

A Coordinated Prostitution Strategy

and a summary of responses to
Paying the Price

January 2006



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EXECUTIVE SUMMARY

1. This report provides a summary of the many responses received to the public consultation paper *Paying the Price* and sets out the Government's proposals for a coordinated prostitution strategy. The summary of responses incorporates written submissions to the review, views expressed at seminars and focus groups, and other information published since the close of the consultation exercise. This information, together with the scoping exercise for *Paying the Price* and the evaluation of 11 projects funded by the Crime Reduction Programme, has informed the development of a coordinated prostitution strategy for England and Wales.

2. The strategy will focus on disrupting sex markets by preventing individuals, and particularly children and young people, from being drawn into prostitution; by providing appropriate protection and routes out for those already involved; by protecting communities from the nuisance associated with prostitution; and by ensuring that those who control, coerce or abuse those in prostitution are brought to justice.

3. The key objectives of the strategy are to:

- challenge the view that street prostitution is inevitable and here to stay
- achieve an overall reduction in street prostitution
- improve the safety and quality of life of communities affected by prostitution, including those directly involved in street sex markets
- reduce all forms of commercial sexual exploitation.

4. Changing attitudes is a key element of the strategy. It is crucial that we move away from a general perception that prostitution is the 'oldest profession' and has to be accepted. Street prostitution is not an activity that we can tolerate in our towns and cities. Nor can we tolerate any form of commercial sexual exploitation, whether it takes place on the street, behind the doors of a massage parlour or in a private residence.

5. Once an individual becomes involved in prostitution it can be difficult to find a route out. The long-term damage, both emotionally and physically, can be significant. This means that prevention is a crucial element of the strategy. Bringing to justice those involved in sexual exploitation is a crucial element of deterrence. The Sexual Offences Act 2003 introduced a robust legal framework for addressing exploitation and the strategy will ensure that these new offences and stiff penalties are used to best effect. In particular, we must leave no one in any doubt that involving young people in prostitution is child abuse.

EXECUTIVE SUMMARY

6. We also have a range of measures – civil and criminal – to address the nuisance associated with street prostitution. Street prostitution must not be accepted or ignored. Local partnerships must find ways to listen to the concerns of communities and work with them to find a lasting solution. That solution must not only provide routes out for those providing sexual services but also deter those who create the demand for them. Making a real impact on disrupting the market means tackling all aspects – demand, supply and opportunity.

7. The prostitution strategy includes:

- **prevention** – awareness raising, prevention and early intervention measures to stop individuals, particularly children and young people, from becoming involved in prostitution (*Section 1*)
- **tackling demand** – responding to community concerns by deterring those who create the demand and removing the opportunity for street prostitution to take place (*Section 2*)
- **developing routes out** – proactively engaging with those involved in prostitution to provide a range of support and advocacy services to help them leave prostitution (*Section 3*)
- **ensuring justice** – bringing to justice those who exploit individuals through prostitution, and those who commit violent and sexual offences against those involved in prostitution (*Section 4*)
- **tackling off street prostitution** – targeting commercial sexual exploitation, in particular where victims are young or have been trafficked (*Section 5*).

8. Addressing prostitution will require strong partnerships, involving a wide range of enforcement and support agencies. Success in delivering safer communities through a significant reduction in street prostitution and other forms of commercial sexual exploitation will depend on the will and commitment of local partnerships to address prostitution with confidence and energy – confidence that it really is possible to make a difference, and energy to tackle the many challenges involved. Many individuals and communities already pay a significant price for the existence of a sex market – in those communities we simply cannot afford to ignore the many problems associated with prostitution.

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9. The following table provides a summary of the action to be taken by central government to implement the strategy, together with action for local partnerships to tackle prostitution.

Action for government	Action for local partnerships
To devise key messages to challenge attitudes, and to ensure a clear understanding of the implications of buying and selling sex	To use these messages in a range of settings to raise awareness about prostitution
To update <i>Guidance on Safeguarding Children Involved in Prostitution</i>	To review local practice on safeguarding children, and links with wider action to tackle prostitution: <ul style="list-style-type: none"> ● incorporating new measures to improve the identification of children and young people in need of protection ● monitoring their progress ● and ensuring a holistic approach to support and protection, and the continuity of services.
To update the resource site for schools	To ensure that schools are involved in delivering preventative messages: <ul style="list-style-type: none"> ● that include input on local issues ● that are available in all schools ● and that are available to all children and young people not in school.
To produce guidance for communities on ways to tackle street prostitution	To conduct a needs assessment and, where prostitution is an issue, to develop local measures to tackle street prostitution: <ul style="list-style-type: none"> ● involving communities ● including prevention, providing routes out, and delivering justice ● linking this activity into the Crime and disorder and drug strategy.
To legislate to reform the offence of loitering or soliciting	To develop opportunities for diverting women in prostitution from the criminal justice system

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Action for government	Action for local partnerships
To update the circular on policing street prostitution	To develop: <ul style="list-style-type: none"> • a progressive approach to the policing of kerb crawling • a strong partnership between the police, support services and the local community.
To produce guidance on models of support and routes out	To develop prioritised and specialised drug treatment programmes and other services as part of the exiting process
To expand the Ugly Mugs scheme through Crimestoppers	To increase opportunities for reporting serious crimes against women in prostitution through the development of police liaison with support services
To produce guidance on advocacy services	To ensure the availability of advocacy services to support those women in prostitution who become victims of serious violent and sexual crime
To produce a guide to the law on trafficking and other forms of sexual exploitation, covering effective investigation, witness support and victim care	To ensure a proactive and intelligence-based approach to the policing of prostitution
To develop a UK action plan on trafficking and to conduct action research on the extent and nature of all forms of commercial sexual exploitation in off street settings	To ensure a proactive approach to policing off street prostitution and to develop a policing strategy based on the results of action research

BACKGROUND

In July 2004 the Home Office published *Paying the Price: a consultation paper on prostitution* as a starting point for the development of a realistic and coherent strategy to deal with prostitution and its detrimental consequences for individuals and communities. The consultation paper focused primarily on the issues related to street prostitution but also acknowledged that commercial sexual exploitation occurs in private premises and can involve the abuse of children and young people, and the trafficking of women from abroad.

Views were sought from the public, from voluntary and statutory agencies, and from a range of individuals and organisations with an interest in issues related to prostitution. The consultation period ran until the end of November 2004. A total of 861 responses were received. A list of those who responded is at Annex A, and a summary of the consultation initiatives at Annex B.

Of great importance to the review process were the views of those directly involved in prostitution, those who pay for sex and residents of communities particularly affected by prostitution. We are extremely grateful to those who sent in written responses and to those who generously gave their time to talk to the review team. We would particularly like to thank those projects who held discussion groups at their drop-in sessions with women involved in street prostitution; the Praed Street project which set up an open meeting with men and women involved in off street prostitution in London; members of the National Youth Campaign on Sexual Exploitation who came to give their views directly to the Home Office Minister; and the local residents who took part in the MORI-run focus groups in Brixton and Bristol. We are particularly grateful to those who courageously shared with us some very difficult life experiences.

Given the number of responses, it would be impossible to include all the points made in this summary. We have tried to encapsulate the key issues and to give an indication of the relative strength of feeling. There were some issues where respondents were very much in agreement and others where there was a real divergence of opinion. All the contributions have helped to inform the development of a coordinated prostitution strategy, published with this summary of responses.

Prostitution review team

January 2006

OVERVIEW OF RESPONSES

The focus of *Paying the Price* was on the harms caused by prostitution to both individuals and communities. A series of questions was asked to elicit views and examples of good practice on which to base the development of a coordinated strategy which would address prostitution in a way that could minimise these harms. Prevention, protection and support, and justice were the key elements considered in the consultation paper and the responses provided a significant contribution to the development of a coordinated strategy for prostitution.

Most respondents to *Paying the Price* commented that the scoping exercise had produced an accurate picture of street prostitution, the routes into prostitution, and the issues faced by those involved and the wider community. It is clear that models of street prostitution can vary but there are many common factors in terms of the prevalence of exploitation and violence, serious drug addiction and poor health, and neighbourhood nuisance. Most respondents agreed that Government action, and a coordinated local response, is needed to tackle these issues.

There has traditionally been a common view that prostitution is 'the oldest profession' and that there will always be a demand for street sex, with economically or socially disadvantaged women ready to supply that demand. Indeed that view was expressed by some of the respondents to the review. However, while it is true that there are no examples of the total elimination of street prostitution without some displacement, there is evidence to suggest that a significant impact can be made through a coherent and sustained approach. To effectively disrupt the market, the strategy must address all market forces – through prevention; tackling demand; developing routes out; ensuring justice; and tackling off street prostitution.

Prevention

Many respondents commented on the importance of preventative measures to disrupt the activities of groomers and coercers, and to prevent young people from becoming victims of abuse through prostitution. It was widely recognised that schools have an important role to play in terms of providing advice on staying safe and raising awareness about healthy relationships. The need for a more targeted approach to those at particular risk of sexual exploitation was also acknowledged and concerns were commonly expressed about the vulnerability of looked after children and those leaving the care system.

Government Response: *The Government agrees that prevention must be a key element of a coordinated prostitution strategy. We will introduce measures to raise awareness about the realities of prostitution and to prevent people, particularly young people, from becoming involved. (Section 1)*

OVERVIEW OF RESPONSES

Tackling demand

A significant number of respondents expressed some support for the approach taken in Sweden. The Swedish Government is aiming for the elimination of prostitution through the decriminalisation of the women involved and the provision of welfare support, together with criminalisation of the purchase of sexual services. When this new policy was introduced, there were thought to be around 1,500 women in prostitution in Sweden as opposed to the estimated 80,000 in the UK. While there was some drug misuse, serious addiction was not endemic to street prostitution in Sweden, in contrast with the UK. The magnitude and complexity of street prostitution here suggests that a more comprehensive and coordinated strategy is required.

While recognising these differences, many respondents to the consultation exercise supported the principles underpinning the Swedish model, including a shift of the enforcement focus onto those who create a demand for prostitution. This would be an effective way to disrupt the market; it was also clear from the responses from communities that the activities of kerb crawlers are of the greatest concern in terms of neighbourhood nuisance. Anecdotal evidence suggests that warning measures and enforcement of the law against kerb crawlers have a deterrent effect. More sustained enforcement could have a significant impact on the demand for a street sex market and improve the quality of life and security of those living in red light areas.

The role of the law with respect to women in prostitution

A number of respondents providing services to women in prostitution favoured the repeal of the loitering or soliciting offence on the basis that it would reduce stigmatisation and may be less inhibiting to women in need of help and protection. However, other respondents felt that it could send out the wrong message about the acceptability of street prostitution to young people, to those involved in providing sexual services, to those who create the demand for sex markets, and to those who control those markets.

There was a wider consensus among respondents in respect of the decriminalisation of those under 18. Respondents were concerned that the message that these young people are victims of child abuse could be undermined by their potential criminalisation. *Guidance on Safeguarding Children Involved in Prostitution* requires young people to be treated primarily as victims of abuse. Since its issue in 2000, numbers of cautions and prosecutions of those under 18 have dropped dramatically to only three convictions in England and Wales in 2004.

Many respondents echoed the view expressed in *Paying the Price* that the law on street offences is outdated and ineffective. They were keen to see reforms that would introduce a more rehabilitative approach to women in prostitution, with opportunities at every stage of the process for diversion into the kind of services that will directly address the underlying reasons for their involvement. It was also widely acknowledged that there must be a strong partnership between enforcement agencies and those providing protection and support if successful routes out of prostitution are to be established.

Responding to community concerns

There is also a clear need to ensure that the law on street offences is capable of responding to the concerns of communities about neighbourhood nuisance. Communities have a reasonable expectation that the law should protect them from offensive behaviour arising from prostitution.

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There has been increasing use of the civil law to respond to community concerns. The use of Anti-Social Behaviour Orders (ASBOs) to prohibit nuisance behaviour by kerb crawlers or those involved in prostitution was a controversial issue among respondents. As with the current criminal law, the real objection is that ASBOs do not address the underlying reasons why many women become trapped in prostitution – such as serious drug misuse. With the introduction of new Intervention Orders to be attached to ASBOs, it will be possible to do just that. This will significantly strengthen the value of these orders. Many respondents indicated that they would also welcome guidance to local partnerships to ensure that support services are involved in decisions about the use of civil orders.

The case for and against managed areas

We were particularly keen to have views on managed areas as some councils have expressed an interest in trying a managed approach to street prostitution. A managed area is generally considered to be an area in which no arrests are made for prostitution-related offences although the enforcement of the law on other matters (for example, drug offences) continues. There is currently no legal mechanism for the designation of such an area.

Many respondents commented on this issue. Of these, there were some in favour of the introduction or trial of managed areas but a clear majority were firmly opposed. Those who argued in favour considered that the safety of women could be better safeguarded, and communities better protected from prostitution-related nuisance, through the designation of managed areas. It was considered that they would contain the market, enabling support projects to engage with those involved in street prostitution, while keeping prostitution away from residential areas, thereby reducing the nuisance to communities. The exclusion of pimps and drug dealers would reduce serious crime and enable a safer environment to be created for all involved.

Many respondents were doubtful that suitable areas for such zones could be identified – particularly areas where local residents or businesses would be happy to live within, or in close proximity to, a zone. Those who were opposed to managed areas also considered it doubtful that those involved in prostitution, and those who want to pay for street sex, would be prepared to use such an area. Women often commented that they feel safer working in residential areas. The exclusion of pimps and drug dealers could also exclude pimped women and women with problematic drug use – and almost all those currently working on the streets fall into one or other (or both) of these groups. Equally, those wanting to purchase street sex generally prefer to remain anonymous and may be reluctant to visit an area where they are more visible. There are also resource implications for the police and local authorities, both in respect of managing the areas and policing the streets outside the zones.

Finally, and perhaps most importantly, the creation of a managed area – even as a short-term arrangement – could give the impression that communities condone, or at least are forced to accept, street prostitution and the exploitation of women. While managed areas may offer some opportunity to improve the physical safety of those involved, there is no amount of protection that can keep women from harm in this inherently dangerous business. The majority of respondents shared this view.

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Government Response: *We reject the option of managed areas. The clear aim of Government will be to disrupt street sex markets to significantly reduce the numbers involved in street prostitution. The focus of enforcement will be on kerb crawling to respond to community concerns and to reduce the demand for a sex market. We will bring forward reforms to the offence of loitering or soliciting to introduce a more rehabilitative approach and to remove the stigmatising term ‘common prostitute’. Guidance will remain firmly against the use of the criminal law in respect of children involved in prostitution save in the most exceptional circumstances – as a ‘last resort’ where services fail to engage with young people and they return repeatedly to the streets. The strategy will include the development of guidance to local partnerships on how to respond to community concerns about street prostitution. (Section 2)*

Developing routes out

Coinciding with the publication of *Paying the Price*, the Government published an overview of 11 projects examining what works in tackling prostitution.¹ A number of these projects looked specifically at routes out for women involved in street prostitution. Respondents echoed the findings of the evaluation in respect of the need for a holistic approach to address the multiplicity of issues that such women often face. This included outreach work to make initial contact, and advocacy and support to enable them to address their problems, find routes out of prostitution, and ultimately move on with their lives. Overwhelmingly, those working in support projects reported that suitable supported housing and access to drug treatment were crucial to establishing the kind of stability that would enable a woman to contemplate leaving prostitution.

Male and transgender/transsexual prostitution

Respondents commented that *Paying the Price* provided scant information on male prostitution. Male prostitution takes place mainly off street and does not, in general, have the same issues regarding drug use or coercion and so rarely comes to the attention of the police. The UK Network of Sex Work Projects reports that the majority of men selling sex in the UK are not coerced or trafficked and do not have pimps or inappropriate relationships with other individuals who ‘control’ their movements. For this reason, the strategy focuses primarily on the needs of women in prostitution. However, it will be important to ensure that commissioning guidance, and the provision of dedicated support services, addresses the specific needs of these particular groups as many seek their help for sexual health advice and other services.

