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**CABINET RESPONSE TO REPORT OF COMMITTEE RE:**

**'A REVIEW OF MULTI-AGENCY APPROACHES TO TACKLING SEX WORK/  
PROSTITUTION'**

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**Purpose of Report**

1. The purpose of this report is to provide Members with an overview of the Cabinet response regarding the previous Committee's scrutiny review of multi-agency approaches to tackling sex work/ prostitution.

**Background**

2. At its meeting of 12<sup>th</sup> May 2011, the Community and Adult Services Scrutiny Committee agreed a Task & Finish group to carry out 'A Review Of Multi-Agency Approaches To Tackling Sex Work/ Prostitution'. This report provides background information about the Inquiry and outlines the next steps in the process.
3. The Committee agreed the following Terms of Reference for the task group:
  - To obtain an understanding of sex work/ prostitution and its historical, political, social and cultural complexities.
  - To gain an understanding of the current situation with regards to sex work/prostitution in Cardiff, in terms of the issues for sex workers/ prostitutes and communities and in terms of the services provided for sex workers/ prostitutes.
  - To examine different approaches taken by local authorities, statutory partners and third sector partners in the U.K. to dealing with sex work/ prostitution and identify the impact of these approaches on local

authorities, statutory partners (such as police and health services), sex workers/ prostitutes, and other citizens.

- To ensure that the following issues are explored as part of the above work: substance misuse; sexual health; mental health; health & safety; and pathways to dealing with trafficking for sexual exploitation.
- To scrutinise any proposals for tackling sex work/ prostitution in Cardiff that come forward during the life of the Inquiry, utilising the findings of the above exercises to inform the scrutiny.
- To make informed recommendations to all relevant parties on the most appropriate approach to sex work/ prostitution in Cardiff considering its impact on the local authority, health services, sex workers/ prostitutes, and other citizens.
- To refer any evidence that emerges as part of this Inquiry regarding children aged under eighteen involved in sexual exploitation and abuse to the Children & Young People Scrutiny Committee.

4. Following initial evidence gathering for this Inquiry, Members agreed to refine the scope to focus on women involved in sex work/ prostitution. This is not to negate the experiences of men or transgender individuals involved in sex work/ prostitution but a reflection on the fact that their needs differ significantly from those of women involved in sex work/ prostitution and subsequently require different solutions and service provision. It became apparent to Members that the Inquiry would not adequately cover all these areas; hence Members decision to narrow the scope.

5. Members of the Task & Finish group were:

- Councillor Ralph Cook (Chair)
- Councillor Jacqui Gasson
- Councillor Geraldine Grant
- Councillor Martin Holland
- Councillor Lyn Hudson
- Councillor Jaswant Singh

6. As part of this inquiry, Members heard from a range of projects and frontline workers involved in providing services to women involved in sex work/ prostitution, including:

- **Liz Amritti** - Operations Manager, Safer Wales
- **Jayne Bell** - Senior Nurse Manager, Crisis Teams
- **Bernie Bowen Thompson** - Deputy Chief Executive, Safer Wales
- **Joanne Bumford** - Salvation Army
- **Laura Carey** - Salvation Army
- **Rachael Chandler** - Probation Officer, South Wales Probation
- **Jill Coles** - Needle Exchange - Community Addictions Unit
- **Nici Evans** - Chair, CSWF, Head of Partnerships, UHB
- **Audrey Fawcett** - Inroads - outreach street drugs project
- **Jane Foulner** - Team Manager Wales Probation Trust
- **Linda Furness** - Genito-Urinary Clinic
- **Tim Goosey** - Senior Nurse Manager Community Mental Health Team
- **Ms Deborah Jones** - Swansea University
- **Inspector Lyndon Jones** - Roath, South Wales Police
- **Sergeant Richard Jones** - Roath, South Wales Police
- **DCI Chris Mullane** - Public Protection Unit, South Wales Police
- **PC Mike Neate** - Beat Manager, Splott, South Wales Police
- **Erica Painter** - Substance Misuse Action Team
- **Louise Poley** - CAU Consultant Nurse Substance Misuse
- **Darren Robinson** - Substance Misuse Nurse - Community Addictions Unit
- **Dr Tracey Sagar** - Swansea University
- **Dr Kay Saunders** - G.P.- Butetown
- **Seren St John** - Advanced Nurse Practitioner- Community Addictions Unit
- **Bob Tooby** - Anti-Human Trafficking Coordinator (Wales)
- **Donna Tucker** - Safer Wales
- **Hazel Yates** - The Wallich

7. The task group Inquiry was informed by evidence from various relevant officers from Adult Services and Housing & Neighbourhood Renewal, including:

- **Steve Carr** - Operational Manager, Communities & Neighbourhoods
- **Ben Davies** - Coordinator, Substance Misuse Action Team
- **Mike Friel** - Operational Manager, Housing Strategy, Support & Lettings
- **Steve Hicks** - POVA coordinator
- **Dave Holland** - Head of Regulatory & Supporting Services
- **Mike McCandless** - Team Manager, Alcohol & Drug Team
- **Michael Murphy** - Chief Adult Services & Health Officer
- **Pete Murray** - Interim Service Lead Manager - Mental Health Services
- **Sue Schelewa** - Operational Manager, Assessment & Care Management

8. Members used themed round table discussions to enable contributions from the above and to learn from the resultant dialogue between professionals working to address the needs that women involved in sex work/ prostitution present, such as substance misuse.
9. Members decided not to call Executive Members to give evidence as the aim of this Inquiry is to assist in future policy development and work in this area, rather than hold the Executive to account for existing service provision.
10. Members supplemented these by visiting services in Newport, Liverpool and Glasgow and meeting with Police, community safety, health officers, local authority officers, third sector representatives and others.
- 11.. All of the above was used to identify suitable findings from the Inquiry and recommendations. In March 2012, Members agreed the report for submission to the Executive, who received the report at their meeting on 5<sup>th</sup> April 2012. Following the local elections and change in administration, the Cabinet agreed their response to the recommendations at their meeting on 23<sup>rd</sup> September 2013. A full copy of the Cabinet Response is attached at **Appendix 1**.

### **Cabinet Response to Recommendations**

12. Overall, the Committee made thirteen recommendations to the Cabinet to build on the work already underway by the Council and partner agencies to mitigate the impact of Welfare Reform.
13. The Cabinet response states that:
  - a. Twelve of the recommendations are accepted
  - b. One is not accepted - R12.
14. The Cabinet response includes a response to the recommendations at Appendix A and an 'Action Plan 2012-13' for the Cardiff Sex Work Forum at Appendix B.

## **Way Forward**

15. Councillor Lynda Thorne (Cabinet Member, Community, Housing and Neighbourhood Renewal) and Sarah McGill (Director - Communities, Housing and Customer Service) have been invited to present the Cabinet Response and answer Members' questions on this.
16. Members are requested to consider the responses received from the Cabinet.

## **Legal Implications**

17. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers of behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

18. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under

review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to receive the Cabinet response and agree the way forward for receiving progress reports on the work required in response to the recommendations in the report.

**MARIE ROSENTHAL**

**County Clerk and Monitoring Officer**

18 September 2013

**CABINET MEETING:23 SEPTEMBER 2013**

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**CABINET RESPONSE TO THE REPORT OF COMMUNITY AND  
ADULT SERVICES SCRUTINY COMMITTEE ENTITLED  
'A REVIEW OF MULTI-AGENCY APPROACHES TO TACKLING  
SEX WORK/PROSTITUTION'**

**REPORT OF CHIEF OPERATING OFFICER**

**AGENDA ITEM: 5**

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**PORTFOLIO: COMMUNITIES, HOUSING & NEIGHBOURHOOD RENEWAL**

**Reason for this Report**

1. To respond to a report published by the Community and Adult Services Scrutiny Committee in March 2012, entitled 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution'.

**Background**

2. The Community and Adult Services Scrutiny Committee agreed to form a Task and Finish Group to review Cardiff Council's approach to tackling sex work/prostitution for a detailed scrutiny.
3. The Committee agreed the following Terms of Reference for the Task and Finish Group:-

*To obtain an understanding of sex work/prostitution and its historical, political, social and cultural complexities.*

*To gain an understanding of the current situation with regards to sex work/prostitution in Cardiff, in terms of the issues for sex workers/prostitutes and communities and in terms of the services provided for sex workers/prostitutes.*

*To examine different approaches taken by local authorities, statutory partners and third sector partners in the UK to dealing with sex work/prostitution and identify the impact of these approaches on local authorities, statutory partners (such as police and health services), sex workers/prostitutes, and other citizens.*

*To ensure that the following issues are explored as part of the above work:*

- *substance misuse;*
- *sexual health;*
- *mental health;*
- *health & safety;*
- *pathways to dealing with trafficking for sexual exploitation.*

*To scrutinise any proposals for tackling sex work/ prostitution in Cardiff that come forward during the life of the Inquiry, utilising the findings of the above exercises to inform the scrutiny.*

*To make informed recommendations to all relevant parties on the most appropriate approach to sex work/ prostitution in Cardiff considering its impact on the local authority, health services, sex workers/ prostitutes, and other citizens.*

*To refer any evidence that emerges as part of this Inquiry regarding children aged under eighteen involved in sexual exploitation and abuse to the Children & Young People Scrutiny Committee.*

## **Issues**

4. The Committee's report identified thirteen recommendations to Cabinet supported by their key findings, twelve of which have been accepted and one not accepted. A response to the recommendations is set out in Appendix A, and an Action Plan as set out in Appendix B.
5. The work of the Task & Finish Group has been invaluable in informing the development of the multi agency approach to tackling sex work and prostitution as demonstrated in Appendices A and B. A formal response to the Task & Finish Group report was unfortunately not compiled due to organisational and lead officer changes, but the recommendations from the Group have informed the actions in this area.

## **Reasons for Recommendations**

6. To enable the Cabinet to respond to the report published by the Community and Adult Services Scrutiny Committee.

## **Legal Implications**

7. Any relevant legal implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted.

## **Financial Implications**

8. Any relevant financial implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted.

## **RECOMMENDATION**

Cabinet is recommended to approve the response to the recommendations of the Community & Adult Services Scrutiny Committee report entitled 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution' as set out in Appendix A.

