



Sexual Exploitation Guidance - Adults

Date	Version number	Changes made	Review date
November 2016	1	New policy	November 2017
March 2017	2	Updated definition of sexual exploitation and updated contact numbers.	March 2018

Contents

Section	Title	Page
1.	Introduction	3
2.	Definition	3-4
3.	Vulnerability Factors	4
4.	Signs and indicators	4-5
5.	Mental Capacity Act and Consent	5
6.	What to do?	5
7.	Process Flow Chart	6
Appendix 1	Case Study – Adult D	7
Appendix 2	Resources and Key Contacts	8-9
Appendix 3	Sexual Exploitation Risk Assessment Checklist	10-15
Appendix 4	Intelligence Share Form – Operation Sanctuary	16-17
Appendix 5	Explanatory Notes to Survival Sex Definition	18

1. Introduction

This guidance for staff supports North Tyneside's Safeguarding Adult Board's (NTSAB) Strategy which outlines how agencies will respond to Sexual Exploitation (SE) of Adults. This is to be used in conjunction with North Tyneside's Safeguarding Childrens Board (NTSCB) child sexual exploitation operational guidance for staff. The guidance and risk assessment checklist included should be used together with professional judgement to make informed decisions in safeguarding adults at risk of SE.

People of all ages may be vulnerable to sexual exploitation. Victims of sexual exploitation can be children, young people or adults, male or female. It is the vulnerability (whether that be age, disability, illness, poor life experiences, previous victims of abuse, isolation) of the alleged victim that is important, not just their age.

Perpetrators are often male but women and girls are known to be perpetrators too. Perpetrators and victims are known to come from a variety of ethnic/cultural backgrounds. Sexual exploitation can and does happen in all parts of the country, whether in large towns/cities or rural areas. Victims are groomed and exploited in many different ways e.g. online, gangs, "boyfriend", street, celebrity, religion. Perpetrators may work together in groups or alone.

Sexual exploitation is a form of abuse covered by the multi-agency safeguarding adult's policy and procedure.

2. Definition

There is currently not a statutory definition of sexual exploitation for Adults. However, one that applies to both children and adults is:

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology. (Statutory Definition of Child Sexual Exploitation - 'Working Together to Safeguarding Children').

Sexual exploitation involves exploitative situations, contexts and relationships where a victim (or a third person or persons) receives '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.

Exploitative relationships are characterised in the main by the imbalance of power and control to the victim(s) from the perpetrator(s).

Survival Sex - Definition

Occurs when an adult (18 or over) is sexually exploited by another **or** there is an agreement to provide sex to another adult in return for a basic need being met (physical or emotional). The other person may take advantage of the circumstances and the arrangement will most likely be opportunistic. A person engaged in survival sex will have little or no resources to rely on; may not realise they are being exploited and will most likely display evidence of multiple disadvantage.

Devised by Changing Lives GAP/MAP Projects. Approved by North Tyneside SAB & LSCB Sexual Exploitation Sub-group. (February 2017 – see Appendix 5)

There are no similar specific statutory responsibilities in relation to adult sexual exploitation, to that of children's safeguarding. Whilst the "Sexual Violence against Children and Vulnerable People National Group Progress Report and Action Plan" makes some reference to adults as victims, these are not translated into specific actions or responsibilities. However, a number of professionals and agencies have more general legal duties in relation to safeguarding, health and wellbeing which are often of relevance in sexual exploitation cases. In particular, this includes the statutory duty to undertake safeguarding enquiries (Section 42, Care Act 2014) where an adult with care and support needs (whether or not these are being met) is experiencing or is at risk of abuse or neglect. The associated statutory guidance specifically references sexual exploitation as a form of abuse.

3. Vulnerability Factors

- Bereavement.
- Missing from home/care/education/work
- Social exclusion; poverty/deprivation/homeless
- Learning disability/mental ill health/substance misuse
- Communication difficulties
- Family history of abuse/neglect/domestic abuse
- Family history of prostitution/sex work
- Breakdown of family relationships
- Low self-esteem
- Bullying
- Those from abroad with insecure immigration rights
- Has been a Looked after Child or had children who are Looked After.

