



# **Sexual and Criminal Exploitation Practice Guidance**

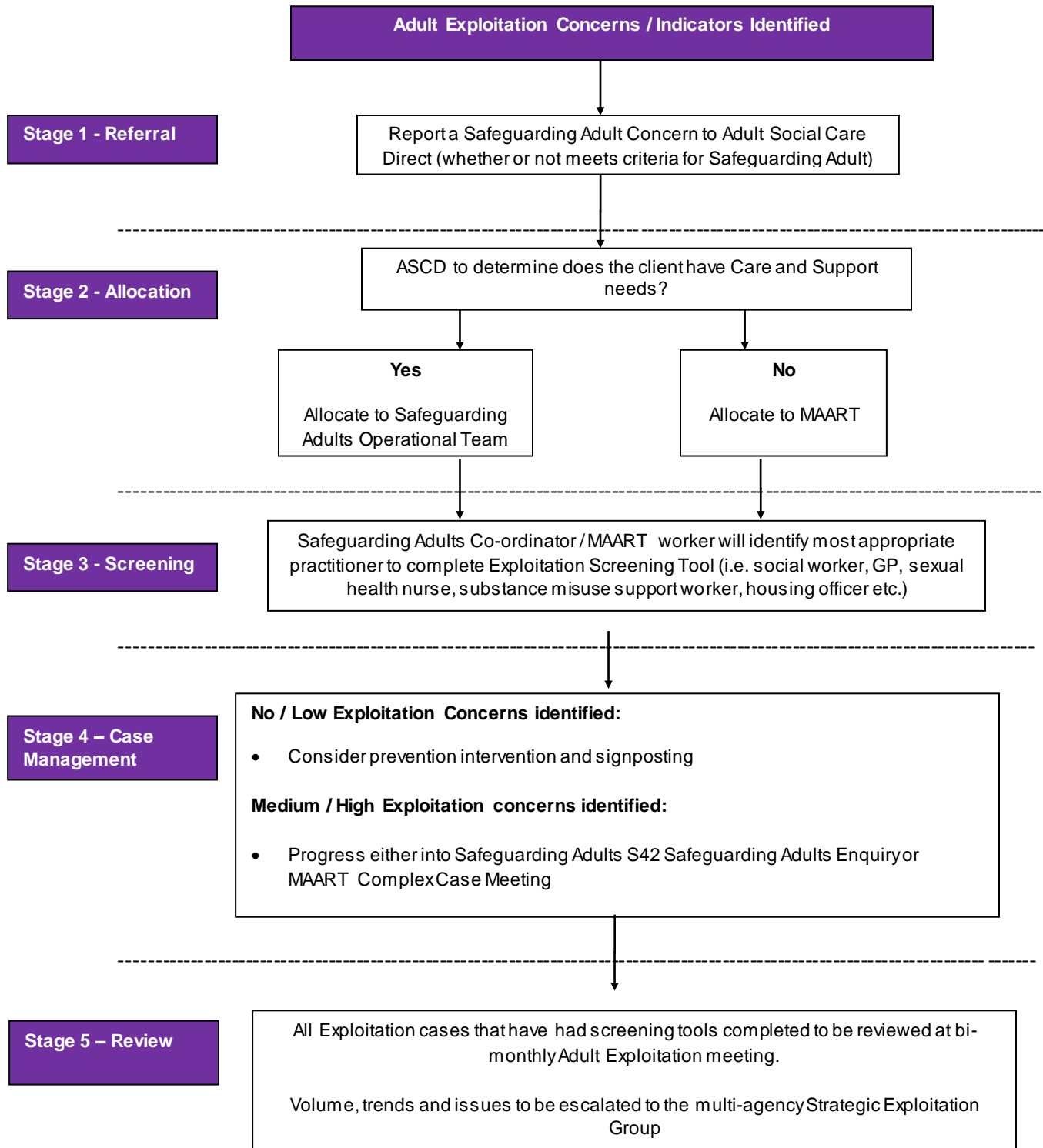
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# 1. Gateshead Adult Exploitation Flowchart