### **ANDREW KERR**

Chief Operating Officers  
17 September 2013

*The following Appendices are attached:*

Appendix A: Cabinet Response to the Report by the Community and Adult Services Scrutiny Committee into 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution'.

Appendix B: Action Plan

**Cabinet Response to the Report of Community and Adult Services Scrutiny Committee entitled 'A Review of Multi Agency approaches to Tackling Sex Work/Prostitution'**

**Recommendation 1**

Identify a relevant Executive Member to provide leadership on the issue of effectively tackling sex work/prostitution.

**Response: This Recommendation is accepted**

The Cabinet Member for Communities, Housing and Neighbourhood Renewal will take a lead role as part of their cabinet portfolio of responsibilities.

**Recommendation 2**

Identify a senior manager to co-ordinate cross-departmental working to effectively tackle sex work/prostitution – or – Identify an appropriate Senior Responsible Officer from the Cardiff Partnership Board Programme.

**Response: This Recommendation is accepted**

The Director of Communities, Housing and Customer Services, as the programme lead for the Safer and Cohesive Communities Programme Board, will act as the Senior Responsible Officer for this agenda. Within this programme board sits a dedicated workstream 'Addressing Exploitation' which is led by the Partnership Development Manager; which has been established to address this specific issue.

**Recommendation 3**

Develop a multi-agency evidence-based strategy for effectively tackling sex work/prostitution in Cardiff that:

- a. Is developed by working with:
  - i. key partner agencies such as South Wales Police, Cardiff & Vale University Health Board, Probation, Safer Wales and other relevant third sector partners
  - ii. key internal service areas, to include, social services, education, communities, city services, city management, city development
  - iii. local residents and communities affected by sex work/prostitution.
- b. Is based on principles of harm reduction, safeguarding communities, effective justice and assisting women to exit sex work/prostitution.
- c. Addresses the issues identified in this report.
- d. Uses the evidence on effective good practice contained in this report.
- e. Contains measurable outputs and outcomes and a robust monitoring and evaluation framework.

**Response: This Recommendation is accepted**

Partner organisations in Cardiff have a track record of collaboration in addressing sex work and prostitution in Cardiff. However, in response to emerging intelligence and the recommendations of various partners it was resolved to formalise the approach through a clear evidenced based action plan.

Work had already been taken forward with key partners including South Wales Police and Cardiff & Vale University Health Board. This complemented the work of internal service areas, such as education and communities, to engage with street sex workers and deliver a multi-agency approach.

A robust action plan focusing on key objectives to deliver measurable results has now been developed and adopted by partners. Overarching themes include harm reduction and safeguarding of communities. Specific measures also include the training of frontline staff and improving the health and wellbeing of street sex workers. In addition, partners have committed to working closely with the Cardiff Sex Workers forum.

**Recommendation 4**

Clarify the governance and accountability interface between the Cardiff Partnership Board and the Cardiff Sex Workers Forum

**Response: This Recommendation is accepted**

The Cardiff Partnership model focuses on areas of partnership working that address priority issues for the city. This does not represent the totality of partnership working, only the work that has been deemed priority areas of activity based on statutory requirements, organisational priorities, business intelligence and citizen consultation.

The work of the Cardiff Sex Worker Forum makes an important contribution to the Cardiff agenda. When the gravity of the issue of sex work and human trafficking was identified in Cardiff, an appropriate workstream of the Safer and Cohesive Communities Programme Board was convened. This brought together relevant partners, many of who contributed to the Cardiff Sex Workers Forum, as well as other partners as necessary. This workstream would then benefit from the direct support and challenge offered through the Cardiff Partnership Board

All partnership activity falling underneath the remit of the Cardiff Partnership board are monitored through a robust performance management framework. The Street sex worker and human trafficking workstream is responsible for collating data and feeding this into formal performance management Highlight Reports on a quarterly basis. These findings are used to highlight achievements and direct future intelligence under the guidance of the programme lead. (Action Plan attached as Appendix B)

### Recommendation 5

Task the Chief Education Officer to consider providing education to certain groups of secondary school age pupils (as part of their substance misuse education programme and/or part of their personal social health education) on positive relationships.

#### **Response: This Recommendation is accepted**

This has been a key theme for Cardiff Against Bullying (CAB) for a number of years (CAB is a team/initiative run by the Council Education Department – web link for further details <http://www.cardiff.gov.uk/content.asp?nav=2%2C2869%2C6633%2C6635>). In addition, a sexual and gender based bullying focus group was created which led to a sexual and gender based bullying conference for Wales hosted by Cardiff Against Bullying. A variety of resources for schools were produced focusing on healthy relationships, domestic abuse and other similar themes.

To complement this work, individual schools have set up their own schemes in conjunction with Cardiff Against Bullying and other voluntary sector based groups. These include Merched Mentrus (girl empowerment group) in Plasmawr and 'Unbeatable' at Michaelston/Glynderw

There are two bids currently waiting decisions for Regio funding. One is a joint project with Warsaw based around Gender Equality and Human Rights, which explores the sexual pressures girls face from media, society and their own communities. The other is a joint project with Germany based around girls aspirations which again ties into the theme. If successful both of these projects will run for two years. In addition, all schools are supported to identify Gender Equality through the development of their Strategic Equality Plans.

The development of children's understanding of positive relationships and friendships will begin in primary school through the provision of programmes such as the Key Stage 2 Sex and Relationships Education toolkit. Every secondary school also has a Sex and Relationships Education (SRE) toolkit delivered during Personal and Social Education lessons, which covers positive relationships as well as other aspects of SRE.

Schools are encouraged to use the Sexual Health Educator from Cardiff and Vale University Health Board to deliver specialist aspects of SRE and enhance their provision. They are also encouraged to work with Cardiff Women's Aid, who deliver sessions on domestic violence and healthy relationships.

Partner agencies are reviewing the current Key Stage 3 and 4 SRE toolkit to consider lessons that can be included around consent, sexual exploitation and pornography.

### Recommendation 6

- Ensure that the current induction training includes a statement that the Council is working to tackle sex work/prostitution and provides contact details for staff to use in case of sex work/prostitution.

#### **Response: This Recommendation is accepted**

The council's induction training is currently being redesigned. The new induction training will include the above statement. Further the Council's Safeguarding process is explicit in terms of all officers' corporate responsibility to alert the Protection of Vulnerable Adults teams if they are concerned about the vulnerability of a sex worker and believe that s/he is being abused

#### **Recommendation 7**

Ensure that more detailed training be explored and delivered for officers who may come into contact with women involved in sex work/prostitution in their work so that they are cognisant of the issues involved.

**Response: This Recommendation is accepted**

A multi agency Cardiff Human Trafficking forum has been established made up of statutory and third sector partners. The group has developed referral pathways for both children and adults who are perceived to be victims of Human Trafficking. A sub group has developed training which will be rolled out to frontline staff across statutory agencies. The training, delivered by the University Health Board, will commence after summer 2013.

#### **Recommendation 8**

Explore the pros and cons of diverting street sex work/prostitution into non-residential areas to reduce the impact on residential neighbourhoods.

**Response: This Recommendation is accepted**

Data and intelligence will be fed into the sex worker and human trafficking forum to shape future interventions. Exploring the benefits of diverting street sex work will be considered and discussed through this workstream.

#### **Recommendation 9**

Work with partners involved in the provision of community safety, crime and disorder, community cohesion, health and social care services to review current service to ensure that service provision:

- a. Is flexible and accessible to women involved in sex work/prostitution.
- b. Recognises the multi-traumatic impact of sex work/prostitution and the need to take a holistic approach to service provision.

**Response: This Recommendation is accepted**

Within the sex workers and human trafficking workstream, a dedicated taskforce has been established to strengthen the relationship between the police and street sex workers. This is in direct response to the priority that was identified regarding the safety and protection of street sex workers. To formalise the support and offer demonstrable access to additional services, a dedicated sex worker liaison officer will be embedded within the South Wales Police Force. To ensure flexibility, the Sex Workers Operational Team will continue to develop its approach across the city. This will include on-going awareness updating on the vulnerabilities of the individuals who work within the industry. To support this and the ease of access to services, the 'Ugly Mugs' service will be widely promoted to enable sex

workers to access information to assist them in the reporting of physical and/or sexual violence.

Cardiff Council is also working with key practitioners to develop an improved understanding of the emotional, physical and financial implications that are associated with sex work and prostitution. This approach will also encourage the sharing of information between partner organisations and referral to safeguarding specialist teams if appropriate.

#### **Recommendation 10**

Work with the partners identified in Recommendation 9 to review whether a case management approach would offer benefits in effectively tackling sex work/prostitution.

#### **Response: This Recommendation is accepted**

The development of a robust partnership will enable partners to review whether a case management approach will offer additional benefits. The collective knowledge and expertise of the partners will be available across the network. Cardiff Council and its partners will continue to monitor the advantages that this methodology affords and whether there are benefits to targeting a case management approach.

#### **Recommendation 11**

Consider whether further research identifying the routes into sex work/prostitution is required and commission research accordingly.

#### **Response: This Recommendation is accepted**

There are on-going actions focusing on the identification of adults who are at risk of becoming engaged with sex work. These actions are supported with a review of data to understand if there are measurable indicators that provides early indication that individuals are at risk of becoming sex workers. Work will be ongoing to review this information and consider if any further research needs to be commissioned in this area.

#### **Recommendation 12**

Extend the Council's licensing policy to cover massage parlours and saunas to enable inspection visits to be made to these premises; members recommend joint visits with outreach workers.

#### **Response: This Recommendation is not accepted**

The Council cannot extend the existing Licensing policy to include massage parlours, etc. These premises could only be licensed through a local Act of Parliament, such as those introduced by Birmingham City Council and Essex County Council. The cost of introducing an Act is considerable and that cost is likely to outweigh any possible benefits accrued from a licensing regime.

#### **Recommendation 13**

Explore the pros and cons of having a single point of contact to deal with trafficking.

