

OPERATION KERB

MULTI-AGENCY PROBLEM SOLVING APPROACH TO STREET PROSTITUTION IN PRESTON

PRESTON POLICE DEPARTMENT, LANCASHIRE, UNITED KINGDOM, 2003

- THE PROBLEM:** Street prostitution and nuisance created by kerb crawlers soliciting women from their vehicles created a highly visible problem in and around the Deepdale and Ribbleson areas of Preston affecting the quality of life for local residents and businesses. The prostitutes themselves are predominantly drug users and their dependence on drugs has meant that both they and their clients are likely to fall victim to or commit crime.
- ANALYSIS:** Incident logging, reported crime, and consultation with the community and partners were used as indicators of the problem. Letters of complaint and community contact expressed genuine concern and vulnerability amongst the affected communities, which were reinforced by the local media. The prostitute caution register was updated and a street survey was conducted to assess the number of women actively involved in street prostitution, areas they frequented, drug habits, and the numbers of vehicles visiting the area. An Internet site dedicated to kerb crawlers was also discovered and then regularly monitored.
- RESPONSE:** In partnership with the local council, Streetlink, Drug and Alcohol Referral Services and others, the following responses were developed: street design was looked at to limit the movements of visiting vehicles; enforcement on the prostitutes and kerb crawlers; multi-agency partnership responses; Acceptable Behaviour Contracts were introduced to offer offenders the opportunity to address their behaviour; Anti-Social Behaviour Orders were applied for on offenders who re-offended; letters were developed and sent to registered keepers of vehicles visiting the area; an internet Site was monitored and used as a vehicle for discussion; and a media campaign was used to promote positive action.
- ASSESSMENT:** Significant results were achieved when compared with the original benchmarks. Reports/complaints involving a prostitute decreased by 46%; the number of prostitutes on the streets decreased by 71%; and 91% of kerb crawlers who received letters did not return to the area. .
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SCANNING

The current problems roots can be traced back to around 1997 when a small number of young women started to openly loiter and solicit for the purposes of prostitution. At this early stage it

became clear that women involved in these activities were doing so to fund an addiction to drugs with heroin being the preferred drug of choice.

At the time street prostitution was a new

phenomenon to the Preston area and the police themselves had very little experience in these matters. The women quickly learned that offences of street prostitution were not as rigorously enforced as perhaps offences of dishonesty such as theft and shoplifting and in the event of prosecution the penalties upon conviction were less severe and there was no risk of a custodial sentence.

The number of street prostitutes gradually increased and combined with the effects of limited police enforcement and competition for “clients” the geographical location in which the women operated spread from the predominantly industrial areas into the more residential areas.

With the increased presence of street prostitutes there was inevitably an increase in traffic caused by men kerb crawling in motor vehicles aiming to procure the services of the prostitutes. It also meant that members of the public living and working in the area became aware of the problem and as a consequence complaints to the police increased.

The presence of street prostitution also brings with it other associated problems in terms of acquisitive and violent crime. Crime reported by prostitutes is largely property related, however, there are also reports of serious violent and sexual crimes. In one recent incident a kerb crawler very seriously injured a street prostitute in an attack. He repeatedly struck her about the head with a claw hammer in the belief that he had caught a sexually transmitted disease from her. He was arrested and convicted and the prostitute in question, even after such a vicious attack, was seen soon after once again openly soliciting for the purposes of prostitution.

Street prostitution clearly presents legitimate health and welfare concerns for the prostitutes themselves, their clients, and the wider community through the combination of intravenous drug use and sexual activity. As a response to these issues “Streetlink” was formed as a multi-agency response to the presence of “sex workers” on the streets of Preston. Streetlink provides outreach workers in areas in which street-based sex workers operate in Preston. The workers provide befriending,

advice, information and harm reduction services, a weekly drop-in at a Women's Centre and referrals to, and advocacy with other services.

Street prostitution is not something that women will seek to enter into lightly. Their addiction to drugs brings with it a high financial burden and the prostitutes become embroiled in a “chaotic” lifestyle. The majority of street prostitutes have built up large rent arrears and therefore being unable to secure accommodation end up in abusive relationships where they are not only funding their own habit but that of their partners as well. Combined with this is the increased use of crack cocaine, which only serves to increase their financial burdens.

ANALYSIS

Street prostitution in Preston had become so blatant and visible in certain areas that no sophisticated analysis was needed to show that a problem existed. A variety of criteria were used to understand the root causes, the underlying conditions and the nature and extent of the problem.

Complaints

Specific information was obtained in relation to:

- Geographic location
- Time of day
- Day of week
- Nature of complaint
- Extent of problem
- Fears/Concerns

Consultation with Communities

The problem, if anything, seemed even more acute. There was also a degree of apathy and acceptance believing that nothing could be done to improve the situation and that the police were unlikely to take their concerns seriously.

Interrogation of Data Recording Systems

A number of Police recording systems were interrogated which gave some indication of the extent of the reported incidents relating to “prostitute” issues.

- CRS - Incident logging
- Indepol - Crime recording
- Custody Records
- Intelligence reports
- Partnerships

Other organisations and agencies were identified to provide additional information and perhaps an overview of the issues from a different perspective.

Community Safety Department - Preston City Council

The local council was approached for information on their understanding of the issues affecting the problem area and any proposed solutions.

Streetlink

Its aims and objectives are focused more directly at help and guidance of individuals involved in “street sex work” and so provides us with a valuable insight into the issues and problems facing the prostitutes themselves.

Media

The initial sensational reporting of the problem brought the problem to the attention of a wider audience doing little to improve the situation, but rather leading to an increase in “sight seers” and offenders frequenting the area from further a field.

Internet Site - Preston Punters

The discovery of an internet site purely dedicated to Preston and its surrounding area for users of “sexual services” with particular reference to street prostitutes and the “Preston Red Light District (RLD) demonstrated just how wide demand for these services had become. The site itself offers a forum in which users post messages in relation to particular areas, prostitutes, preferences and risks including health concerns and police activity (Appendix D). The site is also used to advertise services available and also provides reports and reviews by users of individual prostitutes.