Government Response: *We recognise the importance of dedicated services to provide support for those involved in prostitution to enable them to access mainstream services. We will provide guidance for local agencies on developing routes out of prostitution, including access to drug treatment, accommodation and a range of health services, and advice on education, training and employment. The Government will work with projects providing services for male, transgender and transsexual prostitution to ensure that the guidance addresses the particular needs of these groups. (Section 3)*

¹ Hester and Westmarland, *Tackling Street Prostitution: towards an holistic approach*, Home Office, 2004

OVERVIEW OF RESPONSES

Ensuring justice

Respondents also commented on the role of dedicated support projects in supporting women when they become victims of crime. Safety advice is already a key element of outreach work but it was widely acknowledged that, while women remain on the streets, they run a high risk of sexual or violent crime, including domestic violence. Many respondents mentioned the reluctance of women to report such crimes to the police, and the difficulties of securing prosecutions against violent pimp/partners and punters. Respondents reported on the value of local Ugly Mugs schemes and recommended that these should be extended to enable the build-up of intelligence on 'dodgy punters' on a national basis. Respondents also praised the working practices of Sexual Assault Referral Centres as a model response to victims of rape and serious sexual assault.

Enforcing the law against those who exploit and abuse individuals through prostitution was recognised by respondents as the best way to address commercial sexual exploitation and to send a clear message that it will not be tolerated. Many respondents welcomed the robust legal framework created in the Sexual Offences Act 2003 although there was a perception that investigative expertise is patchy and that more could be done to support victims and witnesses.

The 2003 Act also strengthened the law in respect of the use and abuse of children through prostitution. It is now an offence to pay for sex with a young person up to the age of 18. The robust legal framework, combined with strengthened safeguarding measures, ensures that local partnerships are equipped to address this form of child abuse although it was recognised by a number of respondents that some areas have yet to adopt the proactive approach required to tackle this largely 'hidden' problem.

Government Response: *The Government recognises the importance of ensuring the safety of those involved in prostitution and will work with partners to extend the current arrangements for Ugly Mug reporting. We will also promote the use of existing legislation to deal effectively with those exploiting others through prostitution. The aim will be to ensure that good practice, in terms of both proactive policing and holistic support services, is replicated in all areas. (Section 4)*

Tackling off street prostitution

There was less information in *Paying the Price* in relation to off street prostitution as the scoping study uncovered less research. However, examples of initiatives from around the world – including registration, decriminalisation and legalisation – were set out as a basis for discussion about the issues associated with this sector of the market, and ways to tackle them.

This is the aspect of prostitution where views were most divided. Some respondents, including those directly involved in this sector of the sex industry, argued that off street prostitution can be virtually problem-free and that, as such, should be allowed to operate without government interference other than those controls that would normally apply to business. Many respondents argued that the current legal framework can work against the safety of those involved in off street prostitution. One example is that the current (case law) definition of a brothel involves two or more women working together. This definition also includes a woman working alone with a maid. This can encourage women to work in isolation and inhibit their ability to protect themselves. There was significant support from respondents – including from many who would not wish to see the wider decriminalisation of prostitution – for a change to the law to allow two or three women to work together without classing the premises as a brothel.

OVERVIEW OF RESPONSES

However, it was also clear from the range of responses that there is immense variation in off street settings and the way they are organised. Some of the worst examples of exploitation – child abuse and trafficking for sexual exploitation – take place behind closed doors. Evidence from respondents also suggested that violence, drug misuse and neighbourhood nuisance can also be associated with off street prostitution. Between the premises where women and children are kept against their will and small independent enterprises, there are many variations in the way in which such ‘businesses’ are operated. While the problems associated with off street prostitution may not be so obvious to communities or to enforcement agencies we must not underestimate the impact of exploitative and harmful practices in this sector of the sex trade. The numbers involved in off street prostitution are far greater than those on the street, and it involves some of the most vulnerable members of our communities.

During the course of the consultation period, a survey of commercial sex premises in London² provided evidence of a clear growth in the number of migrant workers involved in the off street trade. Projects offering outreach and drop-in services in London find that brothel workers are now almost entirely migrants. Numbers are so significant that the London market has been described as ‘saturated’. This has had a significant impact on the way in which business is done. It has increased competition and brought down prices so that the market has become increasingly competitive, with a higher incidence of unsafe practices. Those involved are often highly vulnerable to exploitation.

A number of respondents favoured a more liberal approach to off street prostitution, with some suggesting that brothels should be treated as any other business and others favouring a dedicated licensing regime in order to introduce specific health and safety regulations. However, a far greater number were strongly opposed to such a move, many fearing that such a regime would not succeed in delivering improvements to the current levels of violence and exploitation. There was scepticism shown with respect to the option of registering individuals and requiring regular health checks. While some felt that this might deliver some improvements to public health, a greater number believed that such a system would be counter-productive in that few would be prepared to register and may be deterred from undergoing voluntary health checks.

Most respondents agreed that there needs to be some clarity in the way off street prostitution is policed. There are new offences in the Sexual Offences Act 2003 to control commercial sexual exploitation which, although it is early days, have led to some major investigations and significant convictions. However, many brothels hide behind the façade of saunas or massage parlours. A Sauna Owners Forum has been set up in Manchester to promote good practice and works in cooperation with the local Prostitution Forum. Around the country, many outreach staff work cooperatively with those selling sex, managers and owners to promote healthy practices, individual safety and anti-discriminatory practice. But not all brothel managers and owners aspire to good standards of health and safety, and fair practice. While there were sharply differing views as to whether the off street market should be managed or policed, the overwhelming view was that there must be clarity in the way the law is applied, and more proactive policing to address cases of exploitation.

To properly inform policy, we need to ensure as clear an understanding of the current extent and nature of off street prostitution as we have developed in respect of street markets. This will enable effective targeting of the exploitative element of the trade and, in particular, identification of those premises where child abuse and the exploitation of trafficked women takes place.

² Dickson, *Sex in the City: mapping commercial sex across London*, The Poppy Project, 2004

OVERVIEW OF RESPONSES

Trafficking for prostitution

Following the introduction of a comprehensive set of trafficking offences in the 2003 Act, there have been some recent high-profile prosecutions. With the support of Reflex, a multi-agency partnership bringing together the police, Immigration Service and other agencies, reports of trafficking are being investigated across the country. There is still some uncertainty over the numbers of women trafficked into the UK for prostitution, and how widespread the activities of traffickers may be in the UK. But it is clearly a significant issue which can cause immense misery and harm to those involved.

Government Response: *The Government will support a more proactive policing approach to commercial sexual exploitation and, through action research, will develop a more accurate picture of the levels of exploitation, including incidences of child abuse and people trafficking. The Government is also developing a UK action plan on trafficking. (Section 5)*

Summary

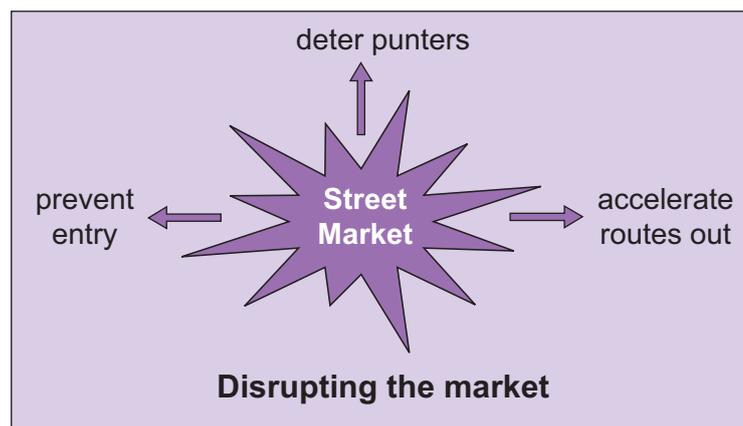
The scoping study and subsequent consultation exercise has significantly contributed to our understanding of the nature of prostitution in England and Wales in the 21st century. Direct testimony from those involved has been of particular value. *Paying the Price* has contributed to both a heightened awareness of the issues and a willingness to tackle them. Prostitution is not an issue that can be resolved overnight but the implementation of a sustained, coherent and coordinated strategy has a good chance of significantly improving the lives of many of those at risk of or involved in prostitution, and reducing the impact on those affected by the existence of a sex market in their neighbourhood. The rest of this report will expand on the comments made by respondents as, section by section, the elements of the strategy are set out.

A COORDINATED PROSTITUTION STRATEGY FOR ENGLAND AND WALES

1. The issues associated with prostitution are clear to all who live and work in towns and cities with sex markets. As well as violence and exploitation, and the misery from serious drug misuse experienced by the majority of those involved, prostitution can also mean neighbourhood nuisance. No one should be expected to tolerate harassment from kerb crawlers, prostitution and drug-related litter (including used condoms and needles), public sex acts, and the general degradation of areas used for street prostitution.
2. This level of nuisance impacts on relatively few residents and local businesses but, for those affected, it is hugely distressing. Communities have a right to expect protection from neighbourhood nuisance but, while some areas have very active residents' groups focusing on this issue, many people feel powerless. This must change. The concerns of communities must be addressed in a way that can achieve a long-term solution.

Disrupting the market

3. We are failing our communities if we simply accept the existence of street prostitution. Local partnerships can, and must, develop strategies to disrupt sex markets – that means finding ways to reduce demand as well as supply, and taking every opportunity to reduce the opportunity for a sex market to flourish.



4. The strategy includes:
 - **prevention** – awareness raising, prevention and early intervention measures to stop individuals, particularly children and young people, from becoming involved in prostitution (*Section 1*)
 - **tackling demand** – responding to community concerns by deterring those who create demand and reducing the opportunity for street prostitution by linking enforcement with support (*Section 2*)

A COORDINATED PROSTITUTION STRATEGY FOR ENGLAND AND WALES

- **developing routes out** – proactively engaging with those involved in prostitution to provide a range of support and advocacy services to help individuals leave prostitution (*Section 3*)
- **ensuring justice** – bringing to justice those who exploit individuals through prostitution, and those who commit violent and sexual offences against those involved in prostitution (*Section 4*)
- **tackling off street prostitution** – targeting commercial sexual exploitation, in particular where victims are young or have been trafficked (*Section 5*)

Delivering the strategy

5. Where prostitution is an issue locally, Crime and Disorder Reduction Partnerships (CDRPs) are well placed to respond to the concerns of local businesses and residents by ensuring an appropriate response to the criminality and anti-social behaviour associated with it, coordinating activity as part of the Crime and disorder and drug strategy. CDRPs may wish to raise this with their Local Strategic Partnership³ executive to consider how it fits with any wider preventative and social issues.

6. A first step will be to map the nature and extent of the issues locally and to develop an understanding of the complexity of the impact of prostitution, and then to consider ways to address it. The Government will provide guidance on all these issues through an interactive self-help website linked to the Together Academy.⁴

7. The subsequent sections of this paper draw on established good practice to expand on each strand of the coordinated strategy. These strands are not specifically attributed to any agency since this is essentially a partnership issue. Success in reducing the numbers of those engaged in street prostitution and in improving community safety will depend on a number of agencies working in partnership with local communities to identify the solutions that best meet local needs. In most areas where prostitution is identified as an issue, the following agencies will all need to be involved:

- the community safety team
- Local Strategic Partnerships
- Local Safeguarding Children Boards and children's trusts, working with a range of agencies to deliver preventative measures
- social services, including children and families
- health agencies, including NHS Trusts, Primary Care Trusts and the Sexual Health Programme Manager
- housing, including Supporting People Partnerships
- Drug Action Teams and other substance abuse agencies
- enforcement agencies, including the police and the CPS
- domestic violence services
- job training agencies.

³ A single, non-statutory, multi-agency partnership, which brings together at a local authority district level the different parts of the public, private, voluntary and community sectors

⁴ www.together.gov.uk/. This information will also be available through the Crime Reduction website – www.crimereduction.gov.uk

A COORDINATED PROSTITUTION STRATEGY FOR ENGLAND AND WALES

8. This may also be an appropriate issue for the Sustainable Community Strategy, where a particular agency – not usually represented on the CDRP or other partnership – can add to the range of measures in place to tackle prostitution. Examples might be a role for Jobcentre Plus to provide tailored job preparation for those exiting prostitution and for further education colleges to provide help with the acquisition of new skills. These activities could be brokered by the local authority and the Local Strategic Partnership to contribute to the measures to address prostitution in the CDRP strategy.

9. Although this is a partnership issue, there is clearly a need for a strategic lead. It would not be appropriate to be prescriptive about which agency should provide this lead – that should be for the local partnership to determine on the basis of the particular nature of the issue in that locality (for example, is it broadly a drugs issue? Does it involve only adults or is there an issue with children coerced into prostitution? Which communities are involved?). Once identified, the role for the strategic lead will be to ensure that all the agencies required to address prostitution are on board, and that the separate strands of the strategy are delivered in a cohesive way.

10. Prostitution can have an impact on a range of local issues on which there may already be significant work in progress. Drug Action Plans, homelessness strategies and neighbourhood renewal strategies will all be relevant to tackling prostitution locally. The strategic lead must ensure that the needs of those involved in prostitution, and of the local communities affected by prostitution, are addressed through these existing strategies. The outcomes should be identified in the Sustainable Community Strategy and the Local Area Agreement which reflects the key priorities agreed between Government and its local partners.

Involving the community

11. The community has a significant role to play in the development of an effective local response to prostitution. It will be important to ensure that residents are involved at a consultative stage so that their concerns are articulated and properly understood, and community representatives are involved in the development of the different strands of the strategy. Those involved in prostitution are very often members of the local community and should also be involved in the development of local services.

Respondents told us that:

- some areas have been proactive in their approach to tackling prostitution – successful action has resulted from local consultation and negotiation involving affected residents (including those involved in prostitution)
- action must be sensible and sensitive – there is no place for vigilantes to ‘reclaim the streets’
- action must be sustainable, resulting in a reduced level of street prostitution over the longer term rather than short-term displacement.

Respondents suggested:

- listening to the concerns of the local community and involving them in the development of a range of measures to tackle street prostitution.

A COORDINATED PROSTITUTION STRATEGY FOR ENGLAND AND WALES

12. The police are likely to be the first to hear about community concerns. An online *Guide to Community Engagement*⁵ has been published to provide practical advice to the police on how to engage effectively with local communities to tackle local issues. The guide is supported by a database of effective practice examples from across the country. This is a resource to which the police can add examples of how they have successfully tackled issues associated with prostitution.

13. A further development to foster partnership between local communities and the police and other partners (including local authorities) is the introduction by 2008 of dedicated, accessible and visible neighbourhood policing teams in every area in England and Wales.⁶ These teams will be led by police officers but will also include wardens, special constables, community support officers, volunteers and others. Communities will know who their local police officers are and how to contact them. Neighbourhood policing offers an ideal framework for community engagement with local forces and other partners and, where street prostitution is identified by local people as a priority, joint action can be taken. This ensures that the crime and anti-social behaviour issues of most concern to local people are properly prioritised, ensures that measures to deal with them take into account local knowledge and circumstances and provides an opportunity for residents and businesses to participate directly in the problem-solving process.

14. However, it is not just the police who need to engage with local communities to hear their concerns. Neighbourhood Management Pathfinders offer a single point of contact for local residents and businesses with the clout to negotiate with providers about how services are delivered to best meet their concerns. By making sure there is someone taking overall responsibility at neighbourhood level, residents get the services that meet their needs. The key to neighbourhood management is that residents' concerns should be more important in defining what should be done than the assumptions of the relevant agencies. The 35 Pathfinders are found in all the regions of England.⁷

15. Many of the Pathfinders work closely with warden schemes. Neighbourhood Wardens provide a uniformed semi-official presence in residential and high-crime areas, working with local people, the police and local authorities to reduce crime and the fear of crime, through improvements to the environment, quality of life and safety. Wardens are proving highly popular with many communities as their work is seen to make a real difference to an area in a short space of time.