**Response: This Recommendation is accepted**

We have explored the pro's and con's of having a single named point of contact for trafficking. The Trafficking Group includes attendance from South Wales Police, Cardiff & Vale UHB, Probation, Safer Wales and makes sure that routes into the group are clearly understood across Partner agencies. It is felt that one named point of contact could detract from the multi agency nature of problems solving.

# Cardiff Sex Work Forum

Street Sex Work Report Card & Action Plan

2012 – 2013



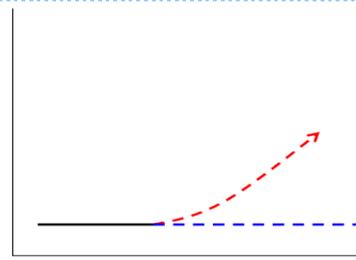
# Effective Justice: Report Card 2012 – 2013

Outcome	People in Cardiff live in a fair, just & inclusive society	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	

## What are the curves we need to turn?



3. Numbers of reported verbal, physical and/or sexual assaults on street sex workers reported to Ugly Mugs



4. Numbers & percentage of crimes against sex workers (related to their work) that lead to conviction.

1. Improve the reporting of physical and/or sexual violence against sex workers in Cardiff
2. Marry effective justice with harm reduction and support for sex workers
3. Support sex workers proactively to give evidence in the CJS
4. Deal with Kerb Crawlers and practice from an established evidence

**Story behind the curve...** Research with sex workers in Cardiff over recent years has shown that sex workers are frequently victims of violent and sexual assaults. Of the 19 women interviewed to date, they have all been attacked but only one reported the assault to the police (and this was only because she was so badly injured she was taken to hospital, where the staff contacted the police). There is a certain “acceptance” amongst the women that this is an occupational hazard and a lack of confidence in local police that anything will be done to find the perpetrator. However, it is well known that men who commit violent crime against sex workers are the same men that commit violent crime against women generally. Police in Liverpool have tackled the issue of crimes against sex workers vigorously and using a multi-agency approach, have classified crime against sex workers as hate crime, changing the response of all services to the crime and more importantly the victim. They now have a staggering amount of sex workers who are willing to testify in court and their conviction rate has increased significantly, with many of the perpetrators linked to other serious, violent crime.

In Cardiff our initial priority is to see an increase in the number of sex workers reporting assaults against them. The method of collecting this is via the Ugly Mugs system and we want to see this increase significantly. The greatest challenge however is responding to the increase in reporting and creating a culture within the criminal justice system whereby perpetrators are actively pursued and charged and taken to court. The aim is to increase the amount of cases that result in conviction and the aspiration is to ensure that justice is done.

There are a number of challenges that need addressing: -

1. Recognising sex workers as victims of hate crime
2. Changing culture and practice throughout the Criminal Justice System so that sex workers have confidence to report crime and the confidence to see it through.
3. A commitment that statutory services will go ahead with the case when appropriate, even if the victim cannot go through with it
4. Improving victim/witness support and care
5. Challenging decision-making by the CPS and the low tariff currently associated with crimes against sex workers
6. Introducing “special measures” for women to ensure total protection if they testify
7. Commitment from all agencies to seek out the real story behind the crime
8. Appropriate sentencing
9. Improved support following conviction for the victim

## 1. We will.....improve the reporting of physical and/or sexual violence against sex workers in Cardiff

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Provide local awareness training for police response officers so that they understand the vulnerability of street sex workers and reasons why they do not engage with police.	a) Regular meetings with all Response Sergeants in Roath & Bay Sectors to inform about the SWOT and Safer Wales StreetLife	Safer Wales StreetLife & NE	Summer 2012 & On-going	Time	
	b) Work with Gary Evans (North Cardiff Sector) and arrange on-going training sessions with aspiring sergeants on Leadership Programme	NE & Safer Wales StreetLife	June 2012 & On-going	Time	
	c) Work with Police HQ to arrange placements for new police recruits & SOLO Officers to spend time with Safer Wales Services (StreetLife, Women's Safety Unit, Dyn Project) & SARC	Safer Wales & NE	On-going	None anticipated	
2. Improve safety for Cardiff's residents and those who sex work on the streets through increased usage of the Ugly Mugs system by SSW	a) Reinforce the message about the Ugly Mugs Scheme with Street Sex Workers to encourage reporting	Safer Wales StreetLife & Liberty Project	April 2012 and on-going	None	
	b) Develop an integrated system noting which sex workers have been informed	Safer Wales StreetLife	Immediate		
	c) Design and distribute an information sheet to SSW and to the community stating that Police are taking attacks on SSW seriously	SWP & Safer Wales StreetLife	6 months	Time	
3. Embed "Ugly Mugs" in the core practice of partner organisations	a) Ensure Police and key agencies are passed Ugly Mugs reports from Safer Wales StreetLife	Safer Wales StreetLife	ASAP	None	
	b) Establish base line data set for numbers of reports submitted to agencies	Safer Wales StreetLife	ASAP	Time & administrative support	
	c) All agencies to identify a key person to roll out this programme of work and to be the link person	Each Partners agency	ASAP	Organisational commitment	
4. Formalise and embed the role of the sex worker liaison officer within South Wales Police	a) Specific job description and named dedicated officers	SWP & NE	ASAP	SWP sign-up	
5. Improve and sustain the relationship between local street sex workers and police	a) Dedicated Police Officer to work with SL and take part on 'Outreach' evenings every two weeks	Safer Wales StreetLife & SWP	Ongoing	Police time	

## 2. We will..... Marry effective justice with harm reduction and support for sex workers

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Create a CJS environment that proactively addresses effective justice for sex workers.	a) Arrange meeting & presentations to key criminal justice agencies in Cardiff (Police SMT, CPS, Courts Services) regarding benefit of effective justice for sex workers.	Safer Wales & NE	Autumn – December 2012	Time	
	a) Arrange meeting & presentations to key criminal justice agencies in Cardiff (Police SMT, CPS, Courts Services) to explore advantages of treating sexual and violent crimes against sex workers as Hate Crime or an aggravating factor.	Safer Wales & NE	On-going	Time	
	b) Review the Cardiff Diversionary Pathway, exploring both intended and unintended outcomes	SMG	On-going	None	
2. Inform key practitioners about the vulnerabilities of street sex workers	a) Presentation to Regional South Wales Sexual Offences Working Group	TBC	ASAP	None	
3. SL to take a position on the local Cardiff Sexual Offences Working Group	a) To attend first meeting	SL	ASAP	Time	

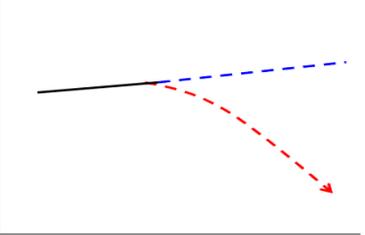
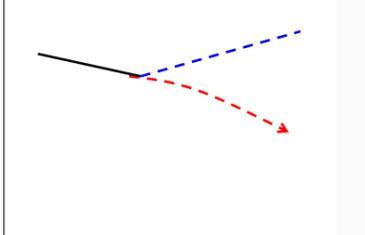
### 3. We will.....Support sex workers to give evidence in the CJS

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Establish a forensic strategy pathway specially tailored to investigating sexual and violent crimes against sex workers	a) Sex worker specific pathway for forensic recovery	SARC/ SWP/ SL	6 months	Resources	
2. Work with CJS and key partners to create a safe and supportive environment for sex workers to give evidence	a) To meet with Victim and Witness Care Unit Leads to explore potential for special measures for sex workers providing evidence	Safer Wales StreetLife	Oct 2012	Time	
	b) To meet with Victim Support to explore victim care support and train frontline staff	SMG	Within 3-6 months	Time & staff	
3. To develop a forum to gain views of sex workers re effective justice (and other issues)	a) To hold one forum	Safer Wales StreetLife	By end of March 2013	Time & resources	

### 4. We will.....develop a local plan to deal with kerb crawling

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Establish a base line data set for numbers of people arrested for kerb crawling	a) Provide a review of arrests for past 2 years	SWP & Swansea University	6 months	Time	
2. Undertake a critical review of existing re-education programmes	a) Provide detailed evaluation and findings of outcomes from established Change Programmes	Swansea University	Summer 2012	Time	
3. Pilot a re-education programme for kerb crawlers in Cardiff	SWP to develop a plan to set up a pilot programme	SWP	By end of March 2013	Resources	
4. Evaluation of re education programme	a) Monitor and evaluate the pilot	Swansea University & partner agency	6 months after completion of first pilot	Resources Funding to evaluate project	

## Reducing Harm: Report Card 2012 – 2013

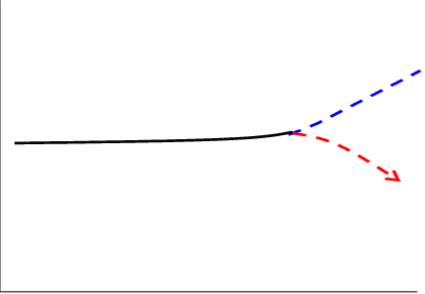
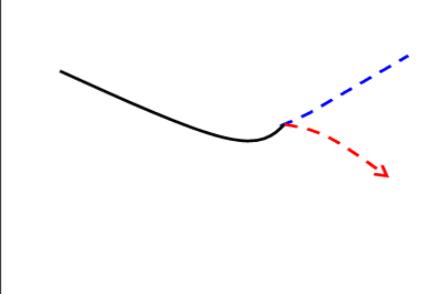
Outcome	People in Cardiff are healthy, are safe & feel safe, live in a fair, just & inclusive society, achieve their potential	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	1. Development of comprehensive support services for sex workers
What are the curves we need to turn?		a) Sexual Health Services
 <p data-bbox="152 919 517 951">5. Numbers of sex workers testing positive to Hepatitis C.</p>	 <p data-bbox="618 919 983 967">6. Numbers &amp; percentage of unplanned exits by sex workers from drug treatment services</p>	b) Substance Misuse Services c) Mental Health Services  2. Managing Violence Against Sex Workers
<p><b>Story behind the curve...</b> Harm reduction is a priority for the Cardiff Sex Worker Forum because of the risks involved for those who are working and for those living in the communities where street sex work occurs.</p>		
<p>Street sex workers are vulnerable to blood borne viruses and sexually transmitted diseases and this causes a risk to public health of the citizens of Cardiff. Hepatitis C is an excellent proxy measure and an effective way to measure harm reduction. More people are now tested for Hepatitis C and so we would expect numbers to increase initially before we started to see a decrease. The identification of sex workers is historically difficult to achieve when they attend for screening. The focus should therefore initially be those women we know who engage with services whilst looking to improve ways of collecting this data so that this information can be collected more widely. The development of a Single Point of Engagement for Substance Misuse in Cardiff and the Vale will mean greater opportunities to achieve this. Improved substance misuse services in Cardiff as a result of a radical review of the service systems means it will be far easier to monitor whether sex workers are engaging with drug treatment programmes and achieving their outcomes. We currently do not have any data which tells us how many unplanned exits there are by sex workers from treatment programmes because of disjointed service provision and a lack of collective working. This is set to change in the near future.</p>		