Police Street Survey

Police officers made direct approaches to the prostitutes and monitored motor vehicles in the problem area. Information was gathered on locations used and the times of the day and night throughout both weekdays and the weekend during which the prostitutes and kerb crawlers operated.

Prostitute Register

This had not been updated for some time and did not contain details of convicted prostitutes active in the area.

Kerb Crawler Register

This was already in existence, but prior to the power of arrest had seen very little use.

Nominals

Identification of the individuals involved and their dependency on drugs.

Results of the Analysis

Location:

Split between Sectors B and D of Central division (Appendix A).
Sector B - Industrial and commercial premises and some residential. Sector B - One of the roads in Sector B is a major route into the city.
Sector D - Made up of entirely residential premises and within five minutes walk of the city centre.
Both areas are established with kerb crawlers who drive around in a very defined route.

Times:

Weekdays - 5pm until the early hours (peak period 7pm-9pm).
Weekends - 7pm until the early hours (peak period 10pm-2am, pub & club closing).
Weekends - Significant increase in males on foot looking to procure prostitute services.

Reports/Complaints

CRS incident logging system showed 249 reported incidents for the year 2001 specifically involving prostitutes. Lone females living or working in the area were particularly vulnerable and there was a genuine fear of being approached and solicited. Drugs paraphernalia, such as used syringes, and spent condoms were commonly found often in sensitive areas like health centre car parks, places of worship and in residential areas where children played. All contributed to a diminishing quality of life.

Nominals

Approximately 90 known prostitutes were known to have been active in the area with as many as 70 regularly. It was not uncommon to find up to and in excess of 12 on the streets at any one time. All prostitutes surveyed stated they were working to fund an addiction to heroin with many also using crack cocaine. The effects of crack cocaine only last minutes and have a fixed street price of £20 per rock leading to habits well in excess of £80 per day. The resultant financial burden on the addict could only be addressed by increased activity on the streets causing soliciting to become more blatant and proactive. There were reported incidents of prostitutes jumping into stationary vehicles at traffic lights and junctions uninvited.

Vehicles

The numbers of vehicles visiting the area purely to solicit women was difficult to quantify, but officers were amazed at the volume of traffic in a quiet residential side street not normally used as a thoroughfare. At this time the weight of vehicular traffic was more easily likened to peak time commuter levels than a quiet side street.

Crime

Prostitutes and their 'clients' were vulnerable to crime in terms of physical and sexual assaults, robbery, theft and even blackmail. Many incidents went unreported since the men were unwilling to state the circumstances leading them to become victims of crime, and the prostitutes fell victim to criminal associates known to them. Members of the public were also

vulnerable as evidenced by one particular incident involving an aggrieved suffering from Downs Syndrome. The aggrieved was subject of a robbery during which he was bitten by a known prostitute and intravenous drug user resulting in the aggrieved needing regular blood tests for the next two years.

Pimping and Child Prostitution

An area of main concern identified was that of "pimping" by organised criminals and the phenomenon of child prostitution. In both cases there was no evidence found that Preston suffered from either of these problems.

Root Cause

Undoubtedly it is the prostitutes' dependence on drugs. The majority of prostitutes are convicted criminals who historically favoured shoplifting as a means of funding their addiction. However, store detectives using CCTV and security tagging now carefully police shoplifting. As a result, offenders receive custodial sentences. Prostitution offers drug users an alternative means of funding their addiction, which has often seen only sporadic enforcement by the police and little punishments by the courts.

Project Objectives

As the problem itself is multi-faceted then the objectives of the project are widespread and reflect this:

- Public Reassurance/Satisfaction - Addressing the fear of crime and the apathy towards the police.
- Reduce crime
- Reduce levels of street prostitution
- Elimination of street prostitution from residential areas
- Reduce levels of kerb crawlers
- Education of kerb crawlers
- Address drug misuse through use of partnerships
- Increase personal safety of prostitutes
- Promote safe sexual practices through partnerships
- Health screening for prostitutes
- Prevent the emergence of organised

“pimping” thereby preventing members of the criminal fraternity living off the immoral earnings of others

- Prevent phenomenon of child prostitution
- Continually review and tailor approaches to any changing circumstances

Success Criteria

- Comparison of figures for numbers of complaints/reports involving known prostitutes.
- Comparison of figures for numbers of prostitutes working on the street.
- Management of geographic location with particular emphasis on residential areas.
- Analysis and evaluation of kerb crawler letters database.
- Analysis and evaluation of all tactics and initiatives.

RESPONSE

Best Practice

Other police forces, such as Cleveland and Greater Manchester, were contacted with a view to establishing a “best practice” approach to the problem.

Prostitute Register

Fully updated showing details of both convicted common prostitutes and prostitutes who had received either one or two on street cautions in the preceding twelve-month period.

Communities Against Drugs

Funding was secured from CAD monies towards the cost of police enforcement and the provision of drug referral services to be delivered at the time of arrest at Preston custody office by Drug and Alcohol Referral Services.

Drug and Alcohol Referral Scheme

A member of staff from the Alcohol and Drug

referral services was in custody at selected times to provide advice and support for any prostitute arrested.

Street Design

Working in partnership with Preston City Council community safety department a scheme to implement traffic diversion measures was introduced on two of the residential streets affected by the problem and commonly used as part of a circuit by kerb crawlers. The roads were physically blocked with paving, kerbs and bollards disrupting the natural circuit of the kerb crawlers (Appendix A).

Media

The local and regional media were fully briefed at the commencement of the initial period of enforcement which helped ensure that reporting was more balanced and accurate, avoiding sensationalism and promoting public reassurance. The use of a radio media campaign, based on the success achieved at Cleveland Police, was considered. Our colleagues at Blackburn, however, pursued this tactic. They commissioned our local radio station, Rock FM, to deliver a strong crime prevention message to kerb crawlers. This initiative served both Blackburn and our own purposes equally well and it was decided not to pursue a duplicate campaign.

