

Key Document 2

Crime Reduction Programme 'Tackling Prostitution: What Works?'
Prospectus and Invitation to Bid

CRIME REDUCTION PROGRAMME

Tackling Prostitution: What Works ?

Prospectus and Invitation to Bid

This prospectus invites local crime and disorder partnerships, local forums, and groups working in a multi-agency context, aimed at tackling the crime and disorder associated with prostitution, to submit applications for limited part-funding. The money for this will come from within the Government's Crime Reduction Programme. It invites bids for reducing prostitution-related crime and disorder. It provides a brief overview of the Initiative; explains the application process and how bids will be assessed; outlines how successful projects will be monitored; and sets out the timetable. The Annexes contain the application form, related notes, and details of who to contact for further information in the Government Offices for the Regions and the National Assembly for Wales.

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Introduction

"Tackling Prostitution: What Works ?" is part of the £250m Crime Reduction Programme (CRP), which the Home Secretary announced on 21st July 1998. The CRP is an evidence led programme that aims to reverse the long-term rise in crime by identifying, and then rolling out on a national basis, the most cost-effective approaches to reducing crime.

Aim

The aim of this initiative is to find out 'what works' in reducing crime and disorder problems associated with prostitution. A total of £0.5 million is available for local agencies working within a multi-agency context to implement local strategies for reducing prostitution-related crime and disorder. There is very little known about 'what works', particularly in the UK, so it is intended that these funds should be used as 'seed' funding to develop models of good practice and effectiveness which can be used by other groups working in a multi-agency context in the future.

Criteria for Funding

Scope of the initiative

The crime and disorder associated with prostitution, and to be targeted in this initiative, includes but is not limited to:

- **soliciting;**
- **associated thefts and muggings;**
- **associated violence;**
- **the nuisance caused to neighbourhoods such as unacceptable levels of noise, kerb-crawling and discarded needles and condoms. These problems may not only affect residential areas. Local business and those working within industrial estates may also be adversely impacted.**
- **very serious offences such as abduction, rape; sexual exploitation of children; grievous bodily harm; false imprisonment; supplying drugs to a minor and witness intimidation;**
- **drug-related offences;**

This initiative applies to men and women working as prostitutes as well as to young people and children aged under 18. Proposals need not be limited to problems associated with street prostitution. It is recognised that off-street sites may also have crime and disorder problems associated with them. Partnerships¹ are encouraged to identify problems experienced by their local area, and to develop solutions relevant to these localised issues.

Strategy to be adopted

Research and practical experience reveals that it is expensive and ineffective to police vice areas in the traditional manner of arresting and fining sex workers. Many of those who are fined, for example, have to earn the money to pay the fine, through prostitution. There is a growing realisation that only a multi-agency response can be effective in this area. Such a response is able to focus both on the causes of why both men and women enter prostitution and remain in it (e.g. drug addiction, pressure from pimps, 'market demand'), and offer assistance and support for those who wish to exit from it.

Schemes eligible for funding under this initiative, therefore, will need to demonstrate a strategic approach that combines a mix of short and long-term tactics. The short-term components are designed to bring more immediate relief to those suffering the types of crime and disorder mentioned above. Longer-term components work by building on the benefits achieved by the short-term tactics. This approach, referred to as the 'crackdown and consolidation' approach in other areas of crime reduction, may also prove effective in this area. Targeting punters and pimps to disrupt the demand, and then building on this demand 'drought' by providing advice and support services to sex workers is one example of such a strategy. Funding may be applied for a component or components of a multi-agency strategy.

¹ Further references to partnerships should be taken to mean all groups working in a multi-agency context (not just Crime and Disorder Partnerships).

Potential multi-agency interventions

This initiative is being offered to organisations working in a multi-agency context. Agencies involved in such a strategy should include some of the following: local authorities, health, Drug Action Teams (DATs), Drug and Alcohol Teams (DAATs) in Wales, the police, the criminal justice service, voluntary organisations, social services and probation. Ideally, housing and the education/careers services should also be involved. Schemes must be able to demonstrate that they have the support of or are endorsed by the local police.