4. Signs and indicators

- Change in physical appearance/clothing
- Having money/mobile phones/other items without a plausible explanation
- Becoming involved in criminality
- Getting into cars with unknown people
- Increased use of drugs or alcohol

- Sending sexually explicit content via phone/social media
- Multiple miscarriages/terminations
- Sexually transmitted infections
- Unsuitable or inappropriate accommodation
- Developing inappropriate/unusual relationships/associations.

5. Mental Capacity Act and Consent

Victims may lack the capacity to consent or may be being threatened or coerced into having sex. The process of grooming may have led the victim to become so dependent on the alleged perpetrator(s) that they see sex as something they have to do in order to survive.

Decisions about action will be made based on the individual's capacity, their wishes and views. Where appropriate the Safeguarding Adults process will be followed.

The Mental Capacity Act (2005) applies to anyone aged 16 years and over who has an:

- Impairment or disturbance in the functioning of the mind or brain.
- A person's capacity is decision and time specific.
- A person's capacity should be assessed by the "best placed person" in relation to the particular decision.
- If someone lacks capacity then a decision should be made in a persons best interests.
- Agencies need to work together to assess capacity and implement the best interest framework.

Grooming, coercion and control have been known to all have an impact on someone's mental capacity, particularly where SE is a factor.

6. What to do?

There are many reasons why victims will not, or feel they cannot, speak about their experiences or seek help and support, so it is important to build trust to enable this to happen.

- Always be alert to the possibility that an individual could be experiencing sexual exploitation, regardless of their age or gender, and be prepared to offer support.
- When a victim is hard to engage with, the person with the best relationship with them should lead discussions.
- Ensure professional interpreters are used, never use family members, children or friends where sexual exploitation is known or suspected.
- Only ask questions about sexual exploitation when victims are on their own and in a private place.

Concern about an adult (aged 18 and over) with or without care and support needs at risk of or subject to sexual exploitation (SE)

In all cases:

- For SE risk the adult may not have any identified care and support needs.
- Police may be the referring agency. If not, contact police with concerns noted.
- Complete an intelligence form (Operation Sanctuary) if it has not already been reported by Northumbria Police – Appendix 4.
- Complete SE risk assessment checklist – Appendix 3.
- Be flexible.
- Be persistent and do not close case based on non-engagement or due to person refusing support (even if capacitated).
- Record risks and actions taken, including checking records for risk information or warnings.
- Find out the views of the adult at risk and what they want to happen.

Information Sharing Meeting – decision by Safeguarding Adults Team and/or Police.

Information Sharing Meeting may be necessary initially to decide on course of action and to identify key individuals and agencies involved.

Decision outcome to close with actions **or** decision outcome to proceed to Safeguarding Adults enquiry.

Where the victim of sexual exploitation is an adult at risk as defined by the Care Act 2014:

- aged 18 or over; and
- has needs for care and support (whether or not those needs are being met); and
- as a result of those needs is unable to protect him or herself against the abuse or neglect or the risk of it.

A safeguarding adult's referral must be made

Remember to deal with any immediate risks – contact Emergency Services if required. Ensure you consider any risks to others, including children and other adults.

Remember that victims can deny sexual exploitation is happening and minimise the risk and/or harm. Discuss with your line manager, assess the risk level and act accordingly.

Appendix 1

Case Study – Adult D

Adult D was referred into Adult Social Care after fleeing violence and presenting as homeless.

Up until the point of referral she did not have any care and support needs and was living independently, albeit in unsafe situations.

At the initial stages what became apparent was that she was not only fleeing from domestic abuse but she was at significant risk of sexual exploitation from a number of males.

A Safeguarding Referral was completed which initiated a Safeguarding Enquiry. The case then proceeded via the Safeguarding process.

From the Safeguarding Process and good multiagency working from key agencies, secure accommodation was sought and Adult D was offered support from an agency who specialises in sexual exploitation, along side tenancy support.

Adult D was referred into a specialist service for drug and alcohol as she had an addiction to both and this had also become a coping mechanism for her to block out what was happening.

A further crisis situation had occurred for Adult D where she was groomed by a man for the purposes of sexual exploitation and she made a disclosure to the housing support worker that she had been raped by a number of men over a three day period, who were also controlling her alcohol and drug use and not allowing her to leave her property on an evening.