## 1. We will.....Drive forward the development of comprehensive support services for sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Strengthen and develop the Sex Worker Operational Team structure so that it is able to offer protection and safety to street sex workers living and working in Cardiff and that it links with key organisations and services	a) SWOT to be Chaired by the Detective Inspector of Public Protection and supported by the Chair of the SMG	SWP	On-going	Time & commitment	
	b) Costs for co-ordination of the virtual team and the increasing administration of the service must be found for development and further growth to happen	SMG	On-going	Funding is required for a SWOT and/or Sex Work Co-ordinator	
2. Challenge negative beliefs and attitudes that exist in all services and communities about women who are street sex workers	<p>a) Create a general training programme which covers all aspects of training for front-line generic workers in relation to street sex work which includes the following;</p> <ul style="list-style-type: none"> <li>• Motivational Interviewing</li> <li>• Sexual Health issues</li> <li>• Substance misuse issues</li> <li>• Housing issues</li> <li>• Mental Health problems</li> </ul> <p>b) Set up Task &amp; Finish Group to develop a resource pack for all members of the Forum to use which is evidence based</p>	Chair of Cardiff SWF	By end of March 2013	Time	
3. Improve the sexual health of street sex workers	<p>a) Set up Task &amp; Finish Group to address sexual health issues for street sex workers. This group will address;</p> <ul style="list-style-type: none"> <li>• Accommodation of the sex worker clinic</li> <li>• Logistics</li> <li>• Medication</li> <li>• Health &amp; safety</li> </ul>	ISH/SS	Autumn 2012	Time to be released from working duties to lead this work	
	b) Explore feasibility of providing emergency contraception through Safer Wales Streetlife	SS/NE	Summer 2012	Funding	
	c) Develop & implement sexual health training for Safer Wales StreetLife staff & volunteers	LF/KM	Summer 2012 & on-going	Time & Funding	
	d) Ensure agencies are supplied with condoms	Sexual Health	On-going	Funding	

Action	Tasks	Lead	Date	Resources Required	RAG Status
4. Work with substance misuse services to ensure that street sex workers are given the opportunity to access flexible and equitable services	a) Ensure that SMG is updated on future developments within substance misuse and that street sex workers are included in any future structures	BD	Ongoing	Effective joint working and collaboration between substance misuse services	
	b) Provide needle-exchange three nights a week through Safer Wales StreetLife Outreach	Safer Wales SL	On-going		
	c) Develop Naloxane Training for front-line staff, specifically Police Officers	BD	On-going		
5. Develop better ways to manage violence against sex workers	a) Set up a Task & Finish Group to develop safety & harm reduction protocols for: 1. Gathering early evidence following physical or sexual assault and access to SARC after 5pm for street sex workers without police intervention 2. Sharing of information about violent perpetrators 3. Serious case review	BBT Safer Wales	Autumn 2012	Time	
	b) Improve access for street sex workers to safe emergency overnight accommodation, when under the influence of alcohol or drugs.	IE	Summer 2012	The new Single Assessment Centre	
	c) Safer Wales Streetlife to set up DASH/RISK assessment with street sex workers experiencing domestic violence	BBT Safer Wales	Summer 2012	Time and capacity	
6. Mental Health	a) To develop effective working relationships with Mental Health Services in order to improve service provision for this vulnerable client group	Not identified	On-going	Engagement with senior mental health service managers	
	b) Develop formal referral protocol into the CMHT to support the assertive outreach philosophy for vulnerable street sex workers, which addresses the urgency of need	AOT & SaferWales StreetLife	1 year		
	c) Monitor the accessibility of Mental Health Services for this client group and develop a mechanism for feeding back into the C&V UHB	SW SMG	On-going		
	d) Work with the Dual Diagnosis project planned for Cardiff in 2012/2013 to ensure this client group is included	BD & NE	On-going	Within existing resources	
	e) Establish and improve links between POVA & Mental Health Services through the development of a protocol which brings together POVA, Mental Health/Substance Misuse and StreetLife Services.	BD/NE/TR/ Louise Poley	1 year	Within existing resources	

# Safeguarding Communities: Report Card 2012-2013

Outcome	People in Cardiff are safe & feel safe	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	
<b>What are the curves we need to turn?</b>		
 <p data-bbox="161 702 524 740">1. Numbers of known street sex workers in Cardiff (213 engaging with Street Life)</p>	 <p data-bbox="645 711 1030 750">2. Number of resident complaints about street sex work.</p>	<ol style="list-style-type: none"> <li>1. Address the current street sex work issues impacting on and relating to communities in Cardiff to ensure the safety of residents &amp; street sex workers</li> <li>2. Tackle the preventative agenda and work to protect children &amp; young people from sexual exploitation</li> <li>3. Improve identification of adults who are risk of or known to be sex working</li> </ol>

**Story behind the curve...** Understanding the history of street sex work in Cardiff is important if we are to address the issue in a proactive and strategic manner. Cardiff has a long history of street sex work because of the Docks and its position as a major city in the UK. Traditionally, street sex work was associated with the Docks, Bute St and centred around the old pub called the Custom House. For many, many years this remained unchanged, but the regeneration of Cardiff forced a shift and displaced into the residential areas of Riverside and Splott about 10 years ago. The local residents of Riverside resisted the influx of street sex work in their neighbourhood and the women were driven into Court Rd and the Grangetown area of Cardiff, whilst in Splott the work initially centred around Celebrity Drive, but now can be found near or around the Magic Roundabout. Currently, the Sex Worker Forum estimates a hundred women working as street sex workers with about 65 of these engaging at some level with support services. Whilst the aim of our action plan is to reduce the number of street sex workers in Cardiff, we anticipate over the first couple of years an increase in the numbers because of greater confidence in the multi-agency approach to supporting sex workers in Cardiff, with more sex workers accessing services. The impact of the recession and welfare reforms are also likely to drive more people into debt and the cycle of deprivation that can follow which might be reflected in more street sex work, which may also account for an increase in the numbers in the short term. It is therefore even more important that we listen to local communities and seek a sustainable solution to sex work in residential areas.

Over the years, residents in this area have tried various methods to express their frustration about street prostitution, resulting in reactive and short term measures which have done little to address the issue. Kerb crawling is a major problem for people living in these area's, with reports of residents being followed by mean in cars. Also, Cardiff, being a large City with venues for international art and sport events also hosts visitors on a regular basis, which changes the profile of men who use street sex workers during these times. They become opportunistic young men where the relationship between binge drinking and violent, aggressive attacks on sex workers is well known and poses risk to both sex workers and members of the local community. Grangetown and Splott are vulnerable communities with an unheard majority because of a lack of confidence in or fear of the statutory authorities. Strong individuals have used structures such as PACT to express their frustration and anger but until the recent research conducted by Swansea University which explored the perception of these communities, little was known about the views of residents. The research has thrown light on this and given a voice to the wider community for the first time.

Our history shows us clearly that our previous methods of tackling the problem has been ineffective and has only displaced the problem. The research shows that the communities affected by street sex work do not think it is good enough that we just move the problem elsewhere and the time is right to protect vulnerable communities by implementing a strategic enforcement approach which brings together harm reduction and criminal justice.

## 1. We will..... Address the current street sex work issues impacting on and relating to communities in Cardiff to ensure the safety of residents & street sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Develop & implement a proactive strategic enforcement policy which will include zero tolerance of street sex working in residential area's.	a) Wait for the new political administration in Cardiff Council to look at the recommendations of the Scrutiny Report and work with the Cardiff Partnership Board to implement findings	Chair of CSWF	April 2013	Resources will be required for engagement and PR events to work with the local communities and general public, street sex workers & other agencies	
2. Improve safety around geographical area's where street sex work occurs	a) Improve design and planning within geographical locations to create safer environments. Link in with NM Teams to ensure adequate CCTV, ANPR & lighting in area's where street sex occurs to ensure safety.	Community Safety Department of the SWP & Chair of the CSW Forum	April 2013	Link in with the Cardiff South East & City & South NM Team action plans . Explore possibility of using Section 160 money and with Highways	
	b) Work with Waste Dept to ensure clean environment and that waste and debris is dealt with promptly.	Chair of CSW Forum	On-going		
	c) Explore potential for "contact points" in key locations	Community Safety Dept SWP & Safer Wales StreetLife	April 2013	Promoting safety will require funding	
3. Work with Waste & Cleansing to ensure a rapid response to both resident & business	a) Link with NM Teams and their action plans	Chair of the CSW Forum	On-going	None	
	b) Check planning of Viridor to establish whether key	Chair of CSW	3 months	Work with Section	

Action	Tasks	Lead	Date	Resources Required	RAG Status
complaints about the debris associated with street sex working	environmental community safety considerations have been incorporated into their plans	Forum	April 2013  On-going	160 money and with Highways	
	c) Take every opportunity to talk to the street sex workers and reinforce the message of their responsibility to the local community regarding the environment	Safer Wales StreetLife  Safer Wales StreetLife		Funding or further training for Safer Wales StreetLife may be required to secure this service  None	
4. Undertake on-going community engagement through variety of mechanisms eg PACT Meetings	a) Secure resources  b) Arrange events  c) Ensure multi-agency representation	Chair of CSW Forum	On-going	Finances to hold events	