These agencies should have agreed a strategy that involves, and is agreed to, by all involved in the multi-agency group and in addition, information sharing protocols should be in place.

The kinds of interventions which research and experience suggests should form such a strategy include:

- targeting pimps including enhanced evidence gathering to improve the likelihood of prosecution;
- arrest referral schemes or enhanced cautions for sex workers;
- targeting kerb crawlers;
- situational factors such as better lighting, CCTV, zoning restrictions and traffic control measures;
- reaching off-street sites, for example licensing and inspecting saunas/massage parlours and providing outreach work to off-street sites can assist in gaining intelligence about pimps, drug usage and young people involved in prostitution;
- providing outreach and drop-in services;
- providing health and drug services, including drug referral;
- guidance and support;
- education, employment and career advice; and,
- witness support and safe accommodation.

Impact on crime

The Home Office will appoint independent researchers to evaluate the projects that receive funding. The data they will require will include both qualitative and quantitative. Approaches used might include:

- surveys of neighbourhoods affected by local problems;
- interviews with sex workers;
- numbers of arrests, numbers of charges, numbers of cases referred to CPS;
- numbers of referrals between agencies;
- recorded and reported crimes;
- calls to the police and other agencies about nuisance behaviour;
- numbers of self-referrals; and,
- observational data, such as traffic counts or numbers of discarded needles and condoms.

It is acknowledged that because of distrust in the past of statutory agencies, numbers of sex workers self-referring has been low. One of the intermediate targets adopted by partnerships², as a means to reaching the main goal of reducing crime and disorder, might be to increase this number and the numbers referred between agencies.

The evaluation will also need to examine the cost-effectiveness of the initiative, and the evaluators will therefore need access to data on the costs of implementing the various measures.

Sustainability

Applicants will be required to discuss how the strategy and its components will be continued once Crime Reduction Programme funding has ceased.

Summary of funding criteria

To qualify for funding, bidders must:

- a) seek to reduce one or more types of crime and disorder described in this prospectus;
- b) demonstrate a significant existing problem in the area;
- c) explain how and why the proposed strategy would tackle the targeted problem;
- d) combine in the strategy measures likely to have an immediate impact with measures designed to sustain any impact into the longer term, including, for example, efforts to help sex workers exit prostitution;
- e) be part of an existing multi-agency working, with a good track record of effectiveness and achievements in this area;
- f) have adequate information sharing protocols in place between agencies;
- g) have in place mechanisms and data for measuring the impact of the strategy and/or its individual components;
- h) discuss how any impact is to be sustained beyond April 2002.

Bidders will need to demonstrate that they meet the criteria above.

Guidance on collecting and managing data

Agencies may find the Home Office publication: *Guidance for Agencies: Collecting and Managing Data* helpful. This was produced to give guidance to those preparing bids under the Reducing Violence against Women Initiative. It provides useful information on identifying problems; collecting data on perpetrators, victims and vulnerable children as well as measuring repeat victimisation and the costs associated with repeated interventions. It can be obtained from the Regional Government Offices, the National Assembly in Wales, as well as from the Home Office Website at: <http://www.homeoffice.gov.uk/domesticviolence/crpguide.htm>.

The application process

This prospectus invites local crime and disorder partnerships, local forums, other relevant multi-agency groups and individual agencies working within a multi-agency context to submit applications.

Actions required of applicants

The key tasks for each project are to:

- analyse the available information to establish the nature and extent of the local problem;
- identify specific component of a strategy which could tackle the incidence of prostitution-related crime and disorder in a particular area;
- confirm that suitable data analysis systems are in place to provide the data needed to measure the effect of the strategy;
- work with any local partners and advisers to develop a strategic and sustainable approach, which is tailored to the circumstances of the local problem;
- set a realistic local target for reducing the extent of the local problem;
- implement the approach;
- provide to their Government Office for the Region or the National Assembly for Wales, quarterly progress reports and monitoring information as required; and,
- work with independent evaluators commissioned by the Home Office to assess the impact of the project and scope for wider implementation. The final evaluation will be published and the lessons, widely disseminated. The Home Office may also appoint consultants to assist in the development of the projects, as deemed necessary, and projects will be expected to work with them.

