

# National Policing Sex Work and Prostitution Guidance

The National Police Chiefs' Council (NPCC) with the College of Policing have agreed to the circulation and adoption of this updated guidance to police forces in England, Wales & Northern Ireland.

In view of legal differences, this guidance relates to England and Wales only, although its principles and recommendations may be used in the other constituent countries of the United Kingdom, if desired, by those responsible for police policy.

It is NOT PROTECTIVELY MARKED under the Government Protective Marking Scheme and any requests for advice and rationale in relation to Freedom of Information Act disclosure should be made to the NPCC Central Referral Unit at [npcc.request@foi.pnn.police.uk](mailto:npcc.request@foi.pnn.police.uk).

## Document information

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# 1 Foreword

- 1.1 The last National Policing guidance looking at Prostitution was issued in December 2015. Since that time the growth of the e-facilitated sex industry has continued unabated. The proliferation of off-street sex work sometimes labelled “pop-up brothels” in the media and commensurate reduction in the street market has received much public attention.
- 1.2 Societal views of prostitution remain emotive; the issue can polarise opinion and prompt passionate debate. Some people argue that prostitution is an inherently exploitative activity and should be challenged at every level and demand a zero tolerance approach; others have a position that engaging in sex work is a matter of personal choice for individuals who need to be protected and respected by the Police Service and wider society. A significant proportion of the public hold views which are nuanced and reflect aspects of the different ends of the debate.
- 1.3 It is therefore unsurprising that legislative arrangements in some of our close neighbours are contested, have changed or are in flux. Our domestic legislature has reviewed evidence and considered the necessity for reform. The Home Affairs Committee published a report in 2016<sup>1</sup> and more recently an All Party Parliamentary Group reported<sup>2</sup> calling for legislative change. At this stage the evidence base available is equivocal. The police focus remains to work within the existing legislative arrangements, focusing upon increasing the safety of sex workers, reducing vulnerability and targeting those who exploit or cause harm.
- 1.4 This guidance offers practical advice to those dealing with sex work related issues. It recognises the need to address community concerns but also stresses as a priority the duty that police services have to enhance the safety of sex workers and to find practical ways to address crimes against, and exploitation of, those connected to prostitution.
- 1.5 This guidance recognises that many sex workers are marginalised and can be vulnerable. Street sex workers can be especially vulnerable, with addiction and mental health issues prevalent. Police responses must be careful not to inadvertently increase vulnerability.
- 1.6 This guidance highlights indicators of sexual exploitation and the presence of organised criminal activity. The presence of organised criminal activity within the sex industry is unquestionable and causes great harm to individuals and communities. Where such criminal activity is identified, it is our responsibility to robustly investigate and bring to justice those involved. I hope that you find this guidance of use in your efforts improve our communities, enhance the safety of sex workers and to target those who seek to exploit the vulnerable.

**ACC Dan Vajzovic, Chair of the NPCC Working Group on Sex Working and Prostitution**

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<sup>1</sup> <https://publications.parliament.uk/pa/cm201617/cmselect/cmhaff/26/26.pdf>

<sup>2</sup> Behind Closed Doors – APPG on Prostitution

## 2 Introduction

### Who is this Guidance for?

- 2.1 The guidance has been produced with operational police officers and staff in mind. There are four sections within the guidance each aimed at different roles within policing which have daily interaction with sex workers.

### What does the Guidance aim to achieve?

- 2.2 Recognising the complex nature of sex work and prostitution this guidance does not attempt to give definitive direction for every circumstance police professionals will be faced with. Instead, the guidance advocates principles which will guide the police approach. It is hoped that application of this guidance will result in a more consistent police approach to engagement with sex workers and to the resolution of criminal offences and neighbourhood issues. Throughout the guidance officers and staff are encouraged to focus upon addressing the safety of sex workers and targeting those who seek to victimise and exploit.

### What underpins the Guidance?

- 2.3 5 guiding statements, have been established to act as anchor points underpinning the development of this guidance. These principles have been developed in consultation with national partners from across law enforcement, academics and partners in both the statutory and voluntary sectors, and also feedback from those directly involved in sex work and prostitution.