Acceptable Behaviour Contracts

Developed for use with any persons arrested as part of the enforcement campaign. The contracts (ABCs) although without legal implications gave offenders the opportunity to enter into a contract to address offending behaviour without the need to resort to more rigorous legal remedies. Contracts were developed, for both prostitution and kerb crawling, each with their own prohibitions.

Anti-Social Behaviour Contacts

ASBO applications were taken out against seven of the prostitutes who had regularly and blatantly breached the ABC’s. These are currently on appeal at the High Court.

Training Package

Developed for delivery to all police personnel involved in the operation to ensure a high quality input and to regulate police activity. Certain guidelines, procedures and documentation were introduced to assist in evidence gathering and to ensure best practice and uniformity (Appendix B).

Street Link

Meetings were held with the Street Link forum and notice was given of the impending police operation. Certain areas of concern and potential conflict were discussed and agreement on common ground was reached.

Condoms

Condoms supplied to street prostitutes by the Street Link outreach workers were not to be used as evidence in proceedings against prostitutes. It was vital to ensure that the women were encouraged to adopt and maintain safe sexual working practices.

Residential Areas

Co-operation was sought with Street Link to encourage their contacts through outreach and the Women's Centre to educate women not to operate in residential areas.

Women's Centre

Situated on New Hall Lane and open on weekday evenings, this is a vital contact for Street Link. A working understanding was reached that no women would be targeted or kept under observation in the immediate vicinity of the centre, so as not to discourage attendance. It was however stressed that the premises should not be seen as a place of refuge for persons wanted in relation to other matters.

Magistrates Court

An arrangement was made with Preston Magistrates Court, Preston Custody Office, and the Crown Prosecution Service to have a dedicated session for Operation Kerb defendants

on the Friday afternoon session each week, aimed at improving potential for maximising reporting possibilities.

Letters

Following contact with other forces using this tactic, a letter was developed which would be sent to the registered keeper of any vehicle seen frequenting the problem area. The letter takes the format of an educational address to the keeper explaining the police activity and the problems affecting the area, whilst not making specific allegations. A duty log was created thus enabling evidence gathering for vehicles sighted on numerous occasions in the problem area (Appendix C).

Enforcement

Enforcement in the problem area followed distinct phases with each phase being assessed for its validity and effectiveness.

Phase One

Plain Clothed officers targeting prostitutes and kerb crawlers. Action was taken once evidence was obtained of women getting into a motor vehicle and moving off.

Prostitute - Arrested (if applicable), charge, DNA taken and offer of ABC.

Kerb Crawler - Arrested, interviewed, caution/charge, DNA taken and offer of ABC. Letter sent to any vehicle seen frequenting the problem area.

Phase Two

Plain clothed officers targeting prostitutes for loitering and soliciting. A zero tolerance approach was implemented and any women present were arrested. A duty log was created to assist in evidence gathering for prostitutes loitering (Appendix C). The aim was to ensure a prolonged period when there was little or no presence of the prostitutes openly working on the street.

Prostitute - Arrested (if applicable), charge,

DNA taken and offer of ABC. Introduction of bail conditions not to enter the problem area and observe a curfew. Breaches of bail rigorously enforced.

Kerb Crawler - Any men caught soliciting were arrested. Letter sent to any vehicle seen frequenting the problem area.

Phase Three

Enforcement was targeted purely at residential areas and any new area where street activity was identified preventing displacement to new geographic locations.

Letters were sent to vehicles seen frequenting the area. All recipients of letters were entered on a database enabling repeat offenders to be identified. Actions against repeat offenders will involve a high visibility stop, on street warning and an INTEL entry. Subsequent offending will lead to arrest. Additional measures may include the seizure of vehicles used in the commission of an offence, naming and shaming and ASBO applications.

Internet Site

The Site was regularly monitored so as to provide first hand information from the actual 'service' users in relation to current trends, i.e. times, locations, areas of interest and active individuals. This enabled us to focus our enforcement strategy accurately.

The site was also used as a vehicle to promote discussion on certain issues including police activity and strategies in use at the time. This was achieved by posting topics or replies on the forum message board relating to experiences of the "punter" in the "Preston RLD" (Appendix D).

Other Tactics

There has been a number of other tactics that have been considered and assessed without actually being implemented. Certain tactics may still be of use in the future whereas certain others have been deemed inappropriate to our circumstances (Appendix E).

ASSESSMENT

Tactical Assessment

Alcohol and Drug Referral Scheme

The notion that all arrested persons coming into custody were given the opportunity then and there to meet with a drugs worker from Alcohol and Drug Referral services seemed a common sense approach to introducing users to their services. In reality however this proved to be misguided and there was actually no take up of the services on offer.

Letters

These gave an insight into the numbers of vehicles frequenting the area and also where they had travelled from (Appendix F). To date 425 letters have been sent out. Of this figure there have been only 37 repeat offenders, equivalent to 8.7%.

Media

Compared to the sensationalist reporting at the outset of the operation where the problem was branded "Streets of Shame" the reporting is now far more balanced (Appendix G) and reflected police activity in the area as was evident in the article "Kerb It!" 31st December 2002 (Appendix H).

ABC's

All kerb crawlers arrested signed up to an ABC and there has not been one recorded breach of contract at the time of writing.

In respect of prostitutes a significant proportion declined to enter into the contract and in any event without exception all contracts were breached and those who declined also continued with their offending behaviour.

Evidence of an unwillingness to enter into a contract or indeed a breach was found to be good evidence in making the case for the Anti Social Behaviour Orders.

ASBO'S

Although initially unsuccessful at court, out of the 7 applications only 2 of the prostitutes continue to work in the area although less frequently.