Timescales

Funding is available for projects from 1st December 2000 to March 31st 2002.

Wednesday, 6th September – Prospectus Issued

Friday, 20th October – All bids submitted
Mid - November – Successful projects announced

How to apply

Copies of this prospectus and application form can be obtained from the Regional Crime Reduction Teams based at the Government Offices for the Regions and the National Assembly in Wales. It is also available on the Home Office Crime Reduction Programme website at (<http://www.crimereduction.gov.uk/prostitution3.htm>) A list of addresses is attached.

The application form

Applications must be made in the format set out at Annex A and should extend to no more than fifteen sides of A4 in total (with a minimum font size of 10).

You may photocopy the application form and complete it either in manuscript (clear block capitals, please!) or in typescript. You may create your own version, but keep to the headings and ordering of headings laid down in Annex A. The length limit of fifteen sides of A4 with a minimum font size of 10 must be adhered to.


Applications should identify all statutory, voluntary and other agencies to be involved in the project and clearly define the extent of their involvement. If bids are led by statutory agencies, they should consult local voluntary organisations working in the area. The agencies or organisations consulted should also be identified and listed.

The application form must contain a detailed **action plan** that describes how the project is to be implemented. This plan will be used, if the bid is successful, for monitoring purposes. All the relevant facts, conclusions and costs included in the action plan should be summarised in the application form. The information included in the plan will indicate the total scale of the project and is important for assessing cost-effectiveness. We also need to know what arrangements will be in place to ensure financial probity.

The action plan should include a **quarterly breakdown** of:

- activities anticipated to be undertaken during the course of the project;
- the costs associated with each;
- the resources that the participants to the bid are contributing (in terms of funds and/or staff time or other 'in kind' costs supportable by evidence); and
- the funds being requested from the CRP.

Five copies of the completed **application form** (including one unbound copy) should be received at your local Government Office for the Region or the National Assembly for Wales by 5pm on **Friday, 20th October 2000** if they are to be considered (contact details in **Annex C**). Please address them to the lead contact name and mark them 'Tackling Prostitution: What Works?'. An additional copy should be sent directly to the Home Office at the following address:


 Sentencing and Offences Unit
 Room 316
 50 Queen Anne's Gate
 London
 SW1H 9AT

Funding arrangements

£500,000 is available to fund a small number of projects in this area. It is unlikely that any individual project would be awarded more than £100,000 although bids for substantially less than this amount will be given equal consideration with bids of higher amounts.

Funding will normally be provided three months in arrears and will be paid on receipt of proof that the money has been spent. The Government Offices for the Regions and the National Assembly for Wales will arrange grant payments. However, where a strong business case can be demonstrated, some funding may be made available to cover start up costs - decisions will be made by the Home Office on a case by case basis.

Please note that existing statutory agency employee time will not be funded.

It is expected that projects will start as soon as possible after **1st December 2000**, and may be funded up to **31 March 2002**. No funding commitments can be given, at this stage, beyond this date - further funding beyond 31 March 2002 is possible but would be judged on a case by case basis. Applicants must indicate how they would continue the projects after funding has ceased, should they prove effective.

Selection process

Criteria for selecting projects

Agencies/multi-agency groups must satisfy the following criteria:

i) that they have in place, or propose a clear plan to put in place, the necessary infrastructure to ensure that projects are both deliverable and likely to make a real and demonstrative impact on prostitution-related crime and disorder. This includes:

- **a data analysis system** which provides a good understanding of the extent and nature of the problem for the community specified in the bid, and allows the impact of the project to be monitored and assessed. In particular, it should:
 - enable repeat victimisation and repeat offending to be identified and measured;
 - be quality assured, e.g. by the police statistical officer if the police are involved (this will be assessed once applications have been received and shortlists prepared); and
 - suffer from no major changes in agency/organisation computer systems planned during 2000-2002 which are likely to render future data incompatible with current data.
- **the commitment of all relevant agencies** involved. Projects will need the following:
 - a policy and good practice framework agreed by all agencies involved;
 - agreed protocols on confidentiality and information sharing;
 - a training plan completed and resources identified and committed; and
 - designated persons identified as main contacts for each agency.

