

Key Document 13

University of Luton Tender Document (Evaluation of the Crime Reduction Programme 'Tackling Crime and Disorder Associated with Prostitution Initiative – Young People Group)



University of Luton

A TENDER

*Tackling Crime and Disorder Associated
with Prostitution Initiative*

Young People Focus
Rotherham Risky Business
Sheffield Multi-Agency Group
Bristol Pandora

**Vauxhall Centre for the Study of Crime at the
University of Luton**

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TACKLING CRIME AND DISORDER ASSOCIATED WITH PROSTITUTION INITIATIVE

A Proposal for the Evaluation of Projects in Sheffield, Rotherham and Bristol by the Vauxhall Centre for the Study of Crime at the University of Luton

Part 1 – Generic Issues

1. Introduction

The projects supported by the Crime Reduction Programme bring together a number of multi-agency partners to tackle youth prostitution, and its associated problems, in three areas; Sheffield, Rotherham and Bristol. The partnerships in these different areas aim to work together to achieve a number of different outcomes. Although the expected impacts vary, they have in common the intention to reduce the numbers of young people becoming involved in prostitution, to provide those already involved with exit routes and strategies, and to raise awareness of the problem amongst professionals working with vulnerable young people.

This document sets out a proposal for evaluations of the projects. In part 1, the generic issues are discussed. Parts 2,3 & 4 deal with the methodology and costings related to each specific project and part 5 sets out a price for a combined evaluation.

The Vauxhall Centre for the Study of Crime at the University of Luton has generated a wealth of research and publications in the subject of child and youth prostitution. The consultancy Ascolto Ltd will bring additional expertise – in particular guidance on the facilitation of group processes, data development, effective inter-agency working and community safety expertise.

2. Research review

The extent of the problem

Voluntary sector agencies and others have, for a number of years, highlighted the problem of young people who are sexually exploited through their involvement in prostitution (Lee and O'Brien 1995, Barrett 1997, Barnardos 1998, Melrose *et. al.* 1999, Barrett 2000). It is only recently, however, that this problem has been brought onto the political agenda (Home Office/Department of Health 1998, Department of Health 2000). The work of the CRP in raising the profile of the problem of young people sexually exploited through prostitution is therefore most welcome.

Young people involved in prostitution constitute something of a 'hidden' population, and previous research has therefore tended to rely on small-scale agency population studies (Barrett 1998, Ayre and Barrett 1999). As a result, there is no consensus in the literature about the extent of the problem (McNeish 1998) and estimates of prevalence vary (Shaw and Butler 1998). It has been suggested, however, that in Britain, up to 5,000 young people may be involved at any one time (Thompson 1995, Crosby and Barrett 1999) with a female/male ratio of 4:1 (Barrett 1998).

Evidence has demonstrated that the problem of young people who are sexually exploited through their involvement in prostitution is not confined to any particular geographical area (Melrose *et. al.*

1999) and indications suggest that the numbers have increased in recent times (Green 1992, Kershaw 1999, Melrose *et. al.* 1999). Police pilot studies of this problem in Nottinghamshire and Wolverhampton have shown that the problem is both more widespread and complex than had previously been imagined (Brain *et. al.* 1998, Sheffield ACPC and Sheffield City Council Youth Service 2000). The issue of young people being trafficked for the purpose of sexual exploitation is also of increasing concern (Kelly and Regan 2000, Barrett 2000, Hill 1999, Hill 2000, Bristol Prostitution Forum 2000).

Conceptualising Child Prostitution

Our understandings of child prostitution have changed over time. It is now recognised that the term also encompasses the activities of boys and young men (McMullen 1987, Barnard *et. al.* 1990, Barrett 1997) as well as those of young women. A variety of agencies have come to accept that young people who are sexually exploited through their involvement in prostitution are 'victims' of sexual abuse (Lee and O'Brien 1995, Department of Health 2000). It has been acknowledged that their involvement in this activity 'is not a free economic or moral choice' (Department of Health 2000) but usually results from desperation or coercion. Consequently, the terminology in which we discuss young people's involvement in prostitution has changed and it is now considered more appropriate to refer to these as young people who are sexually exploited through their involvement in prostitution (Barrett 1997, Pitts 1997, Melrose 2001 forthcoming).

Theoretically, frameworks that tend to emphasise the power of adults (especially men) over children and young people (McMullen 1987) have informed perspectives on child prostitution. It has been argued that child prostitution should be understood within the context of male violence and male power (O'Neill 1994, 1997). A similar framework has been developed in the work of Barnardos and is based on the idea of coercion by men, specifically the pimp and the abuser, and is termed the 'prostitution triangle' (Swann 1998, Sheffield ACPC and Sheffield City Council Youth Service 2000, Risky Business 2000). Whilst this model is important in enabling us to understand some of the routes through which young women become involved in prostitution, it does not tell the whole story. As well as these 'push' factors, there are various 'pull' factors, for example, peer group pressures, the need to generate incomes and/or the need to support drug habits, that lead young people into prostitution (Melrose *et. al.* 1999, Melrose 2000a, 2000b).