1. *"The sex industry is complex, often stigmatised, and has many evolving typologies. It is often hidden from the wider public. We recognise this environment is conducive to the abuse or exploitation of those selling sex."*
2. *"Policing starts from a position that seeks to address vulnerability and exploitation. We will engage with those involved in order to build mutual trust and confidence and encourage the sharing of information to improve safety."*
3. *"The police should use engagement and intelligence to develop a better understanding of the typologies and extent of prostitution. We will work with partners to develop an approach that tackles the issues associated with sex work and prostitution by engaging a wide group of stakeholders."*
4. *"The role of policing is not to make moral judgements. The police focus will be on reducing vulnerability and criminality. We will seek to maximise safety and increase trust and confidence. This will encourage those in the sex industry to report crimes and abuse. This approach will shift the focus onto safeguarding those being harmed in the sex industry. Intelligence and information should be shared between forces and relevant partners to maximise safety and target those who exploit or cause harm."*
5. *"An evidence-based 'what works' approach will be used to enhance awareness of officers and partners dealing with this complex environment. It will ensure the focus is on vulnerability and safety and a consistent approach across the country."*

## 3 Overview

- 3.1 The sex industry is diverse and sex workers typically offer a wide variety of services. The movement of the industry over time, from street sex work to online, is well established. The online sex working community often advertise via legal adult services websites (ASWs). There are approximately 50 such platforms operating nationally in the UK<sup>3</sup> with many more local sites. The transition from street to online sex work has had a number of key effects: the benefit to sex workers around safety, less public visibility of the sex working community and opportunities for organised criminals to profit from exploitation. At the higher harm end of the industry is sexual exploitation through modern slavery.
- 3.2 Voluntary sex workers and victims of sexual exploitation may be advertised side-by-side on ASWs. Indeed the experience of sex workers may be nuanced; voluntary arrangements may become exploitative and visa-versa. Sex workers may travel around the UK for business reasons and to maintain their anonymity. They may work independently or work together in groups for safety reasons.
- 3.3 Internet facilitated sex work has seen the significant emergence of the media coined phrase the media coined term 'pop up brothels'. This catch-all term does not differentiate between sex workers working independently but moving of their own accord and those who are victims of sexual exploitation or human trafficking. It is important to keep an open mind if encountering such situations.
- 3.4 The police starting point should ensure that we do not start from a position that treats sex workers as criminals simply for being sex workers. The act of selling sex is not illegal per se. Whilst certain practices may amount to the commission of an offence, consideration should be given to the wider public interest. The focus of law enforcement activity should be to improve safety and to target those who exploit or cause harm. At the investigation stage it is relevant to consider the motivation behind the activity. For example, the fact that two independent sex workers are co-working due to safety concerns is a relevant public interest consideration.
- 3.5 Those involved in sex work often share their experiences on online platforms. Poor engagement between police and sex workers can adversely affect relationships beyond the local level.
- 3.6 A victim of a crime who is a sex worker should be approached as a victim who may require enhanced support. A recent survey of sex workers found that more than 80% had experienced at least one form of crime in the past 5 years<sup>4</sup>. In contrast only 23% stated they had ever reported incidents to the police<sup>5</sup>. Sex workers are likely to be victims of crimes and are less likely to want to report those crimes. Male or transgender sex workers are even less likely to report

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<sup>3</sup> Research by the National Crime Agency

<sup>4</sup> Beyond the Gaze

<sup>5</sup> Beyond the Gaze

incidents to the police. Post reporting, only 46.5%<sup>6</sup> of sex workers reported positive satisfaction with how their investigation was handled.