Enforcement

Phase One: Proved time consuming and labour intensive in terms of evidence gathering, although once kerb crawlers were actually arrested they did not return.

Phase Two: The aim to ensure a prolonged period of little or no presence of prostitutes on the street was successfully achieved. This had an impact on the kerb crawlers who when driving around the area found a lack of prostitutes. This enforcement could only be maintained for a relatively short period of time, however, when the prostitutes returned there were less of them and their behaviour was a lot less blatant and proactive.

Phase Three: Zero tolerance in residential areas proved very successful with there now being little or no prostitutes working in these areas.

During the period February 2002 to June 2002 a total of 60 arrests were made involving prostitutes and 28 arrests made of men kerb crawling. Out of the total of 60 arrests made for prostitution offences there were 29 separate street prostitutes, with one particular prostitute being arrested on six separate occasions.

Results Reports/Complaints

Number of reports/complaints for year 2001 involving a prostitute = 249.

Number of reports/complaints for year 2002 involving a prostitute = 133.

This figure represents a reduction in prostitute related complaints of 46%

Geographic Location

There have been 2 specific goals in relation to the geographic location in which street prostitution occurs:

1. Eradicate street prostitution from residential areas.
2. Prevent displacement to neighbouring residential areas.

Both of the aforementioned goals were successfully achieved with the net result that there has been no displacement or growth of the problem area, and the problem is no longer prevalent in the residential areas.

Street Survey

At the outset of the operation there were approximately 70 prostitutes regularly active. Currently there are approximately 20 prostitutes regularly active, a reduction of 71%. At the outset of the operation on a weekday evening between 5pm and 9pm you would have seen 10 to 12 prostitutes at any one time. Currently you will see 2 to 3 prostitutes and it would not be unusual to pass through the area and not see any.

Crime

Although the Operation was not strictly tailored to address crime issues other than sexual offences it is worth analysing the effect on the crime figures in general for the area. Such analysis may then give some insight into the relationship between reductions in the levels of street prostitution and the improved levels of public reassurance with reported crime (Appendix J).

Street Link

The Street Link multi agency approach continues to provide quality contact with the workingwomen through both their sessions at the women's centre and outreach work.

Street Links own annual report gives a full

insight into their work and achievements (Appendix I).

The police now enjoy a very honest and constructive working relationship with Street Link, which has also seen the open exchange of information in relation to safety issues, and “Dodgy Punters.”

Public Reassurance

No specific test of public reassurance was devised at the outset of the operation or indeed since. However several indicators can be viewed which gives an insight into any perceived improvement. Such indicators include reported incidents, letters of complaint, feed back from the community and local media coverage. All indicators suggest there has been an improved level of public reassurance and a recognition that the negative impact of street prostitution has diminished.

Internet Site

An insight into the current state of the Preston 'street scene' can be seen in a post from December 2002 entitled: Preston RLD—Alas—has it gone forever? (Appendix D)

Child Prostitution

There remains no evidence or intelligence to suggest the presence of child prostitution the streets of Preston.

Organised Crime and Pimping

There has been no evidence or intelligence to suggest the emergence of the involvement of organised criminals in street prostitution. There are however still women involved in street prostitution who support both their own and their partners drug habits.

Value for money

It was recognised at an early stage that the operation needed to be sustainable without dependence on high levels of staffing and the need for additional funding. Funding from C.A.D. enabled the staffing of the Alcohol and

Drug Referral interventions, the overtime incurred during the initial phases of zero tolerance enforcement and legal costs involved in the anti-social behaviour order applications.

Alcohol & Drug Referral Services	£7639
Overtime on enforcement	£26753
Legal fees	£ 9878
Total	£44270

Having successfully made an initial impact it has been possible to vary the responses used in order to maintain the progress made and gradually introduce new initiatives without the need for further funding.

The streetlink agencies are self-funded by their own operational bidding processes and to date have been very successful at maintaining and acquiring additional funding streams.

CONCLUSION

The operation during its first 12-month period has proved to be a huge success as can be seen from the reductions in reported incidents and the number of active street prostitutes. There is however, a need to guard against complacency as when so many young women find themselves addicted to class A drugs, the lure of street prostitution to fund their addiction will always be strong. The current situation that we have now reached is far more manageable both in terms of policing and delivering support services to the workingwomen.

The intended use of certain tactics under development including the Special Constabulary (Appendix E) will ensure that the management of the problem is in safe hands with an increasingly limited role for front line policing.

REFERENCE LIST

No academic sources were consulted.

AGENCY AND OFFICER INFORMATION

This problem-solving initiative was adopted by the division. As the problem was split between two sectors of the division officers from both

sectors took an active part in the policing of it.

No training was given in problem-orientated policing before or during the project. However, as part of an officers initial training on joining the police extensive training is given in this area. No additional incentives were given to officers engaged in problem solving.

Other police forces who had similar projects were contacted in order for us to manage this initiative.

No issues or problems were identified with the problem-orientated policing model.

Financial resources committed to the project are outlined above in 'Value for Money'. Resources in terms of personnel took the form of approximately 20 officers working on funded overtime and two Community Beat Managers who managed and policed the initiative as part of their duties.

