Adult prostitution and sexual exploitation

Policy

Policy summary

West Yorkshire Police complies with Authorised Professional Practice (APP) which contains information to assist policing, and has established a local policy procedure on prostitution to provide clear standards and guidelines.

Prostitution is victim centred and we, as a Force, have a fundamental responsibility to:
- protect individuals and communities from risk, threat and harm caused by prostitution;
- investigate and disrupt organised criminal activity; and
- support and create effective partnerships with other statutory and voluntary agencies to minimise or eliminate the harm caused to individuals and communities.

We will clearly distinguish between law enforcement against those:
- directly involved in prostitution; and
- who exploit or abuse others involved in prostitution.

Aim

The aims of this policy procedure are to:

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<tr>
<th>Step</th>
<th>Action</th>
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<tbody>
<tr>
<td>1</td>
<td>help district commanders instigate a proportionate police response to mitigate the specific threat, harm and risk posed to individuals and the communities in the areas they police; and</td>
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<tr>
<td>2</td>
<td>provide a template which can be applied locally in conjunction with Community Safety Partnerships (CSPs), to:</td>
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<td>• make a reasoned assessment of the nature and extent of the problem presented by prostitution;</td>
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<td></td>
<td>• the threat posed to their communities; and</td>
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<td></td>
<td>• identify effective interventions to minimise risk and harm</td>
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</table>

Scope

The policy procedure:
- applies to all police officers and police staff; and
- relates solely to those aged 18 and over. Persons under 18 are children and their engagement in commercial sexual activity is child sexual exploitation and you should refer to the Force Child sexual exploitation policy procedure.

Compliance

Policing and Crime Act 2009
Criminal Justice Act 2003
Sexual Offences Act 2003
Proceeds of Crime Act 2002
Youth Justice and Criminal Evidence Act 1999
Offences Against the Person Act 1861
ACPO Policing prostitution and sexual exploitation
Home Office – A review of effective practice in responding to prostitution Bradford Working Women’s good practice
APP Intelligence management
APP Investigation
APP Organised crime
APP Prosecution and case management

Principles

Understanding the problem and why individuals become involved in prostitution, use prostitutes or exploit them, is essential to developing an effective approach to:
• tackle the issues;
• ensure public safety;
• reduce risk; and
• promote public confidence and satisfaction.

One of the main factors drawing individuals into prostitution is financial, with many stating that they could not earn the same amount if they were in mainstream employment. Drugs are also stated to be a reason why people are driven into prostitution. Another reason is early exposure to abuse in a family environment or within care homes.

It is important to recognise that every district within our Force is likely to have its own distinct identity and, therefore, its own problems.

Force undertaking

The most significant aspect of managing those involved in street sex work is that of exiting prostitution and they should always be considered as victims in the first instance.

This should be supported by partnership involvement from a number of areas.

Related guidelines

Child sexual exploitation
Economic crime and regional asset recovery
Safeguarding children and young people
Safeguarding vulnerable adults
Chapter 1  Identifying the problem

Gathering information and intelligence

Introduction

We must use community intelligence, together with police and partner agency data, to improve our understanding of:

- the key issues;
- the extent of the problem;
- the impact on the local community; and
- the motives behind those who are being sexually exploited and involved in prostitution.

Community consultation

We must consult local people regularly as understanding the issues enables us to appreciate the impact on the community and respond effectively by:

- keeping them informed of our activities;
- listening to their concerns; and
- working with them to find lasting solutions to prostitution.

Problem profiles

Safer Neighbourhood Teams (SNTs) and Community Safety Partnerships (CSPs) are an important source of information and intelligence for the prevention and prosecution of all types of crime.

We must use intelligence and data to develop and review district National Intelligence Model (NIM) problem profiles which will inform the work of the CSPs.

These profiles should be regularly reviewed to reflect current data and intelligence as this ensures that tactical interventions are:

- proactively targeting offenders; and
- supporting victims.

Covert Human Intelligence Sources

We must use Covert Human Intelligence Sources (CHIS) to obtain intelligence, where possible. There are clear links between drugs supply and prostitution so we recognise the value of drugs intelligence.