- 3.7 Safety within the industry is an issue compared to other sectors: 180 sex workers were murdered in the UK between 1990 and 2016<sup>7</sup>. 110 of these 180 homicides were directly work-related; the sex worker was killed either by a client, in a sex working workplace or last seen alive in a known street sex work area. Based on this data from 1991 to 2000, working as a sex worker in the UK carried the absolute greatest risk of occupational homicide for women. Five times as many female sex workers were murdered compared to female bar staff in the period. The proportion of homicide victims that were migrant sex workers has increased in recent years. In the 20 years between 1990 and 2009 only 6% of sex work occupational homicide victims (where nationality/migration status is known) were migrant sex workers compared to 94% who were British born. Since 2010 this proportion has dramatically increased to 50%. This may reflect changes in the overall makeup of the sex industry, with increasing numbers of migrant workers (Ward and Aral 2006) and/or suggest that offenders are specifically targeting migrants because of their potentially increased vulnerability<sup>8</sup>.
- 3.8 It is clear that some sex workers are targeted because of their occupation and these offences should be treated as hate crimes.
- 3.9 National Ugly Mugs (NUM) is a national charity which aims to end violence against sex workers. They are partly funded by contributions from police forces, demonstrating the police's commitment to the safety of sex workers. NUM takes reports from sex workers and produces warnings to other sex workers and support projects. It shares intelligence with the police anonymously where consent is given to do so. NUM supports sex workers in making police reports, and also disseminates police information to sex workers to enhance safety. NUM is a key resource and has a reach of about 25,000 sex workers in the UK through direct contact and support projects.

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<sup>6</sup> Beyond the Gaze

<sup>7</sup> National Ugly mugs database

<sup>8</sup> Cunningham, S., Sanders, T., Platt, L., Grenfell, P., Maciotti, PG (2018) Sex Work and Occupational Homicide: Analysis of a UK Murder Database, *Homicide Studies* 22 (3) 321-338

## 4 Guidance for Community Managers

### Key Points:

- Build Relationships and Understanding
- Share information
- Prioritise

### Build Relationships and Understanding

- 4.1 The sex working community is present across the country, it can be mobile and transient. Engagement is not as simple as with some other more visible communities especially since many sex workers may not, initially, want to engage with the police. However, as a community, sex workers are more vulnerable to crime, some of which is targeted in a similar way to hate crime, and some of which is high harm.
- 4.2 It is important to understand the picture locally. Identifying and engaging with relevant partners and support services is an important step to building understanding and winning the trust of your local sex working community. National Ugly Mugs will be able to assist in identifying local support services. Some partners may be set up to concentrate on street sex working as the more visible aspect of the industry, but the online community is significant and hidden and should not be forgotten.
- 4.3 In addition to understanding the position of all partners and support services, visiting Adult Service Websites (ASW) via open source can give community managers an insight into the off street industry. Local advice should be sought to ensure adherence with your organisational policies and to follow good practice and legislative requirements in open source research.

### Share Information

- 4.4 Not all of the solutions to community concerns sit with the police. It is desirable to share the local sex industry picture with relevant partners and support services. Consider the roles of partners within your community safety partnerships and seek support in adopting a problem solving approach to issues that have been identified.
- 4.5 Where possible offer third party reporting and intelligence sharing via partners to gain a better understanding of crimes against sex workers, which are possibly not being reported.
- 4.6 Ensure frontline officers and staff know about local support services in order to signpost so that when incidents are reported there is a greater chance of effective partnership problem solving.

## Prioritise

- 4.7 Community concerns or complaints about the sex worker community can manifest in a number of ways. In all cases, prioritise addressing vulnerability and safety, targeting those who exploit and work in partnership to problem solve.
- 4.8 Street sex working is likely to cause the most community concern or complaints. Street sex workers are much more likely to become victims of crime, and to have complex vulnerabilities. Engagement with all parties, partners and support programmes is a good starting point. Displacement of street sex working should be avoided. A problem orientated partnership approach is preferred, focusing on welfare and vulnerability, environmental deficiencies, and education and exit from sex working support should be considered. In all cases suspected exploitation should be prioritised.
- 4.9 Off-street activity concerns are likely to more localised and generally less frequent, but a similar approach can be taken. Vulnerability needs to be assessed and addressed and exploitation, if suspected or discovered, prioritised.

## In Summary

- 4.10 Identify partners and support services. Bring these partners together and add localised ASW research to gain an understanding of the local industry. Use this collaboration to address community concerns, build trust and share information. Remember that over reliance upon disproportionate enforcement where exploitation is absent is likely to undermine trust and the building of relationships.

