

A Multi-disciplined

Crime Reduction Plan:

Project MIDDLETON

David Brown

Staff Sergeant # 493

Patrol Services Leader

Durham Regional Police Service

Central East Division

Summary

Scan

A review of community complaints, police reports, social service interactions and officer observations confirmed that prostitution was a persistent problem in the city of Oshawa. Concerns ranged from traffic, noise, and disturbance issues to drug related and violent crimes, including female residents being accosted. These problems affected the quality of life and safety of local residents.

Analysis

An analysis of the problem revealed that prostitution in Oshawa is contained within a specific predominantly residential area and that years of “zero tolerance” style enforcement targeting prostitutes are ineffectual. The analysis identified that the vast majority of prostitutes had similar histories involving drug addiction, mental health, and homelessness. The analysis further indicated that while recidivism rates for prostitutes were very high, “Johns” seldom reoffend.

Response

In 2010 the Durham Regional Police Service’s (DRPS) Central East Division implemented a problem-oriented policing initiative to target root causes of prostitution in concert with community members and cohort groups. The plan involved 8 stages designed to improve quality of life for local residents, assist prostitutes, educate johns, and enhance cohort group cooperation. Offenders were diverted from the criminal court process. Johns paid \$500 to attend John School where they were educated on the negative impact their actions have on society. The John Howard Society administered funds from John School to support and educate prostitutes. Uniformed police officers personally distributed educational pamphlets to area residents and area users to educate on the issues affecting this area of the community.

Assessment

As a direct result of the initiative dubbed “Project Middleton” involving cooperative efforts of the police, community members, and social agencies, marked improvements have been sustained. An analysis of community complaints illustrates that calls for service regarding prostitution are down 400%. This information is supported by the on-going maintenance stage (8) along with direct community feedback. 150 johns attended John School receiving education and contributing \$55,250 to support 64 prostitutes recovery. Only one john has reoffended. The DRPS has received positive media attention and solidified reciprocal relationships with community members and cohort group partners. Project Middleton is used as an example of a successful problem-oriented policing strategy.

Description

Street prostitution has been an on-going problem in the city of Oshawa since the arrival of (crack) cocaine in 1992. Oshawa is the only municipality within the region of Durham with an established “track” of street walking prostitutes. The area is accessible to arterial roads, the Queens Highway and Oshawa’s downtown core. It is desolate, containing wartime and century houses, hotels/motels, vacant, dimly lit lots and buildings, parks and drug houses. 2006 census data reports the district houses seven hundred and sixty nine residents, 92% of whom are white, with subsidised to medium income.

Prostitution is not illegal in Canada, however Section 213 of the Criminal Code (1985) prohibits persons from communicating for the purpose of soliciting sexual acts in public places. Crime and community group statistics indicate that prostitution ties in with other socially concerning issues. A study by Scott & Dedel (2006, p. 5) concludes that street prostitutes “are often in some state of personal decline. Most have social, economic and health problems.” Prostitution victimizes women, attracts criminals, poses safety concerns for the general public and has a negative impact on retail business. Serious societal consequences include the transmission of sexually transmitted disease.

Prostitution in Oshawa, meets the definition of “Problem Identification” detailed by the U.S. Department of Justice Office of Community Oriented Policing Services (COPS) Problem-Oriented Policing (POP) concepts. Goldstein (2005, p. 398) states: “the public expects prostitutes who solicit openly on the streets to be stopped. The problem is a problem for the police whether or not it is defined as a criminal offense.”

Historically the Durham Regional Police Service (DRPS) has conducted periodic “Incident-Driven” sweeps, targeting street prostitutes. Eck & Spelman (1987) identify this method as ineffective. “Zero Tolerance” approaches dating back to 1996 confirm little has been done to address root causes of prostitution. An aggressive initiative targeting prostitutes and Johns (males seeking the services of prostitutes) in 2004 produced one hundred arrests, with over fifty prostitutes identified working the “track.” Currently there are sixty-four prostitutes in the area. Most prostitution-related calls for service are initiated by the police, since prostitutes rarely call the police themselves. Carcach (1997, p. 2) explains: “if crime experiences of people in disadvantaged or more vulnerable groups tend to go unreported, the negative consequences of non-reporting will add to their disadvantage.

The DRPS must work with residents, community partners and related government agencies to address this complex situation. Goldstein (2005, p. 405) states: “analysis of a problem may lead to the conclusion that assistance is needed from another government agency. But often the problem is not clearly within the province of an existing agency. In such cases it will probably remain the responsibility of the police, unless they themselves take the initiative in getting others to address it.” Balancing the needs of the community with DRPS and cohort group objectives satisfies the concept of “exploring themes and concerns identified by residents Kirkwood & Kirkwood, (1989).”

POP analysis of crime and other related statistics are beneficial in determining and qualifying root causes of crime and for conducting on-going evaluation of initiatives designed to reduce or eradicate crime. Eck

& Spelman (1987, p. XV) recommend, “police go beyond individual crimes and calls for service, and take on the underlying problems that create them.”

Tackling prostitution, addresses DRPS organizational goals of reducing crimes against vulnerable persons (2008), and improving safety in public areas through POP initiatives (2011).

Photograph One (P-1) depicts the geographic area in which street prostitution and associated activity “clusters” as described by Eck (1997). In the city of Oshawa street walking prostitution problems primarily exist in the area bound by Athol Street to the North, Olive Avenue to the South, Centre Street to the West and Court Street to the East, this particular area is referred to as the “track”.



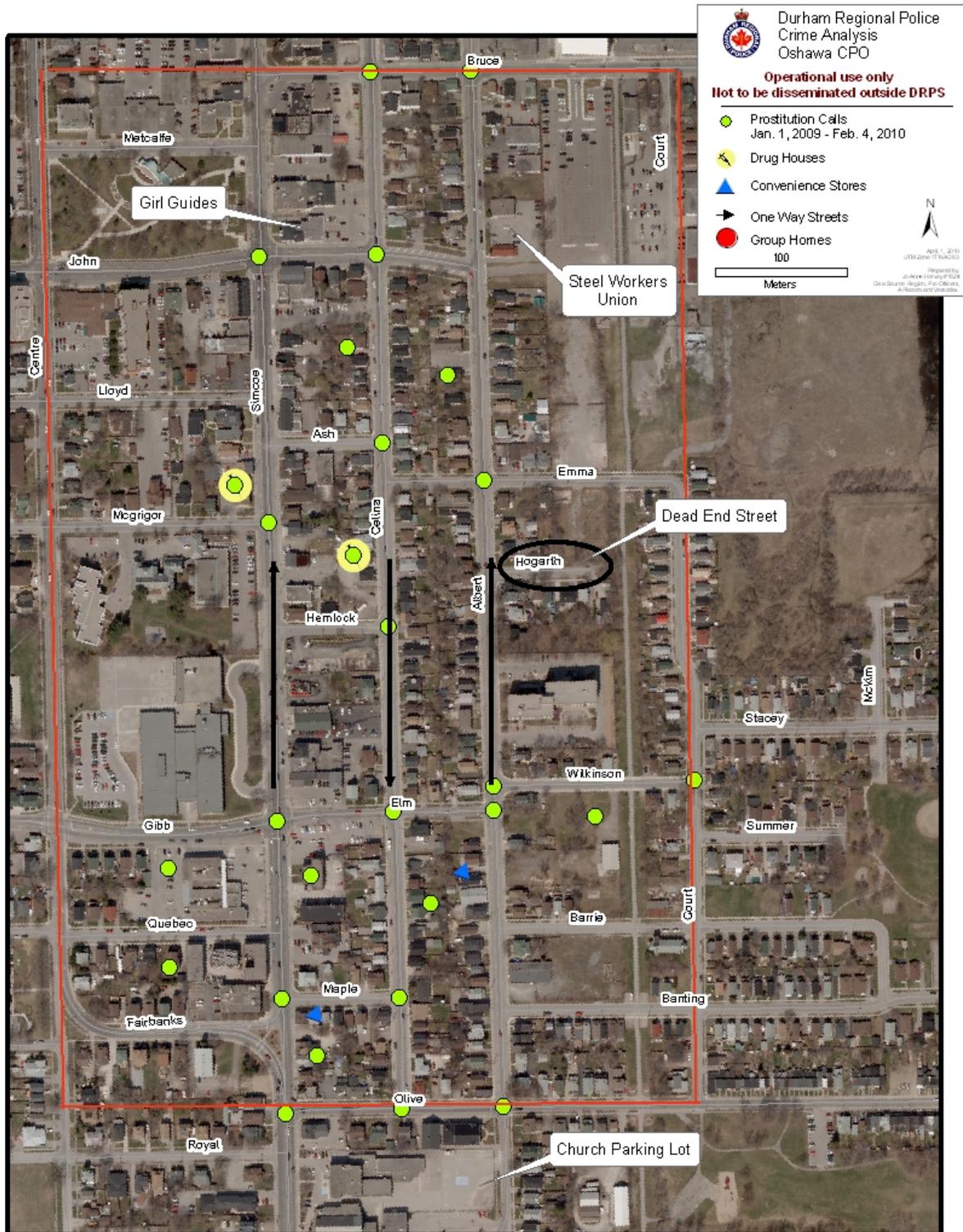
As depicted in P-1, common threads linking the area of prostitution include traffic patterns, a specific area well known to johns where prostitutes are readily located and visible, areas near main transportation lines, locations near bus stations, hotels/motels, and street drug markets. Unique about the track in Oshawa is the concentration of one-way streets outlined in black on P-1. Albert Street is a one way street running north and Celina runs one way south. Simcoe Street, commencing, north of Elm also runs one way north. This configuration allows prostitutes to walk the area against traffic, enabling them to see and be seen, making eye contact with potential johns. The area also favours johns because they can drive this small locale and pull to either side of the streets to engage prostitutes. Simcoe Street is the main transportation line through the downtown core with access to taverns and the Queens Highway. The track is also within walking distance to the Men's Hostel, and a Methadone Clinic. This area of Oshawa, hosts virtually all street prostitution activity and is well known to the residents of Oshawa and those of neighbouring communities.

