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| 13. Community Development Approach to Street-Based Sex Work Project - Quarterly Progress Report |
| **Reference:** | 18/1120241 |
| **Presenter(s):** | Amy Hart, Community Development AdvisorJenny Hughey, Principal Advisor Policy |

1. Purpose and Origin of Report

Purpose of Report

* 1. The purpose of this report is for the Linwood-Central-Heathcote Community Board to receive a progress report on the Community Development Approach to Street-Based Sex Work Project.

Origin of Report

* 1. This report is provided to fulfil the Council’s resolution (CNCL/2017/00291) directing staff to bring quarterly progress reports to the Regulatory Performance Committee on this project.
	2. The first progress report was presented to the Board and the Regulatory Performance Committee in April 2018 (**attached**). The Regulatory Performance Committee recommended that staff provide future reports to the Board and the Social, Community Development and Housing Committee. This was approved by the Council in April 2018.
	3. The second progress report was presented to the Board in August 2018 and the Committee in September 2018 (**attached**).
	4. This report will be presented to the Social, Community Development and Housing Committee on 5 December 2018.
1. Significance (refer to the Significance Assessment One Pager for guidance on completing this section)
	1. The information in this report is of medium significance in relation to the Christchurch City Council’s Significance and Engagement Policy.
		1. The level of significance is medium because this project is likely to be of wide public interest. It directly impacts a small number of residents and businesses within a small geographical area, but is of concern to these residents and businesses. This project will also impact street-based sex workers operating in the area. A small number of organisations and agencies are involved in this project, including the New Zealand Prostitutes Collective and the New Zealand Police.
		2. The community engagement mechanisms outlined in this report reflect this assessment.

1. Staff Recommendations

(If this report is public excluded include a recommendation advising on the release and communication of the decision and/or report)

That the Linwood-Central-Heathcote Community Board:

1. Receive the Community Development Approach to Street-Based Sex Work Project – Quarterly Progress Report.
2. Key Points

**Background/Context**

* 1. Residents and businesses around Manchester Street north and south of Bealey Avenue from Purchas Street to Kilmore Street have raised concern about the impact of street-based sex workers (sex workers), clients, minders and sightseers in their neighbourhoods. Concerns included late night noise, intimidation, vandalism and trespassing.
	2. In November 2017 the Council resolved that a Street-Based Sex Work Collaborative Community Working Group (Working Group) be established with the New Zealand Prostitutes Collective (NZPC), residents, the New Zealand Police and other key organisations and agencies.
	3. Since then the Working Group has agreed on outcomes and objectives it would like to achieve, met monthly, and completed actions to meet the Council resolution and Working Group outcomes (refer to Items 6 and 7).
	4. Key actions since the previous progress report in August 2018 include:
		1. No sex workers have worked north of Bealey Avenue since July 2018. South of Bealey Avenue, approximately six to nine sex workers have worked in any given fortnight since the previous progress report.
		2. The Council granted $40,200 towards wages and a phone for the New Zealand Prostitutes’ Collective’s Street Outreach Coordinator.
		3. The Working Group held a community drop-in for residents and businesses to discuss the impact of sex work on their neighbourhoods. 15 people attended, and six noted that sex work in their area is not an issue, three noted that there is significantly less anti-social behaviour, including late-night noise and litter, than before the start of the Working Group and six did not comment.
		4. The Council installed a CCTV camera on the Manchester Street/Aberdeen Street corner.
	5. The Working Group will continue to meet until at least early-2019, when it will evaluate the project against the intended outcomes.
1. Context/Background

**History**

* 1. From May 2017 the Council investigated options for a bylaw to regulate street-based sex work in response to concerns raised by residents and businesses in north of Bealey Avenue about the impact this activity was having on them. The Police advised the Council that they would not be in a position to enforce such a bylaw due to:
		1. The limited enforcement tools available under the Local Government Act’s general bylaw-making powers (for example, no instant fines or powers of arrest);
		2. The difficulty in gathering sufficient evidence for a prosecution; and
		3. The costs involved in taking a prosecution for low-level anti-social behaviour.
	2. Research indicates that the most effective method with which to minimise the impact of sex work and enhance the quality of life of sex workers is a non-regulatory approach where solutions are developed with all stakeholders, including residents, representatives of sex workers, the Police and local Councils.[[1]](#footnote-1)
	3. At its 2 November 2017 meeting the Council resolved to pursue a community development approach to issues raised. The full resolution is **attached**.
1. Progress Report on Council Resolution
	1. The Working Group has met monthly since December 2017 to jointly develop a project plan and undertake actions. The Working Group’s membership is **attached**.
	2. Council staff have presented two previous progress reports to the Board and Committee (**attached**). Key milestones since the previous report in August 2018 are outlined below.

