

Key Document 32

Submission from Former Home Office Official providing Update on Prostitution Initiatives funded under the Crime Reduction Programme

From: [REDACTED]
Sentencing and Offences Unit
Room 304
Queen Anne's Gate
[REDACTED]

cc Hilary Benn
John Gieve
Moira Wallace
Deborah Grice
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

28 October 2002

Home Secretary

**“Tackling Prostitution – What Works?”: CRIME REDUCTION BOARD
FUNDING OF PROSTITUTION INITIATIVES**

Issue

1. To inform you of the current position with the Crime Reduction Board funded prostitution initiatives in the “What Works” scheme.

Summary

2. The Crime Reduction Programme has been funding eleven prostitution initiatives across the country in order to evaluate “What Works”. These projects address the issues of child prostitution, policing of prostitution and the process of ending involvement in prostitution. They seek to better inform us of successful strategies for dealing with and managing the nuisance caused by the activities of prostitutes, the behaviour of those involved in the exploitation of others and ways of supporting those involved in prostitution who wish to exit the trade.

3. Initial funding for the projects was due to end in March 2002, but additional bridging funding was secured for 10 of the projects to continue until the end of July 2002. In June 2002, you indicated you wanted to continue funding the Prostitution projects until the end of the current financial year. In discussion with the evaluation teams, and the Crime Reduction Board, it was decided that it would only be practical to continue funding some of the projects, as others were either not meeting their contractual obligations in terms of complying with the evaluation requirements, were securing funding elsewhere, or were seeking to diversify their activities beyond the remit of the CRB goals, although they nonetheless continued to tackle the nuisance caused by prostitution.

4. In July 2002, 6 of the original 11 projects were offered additional funding to continue their work until the end of March 2003. New conditions of grant were prepared by the Government Offices for the Regions, and the projects have been advised that there can be no slippage on CRB funding beyond March 2003.

5. The 6 projects that were selected to continue to receive funding were selected as a result of some rapid research by RDS, in conjunction with the Evaluation Teams to assess which projects were producing the most useful data and which were co-operating most fully with the aims of the CRB.

6. Each project was being evaluated in one of three ways. These were: Exiting Prostitution and Support for those seeking to do this, Policing Strategies and working with young people. None of the policing projects have received a funding extension, and therefore the evaluation of such projects is currently being finalised. The final report is due for submission on 31st October 2002. The evaluation teams contracted to undertake the 2 other evaluations – young people and exiting and support projects - have had their contracts extended to July 2003 when their final reports are due for submission. They will continue to collect data from these projects and analyse the whole of it at the end.

7. The details of each [redacted] streams, the eleven projects and their dates of funding/completion are given below:

a) Exiting and Support Projects – evaluation managed by Professor Marianne Hester, University of Sunderland. The projects being evaluated in this stream are:

- Hackney (funded up to 31st July 2002)
- Kirklees, Manchester, Hull and Stoke on Trent (funded up to 31st March 2003).

b) Young people's projects – evaluation managed by Professor David Barrett, University of Luton

- Rotherham (funded up to 31st July 2002)
- Sheffield and Bristol (funded up to 31st March 2003).

c) Policing projects – evaluation managed by Paul Turnbull, South Bank University.

- Nottingham (funded up to 30th April 2002)
- Bournemouth, Liverpool (funded up to 31st July 2002).

8. All evaluation teams are on target to deliver on time. Following receipt of all final report, the Violence Against Women Initiative team within Policing and Reducing Crime Unit will draw together the reports for publication (to be agreed). It is anticipated that the findings from the policing initiatives will be published on the Home Office web site (2002).

Timing

10. Routine. .

Recommendation

11. That you note the position.

Resource Issues

12. None from this submission.

Handling Issues

13. None.

Equality Issues

14. None.



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Key Document 33

Submission apparently supporting the then Home Secretary's response to Letter from CROP

From: [REDACTED]
CLPU
Room 471
50 Queen Anne's Gate

cc: Caroline Flint
Baroness Scotland
Paul Goggins
John Gieve
Moirá Wallace
Mark Ormerod
Debby Grice

Tel: 020 7273 2870

21st August 2003

Home Secretary

CROP CONFERENCE – ADDITIONAL QUESTIONS FROM PARENTS

Issue

A reply to Hillary Willmer, Chair of the Coalition for the Removal of Pimping (CROP), answering some additional questions from delegates who attended their AGM in June.

Timing

2. Routine

Summary

3. Following your speech at the CROP conference on the 27th June, the organisers have sent a list of questions that delegates were unable to ask due to lack of time. The letter attached at Annex A provides a response to each of the questions.

4. The letter also notes that officials will be in touch to invite CROP to take part in the work leading to the publication of a Prostitution consultation paper.

Recommendation

5. That you approve the draft letter attached at Annex A and send it to the organisers of the CROP conference.

Consideration

6. The delegates who have raised the questions are all parents of children who have been coerced into the world of prostitution. They have each provided a short summary of their particular experiences before asking their question. We have not dealt with the specific cases but provided general but detailed replies to the issues raised. The complete set of questions is attached at Annex B for information.

7. As part of the Prostitution Review we are in the process of meeting a number of external 'experts' on prostitution – including voluntary and statutory support services, the police and academics – and we want to include CROP in this process. The draft letter notes that officials will be contacting CROP to invite them to a meeting to discuss the review and the various options for a national strategy on prostitution.