Parking Lots and the Dead End street titled in P-1 are frequently used for sex between prostitutes and johns. Lots include Girl Guide, Church, and Steel Workers Union parking lots. Used contraceptives, and drug paraphernalia randomly deposited contribute to the deterioration of the neighbourhood.

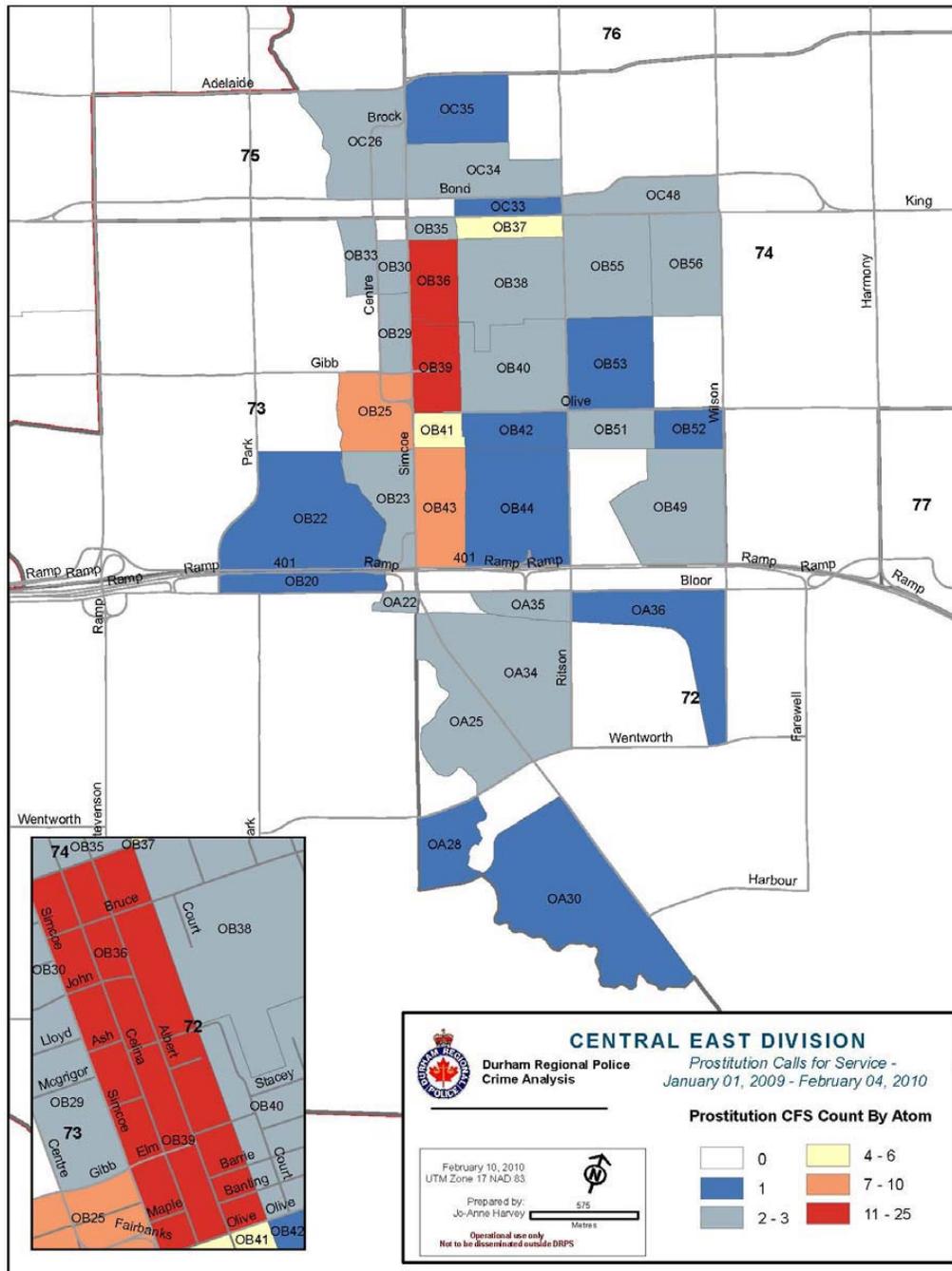
Two Drug Houses (highlighted in yellow in P-1) located within the track provide easy access to drugs for prostitutes and on occasion johns, attract criminals and pose significant safety concerns for the general public such as robberies, home invasions, and other violent crimes.

Telephone booths and Convenience stores (identified in blue), disguise prostitutes' activities and provide locations for illicit drug and sex transactions out of sight of the general public and police.

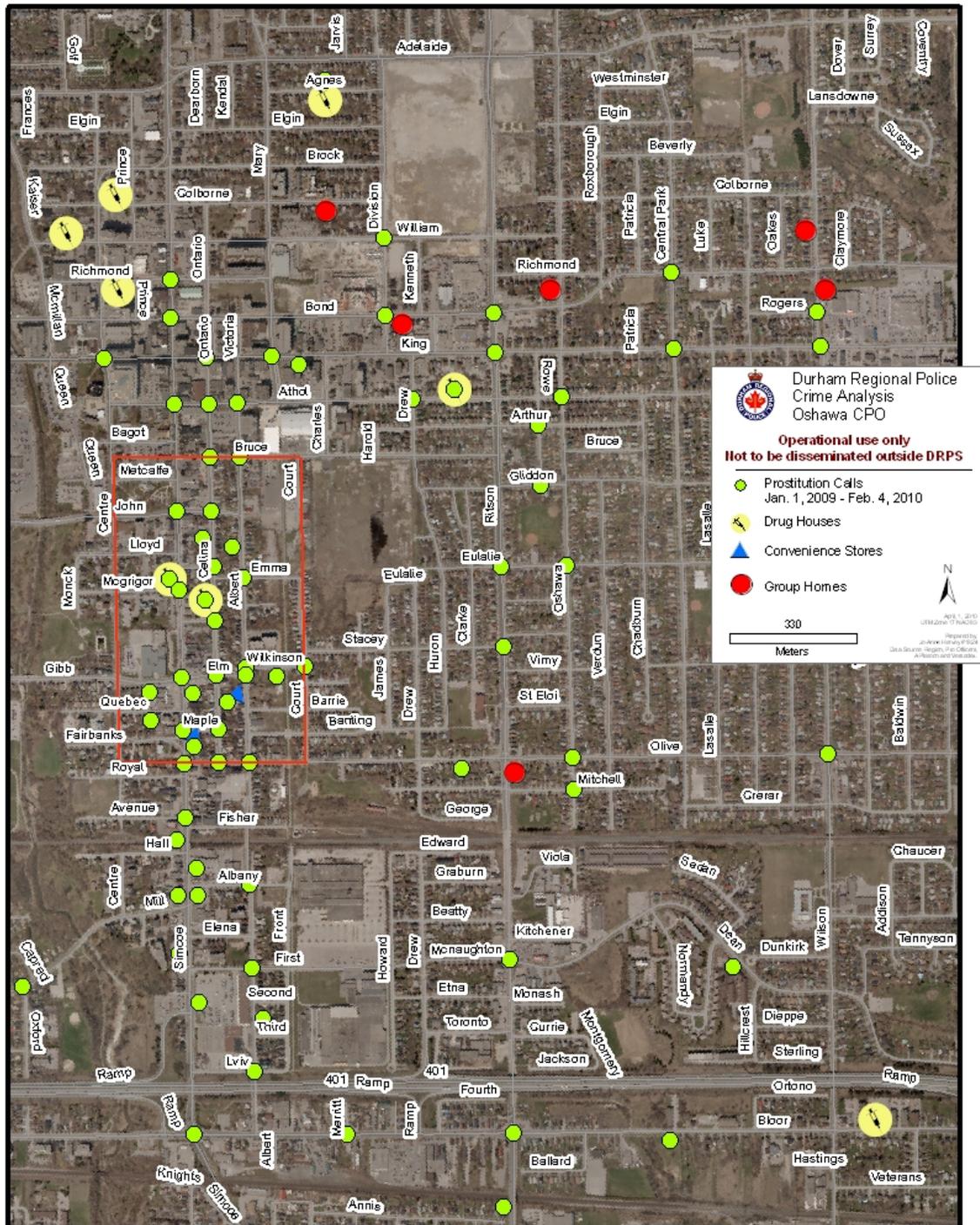
Photograph Two (P-2) provides an indication of prostitution related calls on the track captured by police between January 1, 2009 and February 4, 2010.



