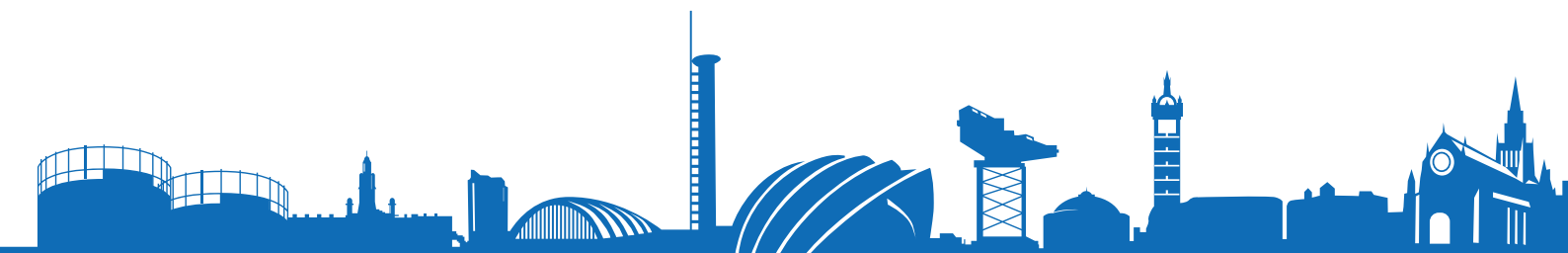


# “reducing street prostitution in Glasgow”

**Routes Out Annual Report 2012-13**







## Introduction

The Routes Out service is part of Glasgow Community & Safety Services (GCSS) which aims to prevent crime, tackle antisocial behaviour and promote community safety.

Routes Out adopts the Glasgow City Council policy on prostitution which views it as inherently harmful to those involved and therefore aims to reduce the prevalence of street prostitution in Glasgow.

The service works in partnership with Police Scotland, Glasgow City Council and the Third Sector to:

- **Increase the intelligence picture of street prostitution across Glasgow**
- **Prevent women from becoming involved in street prostitution**
- **Support women to exit prostitution**
- **Tackle the demand for street prostitution**
- **Reduce the impact of street prostitution on communities**

## What is Prostitution?

Prostitution is when a person engages in sexual activity in exchange for some form of payment such as: money, drinks, drugs, consumer goods or a bed or roof over their head for a night. This may take place in a variety of settings including private accommodation, brothels or on the street.

Glasgow City Council has a city wide approach to prostitution and rejects the notion of prostitution as work, which merely needs legalising and regulating. Prostitution is one form of commercial sexual exploitation and it is harmful to the people involved, their families and their communities. Prostitution is survival behaviour, not sexual behaviour and is based on supply and demand.

## Service User Group

Routes Out actively aims to engage with all women (women over the age of 16 years, or persons who identify themselves as women) involved in street prostitution in Glasgow.

Women primarily come to the attention of the services through the following pathways:

- **Women who attend the city centre Drop In. This will include women who are openly involved in prostitution and women who are ambiguous or deny involvement in prostitution. Attendance at the Drop In highlights high risk of involvement in prostitution or a risk of the same factors which will cause harm as if involved in prostitution. Routes Out will take the same protective action consistently with all women who are at risk of harm through prostitution.**
- **Women who are identified through Outreach. This will include women who are openly involved in prostitution and women who are ambiguous or deny involvement in prostitution however their behaviours and geographical location appears to puts them at high risk of involvement in prostitution.**
- **Women who are identified through Police Scotland as having been warned or charged under Section 46 of the Civic Government (Scotland) Act 1982.**
- **Women who self refer and are referred into Routes Out via other agencies and are open about their involvement in prostitution.**

**Since August 2010 the Routes Out service and partners have identified 490 women thought to be involved in street prostitution.**



### Context of Risk

The Routes Out model responds to the high level of risk of harm caused through involvement in street prostitution and works in the understanding that women get exploited through prostitution through a lack of choice of alternatives. Both of these are driving factors to the model of open communication and persistent offers of support for women exploited through street prostitution.

There are multiple risks for women involved in street prostitution some directly relating to prostitution activity and some associated risks, including those of substance misuse and criminality.

Women involved in street prostitution are at high risk of sexual assault and physical assault. The home office report in 2011, 'A Review of Effective Practice in Responding to Prostitution' states: At least 137 (people involved in prostitution) have been murdered since 1990 and women in street prostitution are 12 times more likely to be murdered than the rate for all women in same age group in the UK<sup>1</sup>. (Salfati, C. G. (2009) *Prostitute Homicide: An Overview of the Literature and Comparison to Sexual and Non-Sexual Female Victim Homicide*, pp. 51-68. In D. Canter, M. Ioannou, & D. Youngs (Eds.) *Safer Sex in the City: The Experience and Management of Street Prostitution*. The Crime and Law Series. Aldershot: Ashgate.)

Glasgow City Council has a duty of care to protect vulnerable adults. Routes Out only has information about part of a service user's life and in the context of viewing prostitution as extremely harmful, information sharing is essential in order to best protect women and support them to exit from prostitution. Information about women's exploitation through street prostitution is passed on to care managers who coordinate the care and treatment for the individual, either in NHS, Social Work or Addiction services and in line with the Adult Support and Protection (Scotland) Act 2007. This Act covers adults who are at risk of harm, unable to self guard their interests and are affected by a mental disorder or illness or disability. Under the Act when a service knows that an adult is at risk of harm information should be shared with the local authority.