The infrastructure described above must be in place prior to the start of proposed intervention. The agencies involved in the work need to indicate their co-operation and assistance.

ii) the plan for tackling the problem should be credible, have a clear rationale, and set out clearly the goals and objectives of the project. Essentially, the plan should set out **what it is intended to do, and why**. Bids will be assessed on the clarity by which they explain:

- the linkage between the local problem and the proposed action,

- how the proposed action is expected to reduce the problem, and
- by how much the problem is expected to reduce.

iii) a strategy for **sustaining the interventions**, should they prove effective, once funding from the Crime Reduction Programme ceases, will be required.

In deciding which bids to fund, the following will also be taken into account:

- the opportunity for evaluation of the proposed intervention. Projects will be independently evaluated, and it is therefore important that appropriate and relevant data is available locally. In many cases, there will need to be data collection before, during and after the intervention, or alternatively a control group may be used. The type of data collected will be specific to the project being proposed. The broad areas where data will be needed are:
 - impact, e.g. changes in repeat victimisation and/or overall incidence;
 - implementation, e.g. extent of usage of criminal and civil remedies, referrals to agencies, etc; and
 - cost-effectiveness, which will require costing the resources going into the project.
- although bids to implement particular kinds of initiative are invited, agencies/multi-agency groups are also encouraged to be innovative. This can include new ways of doing old things, or trying out new measures. It will still be important for agencies/multi-agency groups to set out the rationale for the proposed plan, and how it is expected to impact on the problem.

Assessment process

Applications will be commented on by the Government Offices in the Regions or the National Assembly for Wales, and then be forwarded to the Home Office where a shortlist will be identified by a selection panel. Short-listed projects may be visited to validate the proposals and assess the adequacy of local data. Home Office Ministers will make the final decision about which projects will be funded. The aim is to make the final selection of projects by 1st December 2000, for immediate start.

The monitoring and evaluation of projects

The role of the Government Offices for the Regions and the National Assembly for Wales

Officials from the regional government offices (GOs) and the National Assembly for Wales will liaise with local project managers to ensure that projects are on course (i.e. meeting timescales or milestones in the project plan) and will keep the Home Office informed of progress. Agencies/multi-agency groups will be required to provide GOs and the National Assembly for Wales with quarterly reports on each project covering details of what the agencies/multi-agency group has done, the problems experienced etc. (proformas may be provided by the GOs and the National Assembly for Wales). If a project is getting into difficulties, or is otherwise giving cause for concern, GOs and the National Assembly for Wales will be able to advise on an appropriate course of action. They will also be responsible for ensuring that financial probity is maintained and for arranging grant payments. Where the viability of a project is called into question, funding may have to be stopped.

Development and evaluation

The Home Office will commission independent evaluations of all successful projects. The ability for projects to be evaluated will be an important criterion in selecting successful bids, and successful projects will also be asked to co-operate fully with both the development (if appointed) and the evaluation teams. Final evaluation reports will be published.

Enquiries

Enquiries about Tackling Prostitution: What Works? and related matters such as financial issues and the administration of projects should be directed to the Home Office representative in your Government office for the Region or the National Assembly for Wales (contacts are in Annex C).

Annex A

**CRIME REDUCTION PROGRAMME
TACKLING PROSTITUTION: WHAT WORKS ? Application form**

Please see notes for applicants at Annex B before completing this form

Main Contact Details

Name	
Job title	
Organisation	
Address	
Telephone	
Fax	
E Mail	

Agency/multi-agency group details

List of agencies/organisations involved in project

Agency/ Organisation	Contact name	Address	Telephone number

List of agencies/organisations consulted in the preparation of the bid

Agency/ Organisation	Contact name	Address	Telephone

Project Details

Definition and brief description of target group and geographical area

Analysis of prostitution-related crime and disorder problem

Proposed interventions, including all components of the multi-agency strategy. Please identify the component(s) for which you are seeking funding.