## 2. We will.....Address the preventative agenda & focus on the prevention of children & young people becoming sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. The Cardiff Sex Worker Forum will support and advocate for the Sexual Exploitation Panel in Cardiff	a) Ensure that Safer Wales StreetLife and other relevant SWOT members are actively involved with the Sexual Exploitation Panel in Cardiff	CSW Forum Chair &	March 2012 &	None	
	b) That Safer Wales StreetLife are recognised as a core member of the Sexual Exploitation Panel and included.	Safer Wales StreetLife	On-going	None	
2. Establish formal links with the C&V Local Safeguarding Children Board (LSCB) to ensure that sexual exploitation is a core agenda item	a) Letter to be sent to the Director of Social Services to formally request the inclusion of sexual exploitation by the LSCB	Chair of CSWF	May 2012	None	
	b) Chair of the SWOT to champion Sexual Exploitation at the LSCB	Detective Inspector Public Protection	On-going	None	

Action	Tasks	Lead	Date	Resources Required	RAG Status
3. Instigate and set up a Task & Finish Group to explore the links and relationship between the numbers of Looked After Children and those who have had involvement with Children's Services who become sex workers and develop a local action plan to address	a) Identify all key stakeholders and invite to become members of the Task & Finish Group	DI of Public Protection & Chair of CSWF	Summer/Autumn 2012	Time & resources	
4. Improve early identification and service response to children & young people at risk of sexual exploitation and manage the blocks to delivering effective safeguarding processes	a) Re-engage with Barnardo's regarding the SERAF Training and work in partnership to reinforce the use of the framework across Cardiff & work together to raise awareness about the tool. Meet with Barnardo's Sexual Exploitation Lead to establish ways of working together to achieve this	Chair of the Cardiff SWF & Safer Wales	End of 2012	Funding will be required so that Barnardo's are able to provide training for SWOT members	
	b) Provide SERAF training to all SWOT members so that it becomes embedded in core practice	Safer Wales StreetLife	On-going		
5. Develop & deliver community mediation which will raise awareness about sexual exploitation and sexual & physical assaults on sex workers within communities	a) Work with Colleagues from Swansea University & Gibran UK to develop and deliver community mediation	Swansea University	April 2013	Funding to pay for expert community mediation	
6. Improve regional working between key partners to ensure safeguarding processes are effective when crossing geographical boundaries	a) Continued development and expansion of the Cardiff Sex Worker Forum, focusing specifically on supporting the Sex Worker Operational Team to function using effective systems of working	Cardiff Sex Worker SMG	On-going	Administrative support to facilitate this process	

### 3. We will.....Improve identification of adults who are risk of, or are known to be sex working

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Substantiate the Interim Information-Sharing Protocol used by SWOT MARAC in line with WASPI and the DV MARAC Policy	a) Replicate the DSVa MARAC Process once that has been achieved successfully	Chair of Cardiff SWF	On-going	Administrative support	
2. Improve the links and information sharing between CJS, particularly prisons and probation with regard to people are risk or known to have street sex workers leaving prison and attending court	b) Explore mechanisms for proactive information sharing for people who may be involved in street sex work, in order to inform pre-sentence reports.	Safer Wales	Summer 2012	Time & resources	
	c) Work with Integrated Offender Management Systems to explore: opportunities for incorporation of SWOT; sex worker specific support/interventions	Safer Wales	Dec 2012	Time & resources	
3. Address the needs of off-street sex workers and communities affected by off-street sex work	a) Develop a strategy for working with off-street sex workers	TBC	On-Going	This work will require funding and dedicated resource	
4. Be proactive in the development of a local Human Trafficking Strategy in Cardiff	a) Support the development of an be key stakeholder in the Human Trafficking agenda	TBC	On-Going	Unknown at present	

**CABINET MEETING:23 SEPTEMBER 2013**

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**CABINET RESPONSE TO THE REPORT OF COMMUNITY AND  
ADULT SERVICES SCRUTINY COMMITTEE ENTITLED  
'A REVIEW OF MULTI-AGENCY APPROACHES TO TACKLING  
SEX WORK/PROSTITUTION'**

**REPORT OF CHIEF OPERATING OFFICER**

**AGENDA ITEM: 5**

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**PORTFOLIO: COMMUNITIES, HOUSING & NEIGHBOURHOOD RENEWAL**

**Reason for this Report**

1. To respond to a report published by the Community and Adult Services Scrutiny Committee in March 2012, entitled 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution'.

**Background**

2. The Community and Adult Services Scrutiny Committee agreed to form a Task and Finish Group to review Cardiff Council's approach to tackling sex work/prostitution for a detailed scrutiny.
3. The Committee agreed the following Terms of Reference for the Task and Finish Group:-

*To obtain an understanding of sex work/prostitution and its historical, political, social and cultural complexities.*

*To gain an understanding of the current situation with regards to sex work/prostitution in Cardiff, in terms of the issues for sex workers/prostitutes and communities and in terms of the services provided for sex workers/prostitutes.*

*To examine different approaches taken by local authorities, statutory partners and third sector partners in the UK to dealing with sex work/prostitution and identify the impact of these approaches on local authorities, statutory partners (such as police and health services), sex workers/prostitutes, and other citizens.*

*To ensure that the following issues are explored as part of the above work:*

- *substance misuse;*
- *sexual health;*
- *mental health;*
- *health & safety;*
- *pathways to dealing with trafficking for sexual exploitation.*

*To scrutinise any proposals for tackling sex work/ prostitution in Cardiff that come forward during the life of the Inquiry, utilising the findings of the above exercises to inform the scrutiny.*

*To make informed recommendations to all relevant parties on the most appropriate approach to sex work/ prostitution in Cardiff considering its impact on the local authority, health services, sex workers/ prostitutes, and other citizens.*

*To refer any evidence that emerges as part of this Inquiry regarding children aged under eighteen involved in sexual exploitation and abuse to the Children & Young People Scrutiny Committee.*

## **Issues**

4. The Committee's report identified thirteen recommendations to Cabinet supported by their key findings, twelve of which have been accepted and one not accepted. A response to the recommendations is set out in Appendix A, and an Action Plan as set out in Appendix B.
5. The work of the Task & Finish Group has been invaluable in informing the development of the multi agency approach to tackling sex work and prostitution as demonstrated in Appendices A and B. A formal response to the Task & Finish Group report was unfortunately not compiled due to organisational and lead officer changes, but the recommendations from the Group have informed the actions in this area.

## **Reasons for Recommendations**

6. To enable the Cabinet to respond to the report published by the Community and Adult Services Scrutiny Committee.

## **Legal Implications**

7. Any relevant legal implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted.

## **Financial Implications**

8. Any relevant financial implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted.

## **RECOMMENDATION**

Cabinet is recommended to approve the response to the recommendations of the Community & Adult Services Scrutiny Committee report entitled 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution' as set out in Appendix A.

### **ANDREW KERR**

Chief Operating Officers  
17 September 2013

*The following Appendices are attached:*

Appendix A: Cabinet Response to the Report by the Community and Adult Services Scrutiny Committee into 'A Review of Multi-Agency Approaches to Tackling Sex Work/Prostitution'.

Appendix B: Action Plan

**Cabinet Response to the Report of Community and Adult Services Scrutiny Committee entitled 'A Review of Multi Agency approaches to Tackling Sex Work/Prostitution'**

**Recommendation 1**

Identify a relevant Executive Member to provide leadership on the issue of effectively tackling sex work/prostitution.

**Response: This Recommendation is accepted**

The Cabinet Member for Communities, Housing and Neighbourhood Renewal will take a lead role as part of their cabinet portfolio of responsibilities.

**Recommendation 2**

Identify a senior manager to co-ordinate cross-departmental working to effectively tackle sex work/prostitution – or – Identify an appropriate Senior Responsible Officer from the Cardiff Partnership Board Programme.

**Response: This Recommendation is accepted**

The Director of Communities, Housing and Customer Services, as the programme lead for the Safer and Cohesive Communities Programme Board, will act as the Senior Responsible Officer for this agenda. Within this programme board sits a dedicated workstream 'Addressing Exploitation' which is led by the Partnership Development Manager; which has been established to address this specific issue.

**Recommendation 3**

Develop a multi-agency evidence-based strategy for effectively tackling sex work/prostitution in Cardiff that:

- a. Is developed by working with:
  - i. key partner agencies such as South Wales Police, Cardiff & Vale University Health Board, Probation, Safer Wales and other relevant third sector partners
  - ii. key internal service areas, to include, social services, education, communities, city services, city management, city development
  - iii. local residents and communities affected by sex work/prostitution.
- b. Is based on principles of harm reduction, safeguarding communities, effective justice and assisting women to exit sex work/prostitution.
- c. Addresses the issues identified in this report.
- d. Uses the evidence on effective good practice contained in this report.
- e. Contains measurable outputs and outcomes and a robust monitoring and evaluation framework.

**Response: This Recommendation is accepted**

Partner organisations in Cardiff have a track record of collaboration in addressing sex work and prostitution in Cardiff. However, in response to emerging intelligence and the recommendations of various partners it was resolved to formalise the approach through a clear evidenced based action plan.

Work had already been taken forward with key partners including South Wales Police and Cardiff & Vale University Health Board. This complemented the work of internal service areas, such as education and communities, to engage with street sex workers and deliver a multi-agency approach.

A robust action plan focusing on key objectives to deliver measurable results has now been developed and adopted by partners. Overarching themes include harm reduction and safeguarding of communities. Specific measures also include the training of frontline staff and improving the health and wellbeing of street sex workers. In addition, partners have committed to working closely with the Cardiff Sex Workers forum.

**Recommendation 4**

Clarify the governance and accountability interface between the Cardiff Partnership Board and the Cardiff Sex Workers Forum

**Response: This Recommendation is accepted**

The Cardiff Partnership model focuses on areas of partnership working that address priority issues for the city. This does not represent the totality of partnership working, only the work that has been deemed priority areas of activity based on statutory requirements, organisational priorities, business intelligence and citizen consultation.