Map One (M-1) a thematic map, known as a “Geo-spatial mapping” by the National Criminal Intelligence Service (2000) displays the volume of prostitution related activity on the track and in the surrounding area.



Photograph 2 (P-2) provides an expanded view of the track and surrounding area. Of great concern are the Youth Group Homes (highlighted in red), situated in close proximity to rampant prostitution activity, and Drug Houses.



Pre-teens and teens are often placed in Youth Group Homes, following family break downs. These teens usually have an array of social issues that inevitably become magnified within the confines of such homes. Some young women turn to the street, and prostitution as a last resort. DRPS Central East Division Constable Lee-Ann Wood has identified nine current prostitutes who were former Youth Group Home residents (personal communication April 6, 2010).

Insufficient lighting (not depicted in photographs) contributes to the prevalence of prostitution on the track. Prostitutes can easily slip into the shadows to avoid patrolling police cruisers and watchful residents.

Analysis of the following charts, described by Read & Tilley (2000) as “stage (i)” data assists in an “evidence-led” approach to crime reduction. Chart One (C-1) helps to identify the volume of prostitution-related calls by street.

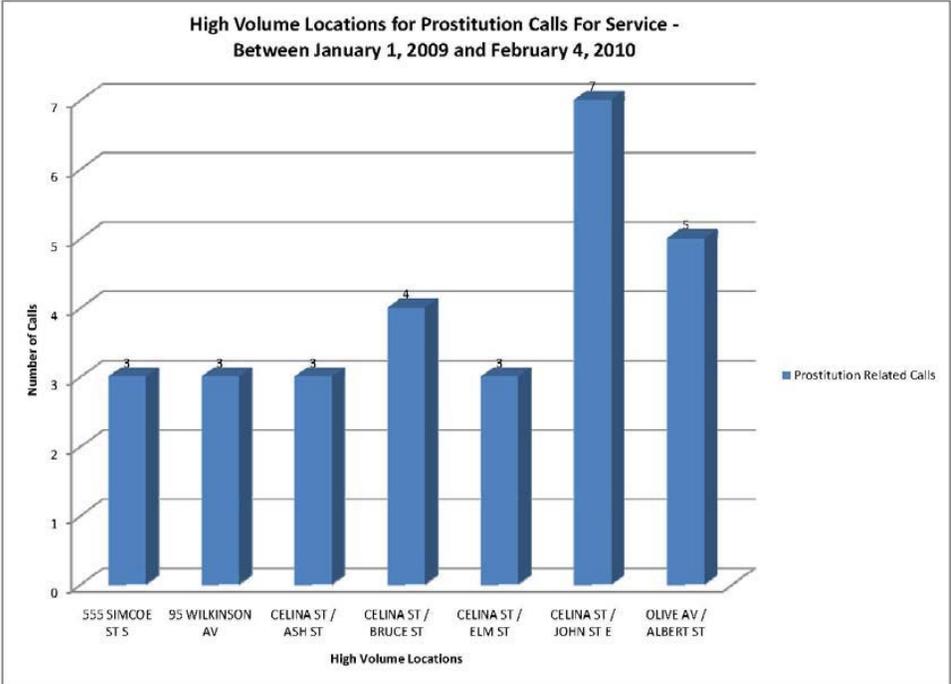


Chart Two (C-2) provides insight into the busiest days of the week for prostitution related activity, assisting with planning officer deployment.

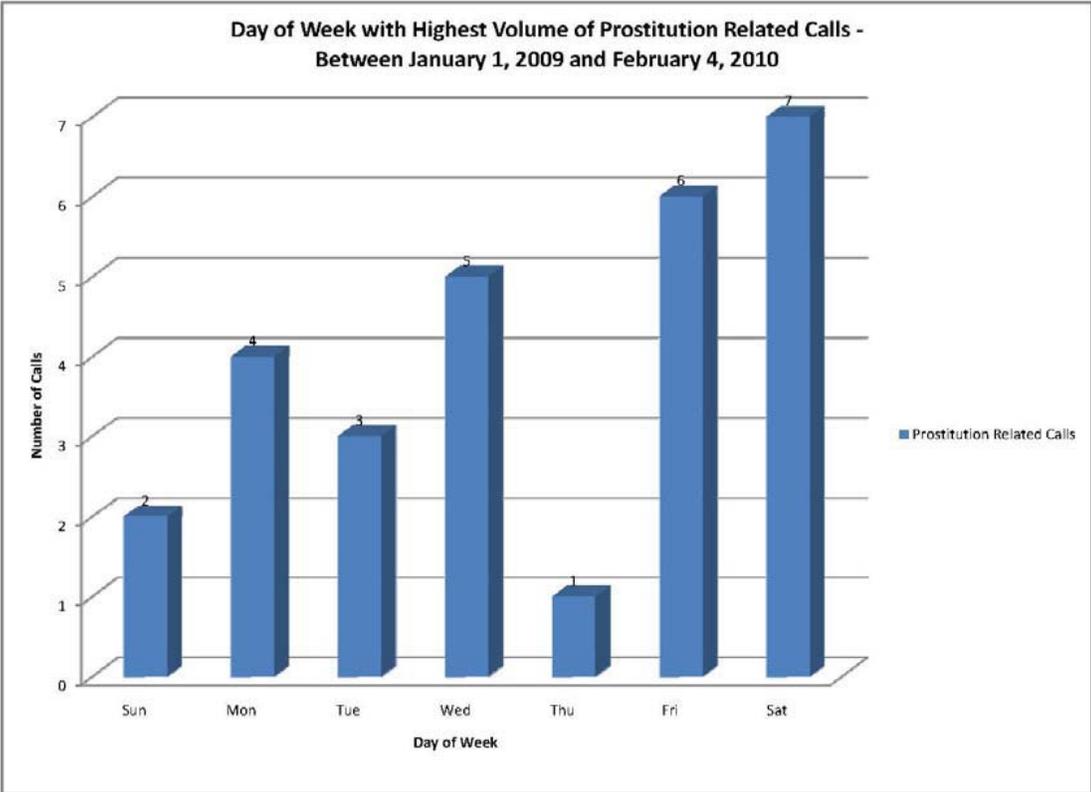
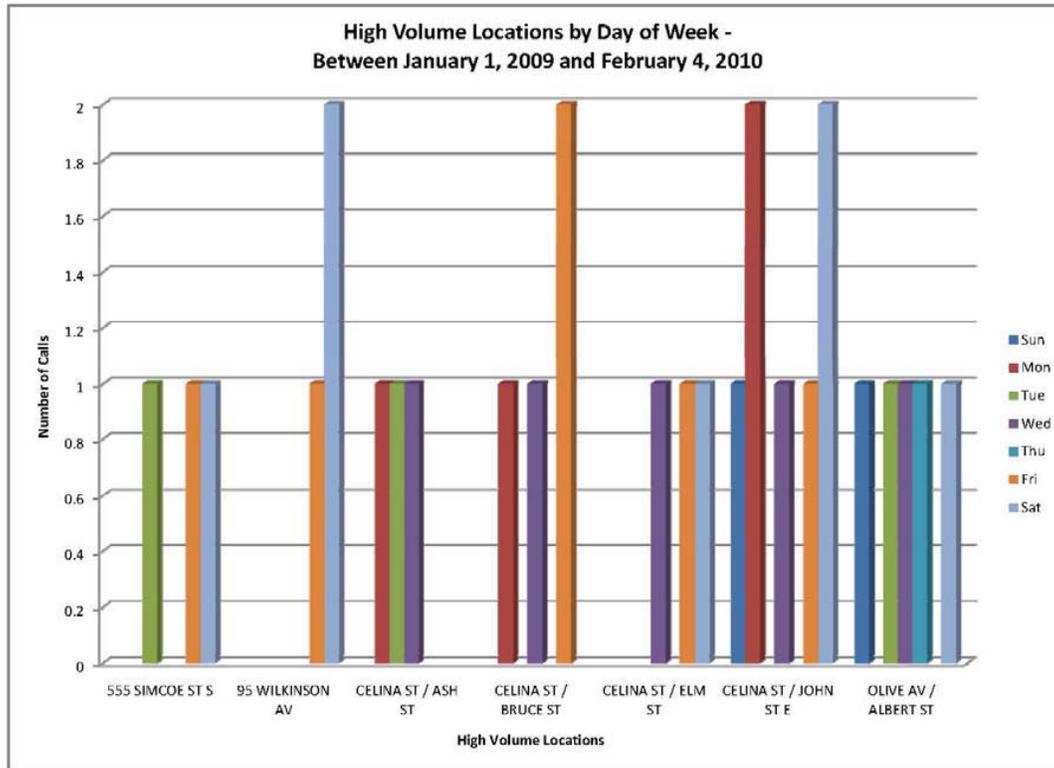