The causes of child prostitution

Existing evidence tells us that young people who become involved in prostitution are extremely vulnerable: they are usually poor and have suffered trauma of some sort; for example, sexual abuse as children, violence and/or sexual assault from partners, 'punters' or 'pimps' (Barrett 1997, Pitts 1997, Green *et. al.* 1997, Melrose *et. al.* 1999). Many of these young people have been looked after in the local authority care system and have interrupted or prematurely terminated educational careers. In addition, many have histories of going missing from home, care, or both. Some face homelessness or are insecurely housed and many have problems with drugs such as heroin, crack-cocaine and/or amphetamine (Melrose *et. al.* 1999). The restraining factors that might ordinarily prevent a young person's descent into self-destructive behaviour, are absent from the lives of these young people (Pitts 1997).

The link between sex and drug markets has been well established both by previous research and anecdotal evidence (May *et. al.* 2000, Bristol Prostitution Forum 2000, Melrose *et. al.* 1999, Crosby and Barrett 1999, Plant 1997, McKeganey and Barnard 1990, Faugier *et. al.* 1992, Blom and van den Berg 1989). It has been demonstrated that it is 'not uncommon' for a young woman to become involved in prostitution to support her own or another's drug habit (O'Neill *et. al.* 1995). Indeed there is some evidence to suggest that generating an income to support a drug habit may now be a greater motivation for young women entering prostitution than previously thought (Melrose *et. al.* 1999).

Responding to child prostitution

It is clear that these young people often have extremely complex and overlapping needs and ways to respond or intervene in order to support them effectively are still being developed (Melrose and Barrett forthcoming). What we do know is that in the past, interventions have fallen short of what would ideally be required (Melrose *et. al.* 1999, Melrose and Brodie 1999, Melrose and Barrett 1999, Ayre and Barrett 1999, Melrose and Ayre forthcoming). It is clear that multi-agency responses to this problem are essential (Browne and Falshaw 1998, Melrose *et. al.* 1999, Melrose and Brodie 1999) and in this respect, projects supported by the Crime Reduction Programme represent an important opportunity to develop and extend practice in this field.

Making these approaches work in practice, however, may be more difficult than it may first appear (Harrison *et. al.* 2001 forthcoming). In such partnerships, for example, different agencies may have different 'success' criteria even when they appear to be pursuing common goals, and 'what works' may be measured in different ways (Barton 1999). It is imperative, therefore, that a consistent approach to evaluating the success or otherwise of project work is applied across the range of projects.

3. Project evaluations: common and specific issues

As the projects are concerned with young people who are sexually exploited through their involvement in prostitution, there are a number of common themes, in terms of process, outcomes and cost-effectiveness. Equally, because all projects are working in contexts that are specific to their particular area, there are a number of questions, in terms of process and outcome that will be specific to each area. In section 3 below we detail the common issues and in parts 2,3 & 4 the specific issues that will be assessed and critically evaluated in relation to each project area.

An intervention that achieves a given outcome may do so for a number of reasons (Tilley 2000). Because of this, each project evaluation will comprise statistical data analysis, that is 'extensive' research that investigates 'regularities and common patterns' (Matthews and Pitts 2000:138) combined with qualitative, or 'intensive' research, that is, 'data gained from discussion' with those who have been targeted by the intervention (Matthews and Pitts 2000: 138). Such qualitative data is necessary if we are to understand what it is about a particular intervention that may have led to specific changes in a young person's, or young people's behaviour. By combining these two approaches it will be possible to 'identify causal processes within broader patterns of difference' (Matthews and Pitts 2000).

Qualitative data is of course time consuming to collect and analyse. When working with young people who are sexually exploited through their involvement in prostitution, it can also be difficult data to collect and analyse and there may be 'emotional costs' to be borne by the researcher (Melrose 2001 forthcoming). This gives research commissioners and managers a responsibility to ensure that research teams are adequately staffed to allow fieldworkers periods of 'remission' from the field and to ensure that they are adequately supported in undertaking the research (Melrose 2001 forthcoming). All of this means that such research can be resource intensive.

3.1 Process evaluation

In terms of process evaluation, in each project area a range of quantitative and qualitative methods will be employed to evaluate and assess the means by which projects have achieved

their objectives and/or to suggest remedial action to avert failure. These are detailed, for each project, in parts 2,3 & 4 below. All projects are of course working in different socio-economic, socio-demographic and historical contexts. In order to describe the contexts in which each project has operated and to provide a consistent baseline against which the success of interventions may be assessed and compared with each other, each target area will be described in terms of environmental, community and historical factors.

Environmental factors

To evaluate environmental factors, across the different locations, we would examine Local Authority Electoral Ward Deprivation Indices, The Crime and Disorder Act Audit and the Regional Drug Misuse Database. Each area would also be visited in order to observe at first hand the scale of the perceived problem, the nature of the area in which the child prostitution market operates (residential, industrial or commercial) as well as levels of CCTV and street lighting.

Community factors

Information will be sought from project partners at each site to indicate the links and feedback they already have from local community groups, business partnerships, residents associations and neighbourhood watch schemes, about the scale of the perceived problem in their area. Focus groups with local residents' forums and business partnerships will be conducted in each area to determine the impact that the intervention is perceived to have had.