## 2. Introduction

### Context

The Safeguarding Adults Board (SAB) and Safeguarding Children's Partnership (CSP) established the Joint Strategic Exploitation Group to work collaboratively in relation to missing, exploitation, modern slavery, trafficking and female genital mutilation across. This Practice Guidance provides guidance for front line practitioners with regards to Adult **Sexual Exploitation** and **Criminal Exploitation** in Gateshead. The guidance is relevant for all cases of Adult Sexual and Criminal Exploitation, regardless of whether the individual meets the Safeguarding Adult definition.

We firmly believe that regardless of age, individuals who are at risk of, or experiencing, exploitation should have access to appropriate support that meets their individual needs. Exploitation of an individual is not defined in law; however anyone can be exploited particularly young people and adults at risk. It can affect any person regardless of age, gender, social or ethnic background. Exploitation can still occur, even where the activity appears consensual. Exploitation may involve force and/or coercion and is often accompanied by violence or threats of violence. It is typified by some form of power imbalance in favour of those perpetrating the exploitation. <sup>1</sup>

### What is Sexual Exploitation

Sexual Exploitation is a form of sexual abuse. Sexual Abuse is one of the ten categories of abuse and neglect identified within the Safeguarding Adults statutory guidance according to the Care Act 2014. There are several definitions of sexual exploitation. We would like to adopt the Association of Chief Police Officers (ACPO) definition of Child Sexual Exploitation which can be adapted and used for Adult Sexual Exploitation:

“sexual exploitation involves exploitative situations, context and relationships where individuals receive something (e.g. food, accommodation, alcohol, cigarettes, affection, money) as a result of them performing and / or others performing on them, sexual activities”.

The definition developed by the Children's Society is also particularly helpful:

‘Someone taking advantage of you sexually, for their own benefit. Through threats, bribes, violence, humiliation, or by telling you that they love you, they will have the power to get you to do sexual things for their own or other people's benefit or enjoyment (including: touching or kissing private parts, sex or taking sexual photos)’

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<sup>1</sup> Kay Wallace, NWG Exploitation Response Unit and Rachel Hopper, Barnardo's National Counter Trafficking Service (2019) Criminal, Civil and Partnership Disruption Options for Perpetrators of Child and Adult Victims of Exploitation

Adults can be sexually exploited in many ways. Examples include:

- Rape (which can include rape by a partner, if the sex is unwanted – no means no, with no exception)
- Sexual assault
- Being tricked or manipulated into having sex or performing a sexual act
- Being trafficked into, out of, or around the UK for the purpose of sexual exploitation (i.e. prostitution)
- Being forced to take part in or watch pornography
- Being victim to revenge porn (when a previously taken video or photograph, which was taken with or without consent, is shared online)

Anybody could be a victim of sexual exploitation, rape or sexual assault. While a majority of victims are women, men can also be victim.

The following are especially vulnerable:

- Victims of domestic violence and abuse
- Drug and alcohol abusers
- Homeless people and those with limited or no immigration status
- Nightlife / weekend party goers
- Adults with physical, learning or mental disabilities
- Victims of forced marriage

Anybody could be a perpetrator of sexual exploitation, rape or sexual assault. Commonly, perpetrators include:

- Partners\* – boyfriends/girlfriends or husbands/wives
- Family members
- Gang members (organised traffickers or drug gangs)
- Drug and alcohol abusers
- Illegal minicab drivers

Signs that an adult may be victim of sexual exploitation, rape or sexual assault:

- Demonstrating signs of domestic violence and abuse
- Becoming alcohol dependent or user of drugs
- Showing signs of change in behaviour and emotions
- Testing positive for sexually transmitted infections
- Their passport or identity documents taken away by gang members
- They have been subject to a forced marriage

### **What is Criminal Exploitation?**

Criminal Exploitation occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a person into any criminal activity in exchange for something the victim needs or wants, for the financial or other advantage of the perpetrator or facilitator, through violence or the

threat of violence. Criminal Exploitation does not always involve physical contact; it can also occur using technology. The victim may have been criminally exploited even if the activity appears consensual.