Multi Agency Strategic Prostitution Partnership

If the nature and the scope of the problem dictates, we may find it useful to establish a Multi Agency Strategic Prostitution Partnership, supported by a tactical and/or case management group.
Sharing and monitoring

Partner agencies

We must share intelligence with partner agencies and use it to inform strategic and tactical plans as this will enable us to:

<table>
<thead>
<tr>
<th>Step</th>
<th>Action</th>
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</table>
| 1    | more accurately understand the:  
* local drivers to prostitution;  
* nature of the problem; and  
* motivation of those engaged in it; and |
| 2    | identify appropriate interventions. |

Force monitoring

We must input intelligence into Niche as this will be monitored centrally by the District Co-ordination and Tasking Office (CATO) which will:
* identify Force wide trends; and
* inform the Force Strategic Intelligence Assessment (SIA).

Regional monitoring

Intelligence captured by the Force will be collated regionally and considered alongside Organised Crime Group (OCG) intelligence obtained via confidential units.

We will use this to identify those who are:
* operating across force boundaries; and
* involved in prostitution and trafficking.

National and international

We will share intelligence with other criminal enforcement agencies both nationally and internationally, as appropriate, to enable investigations at the highest level.

Chapter 2 Prevention

Introduction

We must raise awareness and develop early intervention measures to:
* stop individuals from becoming involved in prostitution and sexual exploitation; and
* identify and protect those at most a risk of exploitation.

We must develop these measures with partner agencies to encourage the two way flow of information and a joined up approach to tackling exploitation.

Violence

To reduce the risk of violence to those involved in prostitution, we
must, with partner agencies, gather intelligence to identify those at risk, those who present a risk and develop strategies to reduce that risk.

**Child abuse**

We must work with partner agencies to break the cycle of abuse by:
- challenging public attitudes that prostitution is acceptable and inevitable;
- identifying those children and other vulnerable people at risk of sexual exploitation; and
- taking action to safeguard those at risk.

Using children or young people for the purposes of prostitution is child sexual exploitation and will be treated as such.

**Chapter 3  Tackling or reducing street prostitution**

**Introduction**

The presence of prostitution, particularly visible on street prostitution, usually has a significant negative impact on local residents and businesses and their confidence and satisfaction with the Force.

Those responsible for tackling prostitution must consider the use of measures that disrupt and deter the market by addressing demand.

**Problems created**

The threat, harm and risk inflicted on communities may include:

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<tr>
<th>No</th>
<th>Problem</th>
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<tbody>
<tr>
<td>1</td>
<td>harassment of people – generally women, by kerb crawlers;</td>
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<tr>
<td>2</td>
<td>exposure of young and vulnerable people to risk associated with prostitution and sexual exploitation</td>
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<tr>
<td>3</td>
<td>noise/visual pollution – noise and nuisance caused by motorists looking to engage the services of prostitutes;</td>
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<td>4</td>
<td>environmental – e.g. discarded syringes and used condoms;</td>
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<td>5</td>
<td>associated crimes – e.g. drug dealing, robbery, blackmail, physical assaults; and</td>
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<td>6</td>
<td>loss of real estate and other economic value to the neighbourhood – low house prices and restricted business opportunities.</td>
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**Short term solution**

Cracking down on prostitutes or kerb crawlers demonstrates that we are taking the matter seriously, however, without partner agency support to help those exiting prostitution, this is likely to:
- prove a short term remedy; and
- simply displace the problem to other areas, which in itself could
expose the prostitutes to greater risk.

The NIM problem profile, supported by CSP audits, shows the scale of on and off street prostitution activity and reflects community concerns and expectations.

By working with the community and with partner agencies, we can develop and implement sustainable solutions to eliminate or substantially reduce prostitution. This will:
- improve community confidence; and
- reduce the opportunities for other related forms of crime and disorder to emerge.

Examples of long term solutions include:

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<th>No</th>
<th>Example</th>
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<tr>
<td>1</td>
<td>deploying visible intelligence led police patrols;</td>
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<td>2</td>
<td>designing out opportunities for kerbcrrowing and prostitution, e.g. better street lighting, CCTV, town planning etc.;</td>
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<td>3</td>
<td>reducing the health risks associated with used condoms, syringes etc. by ensuring rubbish is removed regularly;</td>
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<td>4</td>
<td>establishing and maintaining diversion and exit support services, including drop in centres, safe houses, outreach workers, vocational training, health, welfare and educational schemes; and</td>
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<td>5</td>
<td>closing down off street activity using licensing/health and safety.</td>
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</table>

Kerbcrrowing and the purchasing of sex should be tackled using legislation, together with wider partnerships, e.g.:
- Department of Work and Pensions;
- Her Majesty’s Revenue and Customs;
- UK Visas and Immigration;
- Fire and Rescue Service; and
- Trading Standards.