Presentation and handling

8. None at present




Letter for signature by the Home Secretary to Hillary Willmer, Chair of CROPHillary Willmer


Dear Hillary

Thank you once again for the opportunity to talk at your conference at the end of June – and for the continuing work your organisation does to support the families of those drawn into prostitution.

I am writing in response to your request to answer some additional questions from parents who were unable to ask them at the conference. My response to these is attached. I hope you will be able to pass it on to those concerned.

These questions touch on very difficult issues for parents, for communities and for Government. As I said at the conference, these are issues that deserve a sensible debate so that we can develop a coherent strategy to deal with prostitution, and the difficult issues that arise from it. Caroline Flint is working with officials to prepare a paper as a basis for that debate. , the lead official on this work, will be in touch with you to ensure that CROP has an opportunity to contribute at an early stage.

DAVID BLUNKETT

We would like to know why Asian men are not prosecuted for taking part in sex with under aged girls and what can possibly be done about changing the laws on this?

([REDACTED] question)

Firstly, I would like to reassure [REDACTED] that we take the issue of sex with children very seriously. This child abuse, and protecting our children from abuse is of the highest priority. We will do all that we can to prosecute abusers wherever possible and to provide the police and the courts with adequate powers to do this we have introduced a new range of offences, carrying severe penalties, in the Sexual Offences Bill. This new legislation will send the clear message that underage sex is unlawful and, in circumstances where children are deemed to be particularly vulnerable to sexual abuse and exploitation, the law will protect them up to the age of 18.

We have no intention of reducing the age of consent, which is well respected and well understood. In addition, we are strengthening the law in relation to children under 13 with new offences based on the premise that children below that age are unable to give legally significant consent to any form of sexual activity. Whilst we acknowledge that children under the age of 13 may be capable of understanding sexual acts and may agree to engage in sexual activity we firmly believe that the law has a duty to protect children from engaging in sexual activity at such a young age. The new legislation will make it clear that sexual activity with children under 13 is wholly unacceptable, and will mean that children under 13 will not have to face cross-examination about their understanding of sexual matters in court.

As well as these legislative measures, we need to make sure that we can identify children at risk and that those in the frontline are trained to respond and offer support to both the children and their parents. Helping parents to recognise the signs – and making sure they know what they can do and where they can turn to for support – is essential. Some of this work will be considered in the Children at Risk green paper – which will be published towards the end of this year. The paper will look at the range of services provided for children and will identify radical options for improving provision and service delivery based on early intervention and prevention.

Why am I held responsible for my children and can stand the threat of criminal proceedings being taken against me for my daughters failing to attend school (even though I am doing everything in my power to allow them to attend on a daily basis) but yet I can't protect them in cases such as rape, buggery and spiked drink and drugs by sex abusers and paedophiles who are never prosecuted for such serious criminal offences?

([REDACTED] question)

As a parent I can understand [REDACTED] worry about not being able to protect their children from dangerous offenders – and I am sure this is a concern many parents are familiar with.

I share the sense of shock and profound concern that the most serious offences arouse and recognise the anxiety experienced by parents about the safety of their children. We need to do all we can to protect children and that must include taking

firm action against those who perpetrate these offences. The Sex Offences Bill strengthens the powers available to the police to deal with these offences and the prostitution review will look more widely at the way the law can be used to deal with these offenders.

In terms of Parenting Orders, the aim is to help the parent cope more effectively with their child's often highly challenging or difficult behaviour and set and enforce sensible boundaries of discipline. They are not intended to be punishment for the parents but to offer support to the parent, together with practical advice on changing behaviour. The feedback we have received to date has been generally positive.

Does the Home Secretary feel that the legalization of prostitution is the way forward? Does he feel that this would do away with the pimp and free the streets of kerb crawlers thus lessening the tension between the residents who live in the areas where the working girls do their trade?

(████████ question)

The Prostitution Review provides us with an opportunity to assess all the options available to us – however radical - and to act positively to improve the lives and experiences of those people affected by prostitution.

Offences against pimps will be significantly strengthened in the Sex Offences Bill and the police are able to respond more effectively to offences of kerb crawling since a specific power of arrest was introduced. The review will be examining what more could be done to remove these offenders from our streets.

Legalisation, through licences for specific premises or the registration of prostitutes, has been introduced in a number of other countries. We will be looking with interest at the experience abroad but, before we could contemplate taking this route, we would need to be very sure indeed that it would be of positive benefit to the victims of prostitution and not simply drive prostitution underground.

Domestic violence, which is now recognised as a criminal offence, plays a paramount role in the abuse suffered by children in these circumstances and yet in all but the rare occasion it is neglected as a means of conviction due to the victim's fear of reprisal.

How does the Home Secretary see the law changing to take into account that domestic violence happens to minors outside of the family unit who are being groomed and pimped by older men and women?

(████████ question)

Earlier this year the Government published a consultation paper on domestic violence – "Safety and Justice". This set out a range of proposals to help prevent domestic violence and bring more domestic violence perpetrators to justice. We are currently consulting on the proposals and hope to legislate as soon as Parliamentary time allows. The consultation paper is based on the acknowledgement that domestic violence occurs across society, regardless of age, gender, race, sexuality, wealth or

geography – and can also include relationships where prostitution is involved. Key proposals include widening the availability of protection under the civil and criminal law and strengthening the response when orders to protect the victim are breached by the perpetrator

██████████ daughter, now 19, became involved with a pimp who introduced her to drugs and prostitution. She is now working as a street prostitute to support his and her own drug use. She is suffering from major health conditions ██████████

If this was your 19 year old daughter, what would you do?