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| **Council Resolution 1** – *Agree not to develop a bylaw at this stage that regulates the location of street-based sex workers away from residential areas.* |
| **Action** At this stage do not develop a bylaw. | **Key milestone**Action complete. |

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| **Council Resolution 2** – *Agree that Council, in partnership with the New Zealand Prostitutes Collective, form a collaborative community working group that will include the Non-Government Organisations, the New Zealand Police, and affected residents, to develop and undertake further actions to support the relocation of street-based sex workers.* |
| **Action**Form a Working Group. | **Key milestone**Action complete. |

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| **Council Resolution 3** – *Agree that Council staff continue to work with all parties to encourage street-based sex workers to relocate away from the current area of concern or future areas of concern.* |
| **Action**Encourage sex workers operating north of Bealey Avenue to relocate. | **Key milestone**Refer to Item 7.2 – Objective 1.3. |

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| **Council Resolution 4** – *Agree that the Linwood-Central-Heathcote Community Board be invited to support the collaborative community working group.* |
| **Action**Appoint two Board members to the Working Group. | **Key milestone**Action complete.At its 3 April 2018 meeting, the Board appointed Deon Swiggs and Alexandra Davids as its representatives on the Working Group. |

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| **Council Resolution 5** – *Instruct staff to monitor and evaluate the actions and outcomes and report to the Regulatory Performance Committee on a quarterly basis on the progress of the collaborative community working group.* |
| **Action**Present quarterly progress reports. | **Key milestones**1. This progress report meets the current reporting deadline of November 2018.
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| **Council Resolution 6** – *Agree that the Council will consider funding in support of initiatives presented by the collaborative community working group.* |
| **Action**Consider funding actions of the Working Group. | **Key milestone**Refer to Item 7.2 – Objectives 1.3, 1.4, 2.4 and 2.5. |

1. Progress Report on Working Group Outcomes and Objectives
	1. In May 2018 the Working Group discussed and agreed on the following outcomes and objectives:
		1. Residents and businesses (owners and employees) in the area around Manchester Street have a good quality of life.
			* + Understand the key issues associated with sex work for residents and businesses;
				+ Partner with residents and businesses to jointly develop solutions;
				+ Encourage sex workers operating north of Bealey Avenue to relocate; and
				+ Deter anti-social behaviour displayed by sex workers, minders, clients and sightseers south of Bealey Avenue.
		2. Street-based sex workers have a good quality of life, and operate in a safe and welcoming environment.
			* + Understand the key issues faced by sex workers;
				+ Partner with representatives of sex workers to jointly develop solutions;
				+ Enhance wraparound services for sex workers;
				+ Enhance community safety south of Bealey Avenue; and
				+ Build public awareness to reduce stigma against sex workers.
	2. Based on its outcomes and objectives, the Working Group has completed the following key milestones since the previous progress report.

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| **Outcome 1 -** *Residents and businesses (owners and employees) in the area around Manchester Street have a good quality of life.* |
| **Objective 1.1**Understand the key issues associated with sex work for residents and businesses. | **Key milestones**1. In July 2018 the Working Group held a community drop-in for residents and businesses to discuss the impact of sex work on their neighbourhoods. 15 people attended, and six noted that sex work in their area is not an issue, three noted that there is significantly less anti-social behaviour, including late-night noise and litter, than before the start of the Working Group and six did not comment.

The Working Group held three previous drop-ins from December 2017 to April 2018, where the majority of attendees reported that anti-social behaviour associated with sex work had negatively impacted on their quality of life.1. A quarterly newsletter was delivered to residents’ and businesses’ letterboxes in July and November 2018. Key points included a progress update and information about which organisations and agencies to contact with various concerns.
2. In November 2018 the newsletter included a leaflet from NZPC expressing its commitment to working with sex workers and residents to reduce community tension and enhance neighbourhood relationships. The leaflet encouraged residents to contact NZPC’s Street Outreach Coordinator with any questions or concerns.
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| **Objective 1.2**Partner with residents and businesses to jointly develop solutions. | **Key milestone**1. Three residents are members of the Working Group.
2. Each quarterly newsletter to residents and businesses invites them to join the Working Group.
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| **Objective 1.3**Encourage sex workers operating north of Bealey Avenue to relocate. | **Key milestone**1. Since July 2018 no sex workers have worked in this area.
2. In September 2018 the Council granted $40,200 towards wages and a phone for the New Zealand Prostitutes’ Collective’s Street Outreach Coordinator (SOC).