16. The community justice centre model also provides a new opportunity for community justice practitioners to engage with the local community to find out more about what can be done to improve the quality of life in the area through tackling anti-social behaviour, criminal activity and the fear of crime. During early consultation about the role of the new North Liverpool Community Justice Centre, local residents made vociferous complaints about street prostitution in the area. In response to these complaints, the police focused enforcement on kerb crawlers. Those arrested appeared in court on the same day and, as well as receiving fines, were also disqualified from driving. As a preventative measure, signs were erected, warning that the police would prosecute men kerb crawling in the area. Maintaining a dialogue with local residents enables the community justice centre to improve its understanding of the extent and nature of the problems associated with prostitution, the priority attached to them by the local community, and the impact they have on local residents. Although no other community justice centres are planned at present, the Government is developing the concept in mainstream courts. The first of these has been based in Salford magistrates' court.

⁵ *Online Guide to Community Engagement in Policing*, available at www.communityengagement.police.uk

⁶ *Neighbourhood Policing: your police; your community; our commitment*, 2005, available at <http://police.homeoffice.gov.uk/community-policing/neighbourhood-police>

⁷ Further information, including useful case studies, can be found by visiting www.neighbourhoodmanagement.net

A COORDINATED PROSTITUTION STRATEGY FOR ENGLAND AND WALES

17. Local Strategic Partnerships (LSPs) also have a major role to play. An LSP is a single, non-statutory multi-agency partnership which brings together at a local authority district level the private and voluntary sectors and local communities. Lack of joint working has been a key reason for slow progress in delivering sustainable regeneration or improved public services. However, working through LSPs, local partners are expected to act cooperatively to tackle cross-cutting issues more effectively. In Middlesbrough the LSP has been instrumental in the successful 'naming and shaming' campaign to deter kerb crawlers.

Community conferencing

Community conferencing approaches aim to bring together key stakeholders – including local residents – to address issues of local concern. A range of these types of projects exist in a number of localities and the Home Office has recently commissioned Crime Concern to produce a report to review their effectiveness and promote good practice.⁸

Community conferencing involves the use of skilled mediators who aim to work with key stakeholders to develop action plans that respond to community concerns and commit partners to their delivery. This type of process may well offer a way forward for those communities anxious to express their concerns and take action to tackle specific problems. A community conference has the potential to act as a catalyst to bring together all stakeholders who can make a difference to problems identified by communities, including communities themselves.

⁸ Available at www.active-citizen.org.uk

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1.1 Using children or young people for the purposes of prostitution is child abuse. Preventing children and young people from being abused through prostitution is a key element of the strategy. This means raising awareness among young people – both boys and girls – about safe and equal relationships and the dangers associated with prostitution, and ensuring that those who work with young people are aware of the warning signs and have access to immediate help to safeguard those they believe to be at risk. There must also be a clear message about the consequences for those intent on abusing young people in this way.

1.2 This element of the strategy will include:

- key messages to challenge attitudes
- updated guidance on *Safeguarding Children Involved in Prostitution*⁹
- updated resource site for schools
- increasing the proactive identification of sexually exploited children
- targeted intervention for those particularly at risk
- a strategic response to the use of the internet as a tool for child sexual exploitation
- a holistic approach to support and protection, including ways to manage the transition to adulthood.

⁹ *Safeguarding Children Involved in Prostitution*, HMG, 2000

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Key messages to challenge attitudes

Respondents to *Paying the Price* told us that:

- common perceptions of prostitution come from outdated stereotypes and glamorised media representations
- the new measures in the Sexual Offences Act 2003, particularly in relation to paying for the sexual services of a child, do not seem to be widely understood yet.

Respondents suggested:

- a concerted effort to challenge the popular image of prostitution
- awareness raising to highlight the issues associated with prostitution, including the dangers of involvement and the impact on individuals and communities
- publicising the new exploitation offences in the Sexual Offences Act 2003 and reports of successful prosecutions. Young people from the National Youth Campaign suggested a hard-hitting campaign asking the question 'how much does it cost to pay for sex with a 17-year-old? (7 years)'.

1.3 The Government will ensure that the public receives a clear message that the sexual exploitation of children and young people, up to the age of 18, is child sex abuse and those who use, abuse, coerce or control young people for the purposes of prostitution will face extremely serious criminal charges and will be liable for registration on the sex offenders register. Information will also be made available to the wider public to help raise awareness of the dangers for children and young people, and the way in which individuals become trapped in prostitution. The Government will work with children's charities and other organisations to advertise sources of help and support for young people, their parents and carers. Informing the public, and challenging attitudes, will be a crucial step towards tackling the demand for prostitution and reducing the numbers of men, women and young people involved.

Updated guidance on *Safeguarding Children Involved in Prostitution*

1.4 The publication in 2000 of the *Guidance on Safeguarding Children Involved in Prostitution* (supplementary to the *Working Together to Safeguard Children* guidance) provided a clear policy direction on the way in which children and young people at risk of, or suffering, sexual exploitation should be supported and protected. The impact of the message that these young people must be treated primarily as victims of abuse can be seen in the dramatic drop to just three prosecutions for loitering or soliciting for this age group in 2004.

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Respondents told us that:

- they welcomed the policy that children and young people involved in prostitution must be treated as victims of abuse, and supported partnership working to safeguard and promote the welfare of children at risk of, or involved in, prostitution
- fewer young people are now seen on the streets
- but the policy has not been fully embraced in all areas
- and there is a need to constantly revise approaches as models of exploitation change and our understanding develops.

Respondents suggested:

- a re-launch of the *Guidance on Safeguarding Children Involved in Prostitution* to promote the policy and spread promising practice
- ring-fenced funding to support the safeguarding of children abused through prostitution
- increasing understanding of the routes into prostitution through a proactive approach from front-line agencies
- a proactive approach from enforcement agencies to those who abuse and exploit those under 18 through prostitution.

1.5 Many Area Child Protection Committees (ACPCs) have responded positively to the Guidance and have developed effective local arrangements to safeguard and promote the welfare of children through effective partnership working.

1.6 New offences in the Sexual Offences Act 2003 have provided enforcement agencies with the tools to address the root cause of this form of abuse – the groomers, the coercers, and those prepared to pay for sex with a child or a young person under 18. The *Guidance on Safeguarding Children Involved in Prostitution* promotes proactive policing so that, wherever possible, action is taken against exploiters through the criminal justice system. Although there have been few prosecutions to date, there are some good examples of promising practice. Further guidance on methods of investigation, victim care and witness support, based on this good practice, will help to ensure further successful prosecutions.

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Awaken Project, Blackpool

The Awaken Project is a multi-agency initiative tackling the sexual exploitation of vulnerable children and young people (under 18). Social workers, police officers, pupil welfare officers and health workers are co-located to support collaborative working. During its first six months the project has contributed to:

- a significant increase in the identification of children at risk of sexual exploitation
- a reduction in the number of looked after children in placement breakdowns
- a reduction in the number of repeat 'missing from home' cases
- a reduction in truancy rates and increased awareness about sexual exploitation in schools
- an increase in the number of prosecutions against those sexually exploiting children and young people.

1.7 Some excellent multi-agency projects have been developed (including the Awaken Project in Blackpool – see above) but there are still areas where no such services exist. This is being addressed through changes in the Children Act 2004 which underpin the Government's vision of transformed children's services set out in *Every Child Matters: Change for Children*. Local authorities and their key partners have a duty to cooperate to improve the five key outcomes for children (set out overleaf). By 2006 most areas (and every area by 2008) will have set up a children's trust to bring together services for children and young people in a way that best meets local needs.

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A new vision for children's services

Every Child Matters: Change for Children introduced a new approach to the well-being of children and young people. The Government's aim is for every child to have the support they need to:

- be healthy
- stay safe
- enjoy and achieve
- make a positive contribution
- achieve economic well-being.

*Children and Young People: Rights to Action*¹⁰ sets out the Welsh Assembly Government's seven core aims through which it will work to ensure that all children and young people:

- have a flying start in life
- have a comprehensive range of education and learning opportunities
- enjoy the best possible health and are free from abuse, victimisation and exploitation
- have access to play, leisure, sporting and cultural activities
- are listened to, treated with respect and have their race and cultural identity recognised
- have a safer home and a community which supports physical and emotional well-being
- are not disadvantaged by poverty.

1.8 In all areas (other than those that can already demonstrate an excellent performance rating) a Children and Young People Plan will be developed following an assessment of local needs. This will be linked into existing plans, including the local Youth Justice Plan, policing plan and Crime and Disorder and Misuse of Drugs Strategy. The result will be the integration of a whole range of universal services to ensure the availability of specialised preventative measures and effective early intervention, more accessible services and dedicated services where required. This joint work on the five outcomes will include, crucially, a shared sense of responsibility across agencies for safeguarding children.

1.9 It will be the role of the new Local Safeguarding Children Boards (LSCBs) to coordinate and ensure the effectiveness of work to safeguard children in each area. The Government is proposing that LSCB functions should include:

- developing policies and procedures for safeguarding and promoting the welfare of children in the local authority area
- ensuring that safeguarding and promoting the welfare of children is taken into account in the planning and commissioning of children's services

¹⁰ Welsh Assembly Government, 2004

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- monitoring and evaluating the effectiveness of what is done by the local authority and board partners individually and collectively to safeguard and promote the welfare of children
- advising them on ways to improve.

1.10 Effective cooperation to safeguard children will be further strengthened by improved information sharing practices. All local authorities are introducing information sharing protocols, delivering staff training and developing a directory of local children's services. The Government will be publishing in spring 2006 comprehensive non-statutory practitioner guidance *Sharing Information on Children and Young People*. It is recognised that most decisions to share information require professional judgement. The guidance will provide the knowledge and understanding that practitioners need to inform their judgement of when and how to share information about a child or a young person with whom they are in contact. It will aim to provide clarity on the legal framework and give practitioners confidence in making decisions.

1.11 *Working Together to Safeguard Children* is being updated to incorporate guidance on LSCBs and other changes that have taken place since 1999, including the legislative and organisational changes outlined in this section. These changes will help local areas to build on successful partnerships by strengthening the arrangements that underpin them, and by spreading good practice. The Government's aim is to ensure that there are effective services in every area to meet the needs of children. That includes preventing abuse – including sexual exploitation – and identifying and tackling abuse when it does take place.

1.12 The *Guidance on Safeguarding Children Involved in Prostitution* will also be re-launched. While it is important not to fetter local partnerships with unduly prescriptive arrangements, updating this guidance will provide an opportunity to highlight good practice and ensure that mechanisms exist to share approaches to tackling issues in different areas, as well as provide access to specialist resources and service provision.

Updating the resource site for schools

1.13 There is nothing more risky than ignorance. All young people should have access to personal development learning, including personal, social and health education (PSHE) which encourages them to think about safe and equal relationships. The Government paper *Youth Matters*¹¹ concludes that, throughout their teenage years, young people should receive support to negotiate issues around sexual relationships and sexual health, as well as in relation to drug and alcohol use. Substance abuse can be a consequence of sexual exploitation and can also increase an individual's vulnerability to it. Drug and alcohol awareness programmes need to show how misuse may make individuals more ready to become involved in risky behaviour, or cause them to drift into prostitution to fund their habit.

¹¹ *Youth Matters* (CM 6629), 2005

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Respondents told us that:

- schools have a key role to play in helping young people consider safe relationships
- many specialist education programmes have been developed and delivered by local projects working with those involved in prostitution.

Respondents suggested:

- extending PSHE lessons on sexual health, self-esteem and healthy relationships to cover abuse of power, exploitation, internet safety – and, where appropriate, the realities of prostitution
- involving both girls and boys and including discussion of attitudes towards the demand for sexual services
- ensuring that it is a shared responsibility between schools, Pupil Referral Units, Connexions and others so that the messages reach those absent from school
- making available information about help and support for young people concerned about themselves or their friends.

1.14 There is already a range of programmes available which address sexual exploitation. Many of these would be deliverable in a wide range of settings. A resource site for schools, available on Teachernet,¹² will be expanded to include these. As well as considering these core programmes, there is also evidence that programmes tailored to the circumstances of a particular area can be effective. In future local authorities, working through children's trusts, schools and colleges, will commission information, advice and guidance. It will be important to ensure that this is made available to those missing education as well as to those in school. The Government will work with the Sex Education Forum to ensure that advice is available to guide local partnerships on the commissioning and provision of appropriate programmes.

1.15 *Youth Matters* also proposed the development of an innovative combined ICT (information communication technologies) service that would include a self-service facility to signpost young people to accurate and up-to-date information on a range of issues, including sexual health, drugs, smoking and coping with relationships.

¹² www.teachernet.gov.uk

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Identifying and reaching children in need of protection

Respondents told us that:

- front-line agencies and services working with children and young people must be proactive and cannot rely on young people to seek help
- children and young people do not always recognise themselves as the victims of sexual exploitation
- both boys and girls can be at risk
- risk factors are not always understood by the statutory services or other professionals working with children and young people.

Respondents suggested:

- positive local action from frontline agencies to engage young people, including leaflets and posters signposting help and support
- guidance and training for those working with children and young people to enable them to spot the indicators of risky behaviour and respond appropriately.

1.16 Schools and health professionals – teachers, school nurses, accident and emergency staff, GPs, sexual health clinics and teenage pregnancy services – will often be the first to recognise risk factors. They need information and guidance to enable them to do so and to respond appropriately. Basic information on the routes into this form of abuse should be included in professional training, including the relevant Continuing Professional Development Programme, and more specialised training – including local information – should be provided on a multi-disciplinary basis. Under the current Government proposals, LSCBs will have a role in ensuring that effective training on safeguarding children is carried out in each area, though the commissioning and delivery of that training could be carried out by others, perhaps alongside other workforce development.

1.17 The introduction of a new Common Assessment Framework (CAF) will help to identify the needs of a child or young person whose behaviour or problems relate to the known risk factors for involvement in prostitution. This, together with the development of the Child Index (see overleaf – paragraph 1.19) will enable the early identification of needs and ensure that coordinated support, perhaps involving a range of professionals, is in place as early as possible. Many of the risk factors for involvement in prostitution are identical to those for other poor outcomes and a raft of early interventions are already in place or in development through the alcohol harm reduction strategy, the drugs strategy and the work of the Youth Justice Board and Connexions. These programmes need to be linked into local prostitution strategies to ensure that they are accessible and responsive to the particular issues of this group of young people.

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Young people and drugs¹³

Reducing drug use by young people, particularly the most vulnerable, is a key strand of the Government's updated drug strategy. Choosing not to take illegal drugs is one of the aims to achieve the *Every Child Matters* outcome to Be Healthy. New guidance on young people and drugs has been published with the objective of improving prevention and earlier intervention with vulnerable young people. This requires drug misuse to be considered as part of assessments, care planning and intervention by all agencies providing services to children, including schools. This work is supported by the development of improved specialist treatment provision as part of the Government's target of doubling the number of people in treatment by 2008.

1.18 There may be occasions when the level of concern is such that it becomes a child protection issue. In these cases professionals will need to follow the appropriate child protection procedures set out in *Working Together to Safeguard Children*.

1.19 Following new provisions in the Children Act 2004 the Government has announced plans for a national information sharing index, to be maintained and operated by the 150 local authorities in England and Wales by 2008. This index will include all children and will enable practitioners who may have picked up early signs of vulnerability to indicate that they have information to share, that they have undertaken a common assessment, or that they are taking action in relation to a child or young person's needs. It will also facilitate contact between all the practitioners involved with the young person.

Targeted intervention for those particularly at risk

1.20 It is important that the warning signs and risk factors should be well understood in order to effectively target information, protection and support at those most vulnerable to this form of abuse to prevent them from becoming involved.

¹³ *Every Child Matters: Change for Children, Young People and Drugs*, HMG, 2005

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- those at particular risk include:
 - those not in education
 - those who go missing from home
 - those in care/leaving care
 - children whose parents are involved in prostitution
 - those living in or near a red light area
 - children arriving unaccompanied in the UK
- advice and support is needed for parents and carers (including the corporate carers of looked after children).

Respondents suggested:

- use of the CAF to identify the needs of those most at risk who may need coordinated support from a range of services
- agreed local inter-agency protocols (linked across borough/area boundaries)
- information for educational welfare officers and others working with children and young people not in education, and prompt responses to truanting
- an effective means of monitoring those who go missing from home
- safe emergency accommodation available for runaways
- information and training for residential care home workers, foster carers and staff in pupil referral units about the particular risks faced by young people in their care
- support for parents/carers should be part of the responsibility of the ACPC/LSCB.