(██████████ question)

My sympathies go out to ██████████ at this difficult time.

It has long been recognised that there is a strong link between sex work and drug use. We have increased investment in treatment to bring the annual spend up to £573 million by 2005 and last year the Government set up the National Treatment Agency to improve the quality and availability of drug treatment in England. The Government's Updated Drug Strategy outlines our commitment to make treatment available to all who need it.

Young people like your daughter are locked into a complicated dependency that will need more than one service to help her. The Home Office is currently working on guidance on the range of responses needed where drugs and prostitution are linked. As part of the prostitution review we will also be looking at how we can ensure that other support services for prostitutes – in terms of housing, education, health advice etc – are joined up and that professionals working in these areas are equipped to help.

It is important that you encourage your daughter to engage with available services. The FRANK help line is a confidential 24 hour service that can provide details of all the local services in your area to help you and your daughter. Alternatively, you can contact you local Drug Action Team.

Has it ever been considered to change injunctions so that the power of arrest can be attached by the civil courts for instances where risk of significant harm is obvious as opposed to violence only? This being where police show no interest and civil proceedings then become necessary.

(██████████ question)

Injunctions are one of the tools we can use to protect young people at risk from known sex offenders. The prostitution review will be looking in detail at whether they are working properly. Where sex offenders are preying on young people for the purposes of commercial sexual exploitation the Sex Offences Bill will significantly strengthen the powers we have to put a stop to their activities.

We know it's difficult to convict pimps because their victims are too frightened to be witnesses. But, given that pimps commit many different crimes in the course of their

work, it is possible even with present legislation to build up a case from various sorts of evidence to prosecute them effectively. We know the police in some areas have experimented successfully, but it does not seem to have become universal practice.

What will you do to ensure that everywhere pimping is pursued as a high priority and that even where victims do not bear witness in court their complaint and their need is taken by police as a proper trigger for thorough investigation?

Are you satisfied with the level of public understanding and concern about pimping, as the context in which public policy is made and implemented? Or is public opinion and taste confused so that action will be restrained and tentative? That would mean that there is no end in sight for the need for victims to make the best of their situation, for families and friends to rally round supportively as they can, without hoping for a definitive end to these abuses?

([REDACTED] question)

You make a number of important points.

There are clear difficulties involved in bringing successful prosecutions against those who exploit others through prostitution. The key question will always be whether there is sufficient evidence to prove in court to the criminal standard that an individual has intentionally exploited another person or is involved in controlling their activities. Since the existing offences relating to living on the earnings of prostitution, and controlling prostitution relates to arrangements often made in private between two individuals, it has often proved difficult to mount a successful prosecution where the victim is unwilling to give evidence of exploitation. To overcome these difficulties the Sex Offences Bill has removed the requirement to prove that the pimp was acting purely for 'gain'.

Although prostitution by adults aged 18 or over is not an offence in itself, this offence is intended to capture those who recruit others into prostitution, whether this be by the exercise of force or otherwise. These changes have been welcomed by the police and we hope will enable them to prosecute more pimps.

The Government is committed to maximising the protection afforded by the criminal law to those who are exploited sexually. The Sexual Offences Bill includes a range of offences relating to exploitation of prostitution and, in particular, to protect children up to the age of 18 from abuse through prostitution and pornography. The aim is to provide comprehensive legislation that can be used more effectively to target people who are prepared to sexually exploit the more vulnerable members of our society.

You are also right to point out that evidence of commercial sexual exploitation may often arise from the investigation of other criminal offences. We need to build on good practice to ensure that information is shared appropriately across and between police forces.

I also recognise that public understanding of prostitution is quite often fuelled by myths and misunderstandings that have been perpetuated for decades – and that this in itself is often a barrier to helping victims of sexual exploitation. We need to address this as a matter of priority – and the review will consider how we might go about raising awareness most effectively.

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Full list of questions, with outline of wider problems

Through mixed race and Asian friends their daughter [REDACTED] was introduced to drugs, alcohol and under aged sex at the age of 12. [REDACTED]

Since [REDACTED] she is no longer in their parental care and continues to live the life she has grown accustomed to. She is being picked up in cars by older Asian men and taken to various towns as Keighley, Skipton or Bradford. To their knowledge several hotels are being used in the Bradford area for sexual exploitation. She has in the past been used by Asian gangs [REDACTED]

They feel as parents that [REDACTED] has entered a very dark side of life and now is unable to free herself from this and is putting herself in grave danger.

[REDACTED] question:

We would like to know why Asian men are not prosecuted for taking part in sex with under aged girls and what can possibly be done about changing the laws on this?

[REDACTED] daughter became involved with older Asian men at the age of 12. She was picked up in cars by these older men and used for under-age sex, given drugs and suffered severe emotional abuse.

[REDACTED] Mum still receives phone calls late at night from the carers informing her that her daughter has gone missing. Being so far away this leave her with additional emotional stress and anxieties concerning her daughters well-being.

[REDACTED] has [REDACTED] daughters, the eldest being 16. [REDACTED] all [REDACTED] have been picked up on regular occasions in cars by older Asian men and have been used for under-aged sex, emotional abuse and given drugs.