FOR MORE INFORMATION

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APPENDICES

APPENDIX A - Map of geographic location APPENDIX B - Prostitute & kerb crawler guidelines

APPENDIX C - Duty Logs

APPENDIX D - Exerts from Internet site

APPENDIX E - Other Tactics

APPENDIX F - Kerb crawler breakdown

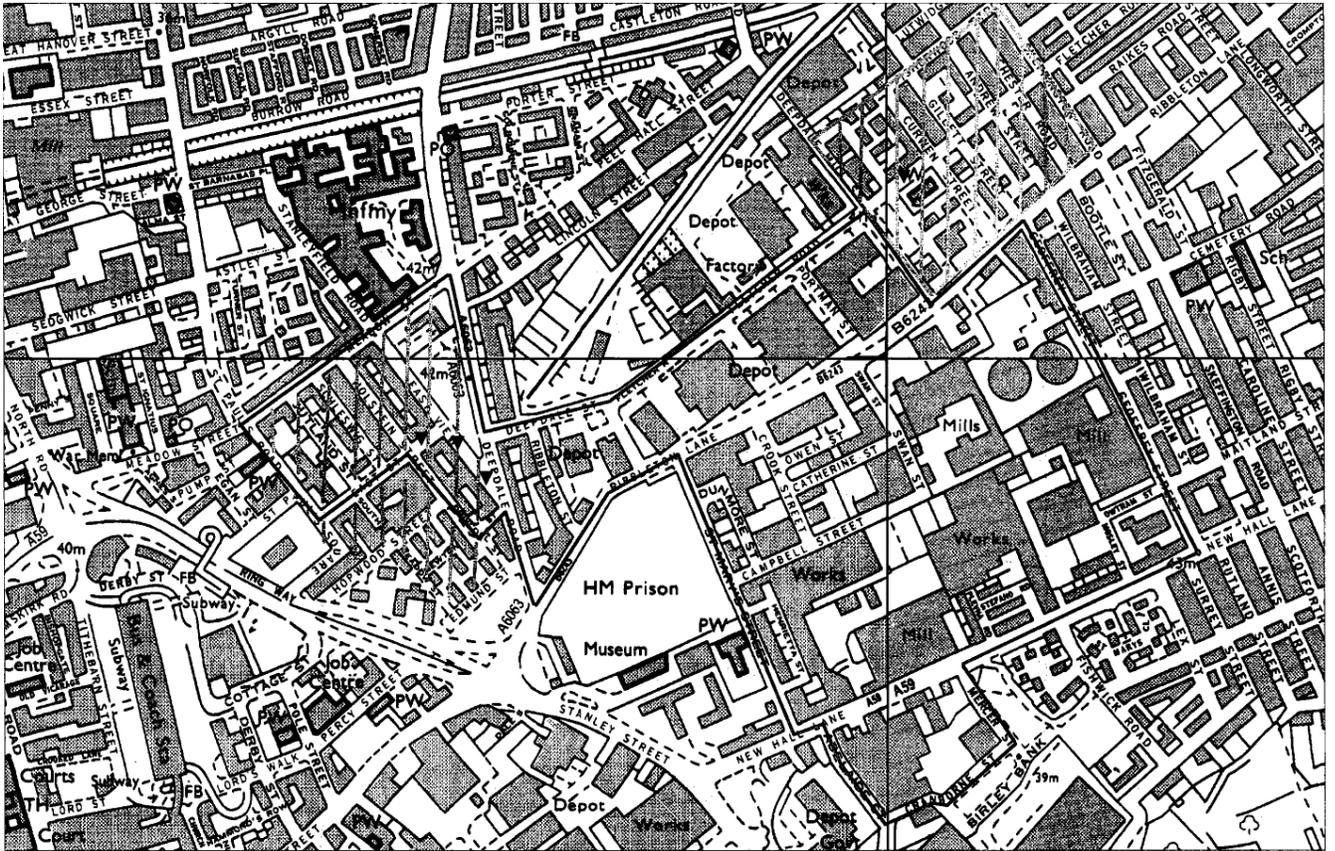
APPENDIX G - LEP article

APPENDIX H - LEP article dated 31st December 2002

APPENDIX I - Streetlink report

APPENDIX J - Crime figures

Appendix A: Operating Area of Preston Prostitutes



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APPENDIX B: Prostitute and Kerb Crawler Guidelines

PROSTITUTE- PROCEDURES

Prostitute Caution Book

- Held in Communications at Preston D.H.Q.
- Contains alphabetical list of convicted 'common prostitutes'
- Contains alphabetical list of prostitutes with on street cautions
- Offences must be witnessed by 2 officers for corroboration
- Record specific evidence in relation to street caution in pocket note book
- Prostitutes with 2 on street cautions in the proceeding 12 month period can be arrested and charged

Common Prostitute

The word 'common' means the prostitute has either been previously convicted of 'loitering or soliciting as a common prostitute' or she has been cautioned for such conduct

Offence of Loitering

The offence of loitering may initially seem more difficult to prove, as it need not involve any obvious physical behaviour or gestures. Evident needs to be shown of the 'common prostitute' loitering.

Loitering is defined in the dictionary as 'dawdle or linger idly about a place, proceeding with frequent pauses'. It is important to evidence the loitering and persistence of their behaviour. This should ideally be supported by evidence of the prostitute showing an interest and/or looking into passing motor vehicles.

Offence of Soliciting

In practical terms if a prostitute is seen waving, calling out, stepping towards and/or entering a motor vehicle it is fair to say that there is sufficient evidence of soliciting.

Arrest

When there is sufficient evidence of either loitering or soliciting, positive action should be taken to administer an on street caution if appropriate and in all other instances ARREST

Procedures following Arrest

- No interview is necessary
- Charge with appropriate offence- Loitering/Soliciting
- Fingerprint, photograph, DSU 74 Antecedents and D.N.A.
- Consider bail conditions eg not to enter a defined area (the problem area)
- Complete 'Vulnerable Persons' log for prostitute
- Consider INTL submissions

File and Evidence

- Mark 'Kerb' on top of MG1
- Include prostitute duty log in Unused material if used and forward copy to PC 1972 Pearson and PC 1842 Armes
- Include Pro forma MG5 on file

KERB CRAWLING- PROCEDURES

Kerb Crawling - Solicit woman from a Vehicle

The offence is committed when a man solicits a woman or different women from a motor vehicle. Or in the immediate vicinity of a motor vehicle, from which he has just disembarked. In a street or public place. Persistently or in such circumstances as to be likely to cause annoyance to the woman/women solicited OR NUISANCE TO ANY OTHER PERSONS IN THE NEIGHBOURHOOD.