Children missing education

1.21 While children are missing school and away from supervision they may often put themselves in situations that make them vulnerable to exploitation. Missing school may also be symptomatic of difficulties in the child's life which also contribute to their vulnerability. Early identification of children missing education will be crucial to ensure that appropriate and timely interventions can be devised. The Government has set a clear goal for all local authorities to have in place by the end of this year systematic arrangements for identifying children missing education so that suitable provision can be made for them.¹⁴

Children missing from home

1.22 Children missing from home can be particularly vulnerable to exploitation. Government guidance¹⁵ recommends that local authorities have in place mechanisms to monitor 'missing from home' incidents. The introduction of the new Child Index and the CAF will make it easier for local partnerships to support young runaways and their families through early intervention and a timely response. For some young runaways, family mediation will be the right approach. For others, a return to the family home will be inappropriate, at least in the short term. For these young people,

¹⁴ More information can be found in the guidance from the Department for Education and Skills on *Identifying and Maintaining Contact with Children Missing or at Risk of Going Missing from Education*, available at www.everychildmatters.gov.uk/ete/?asset=document&id=15394

¹⁵ LAC (2002) 17: *Children Missing from Care and from Home: good practice guidance*, Department of Health

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community based refuge services are likely to be an appropriate solution. The Government is currently funding six projects,¹⁶ each piloting a different model of services for young people assessed as requiring emergency access to overnight accommodation. In the future it will be the role of children's trusts to incorporate community-based refuge, and other services for young runaways, as part of their mainstream services wherever they are required.

Children in or leaving the care system

1.23 LSCBs will need to be particularly vigilant about looked after children. Many respondents commented on their particular vulnerability to coercion and provided evidence of the targeting of care homes by 'groomers'. This means that clear advice must be available for care home staff so that they are aware of the risks. Protocols between the police and care workers will ensure an appropriate response to any concerns. Social Services Leaving Care teams will also need to be aware of the risks to care leavers as this will be a time when they may be particularly vulnerable.

Rotherham

In Rotherham the police have appointed a dedicated officer for child protection and sexual exploitation. Her role includes regular visits to children's homes and carrying out follow-up visits to young runaways.

Children living in a prostitution environment

1.24 Those children living in or near an area in which prostitution takes place, or in families involved in prostitution, may be at particular risk of involvement through family or peer pressure, or through a 'normalised' view of prostitution. Where such children or young people are identified, the risk arising from their exposure to prostitution will need to be assessed.

Children arriving unaccompanied in the UK

1.25 The Government recognises the vulnerability of unaccompanied minors arriving in the UK. Following on from the success of Operation Paladin, undertaken by the Metropolitan Police to track unaccompanied children arriving at Heathrow, a multi-agency team is based at Heathrow to address the specific safeguarding needs of unaccompanied minors. The Immigration and Nationality Directorate (IND) has also set up a Children's Taskforce to review the guidance, policy and procedures on children in the light of the new provisions in the Children Act 2004 and to produce guidance on dealing with vulnerable children. IND will also be developing protocols for working with other agencies on child protection issues. It is vital that we make the best use of information about vulnerable children coming into the country and that it is not lost as they move from area to area.

Support for parents and carers

1.26 Although there are well-documented risk factors for those groomed or otherwise coerced into prostitution, in effect all young people can be vulnerable. Some will come from very supportive homes and, in such cases, it is important that support services work with their parents/carers to safeguard them. In such circumstances the harm caused to the young person can impact on parents, grandparents, other carers and siblings. It is crucial that support should be available to concerned family members. The Coalition for the Removal of Pimping (CROP) provides such support on a national basis. Local projects are also increasingly developing posts specifically to work with families.

¹⁶ in County Durham, Liverpool, Leicestershire/Leicester City and Rutland, Bradford, Torquay and London (the original London Refuge)

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1.27 Evidence tells us that most parents find parenting challenging at times and many would like to be able to access greater support. Our parenting strategy sets out our plans to offer all parents more integrated information through helplines, web-based information and expansion of the role of Children's Information Services. This will enable more parents to access information, advice and support voluntarily and early on, before their problems or worries escalate. The package will provide increased opportunities for parents to self-help from home, and will provide a rich source of information to frontline professionals to draw upon when seeking to signpost or make referrals for parents.

1.28 Reflecting this hierarchy of need, our parenting strategy aims both to address serious existing behaviour issues and catch problems early on, using combined measures of both challenge and support, as appropriate. The aim is to pick up the very early warning signs of poor child outcomes, or signs of small parenting difficulties that can, if left unchecked, develop into more entrenched and serious problems, shifting away from crisis management to targeted prevention and early intervention.

A strategic response to the role of the internet as a tool for child sexual exploitation

Respondents told us that:

- the internet is being used increasingly to groom children and young people for commercial sexual exploitation.

Respondents suggested:

- increasing the availability of information for children and young people, and parents/carers and staff in frontline agencies, about the dangers of the internet
- including information about the safe use of the internet in PSHE classes on healthy relationships
- more action to increase safety online
- proactive policing of the internet with prosecutions of those who groom online.

1.29 In 2001 the Home Secretary set up a task force to bring together government, law enforcement agencies, child protection organisations and the communications industry to work on making the internet safer for children. The task force has run media campaigns which have increased awareness of the core safety messages among children and parents. It also developed proposals which led to the grooming offence in the Sexual Offences Act 2003 and produced training and awareness materials for police officers and child protection professionals and models of good practice for suppliers of online services.

1.30 Building on the recommendations of the task force, the Government is creating a new Child Exploitation and On-Line Protection Centre. The centre will be truly multi-agency, bringing together law enforcement, child protection and communications technology specialists to create a focal point for the online element of child protection work. It will provide a single point of contact for the public, law enforcers and the communications industry to report on-line targeting of children, and will offer advice and information to parents and potential victims of abuse 24 hours a day. It will also conduct proactive investigations to target the highest risk offenders, and work with police forces around the world to protect children. The centre will be affiliated to the Serious Organised Crime Agency and will be operational by April 2006.

Treatment for internet-related sexual crime

Sex offender treatment programmes explicitly target distorted attitudes held by offenders regarding the use of children for sexual gratification. The National Offender Management Service has designed a new treatment programme for offenders convicted of internet-related sexual crime. As well as changing attitudes to viewing pornography involving children, offenders are encouraged to recognise that their use of such images fuels the recruitment of vulnerable children into prostitution and other forms of sexual exploitation.

A holistic approach to support and protection

Respondents told us that:

- adult services are generally inappropriate for children and young people (under 18) abused through prostitution
- dedicated services need to be proactive in terms of looking for children and young people who are exploited through prostitution
- effective services focus on removing the child/young person from potentially dangerous and abusive situations
- voluntary organisations have a pivotal role to play in terms of building trust and engaging young people who may be wary of statutory services
- interventions need to be flexible and comprehensive in order to respond to individual needs, circumstances and personalities
- continuity of care and safe accommodation is crucial to promote stability and enable young people to stay in their communities
- secure accommodation may deal with the immediate risk but is not effective in the longer term
- mental health provision is a key issue for abused children but access to Child and Adolescent Mental Health Services (CAMHS) is slow, and there is rarely an appropriate transition to Adult Mental Health Services (AMHS)
- the provision of services for 16 and 17-year-olds is particularly challenging.

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- training for frontline agencies to promote a change in attitude – away from the belief that young people have made a choice about being involved in prostitution or that they are beyond help
- local protocols to ensure speedy access to mainstream services
- increased provision of specialist, safe and supported housing options
- greater access to CAMHS
- specialist sexual health services for young people abused through prostitution
- a more flexible approach to the provision of services at the transitional age to ensure continuity of service.

1.31 We have come a long way since the first specialised project was set up by Barnardo's in 1994. There are now projects offering a range of support to meet differing needs. Helplines, outreach, and a range of services suitable for children and adolescents to address health issues and substance misuse are vital since many children find it difficult to access more traditionally offered services, through reluctance or fear.

1.32 It has been recognised that mainstream services, including housing and health, have not always focused sufficiently on the needs of young people. Under the new arrangements, housing agencies and Primary Care Trusts (and other health agencies) will be fully involved in children's trusts and in the planning and delivery of Children and Young People Plans.

Social Exclusion Unit studies of the provision of services to vulnerable young adults, and to frequent movers

Vulnerable young adults

- Young people with severe or multiple needs require a range of services which are not always effectively interlinked.
- Services are often linked to a particular age group. However, many vulnerable young people outside of that age group could also benefit from accessing the service.
- Vertical integration of services also ensures continuity of service.

Frequent movers

- For those already facing significant disadvantage, moving frequently can compound the effects of social exclusion by leading to reduced access to mainstream services and longer-term damage to opportunities and life chances. For example, frequent moving can disrupt the education of children, cause gaps in income or make it difficult to access healthcare.
- Disadvantaged groups who experience frequent moving may also face a number of short/medium-term difficulties, such as difficulty in reconnecting with services, particularly if the moves are made across geographical/administrative boundaries.

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1.33 If services are to be delivered effectively to the most vulnerable, it is vital that providers are able to use discretion to determine how, when and where these services are delivered. In particular, outreach services are particularly effective at reaching those who are most reluctant to engage. In addition, advocacy services have been invaluable for those with complex needs, as expertise can be required to negotiate a way through different and complex systems or procedures.

1.34 The period of transition from childhood to adulthood can present particular problems in terms of service delivery. Whilst progress has been made in joining up services to address a range of issues, less has been done to ensure vertical integration from youth or adolescent services to adult services. Local areas will need to think about how they can address this problem, either by encouraging good working relationships between youth and adult services or 'holding on' to those young adults who need more support before they can benefit from services for adults.

Section 2

TACKLING DEMAND

2.1 It is clear that where street sex markets exist, they impact greatly on local residents and businesses. Local strategies should consider measures that disrupt the market by addressing demand as well as supply.

2.2 This element of the strategy includes:

- a new focus on the enforcement of the law on kerb crawling
- a new staged approach to enforcement against loitering or soliciting.

Reducing demand – policing kerb crawling

2.3 Enforcement has a key role to play, particularly with respect to those who create the demand for street prostitution. Residents of red light areas reported to the review that they were particularly concerned about the presence of kerb crawlers. Tackling kerb crawling must be at the heart of local enforcement strategies. Criminal statistics show that enforcement against kerb crawlers initially increased after the introduction of a power of arrest in 2001¹⁷ but a breakdown of those statistics also shows that not every area is taking such action. In order to respond to the legitimate concerns of local communities, enforcement against kerb crawlers must be in place wherever kerb crawlers are a regular nuisance. Evidence suggests that relatively low-resource operations will have a significant deterrent effect.

Respondents told us that:

- kerb crawling is of concern to communities as it can involve unwanted propositioning of local residents, including young people
- kerb crawling can result in slow-moving traffic, congestion and noise
- kerb crawlers tend to be fearful of identification and can be deterred by warning letters and media coverage of enforcement measures
- targeting kerb crawlers can have implications for the safety of women involved in street prostitution as clients tend to spend less time negotiating, giving women less time to assess the risks.

¹⁷ The numbers of prosecutions for kerb crawling are 726 (2000), 856 (2001), 993 (2002), 884 (2003) and 808 (2004)

Section 2

TACKLING DEMAND**Respondents suggested:**

- shifting the focus of enforcement to demand for street prostitution
- a stepped approach, challenging behaviour and making kerb crawlers aware of the implications of their actions and the possible consequences
- the use of the whole range of penalty options available for those convicted of kerb crawling, including disqualification from driving
- dealing with all kerb crawlers in one area in the same magistrates' court (on the same day each month) to improve consistency in sentencing and facilitate media coverage.

2.4 A clear message that kerb crawling will not be tolerated should be sent out in all red light areas. This can be achieved through local media messages, including the reporting of kerb crawling prosecutions, and warning signs in the locality. Other deterrent measures include environmental measures such as road management interventions to control the flow of traffic and to limit access to the red light area.

2.5 For those who ignore such warnings, a staged approach leading to prosecution will be appropriate:

- **Informal warning**

The use of CCTV to identify cars regularly cruising red light areas is a cost-effective way to deter kerb crawling. Warning letters are sent to the owners, advising that they risk prosecution if they return. Anecdotally this has a high deterrent effect.

- **Court diversion**

Kerb crawler re-education programmes (with attendance funded by the offender) can be offered as an alternative to prosecution, to raise awareness about the impact street prostitution has on local communities and those involved in selling sex, and the potential criminal sanctions. This should only be available when it is a first kerb crawling offence and when the offender has no previous convictions relating to sexual offences. Where conditional cautions are available, attendance on a re-education programme – and, where appropriate, restrictions on being in a particular area at a particular time – can constitute the condition of the caution. Where re-education programmes are currently in place, there is evidence of reduced re-offending in that area.

- **Prosecution**

For those with previous convictions relating to sex offences, those who refuse to attend a kerb crawler re-education programme, and those who continue to kerb crawl, prosecution should follow. Arranging for kerb crawlers to appear in court on the same day each month will help to ensure consistency in sentencing and use of the full range of available penalties, including disqualification from driving. Naming and shaming those convicted in the local media also reinforces the effect of the criminal justice process.

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TACKLING DEMAND**Hampshire Change Programme**

As an alternative to court, kerb crawlers arrested for the first time are offered an opportunity to attend the 'change programme', a one day re-education programme designed to challenge their behaviour. The course is funded by those who attend – currently £200 per person. The aim of the course is to explain the impact street prostitution can have on local communities. Attendees explore the issues faced by those involved in prostitution through role play. The implications of being arrested for kerb crawling are also explored. Of the 304 kerb crawlers who have attended the course, only four have re-offended in Hampshire.

2.6 Anti-Social Behaviour Orders and Acceptable Behaviour Contracts have also been used to prohibit kerb crawling.

2.7 Kerb crawlers, and punters on foot, must be prosecuted rigorously to protect local communities from the nuisance that their behaviour causes and to reduce the demand for a street sex market. There is a great deal more free choice involved on the demand, rather than the supply, side of the street sex market. Targeting those who create that demand can be highly effective at disrupting the market, provided that the full range of enforcement measures and sentencing options are used, and provided that the police, local authority and local residents are all involved in developing the approach. It is also important to recognise that 'punters' may be out of their home area.

Reducing opportunity – environmental measures**Respondents living in red light areas were particularly concerned about:**

- litter, including used condoms and needles
- increased traffic
- increased noise
- increased low-level crime
- sex in public (often in private gardens).

This led to:

- the need to change aspects of their daily lives
- fear of victimisation and concerns for their children
- feelings of anger and powerlessness
- embarrassment about the area in which they live.

Respondents suggested:

- introducing more environmental measures to deter and disrupt street prostitution, including general improvements to the built environment
- introducing 'quick response teams' to clear up litter associated with prostitution and drug misuse.

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TACKLING DEMAND

2.8 Street sex markets can often be discouraged through the introduction of simple measures such as warning signs aimed at those seeking to pay for street sex advising that the area is under surveillance, and the provision of CCTV and street lighting to increase their visibility. Other environmental measures can also be effective, including alley-gating and fencing off open areas such as school playgrounds, parks, etc to preclude their use for prostitution.

2.9 Street prostitution often takes place in the most deprived neighbourhoods and will often be a priority issue for regeneration partnerships. Regeneration programmes need to take account of the existence of a street sex market, and often have a significant impact on that market. New Deal for Communities partnerships are bringing local residents, service providers and other agencies together to tackle regeneration issues in a coordinated way. This ensures that local residents can be directly involved in bringing about real improvements to their neighbourhoods, improving their quality of life in a way which reduces the opportunity for the neighbourhood to be the preserve of those involved in prostitution, those seeking their services, pimps and drug dealers.

2.10 As well as improvements to the built environment and leisure areas, measures to regularly clean up the area by removing needles, used condoms and other detritus is a simple but effective way to significantly improve quality of life in the neighbourhood.

2.11 A particular area of environmental nuisance is the placing of prostitutes' cards in telephone boxes although this phenomenon only seems to occur in limited areas of the country, including some London boroughs (notably Westminster), Brighton and Norwich. Very few respondents commented on this issue although it is recognised that, where it occurs regularly, the nuisance and offence to local communities can be significant. Most respondents favoured some form of disruption.