Due to the intense abuse received from these men [REDACTED] She has recently been gang raped by [REDACTED] Asian men but will not bring a complaint against them for fear of retributions.

The men who use [REDACTED] daughters have threatened extreme violence and used mental cruelty on numerous occasions to both [REDACTED], her daughters and her home. This has had a knock on effect to school attendance and [REDACTED] daughters now have school attendance problems. Her [REDACTED] daughter at present

_____ Social services and the police have been involved with this family for most of this period.

_____ question

Why am I held responsible for my children and can stand the threat of criminal proceedings being taken against me for my daughters failing to attend school (even though I am doing everything in my power to allow them to attend on a daily basis) but yet I can't protect them in cases such as rape, buggery and spiked drink and drugs by sex abusers and paedophiles who are never prosecuted for such serious criminal offences?

_____ daughter (in her twenty's) met her pimp whilst she was married. He introduced her to drugs and prostitution _____. She is now a regular user of crack and heroin and works the streets of a large city in the North of England.

_____ is looking after _____ grandchildren on a full-time basis. She has little contact now with her daughter who regularly goes missing. Every time she awaits a phone call to tell her she has been found dead somewhere.

_____ question

Does the Home Secretary feel that the legalization of prostitution is the way forward?

Does he feel that this would do away with the pimp and free the streets of kerb crawlers thus lessening the tension between the residents who live in the areas where the working girls do their trade?

_____ daughter became involved with older Asian men when she was 15. Over the past _____ years she has had under-age sex and has suffered regular mental health cruelty from these men.

She will not press charges for fear of retaliation and because they've conditioned her to believe that whatever happens to her is her fault – she is the reason for the violence/mental cruelty.

They have such a hold that they have detailed her home phone bills to her and told her who has phoned her home number, when and for how long.

They can also tell her where she is at any given time of the day.

Both Mum and _____ have been subjected to threats and acts of extreme violence and mental cruelty.

_____ question

Domestic violence, which is now recognised as a criminal offence, plays a paramount role in the abuse suffered by children in these circumstances and

yet in all but the rare occasion it is neglected as a means of conviction due to the victim's fear of reprisal.

How does the Home Secretary see the law changing to take into account that domestic violence happens to minors outside of the family unit who are being groomed and pimped by older men and women?

██████████
 ██████████ daughter, now 19, became involved with a pimp who introduced her to drugs and prostitution. She is now working as a street prostitute to support his and her own drug use. She is suffering from major health conditions ██████████
 ██████████

Mum tries to keep in contact with her as often as possible, sometimes walking the streets to look for her. She knows that the only way she can save her daughter is to either have her put in prison or sectioned under the Mental Health Act. The latter seemingly impossible as she has been informed that being on drugs isn't deemed to be a mental health problem. Regrettably when she is in court the Magistrates impose a fine and send her back to where she came from – with an added reason for continuing the downwards spiral she is in. Mum expects to bury her daughter in the near future as she can see no other way out for her.

██████████
If this was your 19 year old daughter, what would you do?

██████████
 ██████████ daughter became involved with an older man at the age of 15. She has admitted to having under-age sex with him and she has been the subject of a care order. This man is a registered paedophile. Little has been done by the authorities over the past ██████████ years.

██████████ question

Has it ever been considered to change injunctions so that the power of arrest can be attached by the civil courts for instances where risk of significant harm is obvious as opposed to violence only? This being where police show no interest and civil proceedings then become necessary.

██████████
 ██████████ have lived in Leeds since ██████████
 other working ██████████
 ██████████ They have three children, the older two now happily married.

Their ██████████ daughter met a pimp when she was about 14; she is now ██████████
 ██████████ She started working in saunas and massage parlours at the age of 17. Her pimp took all her money and was physically and emotionally

violent. She has always remained in contact with her parents, although it has been and is a very difficult and demanding relationship. [REDACTED]

[REDACTED] having lost her teenage years

[REDACTED]

[REDACTED]

[REDACTED]

We know it's difficult to convict pimps because their victims are too frightened to be witnesses. But, given that pimps commit many different crimes in the course of their work, it is possible even with present legislation to build up a case from various sorts of evidence to prosecute them effectively. We know the police in some areas have experimented successfully, but it does not seem to have become universal practice.

What will you do to ensure that everywhere pimping is pursued as a high priority and that even where victims do not bear witness in court their complaint and their need is taken by police as a proper trigger for thorough investigation?

Are you satisfied with the level of public understanding and concern about pimping, as the context in which public policy is made and implemented? Or is public opinion and taste confused so that action will be restrained and tentative? That would mean that there is no end in sight for the need for victims to make the best of their situation, for families and friends to rally round supportively as they can, without hoping for a definitive end to these abuses?

Key Document 34

Copy of Response from the then Home Secretary's Office to CROP



Home Office

The Private Secretary to the Home Secretary

Hillary Willmer



22 AUG 2003

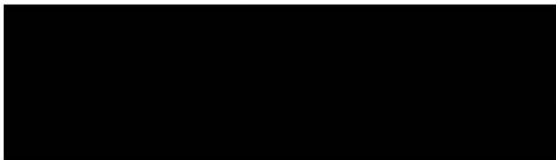
Dear Hillary

The Home Secretary has asked me to thank you for giving him the opportunity to talk at your conference at the end of June – and for the continuing work your organisation does to support the families of those drawn into prostitution.