Historical factors

The history of the problem, as it relates to that particular area, will be explored in relation to all locations. This will involve examining previous initiatives to tackle the problem and assessing their relative success. In each area, we will be specifically concerned with whether there has been an increase, over time, in the number of young people working and whether the mean age has fallen. We will also be concerned with young people's use of drugs and their association with pimps and/or other exploitative adults.

Programme integrity and implementation

The evaluation of the integrity of the various programmes will be concerned with the extent to which the project is 'implemented in a consistent manner in a way that follows the original design' (Matthews and Pitts 2000:131) and the extent to which the planned intervention was a logical response to the identified problem. Examining practices around referrals between agencies will assess the extent of multi-agency working in each project. In all areas, we will be particularly concerned with the extent to which the intervention has successfully reached young people (the target population), the extent to which it has managed to prevent young people from becoming involved in prostitution or facilitated exit from it for those already involved. Where exit from prostitution has not been achieved, we will explore the extent to which the intervention has influenced a harm minimisation approach. Of particular interest will be the issue of sustainability. The test of true sustainability is whether the problem has been changed for good after the interventions have ceased, not simply suppressed temporarily or displaced. This part of the evaluation will rely on interviews with sex workers and workers in partnership agencies, for example, project workers, the police, youth workers and social services.

3.2 Outcome evaluation

For all projects, the outcome evaluation will employ a combination of qualitative and quantitative techniques. To identify whether tactics, strategies and actions have led to a change in the level of sexual exploitation of young people, the methods will include interviews with police, project

workers and young people who are, or have been, involved in prostitution. Employing these methods will enable us to assess, from the perspective of these participants, whether the intervention has reduced the problem. In addition, we will analyse caution and conviction rates for the range of offences likely to be affected.

The research team will examine police records from each area for one year before the intervention began to look at reported incidents of child prostitution and associated crime. Police records will also be used to investigate the level of drug related incidents for one year prior to the interventions to enable us to explore further the links between sex work and drug use. We will rely on the same records to determine the extent to which interventions have impacted on the level of reported crime relating to the sexual exploitation of young people and drug related incidents by examining data since the interventions began.

We will seek to make comparisons between data from the different projects in Sheffield, Rotherham and Bristol. In this way, we will be able to critically evaluate whether interventions in one area have been more or less successful than those in another. We will employ interviews with the police, project workers and sex workers to determine their perceptions of change in the nature of the problem since the development of the specific interventions. These will be compared with police records and data from the local crime audit to determine whether the same picture emerges from both.

By combining official statistics with qualitative data produced from interviews with professionals and sex workers, we will be able to establish both long term and intermediate outcome indicators of success criteria for each intervention as well as being able to specify both anticipated and unanticipated consequences of each intervention.

Interviews with the three groups identified above will also enable us to obtain information on their perceptions of the extent to which the problem may have been displaced to other areas. Professionals will have their own perceptions about the extent to which this might have occurred and sex workers will be able to tell us, whether, as the result of the intervention, they or others with whom they are acquainted, have simply chosen to move somewhere else in order to work. This will also enable us to determine the extent to which change in crime/incident/outcome rates are attributable to the projects, rather than to other factors. To monitor any displacement of the activity it will be necessary to gather information from neighbouring and other indicated areas. Nominal records will be able to show whether individuals who worked in one area suddenly appear in another.

Generic and intervention specific measures

To determine the generic measures, we will need to define the problem in measurable terms such as:

- The number of arrests for soliciting
- Associated thefts and robberies
- Numbers of assaults, woundings and reported sexual offences
- Nuisance and incivilities – reported and by observation/survey
- Drug related activity from police reports and other agencies
- Traffic levels and prosecutions related to kerb crawling
- Number of young women presenting to health and other services with sex and drug related problems and increased access to a range of services
- Increased referrals between agencies
- Increased measures for dealing with abusers (prosecution) and other diversionary measures
- Reductions in the numbers of young people working – without a concomitant change in the nature of the local sex market

Intervention specific measures of success criteria are detailed in section 4 below.

The bid document contains an Action Plan detailing the ways in which the proposed interventions will be organised. This will be scrutinised, in conjunction with the project management team, to determine any changes to the plan and also to see how the plan has been developed, especially in terms of performance indicators, since intervention began.

7. Outcome evaluation

The proposed interventions will be examined and interrogated as follows:

Awareness raising and training for professionals

We will examine the programme content, to whom it was delivered and what impact it had on recipients. This will involve interviewing the professionals concerned. We will then wish to explore the ways in which that training and awareness raising has informed changes in practice.

Multi-agency planned meetings

Meetings in themselves can only be effective if they result in an agreed course of action by the participants. We will therefore seek to identify their achievements.

Youth work based support initiative for young women (courses and drop-in facility)

The number of young women that took up the service, and information about them, will be examined to ascertain what changes have been brought about by their participation in courses and/or use of the drop-in facility. Young women in touch with the project will be interviewed for this purpose

Strategy co-ordination and development

Whatever strategies are co-ordinated and developed, they should result in action plans from which there are outcomes that make a difference. We will therefore be examining this area from that perspective by examining the documentation and speaking to professionals who are involved in the development process

Other interventions (non-CRP funded)

We will examine these interventions at the same time, though not perhaps in the same detail, to determine their impact and distinguish between their outcomes and those funded by the CRP. They will also provide additional data for the cost-effectiveness comparison between interventions.

