

# Exhibit A

## STREET PROSTITUTION



This Action Guide is about street prostitution and techniques for fighting some of the problems it brings. Prostitution, often referred to as the "world's oldest profession," is a continuing problem for cities across the United States. Prostitution comes in many forms and in many locations.

Street prostitution, as the term suggests, refers to instances where the prostitutes use the streets of the city as their base of operations, soliciting passing motorists and pedestrians or loitering on the streets until they are telephoned, paged, or otherwise contacted by prospective clients. This type of prostitution, and the collateral problems that accompany it, is the most familiar to the public and the most damaging to the quality of urban life, particularly to residents of affected neighborhoods

### ANALYZING THE PROBLEM

Street prostitution produces community harms far beyond the notion that prostitution is a corruption of the public morals. Street prostitution markets can produce many problems for the communities where they operate. These problems include disturbing the peace and quiet of residential areas, propositioning disinterested persons, harassment (sometimes physical) of visitors and residents, soliciting adolescents, sexual activity in public or semipublic view (such as in automobiles), litter, and disrupting traffic.

Street prostitutes, and those with whom they associate, are also often involved in a variety of other illegal and community-destructive activities, such as drug use and dealing, forgery, credit card fraud, embezzlement, auto theft, burglary, and robbery. Prostitution also presents a serious public health problem. There are few, if any, circumstances more conducive to the spread of HIV and other sexually-transmitted diseases than anonymous sex with street prostitutes, most of whom are in the business to support their drug addiction. Efforts to combat prostitution often fail to adequately address its link to addiction.

In areas where there is an active prostitution market, parents hesitate to send their children to the library or to visit friends, people take fewer walks, visits to neighbors occur only during the day, stores to business and are sometimes forced to close, and traffic becomes congested. In short, community life is hindered.

Street prostitution and the problems that so often accompany it are not easily eradicated because they have usually been entrenched in an area for years. Customers and prostitutes keep coming back because of the neighborhood's reputation as a market. In addition, police, judges, and other city officials often view the problem as a consensual transaction between people who have been victimized by life. They are thus inclined to assign a low priority to prostitution cases and fail to recognize the value to a community of shutting down prostitution markets. But with tenacity and a broad-based effort, prostitution markets can be shut down.

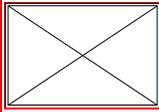
In the face of aggressive community action, most street prostitutes, looking for paths of lesser resistance, are likely to quickly move to more "hospitable" locations. In other words, prostitution markets exist where they are tolerated.

Prostitution markets are not rigidly organized. Rather, they are somewhat fluid in their structure, with regular turnover and a variety of business arrangements. Some prostitutes work independently, others work in small groups associated with men with whom they are involved romantically, and still others work for professional "pimps" who manage groups of women in a fairly bureaucratic way, providing protection, management, and supervision. All of these modes of prostitution management can exist in a prostitution market at the same time. The markets themselves spring up in neighborhoods on an ad hoc basis and then become established by word of mouth. The longer a market operates, the more well known it becomes. More patrons learn of the area, and more customers means still more prostitutes. Over time, the market may expand from its original location to encroach on surrounding streets and neighborhoods.

## STRATEGIES AND TACTICS

Neighborhood groups and their supporters can use three basic strategies to fight the establishment, maintenance, or growth of street prostitution markets:

If you've read the section on fighting drug markets, these strategies will sound very familiar. The reason is that the tactics for combating street drug markets and street prostitution markets are fundamentally the same. In fact, the two types of illicit markets frequently occupy the same place at the same time (consult [Action Guide 4](#) for additional information).



**Tip:** Remember, the prostitute's customers value their privacy even more than drug users. Slightly increasing the risk of public exposure will deter many johns.