I am writing in response to your request to answer some additional questions from parents who were unable to ask them at the conference. The Home Secretary's response to these is attached and I hope you will be able to pass it on to those concerned.

These questions touch on very difficult issues for parents, for communities and for Government. As the Home Secretary said at the conference, these are issues that deserve a sensible debate so that we can develop a coherent strategy to deal with prostitution, and the difficult issues that arise from it. Caroline Flint is working with officials to prepare a paper as a basis for that debate. [REDACTED], the lead official on this work, will be in touch with you to ensure that CROP has an opportunity to contribute at an early stage.

Yours faithfully



We would like to know why Asian men are not prosecuted for taking part in sex with under aged girls and what can possibly be done about changing the laws on this?

[REDACTED] question)

Firstly, I would like to reassure [REDACTED] that we take the issue of sex with children very seriously. This child abuse, and protecting our children from abuse is of the highest priority. We will do all that we can to prosecute abusers wherever possible and to provide the police and the courts with adequate powers to do this we have introduced a new range of offences, carrying severe penalties, in the Sexual Offences Bill. This new legislation will send the clear message that underage sex is unlawful and, in circumstances where children are deemed to be particularly vulnerable to sexual abuse and exploitation, the law will protect them up to the age of 18.

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as rape, buggery and spiked drink and drugs by sex abusers and paedophiles who are never prosecuted for such serious criminal offences?

([REDACTED] question)

As a parent I can understand [REDACTED] worry about not being able to protect their children from dangerous offenders – and I am sure this is a concern many parents are familiar with.

I share the sense of shock and profound concern that the most serious offences arouse and recognise the anxiety experienced by parents about the safety of their children. We need to do all we can to protect children and that must include taking firm action against those who perpetrate these offences. The Sex Offences Bill strengthens the powers available to the police to deal with these offences and the prostitution review will look more widely at the way the law can be used to deal with these offenders.

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How does the Home Secretary see the law changing to take into account that domestic violence happens to minors outside of the family unit who are being groomed and pimped by older men and women?

(question)

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daughter, now 19, became involved with a pimp who introduced her to drugs and prostitution. She is now working as a street prostitute to support his and her own drug use. She is suffering from major health conditions

If this was your 19 year old daughter, what would you do?

(question)

My sympathies go out to at this difficult time.

It has long been recognised that there is a strong link between sex work and drug use. We have increased investment in treatment to bring the annual spend up to £573 million by 2005 and last year the Government set up the National Treatment Agency to improve the quality and availability of drug treatment in England. The Government's Updated Drug Strategy outlines our commitment to make treatment available to all who need it.

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It is important that you encourage your daughter to engage with available services. The FRANK help line is a confidential 24 hour service that can provide details of all the local services in your area to help you and your daughter. Alternatively, you can contact your local Drug Action Team.

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(question)

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We know it's difficult to convict pimps because their victims are too frightened to be witnesses. But, given that pimps commit many different crimes in the course of their work, it is possible even with present legislation to build up a case from various sorts of evidence to prosecute them effectively. We know the police in some areas have experimented successfully, but it does not seem to have become universal practice.

What will you do to ensure that everywhere pimping is pursued as a high priority and that even where victims do not bear witness in court their complaint and their need is taken by police as a proper trigger for thorough investigation?

Are you satisfied with the level of public understanding and concern about pimping, as the context in which public policy is made and implemented? Or is public opinion and taste confused so that action will be restrained and tentative? That would mean that there is no end in sight for the need for victims to make the best of their situation, for families and friends to rally round supportively as they can, without hoping for a definitive end to these abuses?

([REDACTED] question)

You make a number of important points.

There are clear difficulties involved in bringing successful prosecutions against those who exploit others through prostitution. The key question will always be whether there is sufficient evidence to prove in court to the criminal standard that an individual has intentionally exploited another person or is involved in controlling their activities. Since the existing offences relating to living on the earnings of prostitution, and controlling prostitution relates to arrangements often made in private between two individuals, it has often proved difficult to mount a successful prosecution where the victim is unwilling to give evidence of exploitation. To overcome these difficulties the Sex Offences Bill has removed the requirement to prove that the pimp was acting purely for 'gain'.

Although prostitution by adults aged 18 or over is not an offence in itself, this offence is intended to capture those who recruit others into prostitution, whether this be by the exercise of force or otherwise. These changes have been welcomed by the police and we hope will enable them to prosecute more pimps.

The Government is committed to maximising the protection afforded by the criminal law to those who are exploited sexually. The Sexual Offences Bill includes a range of offences relating to exploitation of prostitution and, in particular, to protect children up to the age of 18 from abuse through prostitution and pornography. The aim is to provide comprehensive legislation that can be used more effectively to target people who are prepared to sexually exploit the more vulnerable members of our society.

You are also right to point out that evidence of commercial sexual exploitation may often arise from the investigation of other criminal offences. We need to build on good practice to ensure that information is shared appropriately across and between police forces.

I also recognise that public understanding of prostitution is quite often fuelled by myths and misunderstandings that have been perpetuated for decades – and that this in itself is often a barrier to helping victims of sexual exploitation. We need to address this as a matter of priority – and the review will consider how we might go about raising awareness most effectively.

Key Document 35

Then Home Secretary's Speech to CROP Conference

Home Secretary's speech to the Coalition for Removal of Pimping, 27th June 2003.