Expected impact

The impacts set out in the bid document will be examined to establish how they have achieved the outcomes required. For example, '*raised awareness amongst professionals*' and '*consistent referrals of young people to courses*' will be expected to achieve reductions in the numbers of young women involved in prostitution. We will survey and conduct interviews with professionals and the young women concerned, to determine the degree to which the intervention measures described have impacted upon them.

Intervention specific measures of success criteria

Individuals/organisations	Project group(s)	Cost (£)
✓ University of Luton/Ascolto	Young people	79,740
✓ Kanzeon Consulting	Young people	85,750
✓ Leicester University	Young people	100,980
✓ Novas/University of Salford	Young people	88,750
✓ Middlesex University	Policing	123,393
✓ South Bank University	Policing	122,397
✓ Michael Bell Associates	Policing	92,339.50
✓ Queen Mary, University of London	Policing	107,077.88
✓ University of Hertfordshire	Exiting/support	95,012
✓ NACRO/Liverpool ✓ Hope/Staffordshire University	Young people Exiting/support	134,750
✓ University of Sunderland	Policing Exiting/support	225,800
✓ <i>Franki</i>	<i>1 project</i>	<i>29,322.50</i>

£ not including VAT

We will define the data in liaison with the Project Management Team, establish the means and protocols for collecting the data, and then seek to collect it for a year before the implementation of the intervention in order to establish a baseline.

Each of the interventions planned will be action planned in terms of what inputs are to be used and what they are seeking to achieve. For example, '*awareness raising and training for professionals*' would be expected to detail who would deliver the training, in how many sessions and to which individuals. One would expect to have included in the training documentation a number of training objectives and we would critically evaluate the extent to which those objectives had been met, both initially and in the longer term. Often, training packages contain their own evaluation systems. We would then want to assess the extent to which the training input has changed practice. We might look, for example, at whether an outreach worker actually dealt with cases in a different way as a result of the training received, and, if so, whether that had achieved a reduction in the overall problem.

8. Summary of Research Activities

Baseline Data

- Collate data from agencies and establish data access protocols and routines
- Refine outcome statements and specify performance measures
- Develop links with agencies to trace the documentary records of young people at risk
- Develop and agree activity analysis methods for all project partners and develop costing models
- Secure access to demographic data, crime audits prepared under the Crime and Disorder Act 1998
- Develop knowledge of the target population from any existing sources, by conducting interviews with professionals. Identify perceived service shortcomings
- Survey target population by observation and interviews
- Assess public perception of problem by small-scale survey with residents, business proprietors or consider using focus groups if suitable forums exist
- Identify outcomes from training programmes

Process Research

- Monitor, critique and quantify activities towards meeting defined outcomes
- Scrutinise data and information
- Conduct interviews with agency staff, police and sex workers
- Track appropriate police, criminal justice and agency data
- Prepare interim reports

Outcome Analysis

- Replicate surveys/focus groups
- Observe street activity and conduct interviews with target populations regarding perceptions of the effect of project activities
- Collate and process statistical data
- Replicate interviews with professionals
- Conduct cost-benefit analysis
- Prepare final report

9. Evaluation Price

The estimates for university personnel are based upon current pay rates **and include a 40% weighting for the University on-costs.**

Item & Description	Rate per Day	No of Days	Total	VAT
Personnel to be employed in completing work				
1. Professor David Barrett	280	5	1400	245
2. Margaret Melrose	175	20	3500	612.5
3. ██████████	175	30	5250	918.75
4. Researcher	140	30	4200	735
5. ██████████	210	3	630	110.25
6. Ascolto Ltd	500	12	6000	1050
Expenses Incurred by above				
Travel & Subsistence	90	92	8280	
Contingency Sum – Interviews	1500		1500	
Stationery & Computing	800		800	140
			£31,560	£3811.5

Part 3 - Rotherham 'Risky Business' Project

10. Introduction

This project aims to target young people (under 18) who are sexually exploited, their parents, carers and residential care workers. In addition, the project seeks to target those who are involved in coercing or 'grooming' young people into prostitution. Its emphasis is upon raising the awareness issues of 'pimping' and 'grooming' amongst young women, their parents and carers and other agencies such as the police.

One of the particular problems facing this project is the mobility of the young women concerned. It is acknowledged, in the bid document for example, that these young women often travel to other areas in order to work. It will be especially important, therefore, to monitor carefully any displacement (to Sheffield or Doncaster, for example). The target area is not geographically defined in the bid document but covers the whole of Rotherham.

The bid document tends to focus on the role of pimps in coercing and/or 'grooming' young women for prostitution but does not present the evidence to suggest that there is major pimp involvement in this particular child sex market. The evidence and assumptions of project partners will require critical evaluation. This exercise would involve reviewing evidence and information held by project partners (police, health and voluntary sector projects, youth agencies and so on) and undertaking interviews with professionals working in the project partnership.

