

Appendix A: Methodology

The PLA engaged Anne Edwards in August 2008 to undertake research to answer two questions:

1. How can Queensland better regulate the sex industry?
2. What are the risks involved in doing outcalls (escort services) and how can they be mitigated?

After the project had commenced, the Queensland Government accepted the recommendations of the Crime and Misconduct Commission in its 2006 report on outcall prostitution, and the project was modified to focus on the first research question.

The project was undertaken between August 2008 and March 2009 and drew on information collected via stakeholder interviews and via a desktop review.

In undertaking the desktop review, scholarly or grey literature (material that lacks strict bibliographic control and is not usually available through publishers) was identified that might provide comment on the research questions under consideration. A bibliographic search was undertaken for any relevant academic literature and a computer-based search was undertaken for any grey literature that might contribute to the research project. The Project Team sought the advice of the PLA and other key stakeholders to suggest any particular references that might provide input into this component of the research.

Stakeholder interviews were conducted with:

- brothel licensees in Queensland;
- sole operator sex workers in Queensland;
- illegal sex workers in Queensland;
- clients of sex workers in Queensland;
- key Queensland Government and other agencies; and
- representatives of key agencies in other Australian jurisdictions.

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These are described in more detail below.

1. Interviews with brothel licensees

This component of the research enabled us to gain the views and experiences of those who operate licensed brothels in Queensland. We invited the licensees of all 23 licensed brothels to participate in an interview. All but two brothels participated in an interview; one licensee declined to be interviewed, and a second provided written submissions in lieu of a telephone interview.

Interviews were conducted on site at each licensed brothel in Brisbane, the Gold and Sunshine Coasts, and via telephone for brothels located outside South East Queensland. In several cases, licensees undertook their interview with a manager present, and in one case the manager represented the licensee at the interview.

Licensees were asked the following questions:

- Can you suggest any measures that you think would make it more attractive and more financially viable to own and operate a licensed brothel? For each suggestion, can you tell me:
 - what the risks might be?
 - what the benefits would be?
 - what the inhibitors might be (i.e. what would stop the suggestion from being implemented)?
 - what the impact on the community might be?
- Of the suggestions you have made (above), which of them would be the most effective?
- What impact do you believe that legalising outcalls from licensed brothels would have on your business?
- What impact do you believe that escorts from brothels and the legalisation of escort agencies would have on the illegal industry?
- What would be the implications for you of legalising escort agencies?
- What would be the potential risks and benefits of legalising escort agencies?

- In your view, what are the risks of allowing outcalls from your business?
- What measures do you think might mitigate the risks of running outcalls from your business?

Licensees were provided with a written transcript of the discussion as documented by the Project Team, and were invited to make any amendments. The finalised transcript was then used to input into the project.

2. Interviews with sole operator sex workers

We undertook a small convenience sample of sole operator sex workers, paying them \$100 per interview to encourage participation and to acknowledge their time and expertise as informants for the project. The Project Team sub-contracted this component of the work to Cheryl Matthews, the former State Manager of SQWISI, who made contact with workers principally by two means, through:

- USWNQ, who made appointments with their members to speak with Cheryl; and
- cold-calling sex workers advertising in newspapers on the Gold Coast and Brisbane.

Interviews were undertaken by Cheryl, and by the Project Team, addressing the following questions:

- Were you working as a sex worker prior to the legalisation of brothels in Queensland (i.e. prior to 2000)? What impact has the new legislation had on you as a sole operator sex worker?
- Have you ever worked at a licensed brothel? If not, why not? If so, what was this experience like? If so, why did you stop working at a licensed brothel?
- Have you ever worked with another worker in a 'sex worker co-op' (i.e. where there were 2-3 of you working together without anyone being in charge)? What were the advantages and disadvantages of working this way?
- Have you ever worked in the illegal prostitution industry, that is: in an illegal brothel or in an escort

agency that provides sexual services? If so, describe the sort of operation you worked for and whether it was before or after the Prostitution Act (i.e. before or after 2000). What was this experience like?