*Check List* ✓

*Click Here*

### Tactical Checklist

<a href="#">Neighborhood patrols</a>	<a href="#">Loitering ordinances</a>
<a href="#">Signs</a>	<a href="#">Police foot patrols</a>
<a href="#">Community cleanups</a>	<a href="#">Car seizures</a>
<a href="#">Outreach</a>	<a href="#">Driver's license revocation</a>
<a href="#">Closing problem businesses</a>	<a href="#">Drug court</a>
<a href="#">Changing traffic patterns</a>	<a href="#">Drug testing and abstinence in sentencing</a>
<a href="#">Establishing an automobile cruising ordinance</a>	<a href="#">Stay-away orders</a>
<a href="#">Eliminating pay phones</a>	<a href="#">Court watch</a>
<a href="#">Postcard warnings</a>	

## Strategy 1 -- Communicate Community Disapproval of Street Prostitution

Driving prostitutes out of a neighborhood permanently requires more than an occasional police raid. When tactics are carried out exclusively by law enforcement (arrests and "sweeps"), the prostitutes often return as soon as they are released by the police. To prevent this from happening, the community needs to send a strong message of disapproval and intolerance for street prostitution. Visible action by the community helps to demonstrate to prostitutes and their patrons that opposition to prostitution is a constant, not an occasional, concern. Here are some possible actions to demonstrate community intolerance of street prostitution markets:

**Neighborhood Patrols:** Use organized citizens' groups to shadow the movements of prostitutes and their patrons, writing down their license plate numbers and photographing their activities. This will decrease demand for the prostitutes' services because the prospective patrons wish, quite understandably, to remain anonymous. To be effective, neighborhood patrols must be highly visible and must signal that they are willing to take concrete action to get rid of prostitution.

**Signs:** Post signs and banners that warn prostitutes and their customers that citizens are watching and reporting prostitution activity to police. Signs warning about the dangers of AIDS, and other sexually transmitted diseases might also drive down market "demand."

**Community Cleanups:** Organizing community cleanups, installing new street lights, towing away abandoned cars, and sweeping litter off the street makes it hard for prostitutes to operate. Street prostitution markets often arise in areas that appear disorderly. Areas that are not well maintained are an indication that residents are unorganized and will be unlikely to strenuously oppose street prostitution activity. Cleaning up the neighborhood sends the opposite signal. Organized community efforts should focus on getting the city government to devote resources to cleanup projects, in addition to any private cleanups that are undertaken.

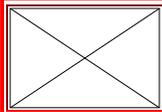
**Outreach:** Residents and visitors to the area implicitly condone street prostitution when they keep silent. The pressure on prostitutes to move, close down operations, or, ideally, seek help is increased when people speak up. Expressing to those involved in prostitution your concern for their health and well-being, offering real alternatives to life on the streets, and objecting to the effects of the activity on the neighborhood can be more effective than you might think. One woman in Kansas City, Missouri, was able to have a dramatic impact in her neighborhood using this approach, convincing many prostitutes to leave not just the neighborhood, but the business. There were three keys to her success. First, she broke the shell of anonymity by addressing the prostitutes by their real names (which she learned from the police, as most prostitutes use "street names" while working). Second, she was able to communicate to them her genuine love and concern. Finally, she directed interested prostitutes to appropriate service agencies in the community where they could get the help they needed. Community health organizations, hospitals, drug treatment facilities, and medical schools often operate community outreach programs and can be very helpful in your own efforts.

**Closing Problem Businesses:** Closing bars, restaurants, and other businesses that turn a blind eye to prostitution on or near their premises can make a dramatic difference. Community groups should first seek to work with the business owners on steps that make the neighborhood less hospitable to prostitution. If the businesses are uncooperative, protests and picketing to inform patrons of the owner's unwillingness to combat prostitution may be beneficial. If these actions are unsuccessful, the neighborhood can turn to lawsuits alleging that these establishments have become neighborhood nuisances. Liquor and business licenses can also be challenged.

## Strategy 2 -- Limit Access to Marketing Space

Prostitution markets also need access to space in order to operate effectively. By denying prostitutes and their customers easy access to one another, it is possible to hamper the effectiveness of the market, thereby

limiting the profitability of prostitution efforts in the neighborhood.



**Tip:** To limit access, you may have to reach out to other government agencies besides the police. Ask the police to find out for you who to contact at the appropriate agencies.

**Changing Traffic Patterns:** Modify traffic regulations to prohibit right turns in the areas where street prostitution exists. This keeps prospective customers from circling the block to find a prostitute.

**Establishing an Automobile Cruising Ordinance:** Enact an ordinance against automobile cruising in prostitution zones. Cruising ordinances typically prohibit drivers from passing a fixed point more than twice in a two-hour period during specified hours.