2.12 Legislation was introduced in 2001 to make it an offence to place prostitutes' cards in telephone boxes. This is having a limited effect but some respondents – including BT – favour a statutory call barring scheme to prevent incoming calls being made to numbers persistently advertised on cards placed in telephone boxes. While call barring is potentially disruptive where landlines are used – and there is anecdotal evidence that landlines are preferred by many brothels – the use of mobile phones is increasing and it is notable that the majority of mobile numbers recorded are on a Pay As You Go tariff. It is not possible to identify the subscriber of such numbers and their portability is quick, easy and relatively inexpensive. This could significantly diminish the impact of call barring. Concerns have also been raised by both Ofcom and members of the Mobile Broadband Group about the effectiveness of such a scheme in the face of the advance of alternative technologies.

2.13 In 2004 the Jill Dando Institute (JDI) produced a report for BT on carding in kiosks in London.¹⁸ JDI also identified some potential problems with call barring, not least the time taken to bar calls which, it was concluded, would need to be significantly quicker if the method is to be genuinely disruptive. JDI also found that carding was very specific to areas within a borough, reflecting the large numbers of tourists and other potential clients, and suggested that a targeted approach to enforcement and environmental measures (including redesigning kiosks and a cleaning crack-down) may be feasible to tackle this problem effectively. Indeed, since the publication of that report, enforcement measures have effectively removed the problem from the streets of Brighton.

¹⁸ *Carding in kiosks: the illegal advertising of prostitute cards*, Jill Dando Institute of Crime Science, 2004

Section 2

TACKLING DEMAND**Reducing supply – accelerating routes out**

2.14 While some respondents favour the decriminalisation of those involved in prostitution, they nevertheless recognise the need to address the nuisance that is associated with a street sex market. A prostitution-specific offence provides the opportunity to tailor the penalty to meet the needs of those involved in prostitution and to address directly the factors that keep them tied to the streets. The cycle of prostitution/arrest/prostitution, underpinned by serious drug misuse, is self-sustaining. It is vital that we should find a way to close that revolving door by taking every opportunity to divert men and women in prostitution into services that are able to tackle the issues which keep them tied to the streets and that offer effective routes out.

Respondents told us that:

- the criminalisation of those involved in selling sex can be a barrier to offering support and protection, and routes out
- the offence of loitering or soliciting, and particularly the term ‘common prostitute’ can be stigmatising
- some felt that a prostitution-specific offence would be useful to trigger packages of intervention and to address public nuisance issues for local communities
- but where enforcement is sporadic, and not linked to support packages, the market is displaced rather than reduced.

Respondents suggested:

- using prostitutes’ cautions to trigger assessment and intervention at an early stage
- a new offence, framed along the lines of causing nuisance or harassment in public places through offering sexual services for gain
- re-framing the offence to do away with the concept of ‘common prostitute’.

2.15 The current offence of loitering or soliciting is a very low-level offence and, as such, the court will usually only consider imposing a fine. This is said to have very little deterrent effect and does not address the underlying causes of the offending behaviour. To rectify this situation, the Government intends to publish proposals for legislative reform to provide a penalty specifically tailored to the needs of men and women in prostitution. The intention will be for the courts to be able to order an appropriate package of interventions to address the causes of the offending behaviour where that behaviour is persistent. This will ensure a robust, staged approach to the policing of street offences.

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2.16 The current Home Office circular¹⁹ to the police on tackling street prostitution advises that 'no opportunity should be neglected of putting girls and young women who are in danger of drifting into prostitution into touch with a social welfare agency'. The language may be antiquated but the underlying principle remains valid. Today there are a range of ways in which women in prostitution can be directed to a support service and this lends itself to a staged approach to the policing of street offences:

Stage 1 – voluntary referral

Outreach – support projects use outreach to make initial contact with women in prostitution, which can then lead to referral to a range of services and long-term personal support to follow a route out of prostitution.

Stage 2 – pre-charge diversion

Prostitutes' cautions – the initial element of the current offence is a prostitutes' caution, issued by the police on at least two occasions to assist in proving that the person is, to use the language of the legislation, a 'common prostitute'. This provides an early opportunity for the police to signpost individuals to the kind of service outlined above.

Drug Interventions Programme (DIP) – DIP offers a route into drug treatment when an offender is engaged with a Criminal Justice Integrated Team (CJIT) in the community. It funds drug workers who are based in all the custody suites to seek the voluntary engagement of drug-using offenders. (This stage of intervention is often known as 'arrest referral'.)

There are also a number of effective outreach schemes within CJITs aimed specifically at women involved in prostitution. Crucially, the CJIT's case management approach helps to narrow the critical gap between referral to, and entry into, treatment by continuing engagement with the individual and the delivery or brokering of treatment and other support interventions. This approach is particularly effective with chaotic clients whose motivation might not otherwise be sustained.

Conditional cautions – this is a new disposal which allows conditions to be attached to a caution. It provides new opportunities for individuals to be diverted from the court process, and determining appropriate conditions can also offer an opportunity for community involvement. The individual must agree to accept a conditional caution (unlike a prostitutes' caution) and the conditions must be proportionate, achievable and appropriate. Failure to comply with the conditions imposed may lead to the individual being charged with the original offence. This could be a particularly useful diversion for those women who have not previously engaged with a support service and for whom the conditions could include assessment of drug use, advice and education, referral to appropriate treatment (undertaken on a voluntary basis) and agreement to a care plan.²⁰

Stage 3 – following charge

Drug testing within DIP – in many high-crime areas, an individual can be tested for certain Class A drugs after being charged with particular offences or if a police officer (of at least Inspector rank) believes that there are reasonable grounds for suspecting that the misuse of a Class A drug caused or contributed to the offence. A high proportion of those currently tested under Inspector's discretion are women involved in prostitution.

¹⁹ Home Office Circular 108/59, *Street Offences Act 1959*

²⁰ The use of conditional cautions in response to the offence of loitering or soliciting is currently being piloted in Doncaster

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New measures introduced in the Drugs Act 2005 are being implemented incrementally from the end of 2005 to give police powers to test for drugs after arrest (alongside the continuing power to test after charge). The Act also introduced a new provision of 'required assessment' which means that those testing positive will now be required to undergo an assessment of their drug use. Failure to comply with the requirement will be an offence. These new arrangements will mean that more people who commit offences to finance their drug misuse will be directed into treatment earlier. The move to testing on arrest will also enable test results to inform conditional cautioning considerations.

Stage 4 – prosecution

New rehabilitative approach to loitering or soliciting – the penalty will vary according to persistence, to address the underlying issues which may be preventing an individual from succeeding on a voluntary basis to find a route out of prostitution.

2.17 Under this staged approach those women (and men) who respond to informal referrals and seek help from support services to leave prostitution, and those who engage with the CJIT workers to receive treatment and other support, may avoid further criminalisation. However, for those individuals who, for whatever reason, continue to be involved in street prostitution, the criminal justice system will respond with rehabilitative interventions to reduce re-offending and to protect local communities.

2.18 The reforms to the offence and penalty will also provide an opportunity to remove the outdated (and widely considered to be offensive) concept of 'common prostitute'.

*Civil measures – Acceptable Behaviour Contracts and Anti-Social Behaviour Orders***Respondents told us that:**

- Anti-Social Behaviour Orders (ASBOs) are limited in what they can achieve with women in prostitution as they often fail to address the underlying reasons for their involvement
- ASBOs can result in geographical displacement or displacement to other, often more serious, criminal activity
- geographical displacement can increase the vulnerability of those in prostitution and remove them from the support of dedicated services.

Respondents suggested:

- clear guidance on the use of ASBOs with those involved in prostitution, advocating an accompanying package of support
- strong local partnerships between support services, the police and local authorities so that the circumstances of the women, their reaction to offers of support and their likely response to an order, are fully taken into account
- considering the use of ASBOs more widely for kerb crawlers.

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2.19 The use of ASBOs was criticised by many of the respondents representing projects supporting women in prostitution. The main criticism was that they often deter – and sometimes effectively prohibit – women from seeking their support and accessing services, including drug treatment. There was particular concern that they did not address the underlying issue of drug misuse and, without such support, it was considered that there was a risk that many women would breach the order and, as a result, be sent to prison.

2.20 It was notable that those respondents supporting ASBOs had generally experienced more effective partnership working to underpin the process. In our guidance for communities we will include advice on ways to ensure that Acceptable Behaviour Contracts (ABCs) and ASBOs made against those involved in prostitution are used effectively as part of an overall strategy that involves the support of local projects. This will encourage constructive dialogue with support projects as part of the ASBO decision-making process. Guidance will also include advice on drafting prohibitions so as not to prevent women from accessing support services.

2.21 The Government has introduced a new civil order for adults which can run alongside an ASBO. The new Intervention Order will be available from April 2006 and will enable individuals engaged in anti-social behaviour to receive treatment to address the underlying causes of their behaviour where it is drug-related. The order will help individuals to comply with the conditions set out in their ASBOs while at the same time providing a means of ensuring those whose anti-social behaviour is rooted in substance misuse receive the treatment they need outside the criminal justice system. The order will provide those in prostitution with a further route into support services.

2.22 ASBOs and ABCs can also be used against kerb crawlers and others – including pimps – who encourage the demand for street prostitution.

Operation Garrowby – Bradford Vice Team

The Bradford Area Vice Team and the Council's ASBO team set up Operation Garrowby to target kerb crawlers. Two hundred warning letters were sent out. In the same period, 57 ABCs were issued to repeat offenders who failed to respond to the warning. Only two of the contracts have been breached. Anecdotal evidence suggests that the overall number of kerb crawlers in the area has reduced over a 12-month period.

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DEVELOPING ROUTES OUT

3.1 Finding routes out of prostitution can be a difficult and lengthy process. Those involved in prostitution are far from a homogenous group but it is common for them to have complex needs and to have experienced long-term disengagement from services. Frequent convictions and Anti-Social Behaviour Orders (ASBOs) may have further disrupted their link with services. This can compound their social exclusion and present a difficult challenge for those seeking to address the underlying issues and offer the prospect of an alternative way of life.

3.2 The Government's Crime Reduction Programme (CRP) provided seed funding for 11 multi-agency pilot projects to examine what approaches and practices are effective in tackling prostitution. Key findings and recommendations were published²¹ at the same time as *Paying the Price* and provided clear evidence that enforcement alone is insufficient to have a long-term effect on street prostitution. Without support services to address the issues that bind women to the streets, enforcement will simply displace prostitution activity.

3.3 This element of the strategy will include:

- guidance on models of support and routes out
- improving access to drug treatment
- improving access to other services.

Models of support and routes out

Respondents told us that:

- holistic services work best to respond to the high proportion of women involved in street prostitution who are homeless, Class A drug users, and may have been victims of violence and/or abuse
- it is important to identify a key worker
- while some women may argue that they have made a choice to be involved, the vast majority require support and protection to enable them to maintain their safety and to reach a point of stability from which they can find a route out.

Respondents suggested:

- sustained and adequate funding for the provision of long-term, flexible and holistic support for those involved in prostitution
- guidance that considers the needs of all those involved in prostitution – including those working off street and men.

²¹ Hester and Westmarland, *Tackling Street Prostitution: towards an holistic approach*, Home Office, 2004

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DEVELOPING ROUTES OUT

3.4 Evidence of promising practice, including that from the 11 CRP projects, shows that outreach is indispensable. It not only engages women with services but allows the opportunity to develop trusting relationships to provide a basis from which routes out can be explored. Dedicated services are also essential to broker the provision of mainstream services. Women in prostitution are frequently so disengaged from the usual service infrastructures – for example, few are registered with a GP – that it is difficult for them to access mainstream services through traditional routes and without some form of signposting or advocacy. Dedicated support services also have the advantage of providing one individual, or agency, to take responsibility for ensuring that a complete and coherent package of support is available.

Women's Offending Reduction Programme (WORP)

The issues and problems faced by women in prostitution – drug misuse, mental health problems, abusive relationships, childcare difficulties, etc – are often the same factors that can lead women into crime. The WORP, launched in March 2004, focuses on improving community-based interventions and services so that they are better tailored to the needs of women. It aims to encourage greater use of community alternatives and to ensure that custody is used only for women offenders who really need to be there. To support this approach, the Home Secretary announced in March 2005 that £9.15 million will be used over the next four years to set up new community-based initiatives for women, including a one-stop-shop approach for those serving sentences in the community and for women at risk of offending. They will explore how a multi-agency approach can address the range of factors that affect why women offend, and will demonstrate how alternative approaches to custody can work effectively for women.

3.5 Dedicated support must be made available wherever there are women trapped in prostitution. Practical guidance on promising practice, building on the evaluation of the CRP projects and the experience of those working with women involved in prostitution, will be made available. This will include information on effective models of support and routes out, and advice on ensuring that mainstream services are accessible to this group of women.

SETH – Safer Exit Tower Hamlets

SETH is an umbrella body representing all local voluntary and statutory agencies working with women in prostitution in Tower Hamlets. SETH has developed a multi-agency information sharing protocol, and secured the deployment of a dedicated police officer to work with the voluntary sector specifically on issues relating to prostitution and to be the point of contact for any woman in prostitution who may be the victim of a serious violent or sexual offence.

In November 2005 SETH published the *Safer Exit Handbook* to provide background advice for all agencies coming into contact with women in prostitution, and guidance on referrals to appropriate service providers to meet their complex needs.²²

²² Further information is available from seth@toynbeehall.org.uk

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3.6 It is important that support projects work with local communities. They have a clear public education role in terms of raising awareness about the issues associated with prostitution. There also needs to be a clear understanding that the purpose of the projects is to develop routes out of prostitution as it has been reported that communities can have the perception that services for women on the street can attract prostitution,²³ or create a 'comfort zone'.

Improving access to drug treatment

3.7 Street prostitution is often related to the maintenance of drug use. The first step towards the stabilisation of those involved in prostitution must be to set them free from the drug addiction that constantly forces them back onto the street. This is a particularly vulnerable group of problematic drug users due to their need to finance their drug use, and often that of their partners, through prostitution. The best opportunities to engage women in prostitution in drug treatment often come at points of crisis. Interventions are believed by some to be most successful when, at such points, women are ready and willing – with the necessary support from project workers – to access treatment and support.

Respondents told us that:

- a high proportion – in many areas, practically all – of those involved in street prostitution are Class A drug users
- many women live in drug dens
- regardless of the reasons for first becoming involved in prostitution, drug addiction becomes a significant barrier to routes out and, along with housing, accessible and supported drug treatment is crucial if women are to be able to contemplate leaving prostitution
- success is more likely where treatment is entered voluntarily
- there has been a lack of treatment provision for crack users.

Suggestions included:

- increased availability and accessibility of drug treatment services for those involved in street prostitution, including:
 - protocols for fast-track into immediate assessment/treatment
 - female-only provision
 - provision for pimp/partners
- increased availability of diversion schemes linked to local support projects
- increased closure of drug dens, with links to local projects to support those 'displaced'.

²³ *No Escape? An Investigation into London's Service Provision for Women involved in the Commercial Sex Industry*, Poppy Project, 2005

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3.8 It is recognised that it may take some time, and a great deal of support from a dedicated support project, before an individual has the confidence and self-esteem to contemplate treatment and, ultimately, a route out of street prostitution. Historically opiate misuse, especially heroin misuse, has been the primary drug problem and the main focus of drug treatment services. This situation is now changing. Most use a range of drugs, typically heroin and crack cocaine. The National Treatment Agency (NTA) is engaged in a national drive to improve the quality of services available. This includes improving the knowledge and skills of professionals, particularly in relation to the issue of crack.

3.9 Equally, drug services are now expected to meet all the drug treatment needs of individuals, whether they are a heroin or crack user, or a poly-drug user, as effective treatment focuses on the client's needs and not just on the misuse of the drug. So increasingly drug services are adopting flexible treatment packages which reflect both the range of drugs used and the complex needs of drug users, and are working in partnership to provide a range of support at local level. The recently published *Crack Report*²⁴ is an excellent guide to the range of services required.