Hilary, Ladies and Gentlemen, very pleased indeed to have been invited, and to have managed to get here, and I am very pleased to see we have got two for the price of one this afternoon. Caroline Flint is the new Minister responsible for prostitution, pimping, organised crime and, of course, drugs. Caroline has the wonderful job of being responsible to me on all these difficult issues, so she is going to share the question and answer session and she will be taking forward, with me, some of the thoughts and ideas that you have thrown up today. We are going to get a report on the conference. On the issues that have been raised, on the case studies heard and, also, I had the privilege of listening to parents and grandparents before we came into this session. Which is why we are minute or two late, so that we could hear for ourselves precisely how people think and feel.

I am very grateful for all of you who are represented here this afternoon. Who are joining together forming a network, learning and supporting and sharing experiences. Building on the pioneering work that Irene Ivison started after the tragic death of her daughter Fiona. Being from Sheffield, I was deeply aware of what Irene was trying to do when Fiona was murdered and the terrible circumstances that led up to it. What I want to do this afternoon is just for a moment to say where I think we should be at in a year or two's time.

I want to publish in the Autumn, a broad consultation paper, as a pre-requisite of further Government measures and also for what agencies and Departments locally and nationally should be doing to actually get a grip of the situation at this moment in time. So the consultation would be about what extra powers are needed to be put in place on top of those that we are already taking, that I will speak about this afternoon. What sort of steps we need to take to co-ordinate what is already supposed to be going on and sometimes does and sometimes doesn't. What radical steps we might take to break the cycle once a youngster has been captured and, importantly, what else we can do to avoid their capture into drugs and prostitution.

Above all, how we can get those who have responsibility outside the family - in schools, in youth work, in social work - to be vigilant and to be prepared to act decisively when things go wrong. Of course this includes those who are responsible to us in the Home Office, including the police. I shall also be talking to Charlie Falconer who has now taken over from the previous Lord Chancellor about what the courts do, because this is absolutely crucial in terms of breaches of

orders and enforcement of requirements. The way in which people get the message that they can't get away with it. I am talking now about the pimps and organised criminals, who try and get away with blue murder if they can.

So that is the paper I would like you to have. I will make sure that, through Hilary and her colleagues, we have the names of those who have come together here today. The network of parent groups and professionals who are represented here this afternoon, so that you can feed your views back in once we have got the paper agreed across Government. Above all, we need to start a debate that is open and honest about what is taking place.

There is almost a denial of the problem. It is sniggered about, ignored or denied altogether. I think what we need is to get people, including the media to be honest about the scale of the problem. To realistic about what can be done and then come together nationally, with the pressure that you bring to bear from the locality, to really start making a difference and I don't mind how radical those views are. People have shied away from radical views and are prepared to countenance the unthinkable. The libertarian view, is that you leave people alone. That their lifestyle, no matter how chaotic, is their own business. I think that is absolutely ridiculous. It is ridiculous because they are not only destroying themselves but they are also destroying their families and the community around them. There is the old fashioned - I nearly said Victorian, but actually the Victorians were the biggest bunch of hypocrites going - view which not only swept it under the carpet, but actually blamed the women concerned and let everybody else off the hook. That is reflected in modern society by people not wanting to do anything. Wanting to avoid radical solutions but prepared to countenance the chaos and the distress and the destruction going on around them and I don't think we can tolerate that either.

So in the Foreword to the Sex Offences White Paper ('Protecting the Public') that I produced and that we are acting on now, I talked about the real dilemmas we have in a modern society where the danger of capture of young women is greater than it has ever been. There is of course the capture of young men for male prostitution as well but it is predominantly young women and I don't exclude the issues of those who are captured in homosexual prostitution.

I said that we are now in a world of mass communication where access to degrading material is easily available and where our common values can be undermined by the behaviour of a small minority. Now that small minority involves organised criminals and paedophiles. It involves

those who exploit for profit, often at arms length because the pimps are only the visible element of it.

There are obviously in some instances sophisticated pornographic rings behind them and there is of course those who make the most enormous profit out of the drugs industry. The drugs industry know that once someone is captured and once they have a means of sustaining that drugs habit through prostitution, then they will have a ready market and that they will most likely drag and draw others into it as well.

Trafficking is real issue across the world and within this country in relation to prostitution and exploitation. Last year, in the Nationality and Immigration Act, we took the first tentative step, long overdue, to get to grips with this by having penalties sufficient to deal with those trafficking people into the country.

What we are now having to tackle through the Sex Offences Bill, is those trafficking inside the country so that we can deal with those who are exploiting those already here. Whether they have come from other countries or from here who have been brought into prostitution by pimps picking them up and exploiting them at an early age.

I just want to outline what we are doing in the current legislation because it is not well known and it did come after the most enormous representations, substantially from people and groups represented here this afternoon. I say this because I just want to get another message across, I know Caroline would want to as well. It is not hopeless. People are listening. There is change taking place, with pressure from below and real debate in the struggle bring about change. It is an important message because I have been in the Labour party forty years this year - which makes me very old - and there have been times where I wondered whether I was wasting my time or I could actually go and do something different. Whether it would be nice to have weekends off and whether it would be lovely not to have to turn up at tedious meetings on a Friday night in the constituency and hear people grumbling because they have got no one else to grumble to. I sometimes think, "Would somebody come and give me a hug as well?"