Action plan for implementation of strategy

--

Expected impact and targets aimed at

--

What actions have already been taken to address this problem by the multi-agency group?

--

What has been the outcome?

--

Are there any other interventions planned which may impact on the proposed project in the timescale over which funds are required?

--

Availability of data for monitoring purposes

	Tick one box		
	Yes	No	Don't know
<p>For individual agencies working within a multi-agency context: Do you have a computerised database (s) that holds details of recorded prostitution related crime and disorder</p> <p>For multi-agency groups: Do you have a computerised database (s) that holds details of recorded prostitution related crime and disorder? Is this held centrally? Or, is it held by individual agencies?</p>			
If you have a computerised database, are you content that it captures all reported incidents?			
Can it identify repeat victims?			
Will there be any changes in agency/organisation computer systems during 2000-2002 that are likely to render future data incompatible with current data?			
<p>Please describe what data would be available for monitoring any changes in the nature and extent of the problem. Who is data this held by?</p>			

Existing partnership arrangements
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	Tick one box		
	Yes	No	Don't know
Do you have a strategy, policy and good practice framework agreed?			

Do you have agreed protocols on confidentiality and information sharing?			
Do you have a training plan completed and resources identified and committed?			

Detailed breakdown of funding requested

	2000/2001	2001/2002
Summary of financial assistance sought from the Crime Reduction Programme		

Indicate what resources are being put into the initiative by member agencies for which funding is not being sought under the Crime Reduction Programme. Describe and give a value for these resources e.g. staff time, secretarial support, photocopying, cost of phone calls, etc. Indicate who is providing what service and over what period.

Agency/Organisation	Resources

Provision for longer-term maintenance support

Please describe how you will continue with the project after CRP funding ceases, should the evaluation find it successful.

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Annex B**NOTES TO APPLICATION FORM****Main Contact details**

Contact details (name, address, telephone number, fax number and email address) should be provided for the individual with whom all correspondence regarding the bid should be addressed.

Agency/multi-agency group details

Please list all statutory, voluntary and other agencies involved in the project and all other agencies/organisations that were consulted regarding the preparation of the bid. If bids are led by statutory agencies, they should consult with the voluntary sector in preparing the bids. The contact names, addresses and telephone numbers should be stated for every agency/organisation involved and consulted.

Definition and description of target group and area

The target group and area in which they live should be defined and described here. Target groups should be defined in terms such as 'sex workers with a drug addiction', 'locally based pimps', 'young men and women under the age of 18'. It should include the name of the area in which the project is to take place.

Analysis of prostitution-related crime and disorder problem

A summary of the relevant analysis of the local problem should be provided here. This should include analyses that have been used to inform the proposed initiatives, and should show the extent and nature of the problem. This section will be used to determine whether the proposed initiative is justified by the analysis, so it is important that as much relevant detail is provided as possible here (within the confines of the form). The source of the data and the time period to which it relates should also be shown here.

Proposed interventions

Include a description of all major types of activity that are planned under the initiative, regardless of whether they incur a cost to the "Tackling Prostitution: What Works?" budget or not.

Interventions should, wherever possible, be related to the analysis of the available data presented in the previous section. Priority will be given to projects that clearly demonstrate a link between problem analysis and the proposed solution and have the ability to measure the success or otherwise of the intervention. An explanation should be given about how the interventions are expected to reduce prostitution-related crime and disorder. Target outcomes should be given where possible.

Action plan

A timetable should be given for each of the interventions covered by the initiative, presented in terms of quarter years. The timetable should a) what the strategy aims to do in each quarter, and b) show what is expected to be achieved in terms of outputs by the end of each quarter. Wherever possible these outputs should be quantifiable. For example, an drug-referral scheme might show how many women would have referred in each quarter.

A proposed start date and end date for the project as a whole should also be provided.

Expected impact

Please say what impact the project is likely to make and how this might be demonstrated. You should include here any targets you feel are realistic and deliverable by the project, over what period and how they will be measured.

What actions have already been taken to address this problem?

Please describe any previous efforts to tackle the problem, and say what the effect was, if known.