The work of the Cardiff Sex Worker Forum makes an important contribution to the Cardiff agenda. When the gravity of the issue of sex work and human trafficking was identified in Cardiff, an appropriate workstream of the Safer and Cohesive Communities Programme Board was convened. This brought together relevant partners, many of who contributed to the Cardiff Sex Workers Forum, as well as other partners as necessary. This workstream would then benefit from the direct support and challenge offered through the Cardiff Partnership Board

All partnership activity falling underneath the remit of the Cardiff Partnership board are monitored through a robust performance management framework. The Street sex worker and human trafficking workstream is responsible for collating data and feeding this into formal performance management Highlight Reports on a quarterly basis. These findings are used to highlight achievements and direct future intelligence under the guidance of the programme lead. (Action Plan attached as Appendix B)

### Recommendation 5

Task the Chief Education Officer to consider providing education to certain groups of secondary school age pupils (as part of their substance misuse education programme and/or part of their personal social health education) on positive relationships.

#### **Response: This Recommendation is accepted**

This has been a key theme for Cardiff Against Bullying (CAB) for a number of years (CAB is a team/initiative run by the Council Education Department – web link for further details <http://www.cardiff.gov.uk/content.asp?nav=2%2C2869%2C6633%2C6635>). In addition, a sexual and gender based bullying focus group was created which led to a sexual and gender based bullying conference for Wales hosted by Cardiff Against Bullying. A variety of resources for schools were produced focusing on healthy relationships, domestic abuse and other similar themes.

To complement this work, individual schools have set up their own schemes in conjunction with Cardiff Against Bullying and other voluntary sector based groups. These include Merched Mentrus (girl empowerment group) in Plasmawr and 'Unbeatable' at Michaelston/Glynderw

There are two bids currently waiting decisions for Regio funding. One is a joint project with Warsaw based around Gender Equality and Human Rights, which explores the sexual pressures girls face from media, society and their own communities. The other is a joint project with Germany based around girls aspirations which again ties into the theme. If successful both of these projects will run for two years. In addition, all schools are supported to identify Gender Equality through the development of their Strategic Equality Plans.

The development of children's understanding of positive relationships and friendships will begin in primary school through the provision of programmes such as the Key Stage 2 Sex and Relationships Education toolkit. Every secondary school also has a Sex and Relationships Education (SRE) toolkit delivered during Personal and Social Education lessons, which covers positive relationships as well as other aspects of SRE.

Schools are encouraged to use the Sexual Health Educator from Cardiff and Vale University Health Board to deliver specialist aspects of SRE and enhance their provision. They are also encouraged to work with Cardiff Women's Aid, who deliver sessions on domestic violence and healthy relationships.

Partner agencies are reviewing the current Key Stage 3 and 4 SRE toolkit to consider lessons that can be included around consent, sexual exploitation and pornography.

### Recommendation 6

- Ensure that the current induction training includes a statement that the Council is working to tackle sex work/prostitution and provides contact details for staff to use in case of sex work/prostitution.

#### **Response: This Recommendation is accepted**

The council's induction training is currently being redesigned. The new induction training will include the above statement. Further the Council's Safeguarding process is explicit in terms of all officers' corporate responsibility to alert the Protection of Vulnerable Adults teams if they are concerned about the vulnerability of a sex worker and believe that s/he is being abused

#### **Recommendation 7**

Ensure that more detailed training be explored and delivered for officers who may come into contact with women involved in sex work/prostitution in their work so that they are cognisant of the issues involved.

**Response: This Recommendation is accepted**

A multi agency Cardiff Human Trafficking forum has been established made up of statutory and third sector partners. The group has developed referral pathways for both children and adults who are perceived to be victims of Human Trafficking. A sub group has developed training which will be rolled out to frontline staff across statutory agencies. The training, delivered by the University Health Board, will commence after summer 2013.

#### **Recommendation 8**

Explore the pros and cons of diverting street sex work/prostitution into non-residential areas to reduce the impact on residential neighbourhoods.

**Response: This Recommendation is accepted**

Data and intelligence will be fed into the sex worker and human trafficking forum to shape future interventions. Exploring the benefits of diverting street sex work will be considered and discussed through this workstream.

#### **Recommendation 9**

Work with partners involved in the provision of community safety, crime and disorder, community cohesion, health and social care services to review current service to ensure that service provision:

- a. Is flexible and accessible to women involved in sex work/prostitution.
- b. Recognises the multi-traumatic impact of sex work/prostitution and the need to take a holistic approach to service provision.

**Response: This Recommendation is accepted**

Within the sex workers and human trafficking workstream, a dedicated taskforce has been established to strengthen the relationship between the police and street sex workers. This is in direct response to the priority that was identified regarding the safety and protection of street sex workers. To formalise the support and offer demonstrable access to additional services, a dedicated sex worker liaison officer will be embedded within the South Wales Police Force. To ensure flexibility, the Sex Workers Operational Team will continue to develop its approach across the city. This will include on-going awareness updating on the vulnerabilities of the individuals who work within the industry. To support this and the ease of access to services, the 'Ugly Mugs' service will be widely promoted to enable sex

workers to access information to assist them in the reporting of physical and/or sexual violence.

Cardiff Council is also working with key practitioners to develop an improved understanding of the emotional, physical and financial implications that are associated with sex work and prostitution. This approach will also encourage the sharing of information between partner organisations and referral to safeguarding specialist teams if appropriate.

#### **Recommendation 10**

Work with the partners identified in Recommendation 9 to review whether a case management approach would offer benefits in effectively tackling sex work/prostitution.

#### **Response: This Recommendation is accepted**

The development of a robust partnership will enable partners to review whether a case management approach will offer additional benefits. The collective knowledge and expertise of the partners will be available across the network. Cardiff Council and its partners will continue to monitor the advantages that this methodology affords and whether there are benefits to targeting a case management approach.

#### **Recommendation 11**

Consider whether further research identifying the routes into sex work/prostitution is required and commission research accordingly.

#### **Response: This Recommendation is accepted**

There are on-going actions focusing on the identification of adults who are at risk of becoming engaged with sex work. These actions are supported with a review of data to understand if there are measurable indicators that provides early indication that individuals are at risk of becoming sex workers. Work will be ongoing to review this information and consider if any further research needs to be commissioned in this area.

#### **Recommendation 12**

Extend the Council's licensing policy to cover massage parlours and saunas to enable inspection visits to be made to these premises; members recommend joint visits with outreach workers.

#### **Response: This Recommendation is not accepted**

The Council cannot extend the existing Licensing policy to include massage parlours, etc. These premises could only be licensed through a local Act of Parliament, such as those introduced by Birmingham City Council and Essex County Council. The cost of introducing an Act is considerable and that cost is likely to outweigh any possible benefits accrued from a licensing regime.

#### **Recommendation 13**

Explore the pros and cons of having a single point of contact to deal with trafficking.

**Response: This Recommendation is accepted**

We have explored the pro's and con's of having a single named point of contact for trafficking. The Trafficking Group includes attendance from South Wales Police, Cardiff & Vale UHB, Probation, Safer Wales and makes sure that routes into the group are clearly understood across Partner agencies. It is felt that one named point of contact could detract from the multi agency nature of problems solving.

# Cardiff Sex Work Forum

Street Sex Work Report Card & Action Plan

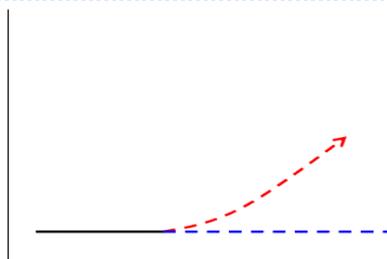
2012 – 2013



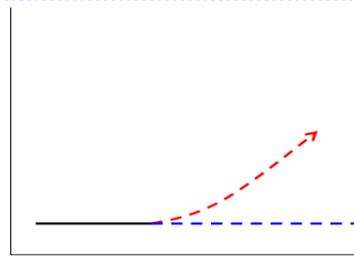
# Effective Justice: Report Card 2012 – 2013

Outcome	People in Cardiff live in a fair, just & inclusive society	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	

## What are the curves we need to turn?



3. Numbers of reported verbal, physical and/or sexual assaults on street sex workers reported to Ugly Mugs



4. Numbers & percentage of crimes against sex workers (related to their work) that lead to conviction.

1. Improve the reporting of physical and/or sexual violence against sex workers in Cardiff
2. Marry effective justice with harm reduction and support for sex workers
3. Support sex workers proactively to give evidence in the CJS
4. Deal with Kerb Crawlers and practice from an established evidence

**Story behind the curve...** Research with sex workers in Cardiff over recent years has shown that sex workers are frequently victims of violent and sexual assaults. Of the 19 women interviewed to date, they have all been attacked but only one reported the assault to the police (and this was only because she was so badly injured she was taken to hospital, where the staff contacted the police). There is a certain “acceptance” amongst the women that this is an occupational hazard and a lack of confidence in local police that anything will be done to find the perpetrator. However, it is well known that men who commit violent crime against sex workers are the same men that commit violent crime against women generally. Police in Liverpool have tackled the issue of crimes against sex workers vigorously and using a multi-agency approach, have classified crime against sex workers as hate crime, changing the response of all services to the crime and more importantly the victim. They now have a staggering amount of sex workers who are willing to testify in court and their conviction rate has increased significantly, with many of the perpetrators linked to other serious, violent crime.

In Cardiff our initial priority is to see an increase in the number of sex workers reporting assaults against them. The method of collecting this is via the Ugly Mugs system and we want to see this increase significantly. The greatest challenge however is responding to the increase in reporting and creating a culture within the criminal justice system whereby perpetrators are actively pursued and charged and taken to court. The aim is to increase the amount of cases that result in conviction and the aspiration is to ensure that justice is done.