Chapter 4 Providing alternatives and routes out

Engagement

Introduction Partner agencies, in particular, health services, local authority services (adults and housing), probation and the voluntary sector, must:
### Enforcement

#### Staged approach

Enforcement action, particularly arresting ‘on street’ prostitutes should only be undertaken as part of a staged approach that includes:

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<tr>
<th>Stage</th>
<th>Action</th>
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<tr>
<td>1</td>
<td>warnings;</td>
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<tr>
<td>2</td>
<td>engagement with partner agencies;</td>
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<tr>
<td>3</td>
<td>existing diversionary mechanisms; and</td>
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<td>4</td>
<td>when all other avenues have been exhausted, ESOs may help prostitutes engage with partner agencies.</td>
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</table>

A high proportion of ‘on street’ prostitutes depend on drugs and, on average, it will take an addict six years to completely exit drug dependence. An ESO may help them engage with drug treatment services and make this long transition.
**Chapter 5  Enforcement**

### Those involved in prostitution

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<thead>
<tr>
<th><strong>Emphasis on rehabilitation</strong></th>
<th>Where alternative routes out of prostitution have proved unsuccessful, we will consider enforcement options, usually as a last resort, with those who refuse to engage with partner agency services or intervention programmes.</th>
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<tbody>
<tr>
<td><strong>Enforcement options</strong></td>
<td>Enforcement options should continue to focus on rehabilitation, e.g. conditional cautions or ESOs, to allow opportunities for those involved in prostitution to make the necessary lifestyle changes.</td>
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</tbody>
</table>

| **Continued access to support** | We will ensure those involved in prostitution, and who are the subject of enforcement, are still able to access support from the police and partner agencies and that engagement relationships are not damaged. |

### People who exploit or abuse others involved in prostitution

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<tr>
<th><strong>Legislation</strong></th>
<th>Robust enforcement of legislation acts as a deterrent and sends a clear message that this type of behaviour will not be tolerated.</th>
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<tr>
<td><strong>In addition</strong></td>
<td>In addition to common law offences and Offences Against the Person Act 1861, the Sexual Offences Act 2003 deals with individuals:</td>
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<td>• causing or inciting prostitution for gain (s52);</td>
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<tr>
<td></td>
<td>• controlling prostitution for gain (s53); and</td>
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<td></td>
<td>• trafficking a person into, within or out of the UK, for sexual exploitation.</td>
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### Tackling commercial exploitation / organised prostitution

<table>
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<tr>
<th><strong>Introduction</strong></th>
<th>The number of exploiters punished by the law is low compared to the number of convictions or cautions given for soliciting or loitering.</th>
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<tr>
<td><strong>Police activity</strong></td>
<td>Police activity is not a major threat to organised criminal groups operating across the regional, national and international boundaries.</td>
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<tr>
<th><strong>Strategic intelligence assessment</strong></th>
<th>A Strategic Intelligence Assessment (SIA), which looks at profitability and exploitation, will reveal the depth of the prostitution problem and the links to other serious organised crimes.</th>
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<tbody>
<tr>
<td><strong>A proactive robust and intelligence led approach</strong></td>
<td>A proactive, robust and intelligence led approach must be taken to identify, disrupt and detect commercial sexual exploitation / organised prostitution, in particular where victims are young, vulnerable or have...</td>
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</table>
been trafficked.

The impact on persons trafficked for sexual exploitation is considerable as they are likely to be very intimidated and less likely to seek help to exit or provide evidence against those who abused or exploited them.

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<th>Communication and information sharing</th>
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<tr>
<td>Police and partner agencies must be fully committed to prevention. Communication between them must be of the highest standard, recognising confidentiality but also the need to share information when necessary.</td>
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<tr>
<th>Investigation opportunities</th>
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<tr>
<td>Sexual exploitation and organised prostitution can yield high profits, however, money will still enter the legitimate economy through cash transactions.</td>
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</table>

This creates opportunities for financial investigations which have the capacity to create opportunities for disruption, prosecution and seizing assets which:
- reduces the profits being made; and
- diminishes rewards for the exploiters.

We will proactively use the Proceeds of Crime Act 2002 to confiscate criminal assets.

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<th>Admin</th>
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<td>Last reviewed: July 2014</td>
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<td>Scheduled for review: July 2016</td>
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