The SOC visits the area up to seven nights per week to confirm that no sex workers are in the area and, if required, to request that they relocate. The SOC is contactable 24/7 by residents and businesses.**Note:** At this time the Working Group is undertaking actions to encourage sex workers to relocate from north of Bealey Avenue only and not from south of Bealey Avenue.Sex workers have worked south of Bealey Avenue since the mid-1990s, and many residents and businesses made an informed choice when deciding to live or work in this area. One of the priorities of the Working Group is to enhance the quality of life of residents and businesses south of Bealey Avenue. |
| **Objective 1.4**Deter anti-social behaviour displayed by sex workers, minders, clients and sightseers south of Bealey Avenue. | **Key milestone**1. Approximately six to nine sex workers have worked in this area in any given fortnight since the previous progress report.
2. In April 2018 the Board requested that staff investigate options for improving street cleaning. However the Working Group (including three residents) advised that litter is not currently a significant issue, and decided to reassess this in Summer 2018.
3. In September 2018 the Council granted $40,200 towards wages and a phone for the New Zealand Prostitutes’ Collective’s Street Outreach Coordinator (SOC). The SOC visits the area up to seven nights per week to encourage sex workers to behave in a more neighbourly manner.
4. Reported offences and incidents of anti-social behaviour displayed by the general public (including sex workers) in this area have decreased each year since January 2015. While 2018 data is year to date, indications are that 2018 numbers are unlikely to be significantly greater than 2017 numbers.
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| **Outcome 2** – *Street-based sex workers have a good quality of life, and operate in a safe and welcoming environment.* |
| **Objective 2.1**Understand the key issues faced by sex workers. | **Key milestone**1 In September 2018 the Working Group considered recent research on sex work in Christchurch. The study found that street-based sex workers experience higher rates of violence, abuse and disdain compared to indoor sex workers and the general population, which may result in part from stigma against street-based sex work. [[2]](#footnote-2)  The Working Group agreed that one of its priorities is to reduce stigma against sex workers (refer to Objective 2.5). |
| **Objective 2.2**Partner with representatives of sex workers to jointly develop solutions. | **Key milestone** Action complete as representatives of sex workers have been members of the Working Group since its establishment. |
| **Objective 2.3**Enhance wraparound services for sex workers. | **Key milestone**1. In September 2018 NZPC’s Sexual Health Nurse piloted the provision of free sexual health services at the Salvation Army’s outreach van near Manchester Street for one night. Nine sex workers accessed these services.

NZPC, with funding support from Community and Public Health, will continue to provide these services at the outreach van on a monthly basis.Note: NZPC provides free weekly sexual health services at its office in Waltham, where an average of three to four sex workers access these services each week. |
| **Objective 2.4**Enhance community safety south of Bealey Avenue. | **Key milestones**1. In May 2018 the Board granted funding for a CCTV camera on the Manchester/Aberdeen Street corner, which was installed in July 2018. This was the only corner on Manchester Street between Purchas Street and Kilmore Avenue without a CCTV camera.
2. In December 2018 the Working Group will host an event for sex workers on Red Umbrella Day, the International Day to End Violence Against Sex Workers. Residents and businesses in the Manchester Street area are welcome to attend with an aim to enhance neighbourhood relationships.

Note: In October 2018 the Board granted $250 towards food and drinks for the event. |
| **Objective 2.5**Build public awareness to reduce stigma against sex workers. | **Key milestones**1. In July 2018 the Working Group held a community drop-in for residents and businesses, which 15 people attended. This included a presentation of recent research on sex work in Christchurch with the aim to improve people’s understanding of issues facing sex workers and reasons people choose to enter sex work.
2. In September 2018 the Council granted $40,200 towards wages and a phone for the New Zealand Prostitutes’ Collective’s Street Outreach Coordinator (SOC). One of the SOC’s roles is to help residents and businesses better understand sex work.
3. In September 2018 the Salvation Army held a retreat for social justice students, which included a talk by NZPC on sex work.
4. Community and Public Health will partner with NZPC to deliver educational sessions for overseas students on treating women, including sex workers, with dignity and respect.
5. In December 2018 the Working Group will host an event for Red Umbrella Day, the International Day to End Violence Against Sex Workers (refer to Objective 2.4).
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1. Evaluation and Next Steps
	* 1. The Working Group will evaluate the project against the intended outcomes in early-2019, approximately one year after the Working Group’s establishment. At that time the Working Group will consider whether to continue or recommend that the Council disestablish it.

Attachments

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| **No.** | **Title** | **Page** |
| a   | Council Resolution on Community Development Approach to Sex Work |  |
| b   | Working Group Membership |  |
| c   | Quarterly Progress Report - April 2018 |  |
| d   | Quarterly Progress Report - August 2018 |  |

Confirmation of Statutory Compliance

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| Compliance with Statutory Decision-making Requirements (ss 76 - 81 Local Government Act 2002).(a) This report contains:(i) sufficient information about all reasonably practicable options identified and assessed in terms of their advantages and disadvantages; and (ii) adequate consideration of the views and preferences of affected and interested persons bearing in mind any proposed or previous community engagement.(b) The information reflects the level of significance of the matters covered by the report, as determined in accordance with the Council's significance and engagement policy. |

Signatories

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| **Author** | Amy Hart - Community Development Advisor |
| **Approved By** | Matthew McLintock - Manager Community Governance, Fendalton-Waimairi-Harewood |

1. Pitcher, J., R. Campbell, P. Hubbard, M. O’Neill and J. Scoular (2006). Living and Working in Areas of Street Sex Work: From conflict to coexistence. Bristol, Joseph Rowntree Foundation; Ministry of Justice, New Zealand Government (2008). “Report of the Prostitution Law Review Committee on the Operation of the Prostitution Reform Act 2003.” [↑](#footnote-ref-1)
2. Abel, G. and Sweetman, B (2018). “Street-based Sex Work in Christchurch.” University of Otago, Christchurch. [↑](#footnote-ref-2)