We can make a difference and you are here today because you are determined to make a difference. Many of you, from either the most horrendous experiences as parents or grandparents, or as professionals have seen the community around you disintegrate. So you

know better than I do what it is all about. But I do know that struggle makes a difference and if we are prepared to listen and join with you and we are prepared to do our bit from the centre in changing the law, ensuring that enforcement happens and putting the resources in, we can make a difference.

So the first thing I want to tell you about is that trafficking within this country will be a new offence with a penalty of fourteen years. This deals with a situation that we should have dealt with a long time ago. It is about recruiting, harbouring and facilitating the movement of any person for commercial sexual exploitation. That will capture a lot of people who have been involved in recruiting women into prostitution where, previously, there has been no law that could actually stick on them. Where they have harboured women for prostitution and their defence has been that they have not been doing it for gain and it is the individual decision of the young woman, and of course facilitating which is all about pimping.

The second part of the legislation, which is actually to me really staggering, is to make the buying of sex with a child, a criminal offence for the first time in our country. Having sex with someone under 16 has been a criminal offence but not buying sex as an additional offence which could be prosecuted in its own right. It would be an aggravated offence, in terms of the penalty that can and will be now implemented so that we start talking the reality, rather than the myth about what happens.

Two sets of the parents I just met were talking about a borough where men were actually deliberately procuring and drug raping youngsters and then getting them into prostitution in that way. Incidentally, Caroline will be making a statement next week about the drugs that are used for drug rape and ensuring that they are brought within the ambit of the framework of the law.

Many youngsters are inveigled into prostitution and captured by the pimps and organised criminals while under the age of 16 - it was true of Fiona Ivison. But, as someone said to me at lunch, when they are nearing 16, some police are saying "Well they are nearly 16 and there is nothing we can do about it when they are 16 and therefore it is a tragedy but we really can't use the existing law?" So we intend to lift the age from 16 to 18 so that the offences we are talking about: buying sex and pimping, can actually apply for those who were captured at an early age and remain exploited up to and after 16. Fiona Ivison was 17 when she was murdered.

The third related point is to make sure that people are inside the framework. The fourth point, which I think is crucial one in terms of tackling the pimps, is the removal of the requirement to prove that the pimp was doing this purely for 'gain'. The words 'for gain' have been used by clever lawyers, people who I hope don't ever have daughters who fall into prostitution. I always say to barristers I meet - and they really do love me - "Do your job professionally by all means. But when you are doing it have an eye to the truth and to justice. So you might think: If this was my family, what would I think about me getting someone off who I *know* to be guilty but I have used clever words and technicalities to get round muddled law, muddily applied, to avoid justice being done".

So, if we can tighten the law still further, we will and we welcome ideas from you. But at least stopping pimps saying, "we weren't doing it for gain and you can't prove we were doing it for gain", will make a difference. Incidentally, the new Proceeds of Crime Act, which we passed last year, will help because if somebody can't prove where they legitimately get their income from, we will now be able to use the Act to take away their income and also to prosecute them. I think that will make a difference because we all know that there are groups of men organised criminals who are behind the pimps, not necessarily the pimps themselves.

We are trying to re-balance the law in favour of the victim and the victim's family but we do know there is a hell of a lot more that still needs to be done. We are putting this year an additional £107million into trying to prevent youngsters from drug misuse through new ways of intervention. This will also help to protect them from prostitution and from becoming engaged in crime.

And we are putting a lot of money into drug prevention and drug treatment. We don't know where the hell half of it is going and we really do need to in order to get to grips with this because we promised that we will double treatment programmes, and we will. But that is only the tip of the iceberg in terms of rehabilitation and preventative work. We would also welcome your views on the Frank campaign that we are running at the moment to try to reach young people, and whether there are better ways of getting to them.

Staggeringly, Area Child Protection Committees didn't have protocols about how to deal with the child prostitution. 90% now have them, though I don't know what the hell happened to the other 10%, but we will make sure that they do. Caroline and I will be talking to the new Children's

Minister, Margaret Hodge in the Department of Education Skills who has an absolute and clear and specific remit for joining up policies in relation to children. I would very much welcome your contact with her because this isn't about just Home Office work, important as it is, on changing the law or enforcement. As you know better than I, it is about changing the culture and attitude towards these issues. Want to ensure that no one, regardless of professional or responsibility will tolerate what goes on. So that people don't turn a blind eye - I can use these terms, 'blind eye', without being prosecuted for lack of political correctness - and say they would like to help but they can't or, it's a terrible shame but it is a personal tragedy.

These are not just personal tragedies. This is about the disintegration of our society, about the fracturing of our community, about the pulling apart of the norms of decent living and of course they have massive knock on effects. You know better than I, that it is not only the terrible tragedy of drug abuse, linked to prostitution. Drugs fed from the gains, tragic gains made by prostitution, but it is also the terrible infection that goes with it. Now with HIV and AIDS the louder implications that this has for so many people in society.

We need to be able to change the culture in terms of the attitude of the men who are involved in this. We even need to change the culture, I am always being told off for saying these things, in terms of believing that it is alright if it is somebody else's culture. Next week in parliament, we will be supporting and facilitating a Bill that will protect youngsters from female genital mutilation, which has been considered to be a cultural matter for far too long by so-called-liberals. Frankly, it is not, and it has nothing to do with religion. It is just straight child abuse and if we are not honest about these things and we try and hide them then we do no one a service. I think it is very important to get that on the record.