There are a number of challenges that need addressing: -

1. Recognising sex workers as victims of hate crime
2. Changing culture and practice throughout the Criminal Justice System so that sex workers have confidence to report crime and the confidence to see it through.
3. A commitment that statutory services will go ahead with the case when appropriate, even if the victim cannot go through with it
4. Improving victim/witness support and care
5. Challenging decision-making by the CPS and the low tariff currently associated with crimes against sex workers
6. Introducing “special measures” for women to ensure total protection if they testify
7. Commitment from all agencies to seek out the real story behind the crime
8. Appropriate sentencing
9. Improved support following conviction for the victim

## 1. We will.....improve the reporting of physical and/or sexual violence against sex workers in Cardiff

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Provide local awareness training for police response officers so that they understand the vulnerability of street sex workers and reasons why they do not engage with police.	a) Regular meetings with all Response Sergeants in Roath & Bay Sectors to inform about the SWOT and Safer Wales StreetLife	Safer Wales StreetLife & NE	Summer 2012 & On-going	Time	
	b) Work with Gary Evans (North Cardiff Sector) and arrange on-going training sessions with aspiring sergeants on Leadership Programme	NE & Safer Wales StreetLife	June 2012 & On-going	Time	
	c) Work with Police HQ to arrange placements for new police recruits & SOLO Officers to spend time with Safer Wales Services (StreetLife, Women's Safety Unit, Dyn Project) & SARC	Safer Wales & NE	On-going	None anticipated	
2. Improve safety for Cardiff's residents and those who sex work on the streets through increased usage of the Ugly Mugs system by SSW	a) Reinforce the message about the Ugly Mugs Scheme with Street Sex Workers to encourage reporting	Safer Wales StreetLife & Liberty Project	April 2012 and on-going	None	
	b) Develop an integrated system noting which sex workers have been informed	Safer Wales StreetLife	Immediate		
	c) Design and distribute an information sheet to SSW and to the community stating that Police are taking attacks on SSW seriously	SWP & Safer Wales StreetLife	6 months	Time	
3. Embed "Ugly Mugs" in the core practice of partner organisations	a) Ensure Police and key agencies are passed Ugly Mugs reports from Safer Wales StreetLife	Safer Wales StreetLife	ASAP	None	
	b) Establish base line data set for numbers of reports submitted to agencies	Safer Wales StreetLife	ASAP	Time & administrative support	
	c) All agencies to identify a key person to roll out this programme of work and to be the link person	Each Partners agency	ASAP	Organisational commitment	
4. Formalise and embed the role of the sex worker liaison officer within South Wales Police	a) Specific job description and named dedicated officers	SWP & NE	ASAP	SWP sign-up	
5. Improve and sustain the relationship between local street sex workers and police	a) Dedicated Police Officer to work with SL and take part on 'Outreach' evenings every two weeks	Safer Wales StreetLife & SWP	Ongoing	Police time	

## 2. We will..... Marry effective justice with harm reduction and support for sex workers

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Create a CJS environment that proactively addresses effective justice for sex workers.	a) Arrange meeting & presentations to key criminal justice agencies in Cardiff (Police SMT, CPS, Courts Services) regarding benefit of effective justice for sex workers.	Safer Wales & NE	Autumn – December 2012	Time	
	a) Arrange meeting & presentations to key criminal justice agencies in Cardiff (Police SMT, CPS, Courts Services) to explore advantages of treating sexual and violent crimes against sex workers as Hate Crime or an aggravating factor.	Safer Wales & NE	On-going	Time	
	b) Review the Cardiff Diversionary Pathway, exploring both intended and unintended outcomes	SMG	On-going	None	
2. Inform key practitioners about the vulnerabilities of street sex workers	a) Presentation to Regional South Wales Sexual Offences Working Group	TBC	ASAP	None	
3. SL to take a position on the local Cardiff Sexual Offences Working Group	a) To attend first meeting	SL	ASAP	Time	

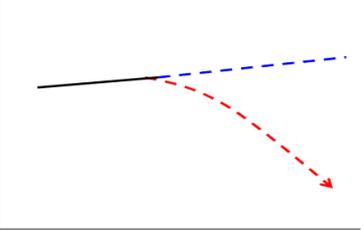
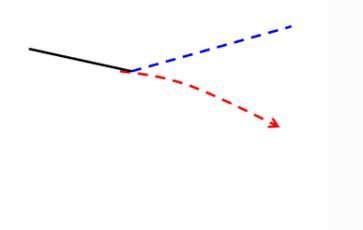
### 3. We will.....Support sex workers to give evidence in the CJS

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Establish a forensic strategy pathway specially tailored to investigating sexual and violent crimes against sex workers	a) Sex worker specific pathway for forensic recovery	SARC/ SWP/ SL	6 months	Resources	
2. Work with CJS and key partners to create a safe and supportive environment for sex workers to give evidence	a) To meet with Victim and Witness Care Unit Leads to explore potential for special measures for sex workers providing evidence	Safer Wales StreetLife	Oct 2012	Time	
	b) To meet with Victim Support to explore victim care support and train frontline staff	SMG	Within 3-6 months	Time & staff	
3. To develop a forum to gain views of sex workers re effective justice (and other issues)	a) To hold one forum	Safer Wales StreetLife	By end of March 2013	Time & resources	

### 4. We will.....develop a local plan to deal with kerb crawling

Actions	Tasks	Lead	Target Date	Resources Required	RAG Status
1. Establish a base line data set for numbers of people arrested for kerb crawling	a) Provide a review of arrests for past 2 years	SWP & Swansea University	6 months	Time	
2. Undertake a critical review of existing re-education programmes	a) Provide detailed evaluation and findings of outcomes from established Change Programmes	Swansea University	Summer 2012	Time	
3. Pilot a re-education programme for kerb crawlers in Cardiff	SWP to develop a plan to set up a pilot programme	SWP	By end of March 2013	Resources	
4. Evaluation of re education programme	a) Monitor and evaluate the pilot	Swansea University & partner agency	6 months after completion of first pilot	Resources Funding to evaluate project	

## Reducing Harm: Report Card 2012 – 2013

Outcome	People in Cardiff are healthy, are safe & feel safe, live in a fair, just & inclusive society, achieve their potential	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	1. Development of comprehensive support services for sex workers
What are the curves we need to turn?		a) Sexual Health Services
 <p data-bbox="161 919 506 951">5. Numbers of sex workers testing positive to Hepatitis C.</p>	 <p data-bbox="636 932 931 963">6. Numbers &amp; percentage of unplanned exits by sex workers from drug treatment services</p>	b) Substance Misuse Services c) Mental Health Services
<b>Story behind the curve...</b> Harm reduction is a priority for the Cardiff Sex Worker Forum because of the risks involved for those who are working and for those living in the communities where street sex work occurs.		2. Managing Violence Against Sex Workers
<p>Street sex workers are vulnerable to blood borne viruses and sexually transmitted diseases and this causes a risk to public health of the citizens of Cardiff. Hepatitis C is an excellent proxy measure and an effective way to measure harm reduction. More people are now tested for Hepatitis C and so we would expect numbers to increase initially before we started to see a decrease. The identification of sex workers is historically difficult to achieve when they attend for screening. The focus should therefore initially be those women we know who engage with services whilst looking to improve ways of collecting this data so that this information can be collected more widely. The development of a Single Point of Engagement for Substance Misuse in Cardiff and the Vale will mean greater opportunities to achieve this. Improved substance misuse services in Cardiff as a result of a radical review of the service systems means it will be far easier to monitor whether sex workers are engaging with drug treatment programmes and achieving their outcomes. We currently do not have any data which tells us how many unplanned exits there are by sex workers from treatment programmes because of disjointed service provision and a lack of collective working. This is set to change in the near future.</p>		

## 1. We will.....Drive forward the development of comprehensive support services for sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Strengthen and develop the Sex Worker Operational Team structure so that it is able to offer protection and safety to street sex workers living and working in Cardiff and that it links with key organisations and services	a) SWOT to be Chaired by the Detective Inspector of Public Protection and supported by the Chair of the SMG	SWP	On-going	Time & commitment	
	b) Costs for co-ordination of the virtual team and the increasing administration of the service must be found for development and further growth to happen	SMG	On-going	Funding is required for a SWOT and/or Sex Work Co-ordinator	
2. Challenge negative beliefs and attitudes that exist in all services and communities about women who are street sex workers	<p>a) Create a general training programme which covers all aspects of training for front-line generic workers in relation to street sex work which includes the following;</p> <ul style="list-style-type: none"> <li>• Motivational Interviewing</li> <li>• Sexual Health issues</li> <li>• Substance misuse issues</li> <li>• Housing issues</li> <li>• Mental Health problems</li> </ul> <p>b) Set up Task &amp; Finish Group to develop a resource pack for all members of the Forum to use which is evidence based</p>	Chair of Cardiff SWF	By end of March 2013	Time	
3. Improve the sexual health of street sex workers	<p>a) Set up Task &amp; Finish Group to address sexual health issues for street sex workers. This group will address;</p> <ul style="list-style-type: none"> <li>• Accommodation of the sex worker clinic</li> <li>• Logistics</li> <li>• Medication</li> <li>• Health &amp; safety</li> </ul>	ISH/SS	Autumn 2012	Time to be released from working duties to lead this work	
	b) Explore feasibility of providing emergency contraception through Safer Wales Streetlife	SS/NE	Summer 2012	Funding	
	c) Develop & implement sexual health training for Safer Wales StreetLife staff & volunteers	LF/KM	Summer 2012 & on-going	Time & Funding	
	d) Ensure agencies are supplied with condoms	Sexual Health	On-going	Funding	

Action	Tasks	Lead	Date	Resources Required	RAG Status
4. Work with substance misuse services to ensure that street sex workers are given the opportunity to access flexible and equitable services	a) Ensure that SMG is updated on future developments within substance misuse and that street sex workers are included in any future structures	BD	Ongoing	Effective joint working and collaboration between substance misuse services	
	b) Provide needle-exchange three nights a week through Safer Wales StreetLife Outreach	Safer Wales SL	On-going		
	c) Develop Naloxane Training for front-line staff, specifically Police Officers	BD	On-going		
5. Develop better ways to manage violence against sex workers	a) Set up a Task & Finish Group to develop safety & harm reduction protocols for: <ul style="list-style-type: none"> <li>1. Gathering early evidence following physical or sexual assault and access to SARC after 5pm for street sex workers without police intervention</li> <li>2. Sharing of information about violent perpetrators</li> <li>3. Serious case review</li> </ul>	BBT Safer Wales	Autumn 2012	Time	
	b) Improve access for street sex workers to safe emergency overnight accommodation, when under the influence of alcohol or drugs.	IE	Summer 2012	The new Single Assessment Centre	
	c) Safer Wales Streetlife to set up DASH/RISK assessment with street sex workers experiencing domestic violence	BBT Safer Wales	Summer 2012	Time and capacity	
6. Mental Health	a) To develop effective working relationships with Mental Health Services in order to improve service provision for this vulnerable client group	Not identified	On-going	Engagement with senior mental health service managers	
	b) Develop formal referral protocol into the CMHT to support the assertive outreach philosophy for vulnerable street sex workers, which addresses the urgency of need	AOT & SaferWales StreetLife	1 year		
	c) Monitor the accessibility of Mental Health Services for this client group and develop a mechanism for feeding back into the C&V UHB	SW SMG	On-going		
	d) Work with the Dual Diagnosis project planned for Cardiff in 2012/2013 to ensure this client group is included	BD & NE	On-going	Within existing resources	
	e) Establish and improve links between POVA & Mental Health Services through the development of a protocol which brings together POVA, Mental Health/Substance Misuse and StreetLife Services.	BD/NE/TR/ Louise Poley	1 year	Within existing resources	