She was moved to a place of safety at her choice. At that point she decided that she wanted to go into rehabilitation for her drug use. The local authority arranged this and she commenced a 6 month therapeutic programme. Prior to leaving, she also felt safe enough to make a statement to the police about the sexual exploitation.

This case highlighted the complexities and trauma endured by Adult D and the long term control and coercion she endured from many different perpetrators over the years, stemming back to when she was a child. She had moved from area to area and was highly vulnerable to sexual exploitation wherever she lived. However, by the appropriate agencies being involved and taking immediate preventative action, a safeguarding plan was implemented to safeguard Adult D and remove her from a high risk situation, with her at the centre of the process.

Appendix 2

Resources and Key Contacts

<p>Adult Social Care</p>	<p>Adult Social Care Gateway Team North Tyneside– Tel 0191 6432777 Out of hours Service – (0191) 200 6800 http://www.northtyneside.gov.uk</p>
<p>Safeguarding Adults Team</p>	<p>North Tyneside http://www.northtyneside.gov.uk</p> <p>Tel 0191 643 7079 Fax 0191 643 2569</p>
<p>Northumbria Police</p> <p>Project Sanctuary:</p> <ul style="list-style-type: none"> • Provide advice and support to professionals. • Facilitates information gathering and sharing. • Take a complainant-led approach. <p>Designated Liaison Officers:</p> <ul style="list-style-type: none"> • Support and work directly with individuals at risk of SE – based in the community. 	<p>Force Strategic Lead - D/Supt Steve Barron</p> <p>Lorraine Wardle 8606 – D/Sgt Complainant Team</p> <p>opsanctuary@northumbria.pnn.police.uk</p> <p>Force Lead DLO/ Central Sex Work Coordinator Sgt 8220 Jill Cowling</p> <p>Northern Area Command (North Tyneside) DLO's:</p> <p>PC 2480 Beth Burn – Wallsend</p> <p>PC 2774 Rachel Nairi – Wallsend</p>
<p>Changing Lives – Girls Action Project (GAP)</p> <ul style="list-style-type: none"> • Supporting women and men who have experienced sexual exploitation or who are at risk of sexual exploitation. This includes those who engage in survival sex work and escorts. 	<p>GAP Project St Margaret's Church, Heighley Street, Newcastle, NE15 6AR</p> <p>North Tyneside Development Worker – Kirsty Donaldson 07812 663329</p> <p>Operational Lead (North) – Ian Fiddes 07812 672633</p>

<p>Childrens Society – SCARPA</p> <p>Neither Here Nor There Project – 16-25 year olds.</p>	<p>Karen Satchel – 0191 2210836</p>
<p>Brighter Futures</p> <ul style="list-style-type: none"> • Work into schools and colleges around education. 	<p>Helen Bowman 07923845708</p> <p>Nicola Whalen 07770577325</p>
<p>Children’s services (including for child protection concerns)</p>	<p>Front Door Service - 0345 2000 109 Or Out of hours Service – (0191) 200 6800 Fax: 0191 6432569 or Secure Email: childrenandadultscontactcentre@northtyneside.gcsx.gov.uk</p>
<p>NWG Network Tackling Sexual Exploitation (National working Group)</p>	<p>http://www.nwgnetwork.org/</p>
<p>National Ugly Mug Scheme</p> <ul style="list-style-type: none"> • National organisation which provides greater access to justice. • Protection for sex workers who are often targeted by dangerous individuals but are frequently reluctant to report these incidents to the police. 	<p>https://uknswp.org</p>
<p>Specialist ISVA Arch North of Tyne</p> <ul style="list-style-type: none"> • Bridging the gap between sex workers, mainstream services and the right to justice. 	<p>Claire Rodgerson 07739749647</p>

Appendix 3

Sexual Exploitation Risk Assessment Checklist

This tool is aimed to help frontline practitioners identify cases of sexual exploitation of adults at risk (aged 18 and over). This checklist should be used in conjunction with the North Tyneside Safeguarding Adults Board (NTSAB) Policy and Procedures and Sexual Exploitation Guidance for Adults.

Sexual Exploitation

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology. (Statutory Definition of Child Sexual Exploitation - 'Working Together to Safeguarding Children').