Ensuring local provision is in place

3.10 In July 2004 the Home Office published commissioning guidance for partnerships and providers tackling drug problems associated with street prostitution.²⁵ This guidance provides advice on how to devise strategies to reduce the impact of problematic drug use on those involved in street prostitution through primary prevention, harm reduction and drug treatment. A key element of the guidance details the value of local partnerships in the commissioning and planning of effective services.

3.11 Where outreach services exist to make contact and build trust with this group, women can be encouraged to access treatment services and so remove a key motivation for prostitution. For access to treatment to work effectively with this particularly chaotic group it is important that support projects develop protocols with statutory and voluntary drug treatment providers. This will ensure that, where women appear ready to consider treatment for drug problems, services can be engaged immediately to begin the process of preparation for appropriate treatment and counselling.

3.12 A number of factors need to be taken into account in terms of ensuring accessibility for this group. Those with chaotic lives find it difficult to cope with appointment systems, or to make appropriate arrangements for childcare. These are the kind of issues that dedicated support projects can broker with mainstream services and for which they offer much-valued advocacy services.

3.13 The Drug Interventions Programme (DIP) has been developed to use contact between individuals and the criminal justice system as an opportunity to engage with them in a constructive way by assessing their needs, agreeing a care plan and case managing them through appropriate treatment and support. In many instances this may enable engagement with women who have not traditionally found it easy to access mainstream services and so have not had a route into referral for treatment.

²⁴ *The Crack Report*, Turning Point, 2005

²⁵ *Solutions and Strategies*, Home Office, 2004

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3.14 As part of the annual Drug Action Team (DAT) treatment planning process, DAT partnerships have to carry out needs assessments that take into account the specific requirements of their local communities. This should include women who are involved in street prostitution to ensure that they have access to a range of community/residential drug and alcohol services. The NTA also requires DAT partnerships to develop documented care pathways for women and to report quarterly on their treatment plans and how they are working with and addressing the needs of women.

3.15 There will be cases where, to be fully effective, counselling and treatment must be available for pimps/partners as well as for those directly involved in prostitution.

3.16 The Government will update written guidance, and guidance available on-line, on the updated drug strategy and will include direct reference to promising practice on how to address the drug problems of those involved in prostitution.

Tackling supply

3.17 The updated national drug strategy includes a strand on supply reduction. Enforcement activity needs to recognise that those involved in prostitution may be low-level dealers who are also users, and that to achieve a sustained impact on drug supply the organisation behind the street-level dealing must also be disrupted. Effective operations against drug supply need to be integrated at a local level with strategies to address prostitution, and action to tackle the availability of drugs by disrupting supply must recognise the need to address prostitution where it plays a part in the local drug supply chain.

Operation Crackdown

During a recent three-month campaign by the Association of Chief Police Officers and the Home Office, the police have closed more than 170 drug houses, taking over £13.4 million of drugs off the streets. The results show that during the campaign:

- 123kg of cocaine, 3.4kg of crack cocaine, 119.8kg of heroin and 86,059 ecstasy tablets were taken off the streets
- police arrested 3,419 people for the supply of Class A drugs
- 1,471 people were charged with Class A supply
- £3,242,932 of cash assets were seized.

3.18 Drug dens are frequently used by particularly chaotic women in prostitution who might otherwise be homeless. Police operations to close such premises should ensure that vulnerable women discovered there have access to dedicated support services. This crisis point may well provide a good opportunity for engagement and support.

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The Crack House Protocol

The Crack House Protocol is equivalent to a service-level agreement concerning problem addresses. The Metropolitan Police (Southwark), Southwark Anti-Social Behaviour Unit (ASBU), the local Drug and Alcohol Action Team (DAAT) and the Housing Department have all signed up to a protocol which enables crack houses to be dealt with quickly. Along with guidance on intelligence gathering and verification, the protocol outlines specific steps to be taken to assess the individuals inside the property before it is closed down. Those considered vulnerable are provided with support, including provisions for re-housing, reducing their vulnerability to further exploitation.

Improving access to accommodation

3.19 Ensuring the adequate provision of settled accommodation for women involved in prostitution is essential if they are to succeed in finding routes out.

Respondents told us that:

- there is a high level of homelessness among those involved in street prostitution
- as well as drawing individuals into prostitution, homelessness can be a significant barrier to exiting
- stabilisation is crucial if services are to be able to support women to tackle health issues, including drug misuse
- once stability has been achieved, appropriate accommodation is crucial in terms of access to education and employment
- there are significant difficulties in relation to both capacity and accessibility of suitable housing for this group, particularly for women with mental health and drug addiction problems who continue to sell sex
- some examples of successful strategies were provided – generally where established projects have successfully negotiated the involvement of a dedicated housing officer.

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Respondents suggested that a range of accommodation is required to meet the differing needs at each stage of the exiting process:

- crisis intervention: specialist high-level support refuge-type accommodation, equipped to take in substance misusers and those who may still be active in prostitution
- stabilisation: at this stage there is a need for 'move on' accommodation such as cluster flats, with the provision of continuing support
- aftercare: finally, independent tenancies with floating support to help women with their life skills, to help them sustain their tenancies, to provide emotional support and to prevent a relapse into drug use and prostitution.

3.20 The Homelessness Act 2002 requires every local authority in England to have a strategy for preventing homelessness and ensuring that accommodation and support are available for people who are homeless or at risk of becoming homeless. Housing authorities also have a general duty to ensure that free advice and information about homelessness and its prevention are available to everyone in their district. The Government also amended the legislation to broaden the safety net ensuring that vulnerable groups have a priority need for accommodation if they become homeless through no fault of their own. While being involved in prostitution does not mean that an individual automatically meets the vulnerability criteria, many will fall into one or more of the priority need categories, such as fleeing violence or threats of violence, having a mental illness or having been in custody.

3.21 *Good practice guidance on homelessness strategies*²⁶ emphasised the importance of understanding the causes of, and current and future levels of, homelessness in a local area. If street prostitution features in their area, housing authorities must ensure that their strategies adequately address the needs of those involved in prostitution who are homeless or at risk of homelessness. The Government has also published a new strategy for reducing homelessness, increasing access to settled homes and halving the number of households living in temporary accommodation by 2010.²⁷ The strategy includes sections on supporting vulnerable people to tackle the wider causes and symptoms of homelessness.

St Mungo's

The St Mungo's housing service for crack-dependent women in Lambeth provides women involved in prostitution with a safe place to live to enable them to contemplate a life away from the streets. In this way the project has had success in bringing 'hard-to-reach' client groups to drug treatment and other forms of rehabilitation as part of a route out of prostitution.

The charity runs two hostels supporting women at different stages of exiting prostitution. Clients at the first hostel receive an intensive needs assessment and are allocated a key worker and a drugs worker, as well as given help to claim benefits and access healthcare. When they become stable, they move to the second hostel where they are encouraged to live more independently.

²⁶ ODPM, 2004

²⁷ *Sustainable Communities: settled homes; changing lives*, ODPM, 2005

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3.22 Once accommodation has been secured, there is likely to be a requirement for some support to ensure that the tenancy can be sustained, and to help with independent living. This would include the kind of support provided through the Supporting People programme, particularly around:

- developing skills in managing tenancies (including budgeting and paying bills)
- claiming benefits
- accessing local services
- accessing education and employment.

3.23 Supporting People services are directed by local Joint Commissioning Bodies comprising the local authority, healthcare providers and the probation service. All three partners to this commissioning process have an interest in supporting women leaving prostitution. As such, commissioning bodies should give active consideration to the contribution of housing-related support in developing routes out of prostitution. In some areas the Supporting People service has been provided from within a dedicated support project for those involved in prostitution. This ensures a holistic approach to the delivery of the range of services required and improves understanding across the agencies of the needs to be addressed and the mechanisms to do so. However, given competing priorities for funding, authorities may also wish to consider whether existing services – particularly floating support – might appropriately and effectively provide support for this group.

3.24 Given the aim of enabling the individual to break their links with prostitution, commissioners should consider whether there is a need to ensure mobility across local authority boundaries through the development of Supporting People Cross Authority arrangements.

Improving access to other services

3.25 Prostitution can give rise to a range of health issues, including the effects of drug and alcohol abuse, the physical hardship of living on the streets, and mental health and sexual health problems. Access to health services can be difficult but, where well-established support projects have been able to develop protocols with Primary Care Trusts, speedy access to suitable services has been achieved.

Section 3

DEVELOPING ROUTES OUT*Sexual health***Respondents told us that:**

- outreach is invaluable as a means to provide condoms and advice on staying safe, and for arranging regular sexual health check-ups
- those involved in off street prostitution generally access mainstream services (although this is becoming more difficult with the increase in migrant workers)
- those involved in street prostitution require specialist support – ‘integrated and targeted clinical outreach and support services work best’ – but dedicated sexual health services for this client group are ‘seriously over-stretched’
- services work best when they are gender specific
- the location of services and their opening hours can affect accessibility – rigid opening times and appointment systems, along with the cost of travelling to a service, can be a real deterrent.

It was suggested that:

- much needs to be done to improve understanding among the general population about the realities of prostitution, including the potential consequences of risky sexual behaviour
- there is a particular need to focus on the risky behaviour of those who pay for sex – particularly those demanding sex without a condom
- the key to reducing complication rates and the onward transmission of infections is to ensure that services are accessible – they are most successful when located in or very near the red light area
- advice should be provided for commissioners and responsible trusts on how to meet the sexual health needs of this group.

3.26 The National Sexual Health Strategy identifies those involved in prostitution as a specific target group in need of sexual health information. The strategy recognises the particular risks inherent in this group, their vulnerability and their particular access requirements. It recommends that specific local strategies should be developed to address their sexual health needs and that commissioners should work together to overcome the common barriers that those involved in prostitution face when accessing services, including stigma, discrimination and social exclusion.

3.27 The *Effective Sexual Health Promotion Toolkit for Primary Care Trusts*²⁸ includes advice on targeted work (including outreach services) with vulnerable groups, including young people who may be abused through prostitution. Guidance on implementing the strategy highlights the importance of ensuring enforcement activity does not cut across the provision of support and protection. This could include not identifying and arresting someone on the basis of observed contact with an outreach service, or using the possession of condoms as evidence in court.

Section 3

DEVELOPING ROUTES OUT**Working Men's Project (WMP) – London**

The WMP is a confidential nurse-led specialist sexual health promotion and HIV prevention service for men who sell sex. Based at St Mary's Hospital, Paddington, the project provides:

- confidential testing and check-ups for sexually transmitted infections and HIV
- free medical treatment and medicines
- vaccinations against Hepatitis A and B
- advice on sexual health, including information about preventing infections
- information on free supplies of condoms, lubricants and dental dams (shields for safer rimming)
- answers to questions about safer sex, problems with split condoms, legal matters and other issues of concern
- advice on other health matters and referral to other specialist sexual health services if required
- help to register with a GP and dentist.

The project also undertakes outreach on the streets, in brothels and private flats and via the internet, and offers access to a support and training programme for men selling sex, exploring issues such as self-esteem and negotiating safety for clients.

Section 3

DEVELOPING ROUTES OUT*Mental health***Respondents told us that:**

- those involved in prostitution often have varied and complex mental health support needs
- there is a need for support through counselling to deal with the wide range of personal issues, including loss of children into care, family breakdown, loss of a partner, childhood sexual abuse, etc
- low self-esteem is reported as common. It is vital to address this if women are to recognise that their lives are worth changing
- particular problems are caused by dual diagnosis which can lead to a failure to address the mental health needs of women who are also problematic drug users – where, typically, neither drug treatment nor mental health services are willing to take responsibility to offer appropriate care.

Suggestions include:

- the introduction of a specific reference to this client group in the Women's Mental Health Strategy (WMHS) to ensure that mainstream services are capable of providing this group with appropriate assessment and care
- the availability of long-term counselling and/or psychotherapy to work through the effects of the sexual, physical and/or emotional abuse they may have suffered.

3.28 The Government's Women's Mental Health Strategy recognises that domestic and sexual violence and abuse contribute greatly to women's mental ill health. This is particularly true for women with complex needs, such as those with a dual diagnosis of substance misuse and mental health problems.

3.29 The Government is considering how best to respond to the issues of availability and accessibility of mental health and other services for those involved in prostitution through a Victims of Violence and Abuse Prevention Programme (VVAPP). Working in partnership with the newly appointed National Institute of Mental Health in England (NIMHE), the VVAPP brings together leading academics, practitioners and professionals from the voluntary, statutory health and social services and criminal justice sectors, to address the health and mental health needs of those involved in prostitution. The VVAPP will provide advice on the development of the health and mental health elements of a multi-agency 'needs and support model' (including preventative measures to address the grooming of children and young people for sexual exploitation).

Section 3

DEVELOPING ROUTES OUT*Other forms of support***Respondents told us that:**

- routes out need to equip those exiting with the tools to make a complete lifestyle change as well as addressing any addiction, unstable housing and other immediate needs
- access to education and training not only improves opportunities for future employment but helps build self-esteem and self-worth
- convictions for loitering or soliciting and the label of 'common prostitute' can prevent women from accessing employment.

They suggested:

- the removal of the requirement to disclose convictions for loitering or soliciting when seeking employment
- including advice on education, employment and training in guidance on holistic support services.

3.30 Women exiting prostitution with a history of drug misuse can have early access to Jobcentre Plus support, including:

- immediate access to the [New Deal](#), which provides the necessary help and support to get back into work. Specific New Deal programmes are run for young people and lone parents
- support through [progress2work \(p2w\)](#). This is delivered through contracted specialist support to help clients access and sustain work. Clients are assessed on entry to p2w and contractors help them assess appropriate specialist agencies to ensure that other issues which might act as a barrier to employment are addressed appropriately. These might include debt, housing, health and residual criminal justice issues
- access to [Action Teams](#). These are aimed at helping disadvantaged jobless people in the most employment-deprived areas of the country find work. Action Teams have the flexibility to provide whatever help is thought necessary to help people move into work (for example, debt counselling, work tools, work clothes or help with childcare costs).

3.31 Ensuring women have the skills or qualifications to secure future employment is essential to successful routes out of prostitution. Access to education and training not only provides skills but helps build self-esteem and confidence and increases the prospect of long-term change.

Section 4

ENSURING JUSTICE

4.1 Disrupting sex markets will not be wholly successful unless we can remove the opportunity and advantage for those who use, abuse and exploit individuals through prostitution. This requires proactive policing and a robust legal framework with severe penalties. Bringing perpetrators to justice is the best way to disrupt commercial sexual exploitation and sends a clear message that it will not be tolerated.

4.2 As well as being at risk of exploitation, those involved in prostitution are particularly likely to be the victims of violent or sexual crime. There has been a common perception that such crimes are not treated so seriously when the victim is involved in prostitution. This must change. It is vital that there should be no doubt in the minds of perpetrators that the law will be fully enforced against those who commit violent and sexual crimes against those involved in prostitution. Every opportunity will be taken to reinforce this message.

4.3 This element of the strategy will include:

- a new guide to the law, including advice on effective investigation and witness support
- enhancing personal safety
- encouraging reporting and improving the response of the criminal justice system to victims of violent and sexual crime.

4.4 The Sexual Offences Act 2003 provided new offences to enable the police to deal with those who coerce, exploit and abuse others through prostitution. New offences to protect children and young people up to the age of 18 include paying for the sexual services of a child; causing or inciting child prostitution; arranging or facilitating child prostitution; and controlling a child prostitute. All carry tough penalties. The Act also addresses the exploitation of adults involved in prostitution by introducing the offence of causing, inciting or controlling prostitution for gain, carrying a maximum penalty of seven years imprisonment. It also increased the penalty for brothel keeping to up to seven years imprisonment.

4.5 In 2002 the Government introduced the offence of trafficking into, within and out of the United Kingdom, for the purposes of prostitution. Those offences were repealed and re-enacted in 2003 to cover sexually exploitative behaviour more comprehensively. These offences carry a penalty of up to 14 years imprisonment.

4.6 The Crown Prosecution Service (CPS) views cases of commercial sexual exploitation of both adults and children very seriously. Other than in the most exceptional circumstances, it will always be in the public interest to prosecute where there is sufficient evidence to do so. We need to ensure that the new legislation is understood and used to its full potential. The Government has begun a stock-take to monitor the effectiveness of the 2003 Act over the first 12 months of its operation.