## 5 Guidance for Frontline Officers and Staff

### Key Points:

- Build trust
- Address safety
- Recover evidence sensitively

### Build Trust

5.1 It is likely a sex worker will fear that the police will criminalise them, publicise their occupation to others, not take complaints seriously (especially stalking and sexual offence crimes) and judge them. Reassurance at an early stage is important.

5.1 The individual needs of a victim, in addition to their specific requirements, are likely to be around discretion, therefore consider low key approaches, availability times and maintaining the confidentiality of the sex worker's profession. This should be respected at all times within boundaries of legal obligations.



5.2 Some crimes against sex workers are specific to their occupation. Consider the extra steps in engaging with victims of hate crimes as a suggested way of supporting victims in these circumstances.

5.3 Don't start from a position that treats sex workers as criminals simply for being sex workers or engaging in practices that have been undertaken to increase their own personal safety, such as, 'managing or keeping brothels' under S.33 of the 1956 Sexual Offences Act. Do focus on those exploiting sex workers or committing crimes against them.

5.4 The role of the police is not to encourage sex workers to exit the industry. There are agencies and support groups, such as Beyond the Streets, who can assist sex workers if the individual requests this support. The police should consider signposting advice that is likely to improve safety and reduce the risk of exploitation or other criminality. Further details can be found in the sources of support section of this document.

## Address safety

5.5 Exploring vulnerability and addressing safeguarding issues with sex workers should be approached in a sensitive and supportive manner. Exposing those who abuse and exploit is important but information may not be volunteered, if indeed it exists. Establishing that the sex worker can edit their own Adult Services Website (ASW) profile suggests they are less likely to be exploited. It is right to explore a sex worker's safety with them in a supportive and constructive manner. Police adopt risk assessments in many different areas and reviewing a sex worker's own risk assessment would give a strong indication of how well thought out it is and how vulnerable they are. This should be done individually with sex workers, not in groups. If there is exploitation, dominant or complicit persons may overshadow and drown out those who are being exploited or coerced. This is made worse if there are language barriers and non-independent interpreters.

5.6 When considering whether or not a sex worker is being coerced or exploited the following circumstances (not exhaustive) may be considered and may indicate the sex worker has vulnerabilities or is subject to exploitation:

- Sex worker is unable to edit their own ASW advert. This may be owing to language issues or IT skills but also must be considered that it may be because the individual isn't permitted to have a say. It may also be because what is being advertised and how it is done or is something they don't have a say in.
- Sex worker does not control their own contact number used by those buying sexual services. This can indicate they use a third party to assist them or their work is organised by a third party.
- High risk services are offered, such as unprotected sex.
- General working conditions and environment. It should be a minimum expectation that the sex worker using a property has the freedom and provisions to leave if they desire. Have access to fresh clothing, food and toiletries.
- How the sex worker screens clients. There will be a variety of methods, the least safe would be a text-arranged meeting with no prior interaction. Alternatively, webcam meetings, on-line booking or phone calls might indicate a greater focus upon safety.
- Has no knowledge of how to contact the police, support services or networks.
- Unable to explain why they chose to come to the area interaction occurs in or they don't actually know where they are.
- Methods of travel may also raise questions if there is ambiguity around how they have travelled between locations.
- The sex worker cannot talk about where their money goes. Clearly they may not wish to tell police this but it could also be a sign there is a third party benefiting from their work directly and they are scared to reveal this.

These broad areas should be explored through open discussions with sex workers **not** via formal questioning.