Questions about the sustainability of this project are raised by the fact that it is an on-going project that requires CRP funding to maintain it for a period of time. As mentioned in the introduction of this proposal, it is sometimes difficult to make genuine multi-agency partnerships work effectively in practice. The view that 'the police attitudes are not always well informed' portends of potential difficulties to come in this particular partnership. The extent to which project partners have been able to work together towards a specific outcome will therefore be an important measure of success in relation to this particular project.

11. Process evaluation

Environmental factors

The absence of a street prostitution area in Rotherham, combined with the mobility of the young people involved, suggests that a 'target area' cannot be easily identified and that the problem of young people being sexually exploited is likely to be 'hidden'. Existing data from the 'Risky Business' project would therefore be an important start point for mapping the locations, scale and extent of the open or closed nature of the sex market. Interviews will be conducted with professionals and sex workers to assist this mapping. An assessment of how these factors impinge on the development and work of the project in this area would be undertaken.

Community factors

The absence of a street based prostitution market in Rotherham suggests that local communities may be less troubled by the crime and nuisance associated with prostitution than those in other areas of the country where sex markets are street based. However, information will be sought from partnership agencies involved in developing this project to determine the extent to which this might be the case.

Historical factors

Previous measures to tackle the problem of young people sexually exploited through prostitution in Rotherham, and the success of any such measures, will be explored with professionals from various agencies involved in the partnership. Information collected by the 'Risky Business' project over a twelve-month period suggests that there are six men working as pimps. This information requires careful evaluation. It is clear from the case study example cited in the bid document that evidence could have been adduced for prosecution of an identified offender if the police had been able to offer the appropriate type and level of support to the victim. If the project is to succeed in its desired outcomes the protection and support of victims will be required. From the bid document, however, there appears to be some underlying dissatisfaction with the way that the police have reacted to these issues in the past. The evaluation, therefore, will have to explore whether such rifts have been avoided in the context of the proposed initiative. The 'imaginative use of criminal and civil litigation' necessitates a number of agencies working closely together to achieve this – especially the police and CPS. The evaluation will therefore assess the extent to which this has occurred by employing interviews with the police and project workers.

Programme integrity and implementation

The bid document provides detailed information about the time scale in which the strategy will be implemented, as well as defining clearly the numbers of young people to be targeted by the intervention. Through consultation with the project management team, the evaluation will seek to identify any changes to the original plan, the reason for these (if appropriate) and the ways in which the plan may have developed since the beginning of the intervention. The numbers of young people contacted by the project since the beginning of the CRP initiative will also be explored.

12. Outcome Evaluation

The outcomes and impacts of the proposed intervention will be explored in terms of the following:

Targeting pimps and enhanced evidence gathering

Use of the Child Abduction Law. Missing persons are fundamental to this and other aspects of this project. There will be a need to examine reported incidents of missing persons when these involve minors, as well as a need to establish from where missing persons have come and their profiles. Of particular interest will be the numbers of young people reported missing from care situations (residential and foster care) and the changes that may have been brought about in the treatment of these young people as a result of the project intervention.

The question of the relationship between going missing, the routes into prostitution, the means by which young people become involved and the stage at which they do so will be critically explored. For example, do young people become involved in the first episode of going missing, the second, the third, and so on. It will also be relevant, at this point, to look at importation (trafficking) (and even exportation to Sheffield, Doncaster) for the purpose of sex work.

It would appear from the bid document that the police may have to give greater priority to the gathering evidence against pimps and acting upon it. Collecting evidence of this type however,

may be very time consuming and may thus prove very expensive to obtain. The evaluation will seek to assess the extent to which the actions of the police are affected.

If pimps are to be targeted successfully, it is crucial to afford protection to those witnesses who may be willing to give evidence. The evaluation will ascertain what is being done in this respect. The evaluation will also assess whether, and to what extent, any previous difficulties with police co-operation around issues of pimping and sexual exploitation of young people have been remedied by the CRP initiative.

Pimp prosecutions using enhanced evidence gathering in order that the onus for prosecution is not placed on the child victim

Most of the above comments apply to this predicted impact. It is unlikely that successful prosecutions could be brought without placing some responsibility on the child. Nevertheless, the effectiveness of alternative approaches will be assessed.

Identify/train specialist foster care staff for safe accommodation

The project intends to provide four safe places for use as emergency foster care placements. The evaluation will establish how often these are filled, for how long and by whom. It will also explore where the young people placed in them have come from, their background, current living situations and so on. Crucially, the evaluation will investigate what is achieved by these placements in enabling the young person/people to exit from prostitution. In order to explore these issues, interviews will be undertaken with young people and the foster carers.

Expected impacts

As this is a continuing project, it may be difficult to assess in terms of the added value of the CRP support in terms of inputs and outcomes. Many of the aims appear to ill-defined. Additionally, there appears to be some optimism about what may be realistically achieved. The evaluation will seek to identify the numbers of young people in touch with Risky Business before the implementation of this new initiative and the number of additional young people contacted since the development of the project

Intervention specific measures of success criteria

For this project, we would expect to see an increase in numbers of pimps prosecuted as well as increased referrals between agencies for the young people concerned. It will also be important to establish whether relations between partnership agencies have improved since the development of the current initiative. A reduction in numbers of young people being reported missing from home/care/school is expected. The 'grooming process' is so central to the model that it may fail to notice young women who become involved in prostitution without being 'groomed' by men. 'The drug is the pimp these days' (Melrose *et. al* 1999) and (global) economics are the master of both drug and sex markets. Observation of key areas in Rotherham and interviews with women (young and old) involved in prostitution will allow a picture of child prostitution in the area – the extent to which drugs/pimps are involved, the extent to which the market has changed over time.