The offence is now an ARRESTABLE OFFENCE

Actions

- A duty log witnessed by 2 officers for corroborative purposes will be completed recording sightings of vehicles in the problem area. (ideally restricted to vehicles with a lone male driver not engaged in legitimate business eg taxi or takeaway delivery)
- Letters will be sent to the registered keepers of vehicles seen frequenting the problem area, and a database maintained.
- Repeat visitors (letter previously sent) will also be logged and a database maintained
- Repeat visitors will be stopped by uniform patrols and warned re 'Kerb Crawling Issues'. A record will be kept in the Divisional log held in Comma. and a database created.
- Intelligence (INL) should be submitted on persons warned re 'Kerb Crawling' including vehicle details and physical description of offenders.
- Offenders witnessed actively soliciting women and/or picking up prostitutes should be ARRESTED.

KERB CRAWLING, PROCEDURES FOLLOWING ARREST

- Interview of detained person in accordance with P.A.C.E.
- Recommend means of disposal by Instant Caution where appropriate (admits offence and no previous cautions/ convictions)
- Fingerprint, Photograph, DSU 74 antecedents and D.N.A.
- Offer the offender the opportunity to sign an A.B.C. (Acceptable Behaviour Contract)
- Submit Crime Report
- Submit INTL entry

FILE AND EVIDENCE

- Mark 'KERB' on top of MG1
- Include Duty Log in unused material if available and forward copy to PC 1972 Pearson and PC 1842 Armes
- Include pro forma MG5 on file
- Mention any previous letters and/or warnings on confidential information. MG6
- Consider application for forfeiture of vehicle (in case of persistent repeat offending)

THINK INTL

APPENDIX D: Exerts from Preston Punters Internet Site

Preston RLD

November 30 2002 at 12:07AM

Hi everyone

Can anyone tell me where the action is round the Preston RLD, how much (roughly) a punt costs and where the girls take you to do the deed.

RLD first timer

****POLICE INPUT****

May 23 2002 at 1:05pm

First time visitor to preston RLD on recommendation. V worried, just cruising around, next to no girls. After about half an hour pulled by plod.

They said I was kerb crawling and said a letter would be going to my home address.

Is this the norm? after this I won't be returning there. Anybody any other ideas?

Shaley

Preston RLD- Alas has it gone forever?

December 16 2002 at 12:56pm

I think that the Police must be very pleased with themselves??? They have, surely, almost totally achieved their objective in Preston??? From my experience, over several years, the street scene around Fletcher Rd - St Marys St - East View and New Hall Lane seemed to go into rapid, terminal decline after Fletcher Rd was cut in half. Over the last year I have occasionally checked out the area & hardly ever seen more than 1 girl, in total, around the entire area, at mid evening time where in previous years there would be at least a dozen. Has the area moved? I haven't got any clues off this site that it has?

I have reluctantly given up on the Preston Street Scene (well done Mr Plod - I can only admire your persistence) & last week had my first ever "pre-booked" "incall" at 3 times the cost but a safer & more reliable arrangement I guess. I trust that this is not now going to be targeted.

PLOD LETTER

December 24 2002 at 3:41 PM

Anyone else received a letter off our friendly plod?

I got one saying my car was seen in the rid....is there any follow ups to these letters?

BE VERY CAREFUL GUYS

APPENDIX E: Other Tactics

Naming and Shaming - A legitimate tactic however deemed only appropriate for use with persistent repeat offenders.

Street Signs - Consideration of the use of warning signs in the problem area targeted at kerb crawlers. Concern this would receive mixed reception from residents and businesses that might feel this 'brands' the area. Extensive research and consultation required.

ANPR (Automatic Number Plate Reader) - This system can be used in two ways:

1. To record all vehicles passing through a certain point and to generate a list of vehicles frequenting the area. This would assist in the generation of warning letters but would be non discriminatory and would lead to increased numbers of legitimate persons being sent letters.
2. To record details of repeat kerb crawlers with warning markers to identify persistent repeat offenders.

Kerb Crawler Education Course - A course designed to educate, challenge and raise awareness of the issues created by street prostitutions and the communities affected by the problem. The course would be offered as an alternative to prosecution and would be financed by the offender. The course would be developed and delivered by partners such as the Probation Service and member agencies of Streetlink. Suitable persons to attend would be identified by the Police.

Special Constabulary - In recognition of the need to offer an affordable, quality service it was recognised that the burden of enforcement could not be met by funded overtime or regular Community Beat managers alone. Following a training campaign and period of mentoring it is hoped that the responsibility for day-to-day enforcement can be taken on by the volunteers of the Special Constabulary.

Millennium Volunteers - This group of community based volunteers could be used together with a targeted phase of street enforcement to provide a high visibility presence in the problem area. The presence of the volunteers reinforces a community message to 'reclaim' the streets and will attract strong media interest.

Street Workers Education Course - This course would be offered as a alternative to the Criminal Justice System. The course would aim to introduce a range of topics including safety issues, health issues and community awareness. At the same time it would offer direct access to support agencies. Funding would need to be fully explored and the content and delivery would be developed through partners.

APPENDIX F- Kerb Crawler Breakdown

An analysis of the letters database has given us an insight into how far kerb crawlers will travel to procure the services of street prostitutes. As the letters were sent to the registered keeper of the vehicle we have also found that kerb crawlers will use their company vehicles and also hire vehicles.