County lines is a form of Criminal Exploitation. It is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of 'deal line'.<sup>2</sup>

It must be recognised that Criminal exploitation is much broader than County Lines. It can also see victims being forced to work under the control of highly organised criminals in activities such as forced begging, shoplifting and pickpocketing, cannabis cultivation and financial exploitation.

## **Exploitation and Safeguarding Adults**

The Care Act 2014 enshrined in law the principles of Safeguarding Adults. The Care Act Safeguarding Adults Statutory Guidance describes ten categories of abuse including: Physical, Domestic Violence, Sexual Abuse, Psychological, Financial or material, Modern Slavery, Discriminatory, Organisations, Neglect and Acts of Omission and Self Neglect. Those at risk of, or experiencing, sexual exploitation are often experiencing multiple categories of abuse.

Under Section 42 of the Care Act 2014, local authorities must make enquiries, or ensure others to do so, when there is reasonable cause to suspect that an adult in its area:

- Has needs for care and support (whether or not the local authority is meeting any of those needs and;
- Is experiencing, or at risk of, abuse or neglect
- As a result of those care and support needs, is unable to protect themselves from either the risk of, or the experience of abuse or neglect

This Practice Guidance is applicable to all adults at risk of, or experiencing, sexual or criminal exploitation regardless of whether or not they meet the Safeguarding Adults definition. This preventative approach hopefully supports individuals at the earliest opportunity, improving life chances and wellbeing, and reduces the likelihood of individuals developing care and support needs later in life.

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<sup>2</sup> Home Office (2017) Criminal Exploitation of children and vulnerable adults

## **Exploitation and Modern Slavery**

There will be cases of adult sexual or criminal exploitation in which the adult is also potentially a victim of Modern Slavery. This will be considered within every case that is progressed to a S42 Enquiry or MAART complex case meeting, with appropriate referrals put in place where necessary.

### **3. Referral Pathway**

#### **Stage 1 – Referral**

If a practitioner or member of the public has identified signs or indicators of exploitation they are encouraged to raise a Safeguarding Adult Concern to Gateshead Council Adult Social Care Direct:

Online – [www.gatesheadsafeguarding.org.uk](http://www.gatesheadsafeguarding.org.uk)

Telephone - 0191433 7033

We know that not all cases of exploitation will meet the criteria for safeguarding adults. This reporting mechanism however will ensure that the exploitation case is appropriately documented and allocated.

If at the referral stage there is imminent risk to the person information *must* also be shared with Northumbria Police by ringing 999.

#### **Stage 2 – Allocation**

Adult Social Care Direct will determine whether or not the individual has Care and Support Needs. This will determine whether or not a Section 42 Safeguarding Adults Inquiry should be instigated in accordance with the Care Act 2014.

Should the individual have Care and Support needs, the referral will be allocated to a practitioner within the Gateshead Council Safeguarding Adults Team. If the individual does not have Care and Support needs the referral will be allocated to a practitioner within the Multi-Agency Assessment and Referral Team (MAART).

If it is not possible to determine whether or not the individual has Care and Support needs then a Care Act Assessment will be instigated.

#### **Stage 3 - Screening**

The lead officer within the Safeguarding Adults Team or the MAART will identify the most appropriate practitioner to complete the Exploitation Screening Tool (see

Appendix 1). Often this will be the practitioner who has the closest relationship with the Adult at Risk – examples include substance misuse worker, a social worker, an advocate, a sexual health advisor, a GP or a voluntary sector support worker. If there is no known organisation / practitioner who has engagement with the Adult at Risk the Safeguarding Adults Team or MAART will complete the tool using the information included in the initial safeguarding adult referral.