13. Summary of Research Activities

Baseline Data

- Collate data from agencies and establish data access protocols and routines
- Refine outcome statements and specify performance measures
- Develop links with agencies to trace the documentary records of young people at risk
- Develop and agree activity analysis methods for all project partners and develop costing models
- Secure access to demographic data, crime audits prepared under the Crime and Disorder Act 1998
- Develop knowledge of the target population from any existing sources, by conducting interviews with professionals. Identify perceived service shortcomings
- Survey target population by observation and interviews
- Assess public perception of problem by small-scale survey with residents, business proprietors or consider using focus groups if suitable forums exist (if necessary)
- Establish prosecution practice, policy and constraints for offences related to living on immoral earnings
- Establish the viability of existing inter-agency arrangements

Process Research

- Monitor, critique and quantify activities towards meeting defined outcomes
- Scrutinise data and information
- Conduct interviews with agency staff, police and sex workers
- Observe and scrutinise records of inter-agency processes
- Track appropriate police, criminal justice and agency data
- Prepare interim reports
- Secure data to track displacement activity

Outcome Analysis

- Conduct interviews with target populations regarding perceptions of the effect of project activities
- Collate and process statistical and criminal justice data
- Replicate interviews with professionals
- Conduct cost-benefit analysis
- Prepare final report

14. Evaluation Price

The estimates for university personnel are based upon current pay rates **and include a 40% weighting for the University on-costs.**

Item & Description	Rate per Day	No of Days	Total	VAT
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6. Ascolto Ltd	500	12	6000	1050

Expenses Incurred by above				
Travel & Subsistence	90	92	8280	
Contingency Sum – Interviews	1500		1500	
Stationery & Computing	800		800	140
			£31,560	£3811.5

PART 4 – THE BRISTOL PANDORA PROJECT

15. Introduction

This project targets young people under 21 who are involved or at risk of involvement in prostitution. The target group is widely defined although the project aims to focus primarily on a geographically defined area (the Central Bristol area) but hopes to draw in young people from across the city. A number of agencies involved in the partnership are committed to information sharing and identifying young people who it is thought will benefit from the project although the number of young people to be targeted by the project is relatively small (30). The evaluation will identify how many young people are actually reached. The young people will be interviewed to determine what they are offered by the project and how it enabled them to change their lifestyle.

Environmental factors

Young people are drawn to the city centre, identified in previous research as an area in which sex and drug markets flourish (May *et. al* 1999). Through interviews with the young people concerned, the evaluation will identify those aspects of city centre life that tend to attract them. The project aims to contact these young people through 'outreach surgeries' and through referrals between agencies involved in the partnership. The bid document refers to data held by a number of agencies and suggests that the extent of the problem of child prostitution in the area is 'commonly underestimated'. Existing data from partnership agencies will be collated and examined to identify the scale and nature of the problem. It will be important to determine the extent to which young people are trafficked into Bristol for the purpose of sexual exploitation.

Community factors

The bid document suggests that the crime, disorder and nuisance associated with prostitution in this area is of concern to local residents. Anecdotal evidence suggests that young people, exploited through prostitution, are responsible for a significant amount of crime in the area – for example, street robberies and drug use. Local residents' forums and community groups will be consulted to determine perceptions of changes since the project intervention. Attempts will also be made to assess the level of crime in which these young people are involved. This will involve some observation and interviews with professionals and local residents. In particular, data held by One-25 Limited will be important in identifying the level of drug-related crime.

Historical factors

Data and intelligence held by partnership agencies, such as the Bristol Prostitution Forum, Barnardos, the police, social services and One-25 Limited will form an important starting point for

understanding historical factors associated with the sex trade in Bristol city centre. Using this data, the evaluation will establish how long child sexual exploitation has been a problem in the area, and by conducting interviews with professionals and sex workers, the research team will identify any changes in the sex market in Bristol. In particular, the project will investigate whether there are increased numbers of students involved in prostitution in this area.

Programme integrity and implementation

The bid document recognises that provision for young people at risk or involved in sexual exploitation needs improving. It suggests that the project will 'ensure that services are accessible to vulnerable young people'. The research team will therefore detail qualitative improvement in services by talking to professionals working with vulnerable young people and the young people themselves. An increase in the number of referrals between agencies is therefore to be expected. The bid document provides a detailed action plan and timetable for implementation of the measures. Through consulting with the project management team, the evaluation will examine any changes to the plan and, if appropriate, the reasons for them. The evaluation will also assess any developments in the plan since the introduction of the initiative.

16. Outcome evaluation

The evaluation will critically assess the impact of the project in terms of the following:

Improved processes for referrals

The improvement in inter-agency referrals over the project will be assessed. This will involve examining data and records kept by agency partners, exploring who is referred and the outcome. This will require interviews with the young people as well as professionals involved with their care.