PRESTON AREA	TOTAL	LANCASHIRE	TOTAL	OTHER NW	TOTAL	OTHER	TOTAL
PRESTON	154	ACCRINGTON	7	CUMBRIA	8	BERKSHIRE	
BAMBER BRIDGE	12	BLACKBURN	16	CHESHIRE	16	BUCKINGHAMSHIRE	
BARTON	1	BLACKPOOL	20	MANCHESTER	7	CAMBRIDGESHIRE	1
FRECKLETON	2	BOLTON	3	MERSEYSIDE	11	CORNWALL	2
GOOSNARGH	1	BURNLEY	1			DERBYSHIRE	2
HOGHTON	4	BURY	1			DORSET	1
HUTTON	1	CARNFORTH	3			HERTFORDSHIRE	2
LEYLAND	17	CHORLEY	12			HUMBERSIDE	1
LONGRDIGE	3	CLITHEROE	2			LEICESTERSHIRE	2
LONGTON	4	COLNE	2			MIDDLESEX	3
LOSTOCK HALL	9	DARWEN	2			NORFOLK	1
PENWORTHAM	18	FLEETWOOD	2			NORTHAMPTONSHIRE	1
RIBCHESTER	2	LANCASTER	6			SCOTLAND	3
TARLETON	3	LYTHAM ST ANNES	7			TYNE & WEAR	1
WARTON	1	MORECAMBE	6			WALES	1
		NELSON	1			WARWICKSHIRE	1
		POULTON	2			WEST MIDLANDS	10
		ROCHDALE	1			WEST SUSSEX	1
		SKELMERSDALE	1			WILTSHIRE	2
		THORNTON CLEVELEYS	5			YORKSHIRE	6
		WIGAN	7				
TOTAL	232	TOTAL	107	TOTAL	42	TOTAL	44

Preston and surrounding area 54.5%

Lancashire 25.2%

Other North West 9.9%

Other 10.4%

Private Vehicles 82.2%

Company Vehicles 12.2%

Lease Hire Vehicles 5.6%

As can be seen from the figures the majority of kerb crawlers who have visited the area live in Preston and its surrounding area and a large majority use their own vehicles.

The figure for "OTHER" of 10.4% is made up predominantly of company vehicles and lease hire vehicles. Kerb crawlers who use company vehicles, in a lot of cases, are initially visiting Preston on business. In terms of lease hire vehicles the registered keeper comes back as their head office so it does not necessarily mean that the user of the vehicle has travelled a great distance.

Six-hour swoop on kerb crawlers



CLEANING UP SLEAZE Police talk to a suspected kerb crawler in Preston's red light district

By Sonja Karisen

POLICE swooped on kerb crawlers in a bid to clean up Preston's sleazy sex industry.

Officers questioned men caught behind a disused industrial unit off New Hall Lane in Preston - the city's notorious red light district.

One man was clocked five times in 30 minutes in the same area; he was eventually cautioned.

Police observed dozens of motorists circling the Deepdale area during the six-hour swoop.

Warned

It was the latest round of Operation Kerb - an ongoing scheme to rid Deepdale of its sex-for-sale industry.

Today officers warned drivers there was nowhere to hide.

The latest phase of the operation, which was carried out on Saturday and Sunday night, focused on the kerb-crawlers themselves.

Dozens of motorists will come home



CLAMPDOWN: How the Evening Post reported Operation Kerb

increase in the number of cars cruising around the main route, including Ribbleton Lane, St Mary's Street, New Hall Lane, Geoffrey Street and the St Paul's Road area.

One man, who was caught five times in half an hour driving round looking at

the powers to arrest and charge people for soliciting and say they will not hesitate in starting criminal proceedings, where crawlers will be named and shamed in court.

Last year, the Lancashire Evening Post launched a sex campaign which looked at Preston's sex industry including kerb crawlers and prostitution.

Today PC Gareth Pearson, a community beat officer in charge of Operation Kerb, said: "Four years ago we started seeing street prostitution on small scale at first.

"Then it grew and as the number of girls increased there was competition for customers in the area, which has spread because of police enforcement

"We have had a lot of complaint from residents in the recent past about prostitutes and trafficking becoming real nuisance.

"It even got to the point where girls could not walk along the street alone a night without people thinking they were looking for business. Obviously we do not want this kind of behaviour

"We are pleased that the residential area is quieter than it used to be. We do

KERB IT!

Vice clampdown sees 300 drivers on the shame list

KERB crawlers are being swept from the streets of Preston in the biggest crackdown of its kind, it emerged today.

The drive to clean up the "Deepdale Triangle" has been hailed a huge success by police bosses in the city.

Dozens of men arrested for kerb crawling

have signed agreements not to return, and complaints from residents in the area have plummeted.

Now more than 300 cars seen cruising the area for prostitutes have their details banked on a special police database.

And today Supt Irene Curtis warned: "Operation Kerb will continue."

® Full story - Page 5

Curbs on vice trade drive message home

Police clampdown sees fall in prostitution nuisance

A PURGE on kerb crawlers in Preston has been declared a massive success.

Operation Kerb was launched in February to calm residents' fears about the level of prostitution in areas near Fletcher Road, dubbed the "Deepdale Triangle."

The police-led initiative took advantage of new laws which allowed tougher sentences for kerb crawlers.

Persistent offenders were warned they face five years in prison as well as being named and shamed in the press.

And the message appears to have got through.

New figures handed to the Evening Post show incidents of prostitution and kerb crawling have decreased.

In the six-month period from February to July, 500 drivers were arrested for vice.

Twenty eight of these were kerb crawlers and, as a result, one man was prosecuted and the rest signed "acceptable behaviour contracts", agreeing not to return to the area.

52% of those arrested were from Preston and outlying areas such as Walton-le-Moors and Ribblesdale.

By Steven McDade

had their registration details noted.

Letters were then sent out warning these people to stay away from vice

Over the same period, complaints from residents concerned at levels of prostitution are down 67%.

Preston Police are also awaiting the result of seven applications for anti-social behaviour orders against prostitutes who re-offend regularly.

Supt Irene Curtis, operations manager for Preston Police, said: "We are very pleased with the results so far in relation to Operation Kerb, which seems to be working and having a positive impact on the community."

Targeting

"Operation Kerb is continuing and enforcement will be particularly increased against repeat offenders, prostitutes and repeat offenders."

Supt Curtis said that new initiatives being introduced to Operation Kerb included officer training to deal with vice issues.

Another scheme is an education programme targeting kerb crawlers to teach them the issues surrounding prostitution.