Are there any other interventions planned which may impact on the proposed project over the period of Crime Reduction Programme funding?

We will need to know, for evaluation purposes, whether any other actions are planned which would need to be taken into account in explaining any changes in the nature and extent of the problem.

Availability of data for monitoring purposes

A good data analysis system is necessary in order to monitor and access the impact of any project. As projects will be independently evaluated we need to know what data is currently available. In particular we need to know whether you have a computerised database (s) that holds details of related crimes. If you are making the bid as a multi-agency group, is this database held centrally or is it held in individual agencies? If you have such a system are you content that it captures all of the reported incidents? Can your data analysis system identify repeat victims? And finally, we need to know whether there will be any major changes in agency/organisation computer systems during 2000-2002 that are likely to render future data incompatible with current data. Please answer yes, no or don't know to each question in the available boxes.

Please describe what data would be available for monitoring any changes in the nature and extent of the problem.

Existing partnership arrangements

The commitment of all the relevant agencies is essential in ensuring that projects are both deliverable and likely to make a real and demonstrative impact on prostitution-related crime and disorder. Please indicate whether you have a strategy, policy and good practice framework agreed by all agencies involved, agreed protocols on confidentiality and information sharing, a completed training plan and resources identified and committed.

Detailed breakdown of funding requested

The first sections should summarise the funds being sought from the CRP for a component or components of the multi-agency strategy, by financial year. The final section should summarise any additional resources which would be levered in, or provided, by member agencies (resources for which funding is not being sought under the CRP).

A quarterly breakdown of all these costs should be detailed in the action plan

Provision for longer-term maintenance of the project, if effective

This section should explain how the project would be continued beyond the life of the CRP funding, if the evaluation shows it to be working. This might include identifying other funding agencies, mainstreaming skills and knowledge into routine practice, or recycling some of the savings accruing to the police / local authorities from prostitution-related crime and disorder reduction.

Submitting applications

Applications should be made on the attached form. Five copies of the completed application form (including one unbound copy) should be received at your local Government Office for the Region or the National Assembly for Wales by 5pm on **Friday, 20th October 2000** if they are to be considered (contact details in Annex C). Please address them to the lead contact name and mark them 'Tackling Prostitution: What Works?'. An additional copy should be sent directly to the Home Office at the following address:



Sentencing and Offences Unit
Room 316
50 Queen Anne's Gate
London
SW1H 9AT

Annex C:

CONTACT DETAILS: GOVERNMENT OFFICES FOR THE REGIONS, AND THE NATIONAL ASSEMBLY FOR WALES (Principal contacts in bold)

NAME	ADDRESS	TELEPHONE
Ellie Roy (Director) (from 1 October 200) [REDACTED]	Government Office for London 3 rd Floor Riverwalk House 157-161 Millbank London SW1P 4RR	[REDACTED] Fax: [REDACTED]
David Smith (Director) [REDACTED]	Government Office for the North West Room 1223 Sunley Tower Piccadilly Plaza Manchester M1 4BE	[REDACTED] Fax: [REDACTED]
Alan Brown (Director) [REDACTED]	Government Office for the North East Room 1216 Wellbar House Gallowgate Newcastle upon Tyne NE1 4TD	[REDACTED] Fax: [REDACTED]
Margaret GEARY (Director) [REDACTED]	Government Office for the West Midlands 2 nd Floor 77 Paradise Circus Queensway Birmingham B1 2DT	[REDACTED] Fax: [REDACTED]
Stephen Brookes (Director) [REDACTED]	Government Office for the East Midlands The Belgrave Centre Stanley Place Nottingham NG1 5GG	[REDACTED] Fax: [REDACTED]
Greg Dyche (Director) [REDACTED]	Government Office for Yorkshire & the Humber 12 th Floor West City House New Station Street Leeds LS1 4US	[REDACTED] Fax: [REDACTED]
Henry Tam (Director) (from 25 September 2000) [REDACTED]	Government Office for East of England Building A Westbrook Centre Cambridge, CB4 1YG	[REDACTED] Fax: [REDACTED]