Quicker access to services and more victim-centred services

An obvious measure will be the length of time young people wait for access. We will explore whether a reduction in waiting time for access to services has resulted in different outcomes for the young people concerned. The research team would expect to find that there are improved services for young people in terms of drug treatment services, sexual health services, education services and housing services. Interviews will be conducted with the young people to identify their perceptions of the ways in which service provision has been improved.

Identify the effects of abusive prostitution with care leavers

This aim suggests that there is a distinction between 'abusive' and 'non-abusive' prostitution. When we are talking about young people sexually exploited through prostitution, this distinction of course cannot be sustained. Attempts will be made to identify the numbers of young people leaving the care system who become involved in prostitution. This will involve interviews with young people currently involved in prostitution

Improve confidence and self-esteem of the young people

This is of course an important aim if young people are to be encouraged to exit from prostitution. The research team will be concerned to identify what practical measures and opportunities are offered to young people in order to do develop their self-confidence. This might involve, for example, providing opportunities for counselling, training, educational opportunities and careers advice. Young people will be consulted to explore the ways in which contact with the project has enabled them to improve their lives

Promote understanding amongst young people as to why they are involved in prostitution

This aim will require research with the young people to enable them to identify the reasons for their involvement in prostitution.

Reduce associated reported crime

Using police records, the level of reported crime before the project intervention will be compared with levels of reported crime since the project development. The research team will evaluate changes since the implementation of this initiative

Reduce complaints to police regarding disorder in the target area

Police records will be used to compare the number and nature of complaints to the police in the target area before and after the project intervention. Focus groups with local residents will be used to determine whether that reflects a real abatement of nuisance.

Expected impacts

The interventions proposed by this project are rather general and wide-ranging. Police operations, for example, intend to place an emphasis on targeting kerb crawlers and the use of anti-social behaviour orders are to be investigated. Such measures are frequently used in other areas without any real reduction in the problem of children who are sexually exploited. There is also an intention to enforce measures through which DNA samples may be taken although the bid document does not make it clear which offences are appropriate. The research team will compare the level of service provision before and after the project intervention and compare numbers of young people in touch with services before and after the current initiative.

Intervention specific measures

If this project is successful in achieving its aims, the research team would expect to find an increased number of young people in touch with services and improvements in those services aimed at young people. In particular, success would be assessed in terms of improved access to drug services, health services, educational services and housing and in increased referrals between agencies involved in the partnership. It is also expected that a reduction in the numbers of care leavers becoming involved in prostitution will result. To assess whether the project has been successful in terms of raising the self-confidence and esteem of the young people concerned, interviews will be undertaken to determine their perceptions of how their lives and opportunities have been improved by the work of the project.

17. Summary of Research Activities

Baseline Data

- Collate data from agencies and establish data access protocols and routines
- Refine outcome statements and specify performance measures
- Develop links with agencies to trace the documentary records of young people at risk
- Develop and agree activity analysis methods for all project partners and develop costing models
- Develop knowledge of the target population from any existing sources, by conducting interviews with professionals. Identify perceived service shortcomings

- Survey target population by observation and interviews
- Assess public perception of problem by small-scale survey with residents, business proprietors or consider using focus groups if suitable forums exist
- Establish prosecution practice, policy and constraints for offences involving 'kerb-crawling' and street prostitution

Process Research

- Monitor, critique and quantify activities towards meeting defined outcomes
- Scrutinise data and information
- Conduct interviews with agency staff, police and sex workers
- Observe and scrutinise records of inter-agency processes
- Track appropriate police, criminal justice and agency data
- Prepare interim reports
- Secure data to track displacement activity

Outcome Analysis

- Conduct interviews with target populations regarding perceptions of the effect of project activities
- Collate and process statistical and criminal justice data
- Replicate interviews with professionals
- Conduct cost-benefit analysis
- Prepare final report

18. Evaluation Price

The estimates for university personnel are based upon current pay rates **and include a 40% weighting for the University on-costs.**

Item & Description	Rate per Day	No of Days	Total	VAT
Personnel to be employed in completing work				
1. Professor David Barrett	280	5	1400	245
2. Margaret Melrose	175	20	3500	612.5
3. ██████████	175	30	5250	918.75
4. Researcher	140	30	4200	735
5. ██████████	210	3	630	110.25
6. Ascolto Ltd	500	12	6000	1050
Expenses Incurred by above				
Travel & Subsistence	90	92	8280	
Contingency Sum – Interviews	1500		1500	
Stationery & Computing	800		800	140
			£31,560	£3811.5

Part 5 - A Consolidated Price for the Three Projects

19. Consolidated Price

If the bids for the three projects were to be accepted, there will be potential for some of the tasks to be consolidated across the projects to achieve savings. The following is a consolidated costing for the three projects.

The estimates for university personnel are based upon current pay rates **and include a 40% weighting for the University on-costs.**

Item & Description	Rate per Day	No of Days	Total	VAT
Personnel to be employed in completing work				
1. Professor David Barrett	280	10	2800	490
2. Margaret Melrose	175	50	8750	1531.25
3. ██████████	175	80	14000	2450
4. Researcher	140	80	11200	1960
5. ██████████	210	9	1890	330.75
6. Ascolto Ltd	500	30	15000	2625
Expenses Incurred by above				
Travel & Subsistence	90	240	21600	
Contingency Sum – Interviews	3000		3000	
Stationery & Computing	1500		1500	262.5
			£79,740	£9649.5

NOTE: This price and the prices for individual projects are based upon the number of days necessary to complete the evaluation(s). They will hold good for up to 18 months.