- 5.7 National Ugly Mugs (NUM) is a UK charity which works with the police and sex workers. It is a valuable resource for sex workers to increase their own safety, and will also assist police investigations and support victims. This link <https://uknswp.org/um/safety/essential-safety-for-sex-workers/> has safety suggestions for sex workers. It is worth reading these suggestions prior to any pre-arranged engagement with a sex worker. Also consider sharing the link with the sex worker to assist them in managing their own safety. Sex workers can sign up to NUM, which offers a variety of support services, including a number and e-mail checker to reduce the likelihood of sex workers meeting with potentially dangerous clients.
- 5.8 Where exploitation is suspected but not evidenced sufficiently to take action, intelligence should be gathered and support offered to the sex worker. Exploitation does not necessarily mean modern slavery offences but it could be an indicator. Controlling prostitution for gain (S.53 Sexual Offences Act 2003) may be a more common explanation of what is occurring. Some sex workers work for, or have their business organised by, third parties such as agencies. This practice may fall into the S.53 offence, so in these circumstances the views and vulnerability of the sex worker should be a significant factor when considering the extent of any investigation. The collection of intelligence should still occur.
- 5.9 It is in the interest of exploiters to increase the fear of reporting issues to the police. Building trust increases the likelihood of offences being reported and improves safety.
- 5.10 If trafficking is suspected then the National Referral Mechanism and raising a crime is the correct approach, if the victim elects to engage. Should the victim chose not to support an investigation but modern slavery is still suspected then a crime should be recorded and MS1 submitted. Advice from force modern slavery SPOCS can be sought in these situations as evidence led prosecutions have occurred for modern slavery offences. Take advice but prioritise the safety of the individual: what will happen when you leave?

## Recover Evidence Sensitive

- 5.11 Recovering evidence in any investigation is important. However, crimes against sex workers may be cyber-enabled and tracing offenders may have an online theme. Collecting details of the ASWs used by the sex workers and methods of contact from any suspect will clearly be key to tracing them. Again sensitivity is important in this process. The sex worker may fear their business will be affected by the evidential process.

## In Summary

- 5.12 Offer reassurance, be discreet, and criminalise those who exploit or abuse. Assist in safeguarding and signpost to NUM. Keep an open mind, consider exploitation and modern slavery but don't assume it is always present. Gather information and evidence.

## 6 Guidance for Investigators

### Key points:

- Understand Vulnerability
- Target those who Exploit
- Share Information

### Understand Vulnerability

- 6.1 Sex workers perceive risks such as credibility, victimisation and loss of work when reporting crimes or engaging with the police. These factors contribute to under reporting and lead to some offenders specifically targeting sex workers. 40% of sex workers who had experienced crimes felt the perpetrator was motivated by their attitude towards sex workers<sup>9</sup>. Consider investigating crimes against sex workers as, or in a similar way to, hate crimes whenever there is a suggestion the crime is motivated or connected to the work of the victim.
- 6.2 Building trust with sex workers is key to gathering evidence and to understanding specific vulnerabilities, facilitating interpreters, intermediaries and support workers when planning interviews or court.
- 6.3 Consideration of special measures is important and will help to address vulnerabilities. The use of an ISVA or IDVA, depending on circumstances, should be considered in respect to the nature of the relationship between victim and suspect.
- 6.4 Common offences committed against sex workers include robbery and assault. Others require more specific legislative knowledge and it is not always obvious what offences may have been committed. For example, offences relating to the refusal or removal of condoms. Give consideration to consent issues around this activity from a rape perspective. ‘Doxing’ is the researching and broadcasting of private information. This can be considered as a form of harassment and the effects on the targeted sex worker can be significant, especially as many sex workers deliberately hide their true identities from clients, families, friends and neighbours.



<sup>9</sup> Beyond the gaze

## Target those who exploit

- 6.5 Exploitation and coercion of sex workers occurs across a range of offences. There is organised criminality within the sex industry and where uncovered it should be vigorously pursued. Some practices by sex workers may suggest exploitation or organised criminality but equally may be used for personal safety reasons (for example the use of drivers or working for an agency). The views and vulnerability of the sex worker should be as the forefront of considerations when determining the extent to which these circumstances are prioritised for investigation. Listen, Investigate, and decide.
- 6.6 Some of the offences likely to be encountered may require evidential recovery of data held on Adult Services Websites (ASWs) if services have been offered online. Sex workers may advertise or be advertised on more than one platform. Much of this can be done simply via open source. Different ASWs have different features but there is a large quantity of data that can be collected evidentially from these sites. Be aware that adverts on ASWs can be quickly taken down.
- 6.7 Hidden behind the profiles and adverts, the ASWs themselves hold a large amount of information which could be key evidence depending on the investigation type. This evidence includes payment details for adverts and revenue, IP addresses for profile editors, email addresses, phone numbers, verification photos and ID documents. Some ASWs also have customers who complete a registration process so information is often held which may identify them.
- 6.8 UK Law Enforcement will work with ASWs to reduce criminality and improve safety. If offences are found on ASWs linked to an advert or profile then engagement with the ASW may reveal other offences, victims and offer disruption tactics. Even if investigations involving ASWs do not reach fruition it is vital that intelligence is gathered and learning shared. Guidance and best practice for investigating human trafficking and exploitation can be found on POLKA.