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People of all ages may be vulnerable to sexual exploitation. Victims of sexual exploitation can be children, young people or adults, male or female. It is the vulnerability (whether that be age, disability, illness, poor life experiences, previous victims of abuse, isolation) of the alleged victim that is important, not just their age. Victims may lack the capacity to consent or may be being threatened or coerced into having sex. The process of grooming may have led the victim to become so dependent on the alleged perpetrator(s) that they see sex as something they have to do in order to survive.

Guidance

What is this tool?

This is a checklist that you can use to help you decide whether an adult is at risk of sexual exploitation.

Who should use this tool?

This tool should be used by frontline practitioners working with adults at risk of sexual exploitation.

What is the tool for?

This tool is for you to make an initial assessment about the level or risk of sexual exploitation; **it is not intended to be a referral form**. However, the checklist should form the basis of discussions when making a referral into safeguarding procedures.

How to use this tool

Consider each individual case in relation to all of the criteria in each of the three columns. The results can be used to determine the risk or presence of sexual exploitation. The results are not a definitive assessment of risk. They should provide you with a structure to inform your judgement, analysis and risk management. If the checklist identifies a risk or presence of sexual exploitation then a referral into safeguarding procedures should be made. If any indicators of critical risk are identified then immediate action needs to be taken to safeguard the individual(s).

Details of the person completing this tool

Name:	
Job Title:	
Agency / Organisation:	
Telephone:	
Email:	

Details of the child young person or adult that the concern relates to

Name:		
Date of birth	Age	Gender
Address		
Contact number		

1. Vulnerability Factors

Presence of these factors indicates an increased risk of sexual exploitation taking place.

Mark the box if the risk factor is present.	Yes	No	Don't know	Source / Notes
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1. Isolation, lack of strong social networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
2. Breakdown of family relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
3. Lack of engagement / inconsistent engagement with support networks (i.e. often misses appointments)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
4. Friends/peers are victims of sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
5. History of local authority care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
6. History of abuse (including as a child)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
7. Low self-esteem	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
8. Susceptible to grooming	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
9. Bereavement or loss	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
10. Dependency on alleged perpetrator(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
11. Substance misuse/dependency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
12. Needs for care and support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
13. Learning Disability/difficulty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
14. Unstable housing situation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

2. At Risk Indicators

Presence of these indicators detects identifiable features of sexual exploitation.

Mark the box if the risk factor is present.	Yes	No	Don't know	Source / Notes
15. Forced or coerced into making decisions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
16. Going missing for periods of time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
17. Unexplained increase in goods or monies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
18. Reduced contact with family, friends and other support networks.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
19. Concerning use of internet, social media and mobile phone.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
20. Meeting adults / older peers through the internet	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
21. Evidence of risky/inappropriate sexual behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
22. Inconsistent use of contraception (risk of STI's)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

23. Regular and/or concerning access of sexual health services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
24. Self-harming	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
25. Change in presentation or demeanour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
26. Change in appearance and/or sexualised dressing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
27. Involvement in petty crime	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
28. Funding use of drugs / alcohol / legal highs or tobacco through unknown sources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
29. Unexplained contact with hotels/taxis/fast food outlets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
30. Reported to have been in locations where there are known concerns relating to sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
31. Associating with known perpetrators of sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
32. Unexplained patterns of engagement i.e. disappearing from support systems with no contact or explanation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

3. Critical Risk Indicators

Presence of these indicators identifies critical concerns of sexual exploitation.

Mark the box if the risk factor is present.	Yes	No	Don't know	Source / Notes
33. Groomed or abused via internet or mobile technology	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
34. Physical injuries without plausible explanation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
35. Controlling partner e.g. preventing access to services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
36. Fear of partner	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
37. Disclosure of domestic abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
38. Exchanging sexual activity for accommodation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
39. Being trafficked for the purpose of sex	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
40. Disclosure of sexual assault/ exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
41. Withdrawing allegations of sexual assault / exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

42. Abduction and forced imprisonment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
43. Being bought/sold for sex	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
44. Multiple pregnancies, miscarriages or terminations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
45. Recruiting others into sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Professional Assessment

Please provide any information which you feel is relevant. Consider the victims situation in relation to factors such as needs for care and support, cultural or language barriers and their willingness to engage with services.