20. Personnel

The bulk of the field work and on-site activity will be conducted by the following members of the Vauxhall Centre for the Study of Crime at the University of Luton.

Research Director

David Barrett, Professor of Applied Social Studies He has undertaken research into the plight of poor elderly people and has published extensively in this area. More recently he has been engaged in comparative research into child and adolescent prostitution. He has published books and articles and presented papers on this topic at international conferences. His publications include '*Child Prostitution in Britain: Dilemmas and Responses*' and '*Youth Prostitution in the New Europe*' (2000) '*One Way Street? Retrospectives on Child Prostitution*' (1999) with Brodie I and Melrose M

Research Manager

Margaret Melrose, Research Fellow Expertise - poverty and citizenship, youth prostitution, begging, vulnerable young people and drug misuse. Published books '*Poverty, Riches and Social Citizenship*' (1998) with Hartley Dean, '*One Way Street? Retrospectives on Child Prostitution*' (1999) with D.Barrett and I. Brodie, and '*Fixing It: Young People, Drugs and Disadvantage*' (2000-sole authored) She has previously managed research on juvenile prostitution, co-ordinates a prostitution research forum and has conducted research programmes funded by the Department of Health and ESRC

Researchers

██████████, **Research Associate** Expertise – policing and criminal justice. He is a former Chief Superintendent of Police and has conducted and managed research into youth justice and sentencing, funded by NACRO, and begging and rough sleeping, funded by the Rough Sleepers Unit. One of the research sites of the latter project was Bristol.

██████████, **Researcher** An Mphil/PhD student at the University of Luton currently studying Child Prostitution. ██████████ is due to have her first article published shortly around the area of ██████████ in the journal ██████████

Whilst it is anticipated that ██████████ will be dedicated to the project(s), there are other research students who may assist.

Advisor – Data Analysis

██████████, **Senior Lecturer** Specialist areas epidemiology, demography, data analysis and urban geography. He researches the social and demographic composition of local populations. He will be an advisor to the evaluation(s) on data and statistical analysis and statistical modelling.

Advisors to the Evaluation(s) - Ascolto Ltd

This company will provide consultancy and advice during the life of the evaluations. The expertise possessed by its members will augment the research experience of the university staff. Group processes and inter-agency co-operation are common themes in the project bids and an assessment of their effectiveness will be an important constituent of the evaluation. Ascolto also brings expertise in developing data collection protocols, developing measurable community safety strategies and group facilitation. The members of Ascolto are:-

■■■■■■■■■■, Director of Community Safety A specialist in urban regeneration and community safety strategy, project development and delivery. She has worked in the London Borough of Camden to develop their community safety strategy. She has worked at senior manager level in local government and the voluntary sector. Afshan has developed policy, practice and training in the issues of domestic violence, racial harassment and equal opportunities

■■■■■■■■■■, Occupational and Organisational Psychologist - has extensive experience of carrying out organisational research and development projects and managing change within organisations. She has been involved in the Home Office Crime Reduction Programme, violence against women programme where she prepared the guidance document for agencies on data collection and data management. She has also worked with funded projects in the development phase of this programme, assisting projects with project planning, multi-agency working and protocols, data collection, data sharing and data management for the purposes of evaluation. Kris has a particular interest in women's issues and has carried out a number of projects where women's issues are the main focus. She is a member of the Sexual Violence Advisory Group for Bedfordshire Victim Support.

The commitment of personnel will be sufficient to ensure continuity. There are other members who can be co-opted should there be any unforeseen absences

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Key Document 14

Fragment of Briefing Material regarding then Home Secretary's Attendance at June 2003 CROP Conference

Crime Reduction Programme (CRP) What Works: Tackling Prostitution Initiative – links with CROP

Both [REDACTED] and Irene Iveson of CROP were involved with the preparation of a joint bid for funding for Rotherham Risky Business, one of the CRP projects. This was a pre-existing highly innovative project aimed primarily at targeting those men involved in grooming young women into prostitution with the aim of pursuing prosecutions against them.

A number of issues arose in respect of the project, including concern about the experience and authority of the project steering group (which included [REDACTED]). Additionally Rotherham Borough Council were considering disciplinary action against [REDACTED], a Risky Business project worker, [former researcher] following allegations of misconduct and breach of trust. Part of their concerns centred around the passing of documents and other information to the project's evaluation team. In the event no disciplinary action was taken and in June 2002 [REDACTED] lodged a grievance and indicated that she no longer felt able to work for the project. The HO funding ended as originally planned in July 2002 (although some other projects had their funding extended). [REDACTED] is believed to be an active member of CROP, and likely to be in attendance at the conference.

Defensive lines to take are provided although it is not known whether the difficulties with this project are likely to arise. It is considered unlikely as any continuing grievances will be with the council, and in particular the Director of Social Services, rather than with the HO. No negative feedback was reported to HO when the funding finished.

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