Chart Three (C-3) highlights the busiest locations and days of the week for prostitution related activity.



From a “PESTELO” analysis approach as described by Heldon (2004) it is evident that the physical environment of the track is an ideal place for prostitution to flourish. Its residents struggle to survive on subsidized or minimum wage incomes. Marginalized socio-economic status and inadequate education bar many individuals from the benefits of advanced technology, such as computers. A large complement of boarding houses attracts a transient clientele. The proliferation of drug houses supports anti-social behaviours and brings users, dealers and other criminal entrepreneurs to the area. These factors combine to create challenges with establishing community support and involvement. From a legal perspective, communicating for the purpose of prostitution is a “summary conviction” (less serious offence), for johns and prostitutes. Johns come from all walks of life. In 1997 a police inspector was charged with communicating for the purpose of prostitution. Johns range in age from the mid twenties to seventy plus years old. Recidivism rates demonstrate that arresting and charging johns has a positive impact since very

few reoffend. Little has been accomplished by invoking the criminal justice system towards prostitutes. Christina Colacicco of the Oshawa John Howard Society reports that over 93% of prostitutes reoffend (personal communication March 1, 2010). Incarcerating and or fining women who are homeless, mentally ill, and drug addicted is counter-productive. In addition, persecuting/prosecuting prostitutes - vulnerable victims, contravenes Durham Regional Police goals and objectives.

It is evident that prostitution is directly related to drug abuse. A Central East Division Crime Analysis report by Civilian Analyst JoAnne Harvey (2010) shows 72% of the prostitutes arrested in Oshawa have been charged with drug (primarily cocaine) related offences. Some see prostitution and its complications as symptoms of the drug dilemma. While prostitution and john issues, environmental contributors, socio-economic, health, housing, and legal concerns need to be addressed, the major impacting factor is drug use, addiction, sales, and acceptance. The most appropriate and effective response is one similar to that described by Oakensen, Mockford & Pascoe (2002, p. 56) “the evidence clearly advocates combining notions of problem solving and intelligence.” The SARA model, involving, scanning, analysis, response and assessment recommended by Eck & Spelman (1987) assists in identifying the complexities involved with the prostitution problem in Oshawa, resulting in appropriate responses. This includes social, community, and government agencies such as the John Howard Society, mental and health professionals, employments services, the Crown’s office, the Children’s Aid Society, Salvation Army, Subsidised Housing Authority, City Bylaw, City Administration, and the Health department. Schneider (1991. P. 163) states that “recognizing the need for a multiple model – multiple creation approach to organizational effectiveness” and “the importance of having the support of or rapport with such external entities as the media, other police organizations, and various branches of the criminal justice system and government (p. 159)” increases effectiveness in dealing with complex problems. Eck & Spelman (1987, p. xviii) declare that “problem-oriented policing draws on experience showing that joint police/ community activities are often the best methods for solving problems”.

Combining Problem-Oriented Policing with Intelligence-Led, Zero Tolerance, and Community Oriented Policing is the most appropriate approach. Intelligence-Led to address drug dealers, Zero Tolerance to address johns, Community Oriented Policing to maintain buy-in and assist with on-going analysis of neighbourhood problems and Problem-oriented policing to sustain a diversified, coordinated, multi-pronged, multi-partnered approach to reducing drug and prostitution related problems in the track and beyond. The DRPS must remain mindful of Goldstein's (2005, p. 396) study in which he states: "the police job requires that they deal with a wide range of behavioural and social problems that arise in the community – that the end product of policing consists of dealing with these problems." It follows that expecting the police to solve or eliminate problems is expecting too much. It is more realistic to aim at reducing their volume, preventing repetition, alleviating suffering, and minimizing the other adverse effects they produce."

Street prostitution is a problem in the city of Oshawa. A "site specific analysis of problems" associated to prostitution recommended by Read & Tilley (2000, p. vi) assisted in selecting appropriate responses. A sustained, multi-disciplined crime reduction plan to reduce volume, prevent repetition, and alleviate suffering proposed by Goldstein (2005) and constant evaluation and adjustment to cause and effect of police and cohort group efforts is key to success. Analysis is assisted through adaptation of Ratcliffe and Makkai's (2004) study of Intelligence- led policing operation "Anchorage". As proposed by Cherney (2006, p.3) the following plan ensures "that responses are matched to specific crime problems". Because drugs are identified as a root cause of the problem, concepts and principals from "Operation Mantle", an application of problem-oriented policing have also been adopted (Williams, White, Teece & Kitto 2001). While the results of Mantle are not resounding, it created positive influence, and is still in use.

Project Middleton consists of eight stages:

1. Information gathering & establishment of cohort group
2. Identify and educate at risk youth *

3. Address Prostitutes
4. Address Johns
5. Address drug houses *
6. Media, Education and reassurance
7. Work with city officials to address environmental conditions *
8. Maintenance and assessment *

Each stage of the plan is designed to have a positive impact. Cohort group members, work collectively and independently on identified areas of concern. Representatives of cohort groups meet monthly to assist in evaluation, reassessment, and tactic adjustment. This is in line with Cherney's (2006, p. 5) recommendations of "paying attention to the science of integration and implementation" of the stages. The stages are not restricted by time frames. They are intended to run until maximum benefit has been achieved and may be reinitiated based on analysis. * Stages 2, 5, 7, & 8 are addressed consistently throughout and not necessarily in conjunction with other stages.

Stage One requires gathering information from police, community members and groups as well as government and social agencies that have a vested interest and/or can assist. Crossing and combining communities of practice, sharing resources and information prevents teams from becoming "insulated from external opinion" and "encouraging openness" (Brilhart & Galanes 1989, p. 240). The DRPS Target Team has overall responsibility for implementing the plan and works closely with Youth Officers, Uniform, Crime Analysts, Intelligence, Drug Enforcement Unit (DEU), City Bylaw, Crown's Office, John Howard Society, and the Sex Workers Support Circle to address this complex problem.

Stage Two involves youth officers working with youth group homes to identify and educate at risk youth. There are currently eleven prostitutes that are or were residents of local youth group homes (Harvey

2010). Officers work with city and provincial officials to examine the prospect of moving group homes or at risk youth.