# Safeguarding Communities: Report Card 2012-2013

Outcome	People in Cardiff are safe & feel safe	What are our main actions?
Neighbourhood Management Area	Cardiff South East / City Wide	<ol style="list-style-type: none"> <li>1. Address the current street sex work issues impacting on and relating to communities in Cardiff to ensure the safety of residents &amp; street sex workers</li> <li>2. Tackle the preventative agenda and work to protect children &amp; young people from sexual exploitation</li> <li>3. Improve identification of adults who are risk of or known to be sex working</li> </ol>
<p><b>What are the curves we need to turn?</b></p> <div style="display: flex; justify-content: space-around;"> <div data-bbox="152 395 600 689"> </div> <div data-bbox="631 395 1079 689"> </div> </div> <p>1. Numbers of known street sex workers in Cardiff (213 engaging with Street Life)</p> <p>2. Number of resident complaints about street sex work.</p>		

**Story behind the curve...** Understanding the history of street sex work in Cardiff is important if we are to address the issue in a proactive and strategic manner. Cardiff has a long history of street sex work because of the Docks and its position as a major city in the UK. Traditionally, street sex work was associated with the Docks, Bute St and centred around the old pub called the Custom House. For many, many years this remained unchanged, but the regeneration of Cardiff forced a shift and displaced into the residential areas of Riverside and Splott about 10 years ago. The local residents of Riverside resisted the influx of street sex work in their neighbourhood and the women were driven into Court Rd and the Grangetown area of Cardiff, whilst in Splott the work initially centred around Celebrity Drive, but now can be found near or around the Magic Roundabout. Currently, the Sex Worker Forum estimates a hundred women working as street sex workers with about 65 of these engaging at some level with support services. Whilst the aim of our action plan is to reduce the number of street sex workers in Cardiff, we anticipate over the first couple of years an increase in the numbers because of greater confidence in the multi-agency approach to supporting sex workers in Cardiff, with more sex workers accessing services. The impact of the recession and welfare reforms are also likely to drive more people into debt and the cycle of deprivation that can follow which might be reflected in more street sex work, which may also account for an increase in the numbers in the short term. It is therefore even more important that we listen to local communities and seek a sustainable solution to sex work in residential areas.

Over the years, residents in this area have tried various methods to express their frustration about street prostitution, resulting in reactive and short term measures which have done little to address the issue. Kerb crawling is a major problem for people living in these area's, with reports of residents being followed by mean in cars. Also, Cardiff, being a large City with venues for international art and sport events also hosts visitors on a regular basis, which changes the profile of men who use street sex workers during these times. They become opportunistic young men where the relationship between binge drinking and violent, aggressive attacks on sex workers is well known and poses risk to both sex workers and members of the local community. Grangetown and Splott are vulnerable communities with an unheard majority because of a lack of confidence in or fear of the statutory authorities. Strong individuals have used structures such as PACT to express their frustration and anger but until the recent research conducted by Swansea University which explored the perception of these communities, little was known about the views of residents. The research has thrown light on this and given a voice to the wider community for the first time.

Our history shows us clearly that our previous methods of tackling the problem has been ineffective and has only displaced the problem. The research shows that the communities affected by street sex work do not think it is good enough that we just move the problem elsewhere and the time is right to protect vulnerable communities by implementing a strategic enforcement approach which brings together harm reduction and criminal justice.

## 1. We will..... Address the current street sex work issues impacting on and relating to communities in Cardiff to ensure the safety of residents & street sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Develop & implement a proactive strategic enforcement policy which will include zero tolerance of street sex working in residential area's.	a) Wait for the new political administration in Cardiff Council to look at the recommendations of the Scrutiny Report and work with the Cardiff Partnership Board to implement findings	Chair of CSWF	April 2013	Resources will be required for engagement and PR events to work with the local communities and general public, street sex workers & other agencies	
2. Improve safety around geographical area's where street sex work occurs	a) Improve design and planning within geographical locations to create safer environments. Link in with NM Teams to ensure adequate CCTV, ANPR & lighting in area's where street sex occurs to ensure safety.	Community Safety Department of the SWP & Chair of the CSW Forum	April 2013	Link in with the Cardiff South East & City & South NM Team action plans . Explore possibility of using Section 160 money and with Highways	
	b) Work with Waste Dept to ensure clean environment and that waste and debris is dealt with promptly.	Chair of CSW Forum	On-going		
	c) Explore potential for "contact points" in key locations	Community Safety Dept SWP & Safer Wales StreetLife	April 2013	Promoting safety will require funding	
3. Work with Waste & Cleansing to ensure a rapid response to both resident & business	a) Link with NM Teams and their action plans	Chair of the CSW Forum	On-going	None	
	b) Check planning of Viridor to establish whether key	Chair of CSW	3 months	Work with Section	

Action	Tasks	Lead	Date	Resources Required	RAG Status
complaints about the debris associated with street sex working	environmental community safety considerations have been incorporated into their plans	Forum	April 2013  On-going	160 money and with Highways	
	c) Take every opportunity to talk to the street sex workers and reinforce the message of their responsibility to the local community regarding the environment	Safer Wales StreetLife  Safer Wales StreetLife		Funding or further training for Safer Wales StreetLife may be required to secure this service  None	
4. Undertake on-going community engagement through variety of mechanisms eg PACT Meetings	a) Secure resources b) Arrange events c) Ensure multi-agency representation	Chair of CSW Forum	On-going	Finances to hold events	

## 2. We will.....Address the preventative agenda & focus on the prevention of children & young people becoming sex workers

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. The Cardiff Sex Worker Forum will support and advocate for the Sexual Exploitation Panel in Cardiff	a) Ensure that Safer Wales StreetLife and other relevant SWOT members are actively involved with the Sexual Exploitation Panel in Cardiff	CSW Forum Chair &	March 2012 &	None	
	b) That Safer Wales StreetLife are recognised as a core member of the Sexual Exploitation Panel and included.	Safer Wales StreetLife	On-going	None	
2. Establish formal links with the C&V Local Safeguarding Children Board (LSCB) to ensure that sexual exploitation is a core agenda item	a) Letter to be sent to the Director of Social Services to formally request the inclusion of sexual exploitation by the LSCB	Chair of CSWF	May 2012	None	
	b) Chair of the SWOT to champion Sexual Exploitation at the LSCB	Detective Inspector Public Protection	On-going	None	

Action	Tasks	Lead	Date	Resources Required	RAG Status
3. Instigate and set up a Task & Finish Group to explore the links and relationship between the numbers of Looked After Children and those who have had involvement with Children's Services who become sex workers and develop a local action plan to address	a) Identify all key stakeholders and invite to become members of the Task & Finish Group	DI of Public Protection & Chair of CSWF	Summer/Autumn 2012	Time & resources	
4. Improve early identification and service response to children & young people at risk of sexual exploitation and manage the blocks to delivering effective safeguarding processes	a) Re-engage with Barnardo's regarding the SERAF Training and work in partnership to reinforce the use of the framework across Cardiff & work together to raise awareness about the tool. Meet with Barnardo's Sexual Exploitation Lead to establish ways of working together to achieve this	Chair of the Cardiff SWF & Safer Wales	End of 2012	Funding will be required so that Barnardo's are able to provide training for SWOT members	
	b) Provide SERAF training to all SWOT members so that it becomes embedded in core practice	Safer Wales StreetLife	On-going		
5. Develop & deliver community mediation which will raise awareness about sexual exploitation and sexual & physical assaults on sex workers within communities	a) Work with Colleagues from Swansea University & Gibran UK to develop and deliver community mediation	Swansea University	April 2013	Funding to pay for expert community mediation	
6. Improve regional working between key partners to ensure safeguarding processes are effective when crossing geographical boundaries	a) Continued development and expansion of the Cardiff Sex Worker Forum, focusing specifically on supporting the Sex Worker Operational Team to function using effective systems of working	Cardiff Sex Worker SMG	On-going	Administrative support to facilitate this process	

### 3. We will.....Improve identification of adults who are risk of, or are known to be sex working

Action	Tasks	Lead	Date	Resources Required	RAG Status
1. Substantiate the Interim Information-Sharing Protocol used by SWOT MARAC in line with WASPI and the DV MARAC Policy	a) Replicate the DSVARAC Process once that has been achieved successfully	Chair of Cardiff SWF	On-going	Administrative support	
2. Improve the links and information sharing between CJS, particularly prisons and probation with regard to people are risk or known to have street sex workers leaving prison and attending court	b) Explore mechanisms for proactive information sharing for people who may be involved in street sex work, in order to inform pre-sentence reports.	Safer Wales	Summer 2012	Time & resources	
	c) Work with Integrated Offender Management Systems to explore: opportunities for incorporation of SWOT; sex worker specific support/interventions	Safer Wales	Dec 2012	Time & resources	
3. Address the needs of off-street sex workers and communities affected by off-street sex work	a) Develop a strategy for working with off-street sex workers	TBC	On-Going	This work will require funding and dedicated resource	
4. Be proactive in the development of a local Human Trafficking Strategy in Cardiff	a) Support the development of an be key stakeholder in the Human Trafficking agenda	TBC	On-Going	Unknown at present	