outside of town	Medium	
Notes		

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Gang association either through relatives, peers or intimate relationships	Medium	
Lacking friends their own age	Medium	
Living in a gang neighbourhood	Medium	
Notes		
E Safety Domain		
Evidence of sexual bullying and/or vulnerability through internet or social networking sites	High	
Concern that inappropriate images of a young person are being circulated via the internet / phones	High	
Exchanging inappropriate images for cash, credits or other items	High	
Receiving gifts through the post from someone the young person does not know	High	
Concern that a young person is being coerced to provide sexually explicit images	High	
Concerned that a young person is being bribed by someone for their inappropriate online activity	High	
Concern that a young person is selling sexual services via the Internet	High	
Accessing dating agencies via mobile phones (for example)2 flirt line)	Medium	
Unexplained increased mobile phone / gaming credits	Medium	
Going online during the night	Medium	
Being secretive using mobile phone for accessing websites etc, more than computers	Medium	

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Unwilling to share / show online or phone contacts	Medium	
Concerns that a young person's online friendship has developed into an offline relationship	Medium	
Concern that a young person is having an online relationship	Medium	
Sharing of inappropriate images amongst friends	Medium	
New contacts with people outside of town	Medium	
Increased time on web cam, especially if in bedroom	Low	
Spending increasing amount of time with online friends and less time with friends from school or neighbourhood	Low	
Spending increasing amount of time on social networking sites including Facebook or on shared gaming sites.	Low	
Total High(H), Medium(M), Low(L) concerns identified	H	M
	L	

Kingfisherteam@oxfordshire.gov.uk

For advice telephone the Kingfisher Team on 01865335276