Stage Three entails assisting prostitutes to improve themselves. Years of data confirm that addressing street prostitution through enforcement does not help. Studies show that recidivism rates for prostitutes are very high. The objective of Stage Three is to remove prostitutes from dangers inherent to the track and provide them with means of support. Police work in conjunction with the Covert Operations Unit, John Howard Society, Sex Workers Support Circle, and the Crown's Office. Prostitutes are arrested, and given the opportunity to enter a Diversion program in lieu of being charged. Prostitutes that wish to enter the Diversion program are directed to John Howard Society personnel who are on-site to assist immediately.

Stage Three was modified directly after its launch. All prostitutes selected Diversion, but immediately returned to the track. They displayed aggressive territorial tendencies, warning johns, and "outing" undercover officers, which compromised officer safety, and investigative integrity. Diversion was re-evaluated and changed from pre to post charge, increasing effectiveness by allowing police to place boundary restrictions on prostitutes. This was possible because strategic alliances had been forged between the DRPS, the Crown's Office and John Howard Society during Stage One. The foregoing analysis and change in tactics is consistent with Canty's (2003) study, which recommends tailoring responses to circumstances. Stage Three provided some relief to the prostitutes from the vicious cycle of their predicaments, and to local residents by imposing sanctions on prostitutes to remain out of the area while increasing police presence. "Hidden benefits" were also realized (Centre for Problem-Oriented Policing 2010). Officers observed other criminal activity, which assisted in gathering evidence and information for future stages.

Stage Four addresses the johns with Target Team, Uniform, Covert Operations, and Undercover officers. Prior to deploying undercover officers, uniform officers clear the area of prostitutes on court imposed conditions. Along with improving officer safety, and community relations, the clearing process enables evaluation on the effect of previous stages. After careful analysis as recommended by Grabosky (1999), a “Zero Tolerance” approach is employed on johns in this identified “hot spot” for maximum impact. The goal is to contact as many johns as possible since recidivism rates indicate that only a fraction of them reoffend. Unlike traditional zero tolerance approaches not all johns are charged criminally. Johns observed circling the area are stopped and identified. Evaluating this component reinforces the need for educational material. Arrested johns are offered Diversion in the way of “John School” for which attendees pay \$500.00, toward infrastructures to support recovering prostitutes.

Stage Four enhances “knowledge management” and development of a data bank identifying offenders. Knowledge management is described as “the process of capturing and sharing a community’s collective expertise to fulfill its mission. Knowledge management takes advantage of an organization’s most valuable asset — the collective expertise of its employees and partners” (Burk 1999, p.1). 150 johns were arrested and 119 took the John School option. Less than half were from Oshawa. Johns came from as far west as the city of Burlington and as far east as the city of Kawartha Lakes. This provided insight on what media outlets to involve for Stage Six.

Stage Five involves a concentrated effort targeting known drug houses, dealers, and users in and surrounding the track. The DEU conducts undercover drug purchases, identifying drug suppliers, and executes search warrants. They work closely with the Crown Attorney’s office aiming for the most impactful sentences and conditions.

Stage Six implements an educational component. A media release is issued celebrating successes, and warning johns, prostitutes, and drug dealers that illegal activity will not be tolerated. Officers, cohort and

community members flood the area on foot delivering literature (see Appendix A) on the hazards of prostitution and related activity. There was a concerted effort to ensure that the community was education regarding the harm being caused. Educational material was hand delivered by uniformed police officers to area residents and businesses establishing relationships to address the root causes of the problem. Externally the media was supportive in print, radio and television highlighting the improvements in the quality of life for persons living and working in the area. Internal communication in the police service was undertaken to share and celebrate the positive outcomes.

Stage Six includes a follow-up community meeting, including all involved agencies. Community members are asked for their candid feedback and are provided with an opportunity to ask questions of all cohort partners. This encourages Community Oriented policing. Additional enhancements such as Neighbourhood Watch and Block Parent programs are offered with support of Target Team officers. Educational literature includes logos of the agencies involved, highlighting cooperation, and allowing community members to identify and contact appropriate agencies directly. A delay in producing educational material due to bureaucracy of involved partners, delayed the flow and impact of Stage Six.

Stage Seven involves officers working with city officials to address one way streets, street lighting, and boarding houses to “target harden” the area, further enhancing efforts. Drug activity clusters in and around boarding houses attract a transient population. Landlords are held accountable for adhering to regulations.

Stage Eight is a maintenance stage and is on-going. Uniform officers maintain a visible presence, deterring illegal activities, providing reassurance, and preserving focus and momentum. They monitor activity, breach offenders, gathering intelligence, and obtain community feedback. Smoke and mirror tactics, such as placing unmanned police cruisers in strategic locations are employed. A list of actionable items is delivered to appropriate cohort groups. This stage calls for a detailed report on the above

mentioned stages for evaluation, improvement, education and future applications. Further analysis will include Ratcliffe and Makkai's (2004) "residual impact decay" theory to determine the influence of previous stages.

Two phases of Project Middleton were implemented running for 6 weeks between March 10 and April 23 2010 and 5 weeks between July 13 and August 12 2010. Phase 1 consisted of 21 operational days resulting in the diversion of 28 prostitutes to the John Howard Society and or Durham Drug Court and 82 johns diverted to Durham Region's first John School. Phase 2 consisted of 20 operation days resulting in the diversion of 36 prostitutes and 68 johns. A 3rd phase was cancelled due to an Ontario Superior Court decision striking down prostitution related laws.

An evaluation of the initiative to date shows positive results. There has been great response from community members residing in the track. Numerous residents have expressed gratitude, reporting less traffic, and less women being accosted by johns. The president of the Celina and Albert Street Coalition states the track is "the best I've seen it in 20 years" (email communication April 30, 2010). The mother of an autistic child wrote the mayor and divisional inspector that she feels safe allowing her son outside (email communication May 3, 2010). Community alliances have been strengthened with the John Howard Society, which publicly credits less drug paraphernalia, and prophylactics strewn around the track, to have resulted from this initiative.

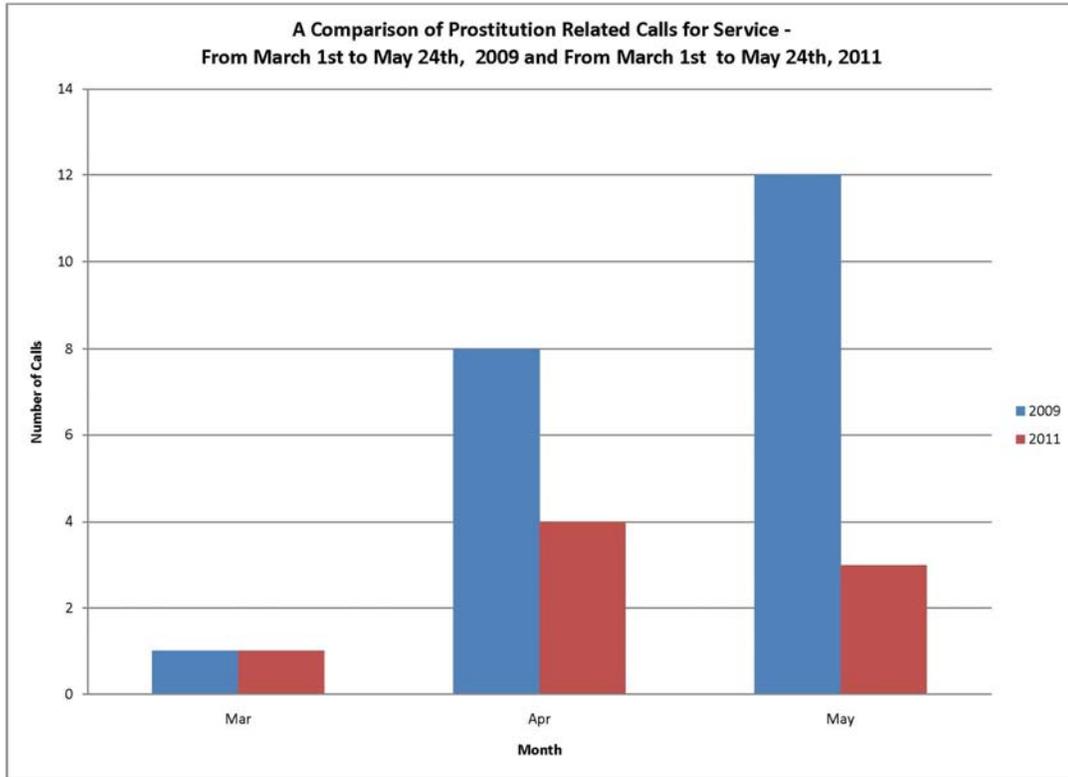
Some prostitution was displaced to Bloor and Division Streets. This was determined immediately due to increased police, cohort group, and public awareness. Bloor Street, is removed from, and south of the downtown businesses core. The regional courthouse is within walking distance of Division Street and has a strong police presence, which assists in monitoring and deterring prostitution related activities. These fragmented locations are an improvement because prostitutes are less visible to johns and the public. Dr.