## Share information

- 6.9 National Ugly Mugs is a valuable resource for police and sex workers alike. It offers a reporting mechanism for sex workers to highlight dangers to other sex workers. It also assists sex worker victims in reporting to the police. As a resource to an investigating officer it can help build trust and safeguard. It can also alert sex workers to safeguarding concerns from the police assist in pleas for information and witnesses and identify suspects through its extensive network of sex workers and project membership. Provide information to community managers so this can be passed to local partnership groups and support services.

## In Summary

- 6.11 Sex workers are likely to need enhanced witness or victim services. Vigorously pursue those who target sex workers. Approach ASWs for data and evidence to assist investigations. Share information for the safety of others.

## 7 Guidance for Intelligence Officers

### Key points:

- Scanning for vulnerability
- Appropriate responses
- Developing a picture of those who exploit

### Scanning for Vulnerability

- 7.1 An increasing number of sexual services are advertised online. Sex workers use Adult Services Websites to advertise services and vet clients which can improve their safety. As ASWs are the largest marketplace for sexual services, they are also exploited by traffickers and organised criminals who seek to make profit from the exploitation of vulnerable victims by advertising people online and making it appear as voluntary sex workers. There are currently over 50 ASWs covering the UK, with many more regionally and also sites run by individual sex workers. The ASWs which currently have the largest share of the UK sexual services market are *Adult work* and *Vivastreet*.
- 7.2 Other platforms may also be used to sell sexual services, including social media. Some of these ASWs are only advertising sexual services whilst others also promote non-sexual adverts (items for sale for example).
- 7.3 Reviewing ASWs and linked online forums provides law enforcement with the opportunity to better understand the online sex worker community in each area, and to gather evidence against recorded crimes, or for proactive investigation into exploitation and abuse. However it is important that law enforcement is transparent about its work in this area to ensure that this builds trust and confidence of sex workers. The focus should be on building knowledge of the sex work marketplace and investigating those who abuse and exploit sex workers or victims of trafficking.
- 7.3 It is inherently difficult to scan ASWs and interpret what is occurring behind adverts. Forces are encouraged to access the NCA's guide "*National Model for Police Forces using/accessing Adult Services Website for Intelligence purposes and assisting investigations*", which offers advice on the signs of exploitation and vulnerability to look for whilst scanning ASWs. Adopting a scanning process may lead to more actionable intelligence against exploiters.

### Appropriate response

- 7.4 It should be remembered that the vast majority of services advertised on ASWs are by independent sex workers and these should not be the focus of police activity. However, given the difficulty in distinguishing between independently advertised

services and those which have been coerced or controlled, it is likely that there will be engagement with those who are not being exploited and where this happens the focus **must** be on building trust and increasing safety. Signposting support agencies and local sexual health provisions for example.

- 7.5 Excessive scanning and proactive engagement can lead to unwanted interaction with non-vulnerable sex workers and erode trust. Joint working and advice from partners prior to this activity should be considered. Training from NUM may be also be available.
- 7.6 Interaction, whilst facilitated by intelligence units, may be better carried out neighbourhood officers under the local partnership leadership of community managers.
- 7.7 Any visits to locations used for sex work should be low key. Use of sensitive phraseology should be carefully considered. Media interaction should be avoided during visits. Officers need to be cognisant to the welfare needs and dignity of those encountered. Please refer to the guidance for front line officers and staff.