Section 4

ENSURING JUSTICE**Effective investigation****Respondents told us that:**

- complainants need to be informed, involved and consulted throughout the process.

Respondents suggested:

- that adults, like child victims of abuse through prostitution, should be treated as vulnerable witnesses
- and that witness protection should be available.

4.7 We need to fully understand the links between prostitution, drugs markets and serious crime if we are to deal effectively with those controlling and exploiting others through prostitution. To understand those links, the police must share information on drugs, prostitution, child protection and other related issues at a local level within forces, between forces, and at a strategic level to facilitate effective investigations.

4.8 The CPS plans to update their guidance on prosecuting cases involving children as victims and witnesses. This will include cases of children abused through prostitution and will also look more broadly at the need to safeguard those children with whom the CPS comes into contact.

Witness support and protection

4.9 The Witness Service, run by the independent charity Victim Support, is available in every criminal court in England and Wales. Witness Service staff and trained volunteers are available to give support to all witnesses, including child witnesses and their parents or carers, on the day of the trial. Pre-trial visits can also be arranged so that the witness can be made familiar with the courtroom prior to giving evidence.

4.10 The Government provided a range of special measures for vulnerable or intimidated witnesses in the Youth Justice and Criminal Evidence Act 1999. Children under 17 in cases involving sexual or violent offences, abduction or cruelty are judged to be in need of special protection. Their evidence-in-chief is given by video-recorded statement (if a video has been made); they do not appear in court but give evidence via a TV live link. Adult complainants in sexual offences are automatically eligible for special measures but it must be shown that the quality of their evidence is likely to be improved or maximised as far as practicable. The 1999 Act also placed a prohibition on direct cross-examination of the complainant in a sexual offence case by the accused and limitations on the questions that could be asked about their previous sexual history.

4.11 There are a number of organisations who provide specialist support services for child witnesses involved in sex abuse cases. For example, the NSPCC runs services in Cheshire, Devon and Cornwall, Essex, Surrey, South Wales and Northern Ireland, staffed by individuals professionally trained and qualified in social work who specialise in children's issues and by volunteers who support parents and carers. Any pre-trial therapy is offered separately from preparation for court and the child's evidence is not discussed to avoid accusations of contamination. The NSPCC's aim is to cultivate an environment that ensures child witnesses are able to give their best evidence.

Section 4

ENSURING JUSTICE

4.12 Concern has been raised that there is inconsistency of specialist support services for child witnesses. To address this, the Government has commissioned a formal evaluation of six existing services. This is due to report in April 2006.

4.13 Since March 2005 every CPS area has at least one Witness Care Unit to provide a single point of contact for complainants or witnesses. All CPS areas are expected to have been fully covered by the scheme by December 2005. The aim is that everything that can be done for witness preparation will be done and that the needs of vulnerable and intimidated witnesses will be assessed and met so that they are able to give their best evidence.

4.14 Specialist victim care for victims of trafficking is considered in Section 5.

Asset seizure

4.15 The Proceeds of Crime Act 2002 strengthened powers in relation to the confiscation of criminal assets. Confiscation and compensation orders are important in the context of exploitation offences where it is extremely likely that there will be significant assets to be seized and that the harm caused to the victims will merit compensation. The confiscation of assets is an important element in the disruption of crimes involving commercial sexual exploitation and financial investigation can significantly enhance the evidence gathering process for such offences.

Ann O'Brien

Ann O'Brien ('Nancy') was convicted in May 2005 of controlling prostitution in three London brothels. In November 2005 at Southwark Crown Court it was determined that she had benefited from her criminal conduct over a period of six years to the tune of at least £2,169,710.57. A confiscation order in the sum of £602,915.67 was made. Ms O'Brien was required to pay within six months, or serve a period of imprisonment by default. Costs of £13,000 were also awarded to the Metropolitan Police (Clubs and Vice) in respect of the use of a Forensic Accountant.

4.16 The proceeds of crime in commercial sexual exploitation cases have amounted to a quarter of the total assets confiscated by the Metropolitan Police to date this year. From 2006/07 police forces will retain 50% of the value of assets they recover, providing an opportunity for the funding of further such investigations and the support of victim care projects.

Enhancing personal safety**Respondents told us that:**

- Ugly Mug schemes work well and encourage the reporting of violent crime
- increased enforcement against kerb crawlers could place women in greater danger.

Suggestions included:

- the development of a national database of Ugly Mugs
- the use of mobile phones to speed up the sharing of information on 'dodgy punters'.

Section 4

ENSURING JUSTICE

4.17 There is a widespread recognition that those involved in street prostitution are disproportionately likely to be victims of violent and sexual crime, yet reluctant to report such crimes. When women in prostitution become victims of crime it can be difficult for them to tell anyone – many live isolated lives and, for a variety of reasons, feel there is no one they can trust to help them.

4.18 Women experiencing violence from their partners/pimps should be treated by agencies as victims of domestic violence. *Guidance on Investigating Domestic Violence*²⁹ includes advice on identifying victims of domestic violence forced into prostitution by abusers or family members. Police operations addressing prostitution should identify potential links between prostitution and domestic violence during the tasking and coordinating process. Dedicated prostitution support projects should also include specific support to address domestic violence, or develop links with domestic violence projects.

4.19 Off street prostitution may seem safer than operating on the street but respondents to the review have provided significant evidence of violent crime (and robbery) taking place in brothels. In her recent exploration of off street prostitution,³⁰ Teela Sanders outlines the precautions that have been developed in this area of the sex market to avoid robbery and violence wherever possible. This includes the use of CCTV and peepholes, subjective screening out of those who appear to present a risk, a ban on men in groups, bags, alcohol and drugs, and the use of 'loyalty cards' and other means to limit services to regulars only.

4.20 Most support projects operate Ugly Mugs schemes to enable women to share information on 'dodgy punters' with each other. Many, although not all, schemes also work in close cooperation with the police. The Government is working with ACPO, Crimestoppers and the UK Network of Sex Work Projects to promote an additional route for the reporting of 'dodgy punters' and witnessed sexual and violent crime. A crucial element of the new arrangement is to ensure that, where appropriate, warning information reported to Crimestoppers is routed back without delay to local Ugly Mugs schemes and made available to those on the streets.

4.21 It is also important to ensure that all information on sexual assaults and other offences involving people involved in prostitution is analysed to provide intelligence to local forces. The Serious Crime Analysis Section³¹ of the National Crime and Operations Faculty (Centrex) conducts comparative case analysis of cases involving murder where the motive is known or believed to be sexual, rape and abduction. The latest technology is used to identify common factors which will support investigations and also enhance the safety advice available to those on the street.

²⁹ ACPO, Centrex, 2004

³⁰ Sanders, *Sex Work: a risky business*, 2005

³¹ www.centrex.police.uk/ncof/crime_analysis

Section 4
ENSURING JUSTICE

Improving the response of the criminal justice system

Respondents told us that:

- low conviction rates in rape cases, and particularly cases involving women in prostitution, do little to build confidence in the criminal justice system and do not encourage women to report attacks
- victims are often reluctant to report as they fear action taken on outstanding warrants, or investigation into their own activities
- where there are dedicated liaison officers, Ugly Mugs schemes and the possibility to report anonymously, confidence in the criminal justice system appears to have increased
- complainants feel that they are not always treated with respect by the police or in the courtroom.

Respondents suggested that:

- there needs to be a clear message that perpetrators will not get away with a sexual or violent crime because the victim is involved in prostitution – the message must be that such crimes are unacceptable and will be treated extremely seriously
- dedicated police liaison officers would offer a consistent and trusted contact point to encourage women to report crimes committed against them
- multi-agency training for criminal justice practitioners would improve understanding amongst those dealing with those involved in prostitution
- female liaison officers should handle cases of violence against women involved in prostitution.

4.22 Key to this element of the strategy is to build confidence in the criminal justice system. This means a professional, appropriate and sensitive response to reported sexual crime. ACPO guidance³² highlights the high risk of sexual offences faced by adults and children involved in prostitution and the specific difficulties they may experience in reporting such offences. Centrex are in the process of developing training for sexual offence liaison officers and all investigative levels on dealing with sexual offences. This will include specific information on dealing with cases involving women involved in prostitution. Training for all criminal justice agencies should cover the realities of prostitution as well as broader issues, including ways to respond to victims of sexual crime with sensitivity and respect, as developed through Project Sapphire.

³² *Guidance on Investigating Serious Sexual Offences*, ACPO, 2005

Project Sapphire

Project Sapphire was set up in January 2001 to increase the professionalism of the Metropolitan Police in the way rape victims are treated and allegations of rape investigated. Following extensive consultation within and outside the Police Service, Sapphire developed a detailed action plan for the most comprehensive reform programme on rape investigation ever undertaken by the police.³³

4.23 The Prosecutors' Pledge underlines the CPS commitment to support witnesses. Every CPS Area has a rape coordinator, one of whose functions it is to build and maintain close links with voluntary groups and other agencies who work with complainants and witnesses. Support projects for women involved in prostitution often operate on a key worker basis. Where a project worker has achieved a trusting relationship with an individual, they are well placed to provide the link between that individual and the criminal justice system. Guidance will be developed on how best to offer advocacy services in respect of women who are victims of violent and sexual crime. This will draw on the experience of a number of projects, and from the new post at Streetreach in Doncaster (funded through the Home Office Victims Fund) specifically to support women who are victims of sexual and violent crime.

4.24 Evidence from a number of areas of the country underlined the value of police liaison officers as they are a feature of many of the best local models for tackling prostitution. The role promotes trust and understanding between the police, those involved in prostitution, project workers, service providers and the local community. As well as facilitating the referral of women involved in prostitution to projects who will offer routes out, and supporting that process, where this role has been developed there is (anecdotal) evidence that women are far more likely to be prepared to report serious crimes against them to the police.

4.25 However, women involved in prostitution will not always be prepared to speak directly to a police officer in the first instance. Where local projects are generally the first point of contact for a woman in prostitution who has been a victim of violent or sexual crime, it is helpful to develop local protocols for the use of confidential reporting procedures. A team of experts from King's College Hospital and the police have devised a DVD-based training package, *Care and Evidence*, with an associated website. The package is primarily for use in accident and emergency departments to optimise the care provided to, and forensic evidence gathered from, victims of sexual assault. However, it will also be of value to other professionals, including general practitioners and those working in genito-urinary medicine clinics and other sexual health services, and to voluntary and community sector groups working with victims of sexual assault. Information on *Care and Evidence* was mailed out to organisations (including dedicated support services for women in prostitution) when the package was launched in December 2005.³⁴

³³ www.met.police.uk/sapphire

³⁴ Copies of the DVD are available, free of charge, from careandevidence@kingsch.nhs.uk. Further information on the package is available at www.careandevidence.org

Section 4

ENSURING JUSTICE

4.26 The Sexual Assault Referral Centres (SARCs) provide an excellent model for the sensitive handling of rape and other sexual offences, with a range of services available in one place. Self-referral is an important feature of SARCs, providing medical care and counselling, and taking anonymous samples and information, while allowing the woman to take time to consider whether to report to the police. A number of SARCS report that women in prostitution are already accessing their services, sometimes through the police but more commonly through self-referrals. Their services are being promoted in some areas through developing links between the SARCs and dedicated prostitution projects. In some areas SARCs crisis workers go out with outreach workers to ensure that women on the streets know about the services available to them.

4.27 As well as getting the immediate response right, there needs to be a recognition of the need for long-term emotional support, in some cases, as well as healthcare for any physical problems that may have resulted (such as sexually transmitted infections, pregnancy or gynaecological problems).

4.28 A further way to improve confidence is to publicise successful prosecutions – the best evidence that reporting is not invariably ‘hopeless’ for this group of women.

Section 5

TACKLING OFF STREET PROSTITUTION

5.1 This area of prostitution varies enormously, from high-earning entrepreneurs to small brothels in residential areas and premises licensed as saunas or massage parlours in urban areas. Respondents offered significantly differing views on the acceptability and safety of this area of prostitution. While some premises appear to operate discreetly, others can cause considerable nuisance in the neighbourhood. It is also clear that working off street can be as dangerous and exploitative as working on the streets. While some respondents to *Paying the Price* consider this to be a sensationalist view of off street prostitution, the Government must address sexual exploitation wherever it exists, and particularly when it involves the most vulnerable members of our communities – including children and women trafficked from abroad for the purposes of prostitution.

5.2 This element of the strategy will include:

- reform to the law on the definition of a brothel
- the development of a UK action plan on trafficking
- action research on off street premises.

Policing brothels

On licensing, some respondents told us that:

- brothels should be allowed to operate as ordinary businesses

while others felt that it:

- creates new hierarchies, forcing those who cannot or will not comply into an illegal sector (or onto the street)
- increases acceptability and demand, and so increases the number of brothels in the market
- does not control the involvement of organised crime
- sends the wrong message to young people, and the wider public, about the acceptability of prostitution.

Section 5

TACKLING OFF STREET PROSTITUTION**On registration, respondents told us that:**

- where registration systems exist, few of those eligible choose to comply
- outreach and harm reduction projects have better outcomes
- public health education is effective in safeguarding public health as it can be targeted at those involved in prostitution and those who pay for sex.

Respondents suggested:

- permitting small worker-run establishments (safer and less exploitative)
- greater scrutiny of businesses licensed to operate as massage parlours/saunas.

5.3 Respondents were divided in their views on the merits of licensing (or decriminalising) off street prostitution. A minority (including those respondents who identified themselves as men who pay for sex) felt that off street prostitution should be accepted by communities and that the thrust of Government policy should be towards making it safe for all concerned. For this group licensing (or decriminalisation) offered the prospect of imposing certain standards of health and safety, and regularising the nature of the business to remove the current stigma associated with it.

5.4 Others – the majority – were more sceptical about the potential value of such a scheme. Principal concerns were that evidence from abroad had failed to show that such a scheme was capable of ‘cleaning up’ the business. There were real concerns that it would create an even more hierarchical structure, with those unwilling or unable to comply with regulations banished to an illegal sector or to the streets. There were also fears that both the legal and illegal sectors would grow as a result of an increasing acceptance of prostitution. The aim of the strategy is to minimise the opportunities for exploitation.

5.5 *Paying the Price* also sought views on registration for the individual instead of, or as part of, a licensing scheme for the owner of the premises. A number of those who commented were concerned to improve public health and supported registration as a means of encouraging regular health checks. However, the majority of those who responded on this issue considered that registration would be resisted by most of those involved in prostitution who prefer to maintain their anonymity, and that such a scheme could be counter-productive in terms of improving sexual health as it would deter those who currently voluntarily undertake regular health checks. What is most important is to ensure that sexual health services are fully accessible to all – including those involved in prostitution *and* those who pay for sex – and that regular checks are encouraged through public education.

5.6 While the majority opposed the widespread legalisation of brothels, there was considerable support for an amendment to the law to allow more than one person to work together in prostitution. At present only one person may work as a prostitute – more than that (and that can include a ‘maid’) and the premises are classed (in case law) as a brothel. This runs counter to advice that women should not work alone in the interest of safety. The Government will make proposals for an amendment to the definition of a brothel so that two (or three) individuals may work together.

Section 5

TACKLING OFF STREET PROSTITUTION**UK action plan on trafficking****Respondents told us that:**

- women are known to have been trafficked into a number of cities in the UK.

Respondents suggested:

- more preventative work in 'source' countries, including messages about the dangers of offers of employment in advanced countries
- using Crimestoppers to encourage punters and others to report suspicions of trafficking
- more provisions for victims of trafficking
- fulfilling the Government's obligations under the UN Protocol.

5.7 Trafficking in human beings for the purposes of sexual exploitation is thought to be on the increase. The harm to the individuals involved is considerable. Traffickers are known to use violence to ensure the cooperation of their victims from an early stage in the trafficking process – this can include rape/gang rape, abduction, torture and, frequently, the threat of violence against their families. Once in this country the sexual exploitation is frequently exacerbated by continued threats of violence and debt bondage. The Government is determined to deal with those criminals responsible for this modern day form of slavery and has a multi-faceted response including legislation, law enforcement, support to victims and work with international partners. Trafficking has been a priority for the EU and G8 presidencies, and a consultation document inviting comments on the elements to be included in a UK action plan has recently been published.