**Eliminating Pay Phones:** Reduce or eliminate pay phones on public streets to decrease opportunities for prostitutes to communicate with their managers or customers by telephone. Installing pay telephones that do not accept incoming calls is another option. This serves to impede communication between the prostitute and his or her manager as well as potential "regular" clients.

### Strategy 3 -- Remove the Sense of Impunity of Prostitutes and Patrons

While street prostitution is a problem in cities across the United States, it is most serious in neighborhoods where a combination of ineffective law enforcement and a sense of community powerlessness combine to give prostitutes and their patrons a belief that they can engage in prostitution with near impunity. Removing the community's sense of powerlessness is essential to driving entrenched prostitution markets out of residential neighborhoods.



**Tip:** Police may have become frustrated in previous attempts to enforce prostitution laws. You must let them know that this is a high priority for the community in order to re-energize them.

Some recommended actions that may be effective in eliminating that sense of impunity are:

**Postcard Warnings:** Postcards can be mailed to the owners of cars seen cruising in the vicinity of prostitution markets. Through the local division of motor vehicles, police can trace the license plate numbers collected by citizen patrols and send notices to the vehicle owners "warning" them that to frequent the area at certain hours is a dangerous health risk, or more emphatically, that anyone caught soliciting prostitutes could have their names released to the press.

**Loitering Ordinances:** Some cities have enacted prostitution-related loitering ordinances to prevent prostitutes from remaining in a given area for an extended length of time or prohibiting them from flagging down cars. The purpose of such ordinances is to empower police to disperse, under penalty of arrest, people congregating in a manner suggestive of street prostitution activity, thus significantly reducing the police resources required to disrupt prostitution markets. These ordinances generally detail specific activities associated with the solicitation of prostitution.

**Police Foot Patrols:** Increase police foot patrols in areas where prostitution markets are known to exist. This increases police visibility in the area and allows the officers more opportunity to get to know the prostitutes. In addition, police officers walking the streets of a prostitution district are likely to give pause to any potential client.

**Car Seizures:** Forfeiture of vehicles used to solicit prostitutes is one of the most powerful "demand-side" tools in the fight against prostitution. Potential patrons will think twice before engaging the services of a

prostitute once they are on notice that their automobile is subject to forfeiture if they are caught. Few "johns," after all, want to explain to their spouse, friends, or coworkers why they came home without the family van. In Detroit, allowing first-time offenders to retrieve their vehicles after a day by paying a civil fine has worked just as effectively as-but much more cheaply than-typical seizure programs that require an appeal hearing to retrieve one's car.

**Driver's License Revocation:** Enact and enforce "use it and lose it" laws to revoke the driver's licenses of persons who are convicted of patronizing prostitutes. Such a penalty helps raise the price that a prospective patron has to pay to engage in the act.

**Drug Court:** If there is a drug court in your community, it should be given jurisdiction over prostitution offenses, due to the prevalence of drug use and addiction on the part of such offenders.

**Drug Testing and Abstinence in Sentencing:** Judges should impose mandatory drug testing and coerced abstinence as a condition of avoiding jail time.

**Stay-Away Orders:** Judges can also order arrested prostitutes and johns to stay away from specific prostitution market locations under penalty of incarceration.

**Court Watch:** To send a clear message to judges who are reluctant to use such measures, community groups can follow arrested offenders to court for their arraignment, packing the courtroom. (For additional information, refer to [Action Guide 7](#) about **Working with Courts and Prosecutors**).

## INFORMATION AND RESOURCES

Canadian Department of Justice. [Report and Recommendations in Respect of Legislation, Policy and Practices Concerning Prostitution-Related Activities](#) (December 1998).

[John Busters](#). A Canadian on-line initiative against street prostitution, "with an emphasis on exposing the trade offenders, commonly referred to as 'johns'" in the Byward Market section of Ottawa, Ontario.

Miller, Eleanor M. [Street Woman](#) (1986). Philadelphia: Temple University Press. (215-204-8787 or 800-621-2736).

Miller, Eleanor M. et al. Nanette J. Davis, ed. **Prostitution: An International Handbook on Trends, Problems, and Policies** (1989). [Greenwood Press](#). (800-225-5800, 203-331-9899 or 415-989-5169).

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[Prostitution Task Force](#), West Side Neighborhood Congress (Buffalo, NY)

Downloaded from <http://www.neighborhoodsafety.org/ns1/ag6.htm>