Jerry Ratcliffe states that “displacement equals reduction” during a DRPS hosted seminar on Intelligence-Led policing lecture (May 19, 2010).

Drug dealers on the track are affected by a decreased customer base, increased police presence and renewed community involvement. Prostitution and drug related activity, while displaced, is still present and now affects other areas of the city. Anticipated problems for the crime reduction plan include loss of momentum due to maximum annual leave throughout the summer months. The largest barrier surrounds the suspension of operational phases as a result of the Ontario court decision knocking down several prostitution laws.

Positive improvements outweigh identified challenges. Cooperating with other agencies, and community partners, and co-managing sources of information builds “on each other’s contributions co-operatively” (Kirkwood & Kirkwood 1989, p. 12). Crossing communities of practice benefits all cohort groups and is cost effective (Fairchild 1994). As explained by Stern & Green (2005) understanding boundaries allows for communities of practice to work in harmony towards areas of mutual concern, enhancing the police’s relationship with the community. The John Howard Society received \$55,250.00 from John School which was used to support programs and infrastructures to support prostitutes. A residence prostitutes can attend (once a week) for a hot meal, laundry and shower facilities and counselling has been established. The Durham Mental Health and Drug Court committed one treatment bed for prostitutes. Our officers travelled to Alberta to speak at the Mental Health and Drug Courts annual Conference in 2010 about this initiative.

Chart four (C 4) illustrates a 62% reduction in community calls for service regarding prostitution.



Project Middleton implemented restorative strategies addressing the needs of the community including those of the offenders. The measure of success in Middleton is that of an enhanced feeling of community safety in the affected area. Direct feedback from area residents, businesses and persons engaged in behaviour that diminishes the quality of life was essential to the success of Middleton. The ability to sustain the outcome lies in a continued ownership by the police and community to work together to enhance the area further while maintaining improvements.

KEY PROJECT TEAM MEMBERS:

Inspector Rolf Kluem - Sponsor
Staff Sergeant David Brown – Officer in Charge
Sergeant John Parkinson – Supervisor
Constable Jeff Tucker – Lead Investigator
Constable Teresa Ceranowicz – Lead Investigator
Jo-Anne Harvey – Crime Analyst
Beth Whalen – John Howard Society

PROJECT CONTACT PERSON:

David Brown
Staff Sergeant # 493
Patrol Services Leader
Durham Regional Police Service
Central East Division
77 Centre Street, North
L1G 4B7
Tel: (905) 579-1520 ext. 1768
Fax: (905) 721-4250
Email dbrown@drps.ca

References

- Australian Institute of Criminology. (2003) Crime reduction or prevention: Is there a difference?
Crime Reduction Matters, Number 1. Canberra: Australian Institute of Criminology.
- Barak, G., Flavin, J., & Leighton, P. (2001). Crime, Inequality and Justice. In *Class, Race, Gender and Crime: Social Realities of Justice in America* (pp. 1-24). Los Angeles, CA: Roxbury Publishing.
- Buffalo Police Department(1999) Workable Solutions to the Problem of Street Prostitution in Buffalo, NY [www.popcenter.org/library/awards/goldstein/2001/01-08\(F\)](http://www.popcenter.org/library/awards/goldstein/2001/01-08(F))
- Brilhart, JK & Galanes, GJ (1989), 'Conflict in the small group', in *Effective group discussion*, 6th ed, Dubuque, Iowa USA Wm C Brown. pp. 227-253.
- Burk, M. (1999) US Department of Transportation Federal Highway Administration Knowledge Management: *Everyone benefits by sharing information* Retrieved from <http://www.tfhrc.gov>
- Canty, C. (2003). Effective Practice for Local Crime Prevention: *Local Crime Prevention Problem Solving. Effective Practice Series 1*. Melbourne: Crime Prevention Victoria.
- Carach, C 1997, 'Reporting crime to the police', Trends and Issues in Criminal Justice, Australian Institute of Criminology, no. 68, pp. 1-6.
- Center for Problem-Oriented Policing (2010), Crime Analysis for Problem Solvers in 60 Small Steps. Retrieved from <http://www.popcenter.org/learning.org>
- Cherney, A. (2006). Problem solving for crime prevention. *Trends and Issues in Crime and Criminal Justice*, Canberra : Australian Institute of Criminology.
- Criminal Code R.S.C. (1985)
- Durham Regional Police 2008-2010 *Strategic Business Plan* Whitby, ON, Canada:
Durham Regional Police Service
- Durham Regional Police 2011-2013 *Strategic Business Plan* Whitby, ON, Canada:
Durham Regional Police Service

- Eck, J. (1997). Preventing crime at places. In Sherman L, Gottfredson D, MacKenzie D, Eck J, Reuter P and Bushway S. *Preventing Crime: What Works, What Doesn't and What's Promising*. A report to the United States Congress, Washington DC: US Department of Justice.
- Eck, JE & Spelman, W (1987), *Problem solving: Problem-oriented Policing in Newport News* US Department of Justice, Washington, D.C. pp. Ix, xv-xxv.
- Fairchild, P. (1994), 'The emerging police complex: Hoogenboom and Australian inter-agency cooperation'. *Australian and New Zealand Journal of Criminology*. pp. 111-132.
- Goldstein, H (2005), Improving policing: a problem-oriented approach, In Newburn, T (ed) *Policing Key Readings*, Willan Publishing, Devon, UK, pp. 392-411.
- Grabosky, P.N. (1999). Zero tolerance policing. *Trends and Issues in Crime and Criminology*. Canberra: Australian Institute of Criminology.
- Harvey, J., (2011) Durham Regional Police Service Central East Division Crime Analysis Update on Prostitution
- Harvey, J., (2010) Durham Regional Police Service Central East Division Crime Analysis Report on Prostitution
- Heldon, C.E. (2004). Exploratory analysis tools. In Ratcliffe, J.H. (Ed). *Strategic thinking in criminal intelligence*. Sydney: Federation Press.
- Hough, M., & Tilley, N. (1998). Getting the grease to the squeak: Research lessons for crime prevention. *Crime Detection and Prevention Series, Paper 85*. London: UK Home Office.
- Kilkullen R.J. (1996). MaxWeber: on bureaucracy. Retrieved from <http://www.humanities.mq.edu.au/Ockham/y64109.html>
- Kirkwood, G & Kirkwood, C (1989), 'The story of ALP', in *Living adult education: Freire in Scotland*, Milton Keynes, Open University, pp. 1-14.
- Matka, E 1990, 'Uses and abuses of crime statistics', in *Crime and Justice Bulletin*, Bureau of Crime Statistics and Research, Sydney, no. 11, pp. 1-8.

McIntyre, S. (2002) Strolling Away Government of Canada

http://www.justice.gc.ca/eng/pi/rs/rep-rap/2002/rr02_4/index.html

Montaldo, C (2010) – About.com Retrieved from

<http://crime.about.com/od/prostitution/a/prostitution.htm>

NYTimes.com (2009). Lighting Up Tough Parks' Darkness Retrieved from

<http://www.nytimes.com>

Oakensen, D. Mockford, R. & Pascoe, C. (2002). Does there have to be blood on the carpet?

Integrating Partnership, Problem-Solving and the National Intelligence Model in Strategic and Tactical Police Decision Making Processes. *Police Research & Management*, 5(4), 51-62.

Ratcliffe, J., & Makkai, T. (2004) Diffusion of benefits: Evaluating a police operation. *Trends and Issues in Crime and Criminal Justice*. Canberra: Australian Institute of Criminology.

Read, T. & Tilley, N. (2000). 'Not rocket science? Problem-solving and crime reduction'. *Crime Reduction Research Series Paper 6*. London: UK Home Office.

Roberg, R., Crank, J., & Kuykendall, J. (2000). Police management. *Police and society* (Ch. 4, 2nd ed.). Los Angeles: Roxbury Publishing Company.