Section 5

TACKLING OFF STREET PROSTITUTION**UK action plan on trafficking**

The aim is to develop a plan which covers the whole trafficking process from end to end and which identifies points at which the UK can effectively intervene in that process. The Government is inviting views on what should be covered by a UK action plan, including the following suggested areas for action:

- preventing trafficking at source
- reducing demand for trafficked victims in the UK
- investigating and prosecuting trafficking
- supporting victims
- addressing returns and reintegration.

The plan is expected to include actions for a range of government departments and agencies, for example:

- police and other agencies to ensure that key personnel who may encounter trafficking victims have the right guidance and support to identify and assist them
- Home Office and Foreign Office to continue to engage with international bodies such as the UN and the Organization for Security and Co-operation in Europe on these issues to ensure UK policy is up to date
- Foreign Office, Department for International Development and Home Office to support projects in key source countries to prevent trafficking.

5.8 In 2000 the Government set up Reflex, a practical multi-agency task force to combat organised immigration crime, including trafficking. Its remit is to coordinate operations, to develop the intelligence and strategic planning that underpin these operations, and to target the infrastructure which supports such criminality. Between April 2004 and April 2005 there were 102 arrests for trafficking (including all forms of people trafficking), and there have been a number of successful prosecutions using the provisions of the Sexual Offences Act 2003.

Section 5

TACKLING OFF STREET PROSTITUTION**Operation Displacement**

In December 2004 two men were convicted of forcing women into prostitution. Albanian Tulent Merdanaj was found guilty of two counts of trafficking into the UK and two counts of trafficking within the UK. Elidon Bregu was found guilty of one count of trafficking within the UK. These offences were prosecuted alongside associated charges including rape and false imprisonment. Merdanaj and Bregu were sentenced to 18 years and 9 years imprisonment respectively. These were the first prosecutions under the specific offences of trafficking for sexual exploitation in the Sexual Offences Act 2003 and followed an extensive investigation led by South Yorkshire Police.

Operation Rotate

In October 2005 Sheffield Crown Court convicted three people for trafficking women into the UK and forcing them to work in brothels. This was a Reflex-supported operation, again led by South Yorkshire Police. Tasim Axhami from Kosovo, Emilijan Beqirat from Albania and Vilma Kizlaite from Lithuania were convicted of trafficking women into the UK for the purposes of prostitution. The convictions were for charges brought under the trafficking offences contained in the Sexual Offences Act 2003, alongside associated offences including false imprisonment and controlling prostitutes for gain. Axhami, also convicted of three counts of rape, was sentenced to 21 years, Beqirat 16 years and Kizlaite 11 years.

Victim care

5.9 Victims of trafficking are often highly traumatised by their experiences and will often need specialist care and protection. They may also require assistance to decide whether to help bring their exploiters to justice. Since March 2003 the Government has been funding the Poppy Project as a pilot scheme to provide safe accommodation and support for adult women who have been victims of trafficking for the purposes of sexual exploitation. Shelter and basic care is provided for up to four weeks while the women consider what they want to do – and for longer where a woman decides to stay to help provide evidence against her exploiters.

5.10 An evaluation of the effectiveness of the Poppy scheme has recently been completed to assess the effectiveness of the services offered. The evaluation findings³⁵ were largely positive although, inevitably for such an innovative scheme, some areas for improvement were identified. The evaluation will provide a helpful basis for establishing a national model for the support of victims of trafficking.

Increasing intelligence and understanding

5.11 With the support of Reflex, all forces in England and Wales are extending their capacity to investigate trafficking. We will not tolerate the existence of commercial sexual exploitation, particularly where this involves individuals who have been trafficked to the UK, or around the UK, for the purposes of prostitution, or where the abuse of children is involved. This increased focus on off street prostitution will be supported by action research to establish a clear picture of the extent of the problem and of the models of exploitation currently taking place. This will aid understanding and the development of an appropriate and effective policing and victim care strategy.

³⁵ A summary of the findings is available from www.homeoffice.gov.uk/rds/whatsnew1.html

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Other useful websites

www.active-citizen.org.uk – for more information about community conferencing

www.cleanersaferegreener.gov.uk – for information on work taking place throughout the country to make communities cleaner, safer and greener. Also includes information on the How to programme

www.communityengagement.police.uk – an online guide to community engagement in policing

www.cps.gov.uk – for information about how cases are prosecuted and the support available for vulnerable and intimidated witnesses

www.crimereduction.gov.uk – the Home Office crime reduction website; this includes a comprehensive funding page where you can search for available resources

www.drugs.gov.uk – for information on the Government's updated drug strategy

www.everychildmatters.gov.uk – for information about cross-government working with local partners to achieve better outcomes for children and young people

www.gos.gov.uk – Government Offices for the English Regions are able to provide local areas with support

www.governmentfunding.org.uk – a single portal to access £182 million of government funding

www.nta.nhs.uk – for information on the work of the National Treatment Agency for Substance Misuse

www.spkweb.org.uk – for more information about the Supporting People programme

www.teachernet.gov.uk – for information and resources to support the education profession

www.thinkuknow.co.uk – for a downloadable booklet on internet safety

Helpline numbers

ChildLine – **0800 1111**

Crimestoppers – **0800 555 111**

CROP (advice for parents) – **0113 243 6896**

FRANK (advice on drugs) – **freephone 0800 776600**

Stop It Now! (advice for those seeking help to avoid offences against children) – **freephone 0808 1000 900**

Annex A

ORGANISATIONS RESPONDING TO *PAYING THE PRICE*

The following is a list of the organisations that responded in an official capacity to *Paying the Price*. We also received a number of personal responses, from members of the public, individuals directly involved in prostitution and those working in the public and voluntary sector. We have not listed all their names but we are grateful for their contributions, which have been taken into consideration with the other responses received.

A

ACORN Residents Association
 Advertising Association
 Anawim
 Archbishops' Council
 AS Biss & Co (for British Telecom)
 Association of Chief Police Officers
 Association of Directors of Social Services
 Association of London Government
 Association of Magisterial Officers
 Asylum Aid
 Auckland Road Householder Association/Neighbourhood Watch
 Aylesbury Old Town Residents' Association

B

Bar Council
 Barnardo's
 Barnet Primary Care Trust
 Barnsley Social Services Department
 Beverley Lewis House
 Birkbeck College
 Birmingham City Council
 Blackburn with Darwen Community Safety Partnership
 Borough of Telford and Wrekin
 Bournemouth & Poole College
 Bournemouth City Council
 Bournemouth Teaching Primary Care Trust
 Bradford City Council
 Bradford District Violence Against Women Forum
 Bridgend Public Health Team
 Brighton & Hove City Council
 Brighton Oasis Project
 Bristol Drugs Project
 Bristol University School of Policy Studies

ANNEX A

British Association for Sexual Health and HIV
 British Association for Women in Policing
 British Association of Social Workers
 British Association of Social Workers: Criminal Justice sub-group
 British Federation Against Sexually Transmitted Diseases
 British Humanist Association
 Brook
 Business and Professional Women UK Limited – Arden Branch

C

Calderdale Metropolitan Borough Council
 Campaign Against Censorship
 CARE
 Catholic Bishops' Conference of England and Wales (Department for Christian Responsibility and Citizenship)
 Catholic Union of Great Britain
 Central London Partnership
 CHASTE
 Cheshire Constabulary
 Child and Woman Abuse Studies Unit
 Child Protection Service of the National Public Health Service in Wales
 ChildLine
 Children's Society
 Christian Centre
 Christian Institute
 Christian People's Alliance Party
 Cities of London and Westminster Labour Party
 City Gates Church
 City of Nottingham
 Coalition Against Trafficking in Women
 Commercial Sex Workers Initiative
 Coventry City Council
 Crime Concern
 Criminal Bar Association
 Crisis
 CROP (Coalition for the Removal of Pimping)
 Crown Prosecution Service
 CUNST ART

D

Dalton Road Neighbourhood Watch Scheme
 Delib
 Derby Area Child Protection Committee
 Derby City Council
 Derby Community Safety Partnership
 Derbyshire Social Services
 Direct Access
 Doncaster Council
 Door of Hope
 Dorset & Somerset Strategic Health Authority
 Dorset Police

ANNEX A

E

Eastville Residents Action Group
 Eaves Housing for Women
 ECPAT (End Child Prostitution and Trafficking) UK
 The Edge Project
 English Collective of Prostitutes
 Equality Now
 Equinox

F

Family Planning Association
 Fawcett Society
 Fever

G

The Gate, Southampton
 Genesis, Leeds
 Glenpark Medical Practice
 Good Shepherd Sisters
 Greater London Authority

H

Hackney Community & Police Consultative Group
 Hambleton Community Safety Partnership
 The Haven, Wolverhampton
 Hillfields Community
 HMP/YOI Bullwood Hall
 Holbeck Action Group
 Home Office Race Equality Advisory Panel
 Homeless Link
 Hope Centre, Merseyside
 Howard League for Penal Reform
 Hull Lighthouse Project

I

IATC (Irish Anti-Trafficking Campaign)
 Institute for Criminal Policy Research, King's College London
 Institute of Criminal Justice Studies
 International Union of Sex Workers
 ISIS (Integrated Sexual Health Information Service)
 Islington Drug and Alcohol Action Team

J

Jericho Road Project
 The Josephine Butler Society
 Justice for Women
 Justices' Clerks' Society

ANNEX A

K

Kairos WWT
 Kanzeon Consulting
 Kent Child Protection Committee
 Kent Police
 Kingston Primary Care Trust
 Kirklees Metropolitan Borough Council

L

Labour Party Women's Forum
 Lancashire Constabulary
 The Law Society
 Lawyers Christian Fellowship
 Legal Services Commission
 Liberty
 Liverpool City Council
 Local Government Association
 London Borough of Camden
 London Borough of Haringey
 London Borough of Lambeth
 London Borough of Redbridge – Children & Families Service
 London City Mission
 Luton Drug & Alcohol Partnership

M

Magdalene Group
 Magistrates' Association
 Mainliners
 Manchester Public Health Development Service
 Manchester Sauna Owners Forum
 Mapperley Park Residents' Association
 Marantha Community
 Matrix Project
 Maze Marigold Project
 Medaille Community
 Medway Youth Offending Team
 Members of Parliament
 Stuart Bell (Middlesbrough)
 Julia Drown (Swindon South)
 Lynne Jones (Birmingham, Selly Oak)
 Gisela Stuart (Birmingham, Edgbaston)
 Joan Walley (Stoke-on-Trent North)
 Mercy UK
 Metropolitan Police – Clubs & Vice Unit (CO14)
 The Michael Sieff Foundation
 Middlesbrough Crime & Disorder Reduction Partnership
 Middlesbrough Police Vice Unit
 Milton Keynes Primary Care Trust
 Mobile Broadband Group
 Morley Street Health Centre

ANNEX A

N

National Alliance of Women's Organisations
 National Board of Catholic Women
 National Children's Homes – Action for Children
 National Christian Alliance on Prostitution
 National Council for Women
 National Federation of Women's Institutes
 National Working Group on Young People and Sexual Exploitation
 National Youth Campaign on Sexual Exploitation
 Neath Port Talbot Area Child Protection Committee
 Network of Residents' Associations
 New Horizons
 NIA Project (formerly Hackney Women's Aid)
 North London Strategic Health Authority
 North Westminster Met Police Community Sector Working Group & Hyde Park Estate Association
 Northamptonshire Area Child Protection Committee
 Norwich City Council
 Nottingham City Council
 Nottingham Youth Offending Team
 Nottinghamshire Police
 NPHS Wales
 NSPCC

O

Object
 Ofcom
 One 25 Limited

P

Palfrey Local Committee
 Peterborough Area Child Protection Committee
 Plymouth City Council
 Pontypridd and Rhondda NHS Trust
 POW! (Prostitution Outreach Workers)
 Praed Street Project
 Protect Wolverhampton

Q

Quaker Crime and Community Justice Group

R

Reading Crime & Disorder Reduction Group
 Refugee Action
 Release
 Residents Committee of Digby Chambers
 Restore Project
 Rochdale Safer Communities Partnership
 Rotton Park Action Group
 Rouen Road Area Residents Association
 Routes Out of Prostitution
 Royal College of Nursing

ANNEX A

S

Safe Project
Safer Bristol Partnership & Bristol Area Child Protection Committee
Safer Rotherham Partnership
Safer South Gloucestershire
Safety of Sex Workers UK
Salvation Army
Scottish Prostitutes Education Project
Sex Workers Forum
Sexual Freedom Coalition
Shacklewell Lane Action Partnership
S/He
Sheffield City Council – Community Safety Team
Shelter
SHOC (Sexual Health on Call)
Slough Borough Council – Social Services
Society of St James
Somerset County Council
Soroptimist International (various groups)
South Birmingham Primary Care Trust
South Yorkshire Police
St Mungo's
Stella Project
Stepping Stones
Stockport City Council
Stockton-on-Tees Borough Council
Stonehouse Residents' Association
Stop it Now!
StreetLink
Suffolk County Council
Surrey Area Child Protection Committee
Sussex Centre for Migration Research
Sussex Police Authority
SWAN Partnership
SWEAR
Swindon Community Safety Partnership
SWWOP

T

Terrence Higgins Trust
Thurrock Area Child Protection Committee
Tonbridge & Malling Borough Council
Tower Hamlets Domestic Violence Team
Town Moor Neighbourhood Watch
Transform Drug Policy Foundation
Turning Point
TWCA England & Wales

ANNEX A

U

UK Network of Sex Work Projects
Ulster Unionist Party
University of Central Lancashire
University of Leeds

V

Victim Support

W

Walsall South Health Action Zone
Walsall Youth Offending Team
Wandsworth Borough Council
The Well
Wellclose Trust
West Midlands Police
West Midlands Probation
West Sussex County Council
West Yorkshire Police
Westminster City Council
Wiltshire College
Wirral Area Child Protection Committee
Wolverhampton City Council
Wolverhampton Primary Care Trust
Women@thewell
Women's National Commission
Woolwich Evangelical Church
Working Women's Service
Wrexham Community Safety Partnership

Annex B

SUMMARY OF THE CONSULTATION EXERCISE

Consultation paper

Almost 6,000 copies of *Paying the Price* were distributed by the review team during the consultation period. A PDF version of the paper was also available on the Home Office and Crime Reduction websites.

Seminars

The review team held a seminar for 50 criminal justice practitioners, including police officers, magistrates, probation officers and crown prosecutors, to look specifically at the offence of loitering or soliciting. Those involved considered the necessity for a specific offence, how the current offence works in practice and the options for reform to encourage routes into rehabilitation.

A seminar was held for 50 project managers working to protect and support adults involved in prostitution. Focusing on the evaluation of the 11 CRP projects, the seminar considered best practice in terms of encouraging women to seek routes out, as well as the barriers to accessing mainstream service provision.

Questionnaire for those involved in street-based prostitution

A questionnaire was distributed to projects working with women in street prostitution (via two umbrella groups: the UK Network of Sex Work Projects and the National Christian Alliance on Prostitution) and was also available on the Home Office website. It was designed to facilitate discussions with those directly involved in prostitution during drop-in sessions and explored how people become involved, their experiences and what would help them to find routes out of prostitution. The review team attended discussions in a number of projects to hear first-hand experiences and views.

The Praed Street Project (based in St Mary's Hospital, Paddington) held an open meeting for those involved in off street prostitution in London to talk to the review team. Those who attended were given an opportunity to share their ideas for policy and legal reform, and were able to ask questions about the review.

ANNEX B

MORI research

MORI (social research institute) was commissioned to run four focus groups with residents living in the red light areas of Brixton and Bristol. The focus groups explored the impact street prostitution has on residents' lives and investigated how receptive residents were to various approaches of tackling street prostitution and the associated problems. Information was also gathered from local businesses about the impact a street sex market has on their trade.

Engaging children and young people

The review team worked with the National Youth Campaign on Sexual Exploitation to engage young people in the review. Funding was provided for a postcard campaign and members of the Youth Campaign met the Home Office Minister responsible for the review to tell her more about their experiences and what they would like to see from a coordinated strategy.