What are the primary risks?

Are there any protective factors?

What are the views of the individual?

Professional judgement

What needs to happen next?

**Signed
Name**

Date

Key Contacts

Person/Agency	When to use	Contact
Front Door Service	To raise a safeguarding adults alert	0191 643 2777
Front Door Service	To raise a safeguarding children's alert.	0345 2000 109
Out of Hours Emergency Response Team	To raise a safeguarding adults or children's alert out of office hours.	0191 200 6800
Safeguarding Adults Team	For advice around safeguarding adults.	0191 643 7079
Northumbria Police	For any concern where a crime has taken place.	101
Project Sanctuary	To share intelligence/concerns.	opsanctuary@northumbria.pnn.police.uk

Appendix 4

INTELLIGENCE SHARE Why Is Intelligence So Important When Tackling Sexual Exploitation?

Communication is key in order to understand what we are dealing with. It is important for you to know that any piece of information can be the key to an ongoing investigation; *nothing is too small or unimportant.*

“*Intelligence is information that can be developed and acted upon*” therefore the key pieces that everyone should be looking out for are the following:

- Registration Plates, partial or full. Car makes/colours.
- Names; full names, first names, surnames or nicknames.
- Areas of Interest; Parks, roads, streets, buildings, areas, places of business etc.

Remember when sending through intelligence, to add as much information as possible. Avoid abbreviations (of people, places or anything else), include a time and date and be as concise as possible.

Information Report Details of Professional submitting

Date		Time	
Name			
Post/Job Title			
Agency			
Contact Details			

Source of Information

If source is linked to an adult known to Adult Social Care, provide details

AIS ID	
Name	
Address	
Date of Birth	

Reason Known to Adult Social Care	
Any current concern under remit of Safeguarding Adult Framework	
Incident/Information detail:	

Incident/Information detail

If information was provided by someone other than yourself, on a scale of 1 – 5 how reliable do you think they are (5 – Always 1 – Unreliable)

How accurate is the information?	1	2	3	4	5

If information is from a third party, are they willing to be contacted or approached if necessary?	YES/NO
Could this approach be made by any other agency involved?	YES/NO

If this intelligence is related to a crime it needs to be directly reported to the police immediately by the person sharing the information.

If you are concerned that this information places someone at risk of harm then this needs to be shared with Gateway Team (0191 6432777) as well to ensure any safeguards are acted upon immediately.

Please return this form to:

Safeguarding Adults Team (Operation Sanctuary Adult Social Care Point of Contact).

Email: adult.safeguarding@northtyneside.gcsx.gov.uk

Telephone: 0191 643 7079

And

Intelligence unit at Operation Sanctuary:

opsanctuaryintell@northumbria.pnn.police.uk

Appendix 5

Explanatory Notes to Survival Sex Definition:

"Adult"

This definition only refers to adults.

"is sexually exploited by another"

The level of sexual exploitation should be measured on a case by case basis. There are individuals who will target the vulnerable, in the knowledge that they will provide sex for a basic need.

"or there is an agreement to provide sex to another adult"

There are those engaged in survival sex who will take any opportunity to obtain what they need in order to get through another day.

"in return for a basic need being met (physical or emotional)."

In simple terms this could include food, shelter, money or the supply of drugs. A less obvious need would include those who seek an emotional connection to another person.

"The other person may take advantage of the circumstances and the arrangement will most likely be opportunistic."

In certain circumstances there will be a degree of exploitation surrounding the arrangements; it will be obvious to most people that a person has no other option and an advantage will be taken. As described previously, some will see an opportunity and take it. Because of the chaotic nature of the person engaged in survival sex, the degree of planning will be negligible or last minute.

"A person engaged in survival sex will have little or no resources to rely on; may not realise they are being exploited and will most likely display evidence of multiple disadvantage."

This describes a person with no home, employment, income or family support (or a combination of these factors). Their physical and mental health will have suffered over a period of time and their general well-being will have been impaired by substance misuse in the majority of cases. They may have no practical understanding of their situation and will exist within their immediate circumstances. Other factors, such as a chaotic family life, periods spent in the care system or childhood trauma will have a significant effect and are common among those who engage in survival sex.

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