Changing the way in which we think, talk and act about these matters is critical. We also need to link it to other measures and other activities. Last week, we published a paper on domestic violence and we will legislate in the coming session. Again, you say if you think I am wrong, but the evidence to me is that a very large number of girls are living with the pimp who exploits them and they are destroyed by the pimp. They are beaten and intimidated by the pimp. If we can use new domestic violence laws to tackle that part of it, then we can get at the pimps in that way as well as through the law I have described earlier this afternoon. That includes actually moving the woman and, if she has children, the children out of the situation rather than trying to move the pimp who then knows where they live and comes back to get them.

So we have got a lot to do here in terms of turning this round, in changing the way we think and making the victim the recipient of our support rather than the victim struggling. All of it we have to underpin with what is working well, sharing what is working well, funding it better and learning quickly. Research programmes such as the ECPAT study: 'More than one chance', the Joseph Rowntree research involve and the video today, that many of you have been involved in putting together, explore risk factors and what works in early intervene.

I am painfully aware of just how difficult it is to avoid multi-media and mass communication. Press a button on the Internet and it gets girls involved with things that none of us would ever thought possible. The idea that promiscuity would be a link to potential prostitution wouldn't some years ago have been clocked. Now it is self evident that that is a movement from something that people inveigled into, to something that in the beginning might even seem to be fun. But then turns into the nightmare that all of you are either living with or see other people living with day in and day out.

Caroline represents a seat in the Doncaster Metropolitan district and Doncaster have been involved with the Primary Care Trust in the Streetreach Project and there are many others in this region and elsewhere employing a holistic approach the problem. This includes early referral to drug services and proper through-care and support. Where projects such as this are working well we need to spread that message very quickly, a message of hope.

If they are not working well, we need to find out what doesn't work and put it right. We are having a conference in my own City in a week's time about this. I didn't know and I have been the Leader of my City in the past and I represented the City on the Council and then in Parliament for 33 years. Out of the 250 odd known prostitutes operating in the City Centre of Sheffield, every single one of them is a drug user. Now if we don't get the message about how one thing leads to another and take the steps needed to ensure that we break those links, then we all need our heads examining, and we to get that across.

There is an enormous cost to the Health Service as a whole by not taking action. It is not just the HIV, the AIDS, the infections, not just the deterioration in obvious terms. It is that when people destroy their lives, they end up getting treated by the NHS for the acute disaster. Their kidneys go, their liver goes, something else has gone and then we are prepared to put the money into

doing something about it. At that point they will be admitted, but that point ironically, we accept that getting them in is an automatic feature of all our services.

If somebody's kidneys have just given way and they are lying in the street, GP's, Social Services and the Police wouldn't think of saying "it is their business not ours". No one would think of saying, "we won't do it until they have signed up to accepting that we are going to take them into hospital". You take them in, you diagnose and you treat them. We don't do with drugs. We don't do that in terms of dealing with the chaotic lifestyle of those who are destroying themselves and those that they love, and love them, through prostitution?

This radical approach I am talking about needs to examine what you are thinking and what you are hearing. I read quite a lot when I was thinking about these issues earlier this year. I read about Josephine Butler. Now I am no Josephine Butler and actually you wouldn't want me to be either because her particular style of approach in the 19th Century wasn't one that would be acceptable now. But I will tell you something about Josephine Butler, she has done what many of you are trying to do at local level, she got the issue on the agenda. She confronted her society at the time with something that they didn't want to know about. I would like to say that we are prepared to do something about it. I don't hear a lot of people saying this nationally. The 'say nout, think nout, do nout' society won't do.

It would be a lot easier for Caroline and I because we have got quite a lot on and we get a lot of criticism for doing too much. We get criticism when we do things, for not doing enough. We get criticism when we are doing enough for not doing it well and we get criticism for interfering when we are trying to stop people doing things badly. Well that you just have to live with. I tell you what, living with that challenge is a damn sight easier than living with the challenge that many of you live with and if I and Caroline remember that we will keep going on.

Key Document 36

Version of a Letter from Former Home Office Official to CROP



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Date 22 December 2003

Dear Hillary

Thank you for welcoming us to CROP last week. [REDACTED] and I found our meeting with you very informative. We were interested to hear details of the important work you are doing with the parents and families of young people who are victims of sexual exploitation.

We would be grateful if you could pass on our thanks to Carole and Jalna for sparing the time to give their opinions on the issues discussed and helping us to understand the work of CROP.

During our discussions, we spoke about some of the difficulties of securing the successful prosecution of those who exploit and abuse young people through prostitution – and particularly the issues faced by parents. We plan to focus on this in the proposed consultation document, and to explore ways in which we can improve the investigative process, including the support available to vulnerable witnesses, and to ensure that the legal framework provides the best possible chance of securing successful prosecutions. As we discussed at the meeting, much can be learned from the changes in the approach to domestic violence.

I promised to get back to you on a number of separate points, including funding issues, and will do so in the new year.

With thanks again for your time.

[REDACTED]

Key Document 37

'A Coordinated Prostitution Strategy', the Home Office response to 'Paying the Price' Prostitution Consultation

Key Document 37

A Co-ordinated Prostitution Strategy and response to *Paying the Price*, July 2006.

Document available from the UK Government Web Archive, see:
<http://webarchive.nationalarchives.gov.uk/20100303151022/http://www.homeoffice.gov.uk/documents/cons-paying-the-price/ProstitutionStrategy2835.pdf?view=Binary>