Schneider, FW 1991, 'Police organisational effectiveness: the manager's perspective', *Canadian Police Journal*, vol. 15, no. 3, pp.. 153-165.

Scott, M.S. & Dedel K., (2006) Problem-Oriented Guides for Police Problem-Specific Guides Series Guide No. 2 Street Prostitution 2nd Edition. Retrieved from www.cops.usdoj.gov

Statistics Canada's (2006) Census. Community profiles.

Retrieved from <http://www.statcan.gc.ca>

Stern, R. & Green, J., 2005, Boundary workers and the management of frustration: a case study of two Healthy City partnerships, *Health Promotion International*, 20(3), pp. 269-276.

U.S. Department of Justice Federal Bureau of Investigation Criminal Justice Information Services Division Retrieved from <http://www.fbi.gov/hq/cjisd/ucrstat.htm>

Williams, P., White, P., Teece, M., & Kitto, R. (2001). Problem-oriented policing: Operation

Mantle – A case study. *Trends and Issues in Crime and Criminology*, Canberra: Australian Institute of Criminology.

Appendix A

Durham Regional Police is dedicated to making YOUR neighbourhood a safe place to live, work, and play!



ZERO TOLERANCE

Durham Regional Police Service is committed to improving the safety and security of the communities and streets within the City of Oshawa. Numerous residents and business people have expressed their concerns regarding street level prostitution in their neighbourhoods.

Officers are taking a zero tolerance approach to these activities. This illegal activity will not be tolerated!

Building a Stronger Community Together

John Howard
THE JOHN HOWARD SOCIETY OF CANADA
 LA SOCIÉTÉ JOHN HOWARD DU CANADA
 75 Richmond Street West
 Oshawa, ON L1G 1E3
 (905) 579-8482
 www.jhsdurham.on.ca

THE SALVATION ARMY
 Giving Hope Today
 45 King Street East, Oshawa,
 ON L1H 1B2(905) 723-7422
 www.salvationist.ca

DISTRESS CENTRE DURHAM
 24 hour help line
 905-430-2522 or 1-800-430-0688
 Office: 905-430-3511
 Fax: 905-430-1381
 dod@distresscentredurham.com

Pinewood Centre
of Lakeshore Health
 Walk-in Support
 300 Centre St. S.
 Oshawa, ON L1H 4B2
 1-888-881-8878
 Tel.: (905) 723-8195
 Fax: (905) 723-1006
 24 hour phone support

DURHAM REGIONAL POLICE

If you have any information regarding criminal activity make an anonymous call to Durham Regional Crime Stoppers! The Crime Stoppers "Hot Line" is available to callers 24 hours a day, seven days a week.

Locally (905) 436-8477 or
 Canada-wide Toll Free 1-800-222-8477 (TIPS)
Please visit our website Durham Regional Crime Stoppers for more information.



DURHAM REGIONAL POLICE

Durham Regional Police have heard the community's concerns about Sex Trade activities and have been actively conducting enforcement within the areas of concern

PROSTITUTION



KNOW THE FACTS

Appendix A (cont'd)

<p>Sex trade workers are frequent targets of sex assaults, and other violent crimes, many of which go unreported.</p> <p>In many cases, the money obtained is immediately used for the purchase of illegal drugs such as crack cocaine.</p> <p>This activity exploits the sex trade workers by creating and prolonging physical illnesses, mental health issues, and family issues.</p>  <p><i>Money is used to purchase drugs immediately</i></p> <p>Consumers can contract sexually transmitted infections (STI's). Even though condoms reduce the chances of contracting STI's, they are not effective against all infections (i.e. syphilis, herpes, genital warts)</p>	 <p><i>Prosecutions are held in open court</i></p> <p>If arrested for prostitution related offence you may have to attend John School, and stay out of areas known for prostitution. Friends, family, and co-workers often become aware. Prosecutions are held in open court.</p> <p>Those who talk to adults for the purposes of engaging in prostitution may be charged with a communication offence and subject to 6 months in jail, a \$2000 fine, or both.</p> <p>Upon conviction of these offences the taking and deposit of a DNA sample from the convicted person can be ordered by the courts.</p>	<p>Affected neighbourhoods suffer from an increase in vehicular traffic, discarded needles and used condoms, as well as an increase in gang and drug activity – all directly connected to the sex trade.</p> <p>Many sex-trade consumers don't realize that Police are frequently in the areas known for prostitution, making arrests and detecting many of the consumers.</p> <p>Businesses that are located in high risk areas often experience less customer traffic. Customers avoid these areas out of fear of being harassed by sex trade clients or workers.</p>  <p><i>Sex trade workers are frequent targets of violent crimes</i></p>
--	---	---

Appendix B



Keyword Highlighting:

Oshawa This Week

Police, social services target Celina/Albert neighbourhood

Oshawa This Week
 Fri Jul 23 2010
 Page: 1
 Section: News
 Byline: Jillian Follert, jfollert@durhamregion.com

OSHAWA -- Tucked away just south of downtown Oshawa is a neighbourhood known for being one of the best and one of the worst in the city, depending on who you ask. Bounded by Olive Avenue to the south, Simcoe Street to the west, Athol Street to the north and Albert Street to the east, this neat grid of 50-to-100-year-old houses is the very essence of old Oshawa. It's a place where neighbours know each other by name and front porches are a gathering place. Corner stores and churches are built among the houses and neighbourhood kids dash from one backyard to another.

It's also a place where residents have spent years waging an exhausting war on crime.

Police say a perfect storm of factors -- one-way streets, nearby social services, inexpensive housing, and zoning that permits rooming houses -- allowed the neighbourhood to become a haven for drug dealers and sex trade workers.

Residents talk of finding used condoms, needles and crack pipes littering sidewalks and front lawns. Rooming houses teem with up to 20 tenants at a time, their faces rotating on a constant basis. Sex trade workers walk the streets as eager customers slowly circle the block.

But things are looking up. The residents have united and they say change is happening, this time for good.

Constable Jeff **Tucker** slows the car to a crawl and peers out the window at a young woman walking briskly down Celina Street.

She's one of dozens of sex trade workers who make their living in this central Oshawa neighbourhood, coexisting uneasily with the families who call these streets home.

"It's hard for us to see the same girls back out on the street again and again," Const. **Tucker** says, his expression resigned. "When they try to turn their lives around, it sometimes seems like they don't have a chance of succeeding."

Const. **Tucker** and his partner -- a female officer who can't be named because she's involved in undercover work -- spend a lot of time in this neighbourhood, largely unnoticed in their unmarked cars and street clothes.

They know the sex trade workers by name and can recite the story behind nearly every house.

They can tell you that this little corner of Oshawa -- nicknamed "the track" because its one-way streets allow johns to easily circle the block -- is well known in the GTA and beyond as a prostitution destination.

"Ninety-nine per cent of these girls are on drugs or going through withdrawal, they're physically and mentally at rock bottom," notes Const. **Tucker's** partner, gesturing at the street. "The johns who come here are vultures, they're predators. They just do laps and laps and laps around the block watching for the girls, looking for someone they can take advantage of."

Appendix B (cont'd)

Dozens of cops walk troubled Oshawa neighbourhood to talk change

Page 1 of 1

Oshawa This Week

Dozens of cops walk troubled Oshawa neighbourhood to talk change

Oshawa This Week
 Wed Sep 1 2010
 Page: 1
 Section: Life
 Byline: Jillian Follert, jfollert@durhamregion.com

OSHAWA -- A man named Mike opens the front door a crack and peers outside to find three uniform police officers on his front porch.

His expression is one of surprise, then suspicion.

But the police aren't here to investigate a crime or make arrests.

On Tuesday evening, more than 40 Durham Region cops fanned out across Oshawa's Celina and Albert streets neighbourhood, knocking on doors and chatting with residents about efforts to tackle drugs and prostitution in the area. They handed out flyers, answered questions and even stopped traffic to talk with drivers.

"Things are better, for sure," Mike offered, once the officers explained why they were at his door.

He shares a rented house with a few roommates and has only been living there since March. But he says the decrease in prostitution is obvious just in the last few months alone.

"Before you would see the girls on the street all the time and you knew they were out there working. Now I hardly see any."

As he knocks on one door after another, Constable Ryan Mintz says the feedback is overwhelmingly positive.

"People say they are seeing a difference, they're happy with what's being done," he notes. "That's really good to hear."