## Developing a picture of those who exploit

- 7.8 There will be visits and situations which require further development work to understand fully the extent of possible exploitation behind what has been discovered. It may not always be clear that exploitation is occurring but when suspected intelligence development may be required.
- 7.9 Mentioned within the guidance to investigators, the ASWs hold data on those taking out and paying for adverts. These ASWs will cooperate in providing information to UK law enforcement. The data provided may include the IP addresses of locations used to take out the advert, payment details, the names given to take out adverts and contact details.
- 7.10 Rental agreements and booking details for premises used for exploitation of sex workers could also reveal an audit trail. Clearly with hotels this will be easily achieved but other properties may require open source or land registry checks.
- 7.11 Exploiter's bank accounts may also reveal expenditure on ASW adverts, other property bookings and possibly travel. Early use of a financial investigator will greatly assist development investigations. Traditional telecommunications development work should also be considered. This is key when a possible exploited sex worker does not control their own phone advertised on ASWs.

## In Summary

- 7.13 Scanning ASWs and responding appropriately and sensitively to vulnerability is a correct approach to safeguarding. Intelligence development should be focused on those who exploit.

## 8 Conclusion

- 8.1 Partnership working at all levels is key to understanding and providing the best service to the sex working community.
- 8.2 Police interaction with sex workers will influence future relationships. It starts from a position of mistrust and extra effort is required, but working within the guidelines and being consistent is the best way to build trust.
- 8.3 Exploitation of sex workers can be linked to organised and international crime. However, the police need to deal with individuals while pursuing exploiters.
- 8.4 Other agencies, partners and support groups may understand what is occurring better than police officers and communication is key.
- 8.5 Some crime in the industry is cyber-enabled and understanding of the online nature of the sex industry is required.

### Glossary of terms

**All Party Parliamentary Group (APPG)** - All-Party Parliamentary Groups (APPGs) are informal cross-party groups that have no official status within Parliament. They are run by and for Members of the Commons and Lords, though many choose to involve individuals and organizations from outside Parliament in their administration and activities.

**Adult Services Websites (ASWs)** - These are websites, accessible via the internet to anyone declaring they are at least 18 years old, that advertise sexual services to customers either as a segment of their business or as their sole business.

**Beyond the Gaze** - Beyond the Gaze was a project funded by the Economic and Social Research Council which ran from September 2015 to 2018. It examined, amongst other issues, how the internet shaped the adult commercial sex industry in the UK. It contains a lot of valuable material to assist law enforcement and engagement.

**Beyond the Streets** - Beyond the Streets is a UK charity who see the possibility of life beyond sexual exploitation. They work to see women safe from coercion, violence and abuse.

**Community Managers** – The definition here defines post holders, within the police, who are able to bring together partners to address and solve problems within geographical areas of responsibility.

**Doxing** - Doxing is the Internet-based practice of researching and broadcasting private or identifiable information (especially personally identifiable information) about an individual.

**Exploiters** – Exploitation is accepted as a very wide term. It, of course, is used in conjunction with Modern Slavery but can also be considered in more simplistic forms such as a person or persons taking advantage of someone's work unfairly.

**Home Affairs Committee** – This is one of the departmental select committees which review subjects by examining written and oral evidence from a wide range of relevant groups and individuals. Its members are Members of Parliament.

**ISVA** - Independent Sexual Violence Advisors or Advocates

**IDVA** - Independent Domestic Violence Advisors

**MS1** – This is a notification of potential victim of Modern slavery form. This should be completed when an adult victim does not consent to enter the NRM (National referral mechanism)

**National Referral Mechanism (NRM)** - The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support. The NRM is also the mechanism through which the Modern Slavery Human Trafficking Unit (MSHTU) collect data about victims.

**National Ugly Mugs (NUM)** - National Ugly Mugs (NUM) is a pioneering, national organization which provides greater access to justice and protection for sex workers who are often targeted by dangerous individuals but are frequently reluctant to report these incidents to the police.

**NCA** – National Crime Agency (NCA)

**Off street sex work** - A phrase referring to a sex worker who works from a premises.

**Online Forums** – Online Forums, internet forums or message boards are online discussion sites where people can hold conversations in form of posted messages.

**Pop up Brothels** - Pop up brothels is a media reference to locations used temporarily by sex workers.