The overall risk level should be identified by applying professional judgement, which is based upon the factors of concern and imminence of risk. Where possible, the Screening should also endeavour to include a record of the person's views.

All Screenings should be saved on the client's electronic file on Civica. An Observation should also be created referencing that a Screening Tool has been completed.

If the Screening reveals **imminent** risk to the person information *must* also be shared with Northumbria Police by ringing 999. Intelligence can be shared via [forceintelligence@northumbria.pnn.police.uk](mailto:forceintelligence@northumbria.pnn.police.uk).

#### **Stage 4 – Case Management**

Following the screening, the lead practitioner will take the following steps depending upon the overall risk level:

##### **No / Low Exploitation Concerns identified**

- No specific action regarding Exploitation required.
- Screening Tool to be saved to Civica.
- Observation created to detail actions.

##### **Medium / High Exploitation concerns identified:**

- Case to progress to either a Safeguarding Adult S42 Enquiry or MAART Complex Case meeting depending on needs for Care and Support
- Consider referral to Northumbria Police Victim Hub
- Consider if case is linked to Modern Slavery - if so then consider if referral to National Referral Mechanism (NRM) is appropriate
- Devise an Exploitation Risk and Disruption Plan
- Review continuously until risks reduce.
- Exploitation Risk and Disruption Plan to be saved on Civica

#### **Stage 5 – Review**

Cases will be reviewed on a bi-monthly basis within the Adult Exploitation meeting (formerly known as Pre-AMSET). The group will be responsible for:



- Analysing trend information and repeats referrals
- Supporting the MAART and Safeguarding Adult Team with open cases
- Mapping hotspot areas within Gateshead
- Sharing good practice

The Safeguarding Adults Business manager will be responsible for escalating issues to the multi-agency Strategic Exploitation Group.

## Appendix 1

### Gateshead SAB Exploitation Screening Tool – Stage 1

Name		DOB		AGE	
Alias					
Address					
Gender		Sexuality			
Ethnicity		Religion			
Language		Disability (if applicable)			
Nationality		Immigration Status (if applicable)			
Social Care Ref (if applicable)		Housing Status (if applicable)	For e.g. Own property / tenancy, Supported accommodation, Temporary accommodation, Homeless.		

Exploitation Type (Tick):	
Sexual Exploitation	
Criminal Exploitation	

Practitioner details: Other individuals who have contributed to the Screening:		Is the person known to MARAC?	
Date undertaken:		If yes, dates:	
Information which triggered the screening:			

Exploitation Type	√
Sexual Exploitation	
Criminal Exploitation	
Other	

Vulnerability Indicators	√
Missing	
Changes to the individuals' physical, emotional or behavioural presentation	
Gang Association/Organised Crime	
Concerning associates/relationships with others, particularly those where there are existing CSE/SE and/or Trafficking, offending or vulnerabilities.	
Concerns about the use of social media/internet	
Concerns that the individual's lifestyle exposes them to harm	
Concerns regarding the quality of family/personal relationships	

Concerns regarding the individual's physical/sexual/mental health	
Concerns regarding drug and alcohol use	
Education/Training/Employment attendance and/or punctuality concerns	
Homeless or concerns that accommodation is unsuitable or unstable	
Trafficking	
Concerns regarding financial independence and/security	
Sex Work	

<b>Individual's Views about exploitation and self-identified strengths/protective factors</b>

<b>Carers / Advocate Views about exploitation and identified strengths/protective factors (If applicable)</b>

<b>Diversity (include the relevance of age, gender, sexuality, religion, disability and any individual needs which might impact upon the effectiveness of safeguarding e.g. emotional maturity, mental capacity, learning needs etc)</b>

<b>Summary of Exploitation concern (consider vulnerability indicators of vulnerability, diversity and individual views and self-identified strengths/protective factors)</b>

<b>Professional Judgement of Exploitation (Note: Individuals who have been assessed as lacking Mental Capacity (MCA 2005) associated with exploitation cannot be assessed as low risk)</b>	
Low	
Medium	
High	