Members of the Celina Albert Street Neighbourhood Association have spent years fighting an uphill battle to clean up their neighbourhood.

Until recently, residents reported sex trade workers trolling the streets on a constant basis, overflowing rooming houses and crack pipes and used condoms littering the lawns and sidewalks.

Those who spoke to This Week for recent series on the neighbourhood, said things have improved rapidly since police, residents and social services agencies started working together.

"Now I maybe see one or two girls a day, instead of one every 15 minutes," said Andrea Leibroek, who has lived on Celina for 11 years. "It's been an amazing change."

At the beginning of this year, senior police officers flagged the Celina/Albert Street neighbourhood as a priority area for 2010. Issues were identified through community consultation and expert crime analysis, and cops from a special team called Target helped draft a strategy for the neighbourhood.

The focus has been on proactive policing and diversion.

Under a unique initiative called Project Middleton, sex trade workers and johns arrested in the neighbourhood are given the option of entering diversion programs offered by the local John Howard Society, in exchange for having their charges dropped.

"The other option is they go to court, they plead guilty, they get out and they do it again. It's a revolving door and it doesn't address the underlying issues," said Sergeant Nicole Hamilton, whose unit is assisting with Project Middleton. "There are problems like drugs and homelessness that have to be solved or nothing will change."

Over the past six months, Project Middleton has diverted 80 sex trade workers and more than 100 johns from the criminal justice system.

Diversion programs offered by the John Howard Society include a one-day "John school" where men learn how the sex trade impacts communities. Sex trade workers are connected with support services like food banks, medical care and drug rehab in an effort to get them out of subsistence sex work and into more stable lives.

While residents of the neighbourhood are accustomed to a regular police presence, the sight of dozens of officers marching en masse down the street during the Aug. 31 canvassing event turned more than a few heads.

"This is amazing," said Catherine Winn, out walking with her two young children. "To give so much attention to this neighbourhood shows they do care and they're not going to give up and let it go back to how it was."

© 2010 Metroland Printing, Publishing & Distributing

Edition: Final
 Length: 610 words
 Idnumber: 201009010054

Tone: Neutral ■■■
 Ad Value: \$2,807 ■
 Circulation: 111,985 ■■

© 2011 FPinformart, a division of Postmedia Network Inc. All Rights Reserved.

Appendix B (cont'd)

The pair of Durham cops are part of an eight-member team called Target, which has made tackling drugs and

http://www.fpinfomart.ca/doc/doc_output.php?action=print_docs&set=1&mod=news&cac... 5/30/2011

Printer Friendly

Page 2 of 3

prostitution along Celina and Albert streets one of its primary goals.

"What we're doing in this neighbourhood is part of a shift towards more positive, proactive policing," explains Inspector Rolf Kluem. "This isn't one-time enforcement. We're taking a sustained approach, we're working with the community and we're actually trying to help women involved in prostitution."

After senior DRPS officers flagged the neighbourhood as a priority area for 2010, issues were identified through community consultation and an expert crime analysis.

Const. **Tucker** and his partner were tasked with writing an operational plan and things kicked into high gear this spring.

In April, police arrested more than 100 people as part of 'Project Middleton', an intensive 20-day sweep of sex trade workers and johns in the neighbourhood.

Thirty-four women ranging in age from 19 to 68 were arrested when police targeted prostitutes flagging down passing cars to solicit customers.

Female police officers posing as prostitutes caught 73 johns, 31 of them from Oshawa, 19 from elsewhere in Durham Region, the remainder from outside the region.

Appendix B (cont'd)

When those arrested attended their first court appearance, they were given the option of entering diversion programs offered by the local John Howard Society in exchange for having their charges dropped.

The program for sex trade workers focuses on support services aimed at getting them out of subsistence sex trade work and into a more stable life.

The one-day "john school" that men have the option to attend teaches how the sex trade hurts communities. Speakers include the wife of a former john talking about impact on families and residents who discuss how the sex trade destroys neighbourhoods.

While diversion has been successful, police and social workers are frustrated that a lack of housing infrastructure limits how much Oshawa's sex trade workers can be helped.

When funding challenges forced YWCA Durham to close its Adelaide House hostel in 2007, it left a noticeable gap in the city's social service landscape. There are emergency shelters for women fleeing violence, shelters for homeless and at-risk men and social housing for poverty-stricken women with children.

But where do street level sex trade workers -- most of whom are wrestling with addictions, mental health issues and crushing poverty -- turn for a safe place to stay?

"It's like trying to teach someone to swim and not giving them a pool," Const. **Tucker** says. "There are all these great services available, but when the girls have to stay living in their same environment, surrounded by drug dealers and other prostitutes, they don't have a chance."

Christina Colacicco, a sex trade outreach worker with JHS Durham, agrees lack of housing and shelters for the women she works with is a massive obstacle.

When women walk through her door looking for help, she does an assessment that gauges things such as income, access to food, housing and physical and mental health.

"When I have a client who is housed, it makes all the difference," she says, noting most women she helps are transient, sleeping on friend's couches or crashing in flop houses or rooming houses. "I have all these services I can connect them to, but without housing some of it can't work. If I send them to a food bank, where do they take the food?"

Appendix B (cont'd)

A weekly drop-in program for sex workers that started last fall is helping to bridge the gap.

http://www.fpinfomart.ca/doc/doc_output.php?action=print_docs&set=1&mod=news&cac... 5/30/2011

Printer Friendly

Page 3 of 3

Once a week, women can access a hot nutritious meal, counselling, harm reduction supplies, donated clothing and other support.

But it's not the same as a safe place to sleep at night. Members of a unique group have now taken up the housing challenge.

Every month, local police officers, sex trade outreach workers, shelter workers, counsellors and other social service workers meet as the 'Sex Trade Workers Support Circle'.

The initiative started in February 2009 as the brainchild of a retired Durham police officer.

Every agency at the table plays a different role in helping sex trade workers. By coming together, they learn more about each other's services and develop better strategies to help clients.

"The goal is not to stop them from working in the sex trade," says Sandra Kicinko, program manager at YWCA Durham Y's WISH shelter. "We're trying to help keep them safe while they're working and provide support when they're ready to stop."

The support circle's most pressing goal is to establish a 24/7, one-stop facility where women in the sex trade could access shelter, crisis counselling and other support.

They took the idea to the Region's health and social services committee in April and were told to come back with more detailed information, including statistics and a business plan.

Even if the Region were to get on board with the idea, questions of how the facility would be funded, where it would be located and who would staff it, weigh heavily on its proponents.

"It's a huge mountain to climb," says Ms. Colacicco, a member of the support circle. "But we think it can be done."

In Part 3 of this story, Oshawa This Week tells the story of one of the neighbourhood's sex trade workers. Watch for it in the Friday July 23 edition of the newspaper and online at www.durhamregion.com.

© 2010 Metroland Printing, Publishing & Distributing

Edition: Final
Length: 1339 words
idnumber: 201007230035

Tone: Neutral ■■■
Ad Value: \$5,487 ■
Circulation: 111,985 ■■

Appendix C



Taking Back The Track

Project Middleton Efforts Well-Received By Oshawa Neighbourhood

Members of Project Middleton "took it to the track" in late August, responding to the community's concerns about sex trade activities in the Celina/Albert street area of Oshawa. Approximately 40 uniform, auxiliary and DRAVIS officers knocked on doors and distributed an information pamphlet about community safety, encouraging residents to report criminal activity in their community to police.



S/Sgt. Dave Brown poses on the "track" - a known prostitution area in central Oshawa as dozens of officers walk through the neighbourhood to talk about change with its residents.

The track gets its name from the one-way streets that provide a convenient area for sex trade workers to sell their services. The outreach was part of Project

Middleton, aimed at strengthening relationships with residents of the area. As officers knocked on door after door, they

continued on page 3

Middleton continued from page 1

found response from members of the community was generally very positive. Project Middleton began in March and continues today.

One woman thanked officers for their efforts, noting she has seen a serious difference on her street lately. Another man said while he used to see dozens of sex trade workers walk by his house in a day, now they are few and far between.

Project Middleton has diverted approximately 80 sex trade workers and over 100 johns from the criminal justice system to the John Howard Society for assistance, rehabilitation, and education over the past seven months.

Diversion programs offered by the John Howard Society include a "john school" where men learn how the sex trade impacts communities. Sex trade workers are given connections to services to help them succeed outside the trade, such as food banks, medical care and drug rehab.