## Service Delivery Model

Routes Out has a number of service elements including:

### Drop In

Operating 4 evenings per week from The Base at 75 Roberston Street, the Drop In is open to all women involved in street prostitution in Glasgow. Staffed by skilled support workers, the focus of the Drop In is primarily around motivating women to access support to exit prostitution. Due to the high level of risk to personal safety from prostitution and associated risks, such as drug use, harm reduction services are also an integral part of the service delivery. These include:

- **Condoms**
- **Needle exchange**
- **Safety advice**
- **Personal alarms**
- **Information on dangerous 'punters'**

### Outreach

Routes Out also runs an outreach service in order to provide harm reduction services and access to support to women who do not access the evening Drop In. The role of the service also extends to mapping the changing nature of street prostitution. The planning of the areas to target on outreach is developed around service user feedback, information from area teams in GCSS, information from partner agencies and information from Police Scotland.

### Case Management

Routes Out provides a direct follow up of all information received into the service regarding all signs of vulnerability to exploitation from prostitution. The service provides updates to Social Work and Addiction Services when women are engaging in these services so that care managers are aware of all risks and can coordinate appropriate packages of support to enable women to exit prostitution.

For women who are not engaging in support the case management service offers a quick response crisis intervention to provide women with direct support to access community services in response to needs, which may include accommodation, addiction and financial amongst others.

Care closely monitored and involve a lot of outreach support to women to encourage engagement and increase motivation to make changes to improve safety. Positive outcomes are the identifiable actions that have brought about direct improvements to women's lives during the times of support from Routes Out case management team and include such outcomes as benefit claim successful with direct support from Routes Out, engaged in community rehab after referral and direct support from Routes Out . No of positive outcomes achieved – 508

As part of the case management process there have been monthly case conferences with partner agencies in order to co-ordinate action for the most vulnerable women of which there have been 9 throughout 2012/ 2013. The aim is to have partner agencies take exceptional action in order to reduce risk for the most vulnerable women in order to promote engagement in services and reduction in exploitation.



## Multi Agency Approach

Glasgow Addiction services has 5 identified specialist workers who provide additional support for women involved in street prostitution and who are engaging with Community Addiction Team support.

As the Homeless Addiction Team does not have an identified gender based violence development worker Routes Out Case Management Workers will offer additional support for women linked into the Homeless Addiction Services.

Routes Out inputs into the Police Intelligence Database aimed at improving women's safety and the general safety of the community. This process helps support the Police to build an intelligence picture of where prostitution happens and the associated risks that are seen.

Another area of joint working with the Police over the year has been through an arrangement to see women in police cells. This has provided women the opportunity to discuss needs and directly access support following an arrest.

## Tackling Demand

Routes Out Service secured additional funding to support initiatives to reduce street prostitution. Through discussions with colleagues in Police Scotland it was agreed that 2 Police Officers would be seconded to Routes Out for a period of 18 months.

The main aim of this approach is to support the Routes Out team and Police Scotland to minimise the levels and impact of prostitution through reducing the harm experienced by those involved in street prostitution.

### **The main objectives of this initiative are:**

- **To build knowledge of sexual exploitation through street prostitution, identifying and understanding the extent of the problem.**
- **Work with partners to deliver targeted campaigns, education and training to raise awareness of street prostitution thus targeting demand, sharing information and developing intelligence.**
- **Work with partners to prevent entry into prostitution and provide routes out of prostitution.**
- **Promote the use of all available legislation to deter, detect and bring offenders to justice.**

The Officers have been with Routes Out since April 2012 and have established themselves with the Police and partners across Glasgow. They have increased the intelligence picture for Police Scotland and have utilised Section 1 (3) of the Prostitution (Public Places) (Scotland) Act (2007) to tackle the demand for street prostitution. Routes Out Management and the Police Officers were invited to meet with Lord Advocate in late 2012 which helped facilitate a streamlined partnership approach with the Crown Office and Procurators Fiscal Service.



## Key Statistics and Outcomes 2012-13

- 885 presentations to Drop In 2012/13\*
- 162 individual women attending Drop In 2012/13
- 356 hours spent on outreach 2012/13
- 1528 intelligence reports submitted to Police
- Between 44-73 active support cases/ month
- 513 positive outcomes for women
- 105 women supported to exit street prostitution

\*The total number of presentations to the Drop In reflects the number of times women have accessed the service, and therefore includes times when an individual woman presents at the Drop In on more than one occasion.

## Planned Developments 2013-14

Routes Out will continue to run a drop-in and outreach service at night to offer direct access support to women. Routes Out will also continue to case manage women to focus crisis intervention to those women who are most isolated from community resources and formal support services.

Discussions will commence with regard to the continuation of the partnership approach with Police Scotland through the secondment of the Police Officers, which is due to end in October 2013.

Routes Out will begin to offer outreach during the day to reach women who are exploited during the day and target areas where vulnerable women may benefit from support offered directly to them.

Routes Out will continue to partnership work and will work closely with multi agency developments within Glasgow for women who are involved in Criminal Justice System to improve support and outcomes for vulnerable women.

## Contacts

For further information about the Routes Out service please contact the service directly on 0141 276 0737 or through [gcssroutesout@glasgow.gov.uk](mailto:gcssroutesout@glasgow.gov.uk), or:

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