Safeguarding and Disruption Action		
Action Required	Achieved	Outcome
	√	
Discuss Screening with your Line Manager.		
Consider Safeguarding Adults Guidance		
Report crimes/intelligence to Northumbria Police where applicable i.e.		
Call 999 if the crime is happening now.		
Call 101 for all other reported crimes.		
Email intelligence to: - <a href="mailto:forceintelligence@northumbria.pnn.police.uk">forceintelligence@northumbria.pnn.police.uk</a>		

## Appendix 2

### Factors to consider when completing the Screening Tool

This list is not exhaustive or exclusive to Exploitation and is for guide purposes only:-

Indicator	Factors To Consider (those * are a criminal offence and require reporting to the police)
<b>Missing from home/accommodation</b>	<ul style="list-style-type: none"> <li>• Abducted or forced imprisonment*</li> <li>• Regularly coming home late or going missing (whether reported or not).</li> <li>• Returning home after long periods appearing well cared for.</li> <li>• Is evasive about who they were with when missing and where they have been/activities engaged in.</li> </ul>
<b>Presentation</b>	<ul style="list-style-type: none"> <li>• Changes to physical appearance i.e. new clothes, more/less makeup</li> <li>• Overt sexualised dress</li> <li>• More secretive/withdrawn or isolated from peers or not mixing with usual friends</li> <li>• Increasingly disruptive, hostile or physically aggressive at home or school including sexualised language</li> </ul>
<b>Associates</b>	<ul style="list-style-type: none"> <li>• Displaying signs of harassment/unwanted attention</li> <li>• Unusual associations with others</li> <li>• Entering/leaving vehicles with unknown adults</li> <li>• Introducing peers to perpetrators.</li> </ul>
<b>Social Media</b>	<ul style="list-style-type: none"> <li>• Concealed/concerning use of the internet including web cam and online gaming.</li> <li>• Evidence of sexual harassment through social media/networking sites *</li> </ul>
<b>Lifestyle</b>	<ul style="list-style-type: none"> <li>• Association at known exploitation hotspots</li> <li>• Involved in criminal activity</li> <li>• Unexplained amounts of money, mobiles, credit, clothing, jewellery or other items/gifts</li> <li>• Having multiple phones or sim cards or use of a phone that suggests concern e.g. multiple callers or texts, increase in messages, conceals phone and usage.</li> <li>• Possession of hotel keys/cards of keys to unknown premises</li> <li>• Being taken to/visiting brothels/massage parlours</li> <li>• Frequenting areas known for on/off street sex work</li> </ul>
<b>Family/personal relationships</b>	<ul style="list-style-type: none"> <li>• Reports of being taken to hotels, nightclubs, takeaway or out of areas by unknown adults</li> <li>• Associating/relationships with significantly older men or women who encourage emotional dependence, loyalty and isolation from safe relationships</li> <li>• Physical or emotional abuse by boyfriend/girlfriend or controlling adult including manipulation, violence and/or threats</li> <li>• Associating with others who are sexually exploited</li> <li>• Evasive/concealing new relationships</li> <li>• Family members fail to understand risks.</li> <li>• Lack of positive relationships with protective/nurturing adults</li> <li>• Recent experience of loss/bereavement</li> <li>• Distancing themselves from social or support networks including</li> </ul>