C. if.rrl.n...a ward commander



SUPT IRENE CURTIS; Pollee pleased with The results so far

complaints now. I have driven about that area and overall there seems to be fewer prostitutes in places like East View, around Kwik Save, and Deepdale.

"We had a serious problem there but we changed the flow to make it harder for kerb crawlers to stop."

But Coen Afrin warned the war to dean up the city was not won and had to be fought on many fronts.

Measures

She said: "I'm sure I have no doubts

COON VERONICA AFRIN: Battle victories hot the war is not yet over

vices- including care workers on the streets-who try and help these girls get treatment to get their lives right.

"Many of them have pimps as boyfriends who push them out there; they are on drugs.

"It's important to remember that these girls aren't earning good money and quite often they are abused by me."

"The girls on the street are at the bottom of this chain.

"Part of the problem that we need

APPENDIX I: Streetlink Report to Preston Community Safety Partnership Jan - Dec 2002

Introduction

Streetlink provides outreach workers in areas in which street-based sex workers operate in Preston. The workers provide befriending, advice, information and harm reduction services, a weekly drop-in at the Women's Centre and referrals to, and advocacy with other services.

Milestones

- The Partner agencies that constitute Streetlink met five times during 2002 in the Streetlink Forum. Since early 2002 the police have become a regular presence at the Forum. This has enabled an exchange of information and views as to the differing perspectives and approaches to the presence of street based sex workers in Preston.
- The resulting greater understanding and co-operation between Streetlink agencies and the Police enabled Streetlink to play a 'go-between' role between the Police and clients during Operation Kerb. This operated within appropriate confidentiality guidelines and policies.
- During this reporting period there have been two street based outreach sessions per week, each with two paid workers and a drop-in at the Women's Centre, also with two staff. Outreach workers also attend supervision, team meetings, training days and the Streetlink forum.

Outputs and Outcomes

Between Jan and 31st Dec 2002 Streetlink made 720 contacts with women engaged in prostitution in Preston.

At least 52 people were offered advice information and support. Outreach workers made 57 referrals to other agencies to address substance misuse.

Outreach and drop-in workers continued to provide support, advice, information, referrals and advocacy. Examples of situations or issues brought up include:

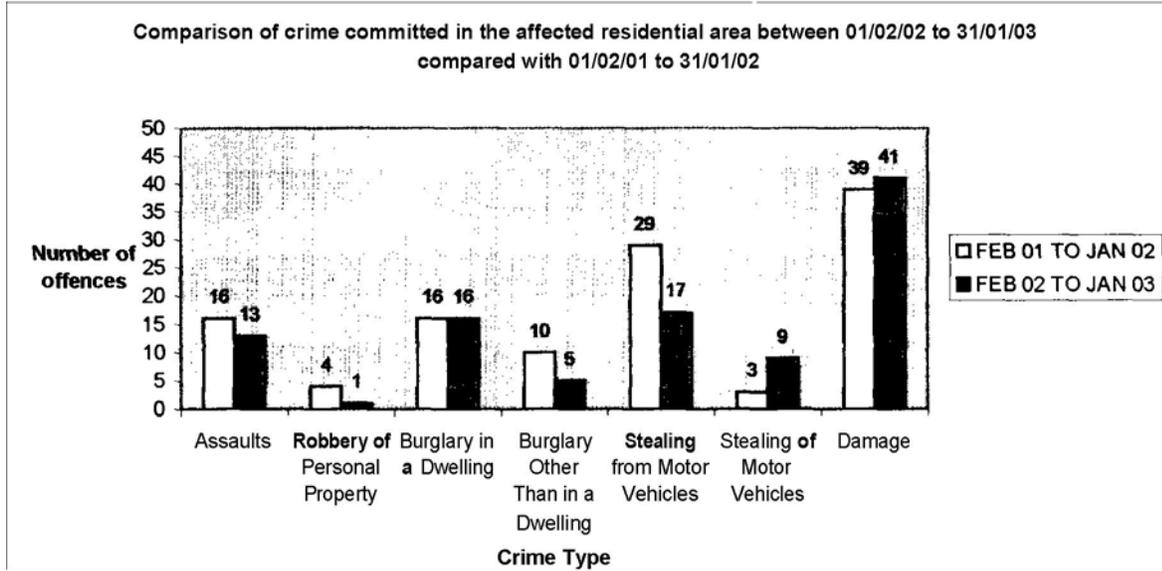
- Health screening for Hep C infection.
- Advice over implications of ABCs and ASBOs and Policing issues.
- Referral to Community Drugs Team and waiting lists.
- Infections from injecting, and hospital services.
- Drug use especially heroin and crack cocaine.

Streetlink Contacts by session 2002

Quarter Ending	Tuesday	Wednesday	Thursday	Advocacy	Total
March	59	59	59		177
June	66	59	44	4	173
September	62	90	52	6	210
December	29	86	36	9	160
Yearly Total	216	294	191	19	720

Appendix J: Crime Committed in the Affected Residential area between 01/02/02 to 31/01/03 compared with 01/02/01 to 31/01/02

All crime reported over the last 2 years in the affected residential area, has been analysed. The chart below shows the type of crime committed in the two areas and the number of offences committed during both periods. (Please refer to Appendix A to view the two affected residential areas).



Offences Against the Person

Assaults and robberies have both decreased during the last 12 months. Over the last year assaults in the division have actually increased however this has not been the case in these 2 areas. Robberies have seen a large decrease with only 1 offence reported over the last 12 months.

Burglary

There has been no increase in the number of Burglary in a Dwelling offences over the last year. However, there has been a 50% reduction in the number of Burglary Other Than in a Dwelling offences.

Vehicle Crime

Stealing from Motor Vehicle offences have dropped by 41% in the last 12 months. There has been an increase in the number of vehicles stolen and damaged.

Damage

There has been a slight increase in damage offences, which is attributed to the increase in vehicles damaged.