	<p>family and friends</p> <ul style="list-style-type: none"> <li>• Feels unsure of their sexual orientation or unable to disclose to their family/friends</li> <li>• Historic or current concerns about neglect, witnessing domestic violence, physical or sexual abuse.</li> <li>• Forced marriage/honour based violence/familial sexual abuse*</li> <li>• Family history of exploitation or prostitution impacting upon family belief systems/behaviours which fail to protect.</li> <li>• Bullies others or and/or is/has been a victim of bullying</li> </ul>
<b>Physical/Sexual/ Mental Health</b>	<ul style="list-style-type: none"> <li>• Increased health/sexual health related problems, including complaining of illness without physical cause</li> <li>• Marks or scars of physical injuries on the body which they try to conceal</li> <li>• Expressions of despair e.g. depression, mental ill health, suicide thoughts, attempts, overdose, eating disorder</li> <li>• Increase in self harming behaviour</li> <li>• Branding type marks on body i.e. gang logos</li> <li>• Repeat or unplanned pregnancy or pregnancies</li> <li>• Sexually Transmitted Infections</li> <li>• Sexualised risk taking (including on internet or mobile such as texting, sending explicit messages or photos)*</li> <li>• Young gay/bisexual exploring sexuality in an unsupported way</li> <li>• Disclosure of sexual/physical assault followed by withdrawal of allegation</li> <li>• Reports of being taken to hotels, nightclubs and engaging in sexual activity</li> <li>• Sexual exploitation has been identified previously as a concern</li> </ul>
<b>Drug/alcohol</b>	<ul style="list-style-type: none"> <li>• Drug or alcohol use is a primary means of recreation</li> <li>• Drug/alcohol use of associates</li> <li>• Limited financial means to support drug or alcohol use</li> <li>• Effects of drug or alcohol use are clearly recognised</li> <li>• Active drug or alcohol seeking behaviour</li> <li>• Use that is associated with episodes of intoxication</li> <li>• Impairment in functioning in areas of life e.g. home or distress within families or close relationships due to substance use</li> </ul>
<b>Accommodation stability and suitability</b>	<ul style="list-style-type: none"> <li>• Living in a chaotic or dysfunctional household</li> <li>• Poor home conditions</li> <li>• Homelessness</li> <li>• Sofa surfing</li> <li>• Unable to access home for significant periods during the day or night.</li> </ul>

**Appendix 3**

**Safeguarding and Disruption Activity Plan**

Date risk identified	Area of concern requiring a response	Safeguarding and disruption activity	Who by	When by	Activity has been shared with the person (tick where relevant)	Expected outcome	Achieved ✓

Notes/Discussions (reflect progress and challenges/barriers to achieving progress)

Individual's views on the activity

Carer / Advocate views on the activity

Date agreed .....

Present and Signatories to the plan

.....  
.....  
.....  
.....



## Appendix 4

### Models of Sexual Exploitation

Nature/Model of Exploitation	Description
Peer on Peer	Sexually exploited by peers who are known to them either through mutual friends, in the community, known from school.
Exploitation through befriending and grooming	<p>Befriended directly by the perpetrator (in person or online) or through (known) others. This process may begin with a person being targeted and befriended by another person usually known to as an equal, a friend, friend of a sibling, or a neighbour for example.</p> <p>This introductory person later introduces them to either one or more (older) men, whom s/he may describe as a sibling, cousin or friend. The men offer attention in the form of gifts, flashy cars, cigarettes, alcohol and drugs. To the vulnerable person it is new and exciting.</p>
The 'boyfriend' model	Perpetrators target vulnerable people posing as 'boyfriends', showering the person with attention and gifts to cause infatuation. They initiate a sexual relationship which the person is expected to return as 'proof' of her/his love, a way of returning the initial attention and gifts. The person is effectively told that they owe the perpetrators money for cigarettes, alcohol, drugs, car rides etc., and that sexual activities are one way of paying it back
The 'party' model	<p>Parties are organised by groups of men to lure teenagers and young adults. Young people are offered drinks, drugs and car rides often for free. They are introduced to an exciting environment and a culture where sexual promiscuity and violence is normalised. Parties are held at various locations and vulnerable people are persuaded (sometimes financially) to bring their peers along.</p> <p>The parties may be held some distance from the person's home, enabling the perpetrators to force the person to have sex in return for a lift home. Drugs and alcohol are used to suppress the person's resistance. Images may be taken of them without their clothes for purpose of future bribery.</p>