- Currently, do the majority of your clients: [come to your premises / ask you to visit them somewhere other than your premises]? In your experience, would you say that the demand for outcalls is more or less than the demand for 'in-house' services?

- In relation to the illegal sex industry, can you think of any measures that you think would encourage an illegal operator to start working legally (either as a sole operator or in a licensed brothel)?

- What are the risks involved in doing sex work? Do you think these risks are any greater because you work as a sole operator? What would help to minimise these risks?

- Have you ever experienced threats or violence while working as a sole operator in the past? If so, can you explain what happened and what injuries you sustained?

- Would you say you experienced violence: [rarely / almost never / quite often / very often]? What measures have you put in place to try and prevent violence from occurring while you're working? Have these measures been successful?

- Can you suggest ways to better regulate the sex industry in Queensland?

- If outcalls were permitted from licensed brothels would you be more likely to work at a licensed brothel? Why/Why not?

- If escort agencies were legalised would you be more likely to work from there, rather than be a sole operator? Why/Why not?

- What do you think a brothel licensee could do to protect sex workers from violence while doing outcalls from a licensed brothel?

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- Finally, do you think it would be a good idea for licensed brothels to be able to provide escort services?

A total of 35 sole operator sex workers were interviewed for the project.

3. Interviews with illegal sex workers in Queensland

In addition to surveying the licensees of legal brothels, it was also considered important to attempt to gather the opinions of illegal operators. This aspect of the project proved extremely difficult, considering the reluctance of an illegal operator to be identified. The Project Team liaised with several industry based individuals to attempt to identify and interview illegal operators, without success. In a last effort to achieve a connection into the illegal industry, the Project Team engaged the assistance of an ex-worker with relevant contacts who was prepared to undertake interviews on our behalf. The work was duly sub-contracted and resulted in five interviews being conducted with individuals who had been involved in an illegal operation as a sex worker. So, while the intention had been to locate individuals who organise illegal operations, the only outcome that could be achieved was to speak with workers who had worked as equals in a co-operative arrangement, or who had worked as an escort or as part of an illegal brothel. As with the sole operator sample, illegal workers were paid \$100 per interview.

The following questions were asked of illegal sex workers:

- Were you working as a sex worker prior to the legalisation of brothels in Queensland (i.e. prior to 2000)? If so, what impact has the new legislation had on you as a sex worker?
- Have you ever worked at a licensed brothel? If not, why not? If so, what was this experience like? If so, why did you stop working at a licensed brothel?
- Have you worked as a legal sole operator? How did this compare with working illegally?
- Have you worked with another worker in a 'sex worker co-op' (i.e. where there were 2-3 of you working together without anyone being in charge)? What were the advantages and disadvantages of working this way?

- Have you worked in an illegal brothel or in an escort agency that provides sexual services? Describe the sort of operation you worked for and whether it was before or after the Prostitution Act (i.e. before or after 2000). What was this experience like?

- Currently, do the majority of your clients [come to your premises / ask you to visit them somewhere other than your premises]?

- In your experience, would you say that the demand for outcalls is more or less than the demand for 'in-house' services?

- In relation to the illegal sex industry, can you think of any measures that you think would encourage an illegal operator or an illegal sex worker to start working legally?

- What are the risks involved in doing sex work? Do you think these risks are any greater because you work illegally? What would help to minimise these risks?

- Would you say that the risks of being caught by police while working illegally in Queensland were: [high / moderate / low / very low]

- Have you ever experienced threats or violence while working in the past? If so, can you explain what happened and what injuries you sustained?

- Would you say you experienced violence: [rarely / almost never / quite often / very often]? What measures have you put in place to try and prevent violence from occurring while you're working? Have these measures been successful?

- Can you suggest ways to better regulate the sex industry in Queensland?

- What do you think a brothel licensee could do to protect sex workers from violence while doing outcalls from a licensed brothel?

- Do you think it would be a good idea for licensed brothels to be able to provide escort services?

4. Interviews with clients of sex workers

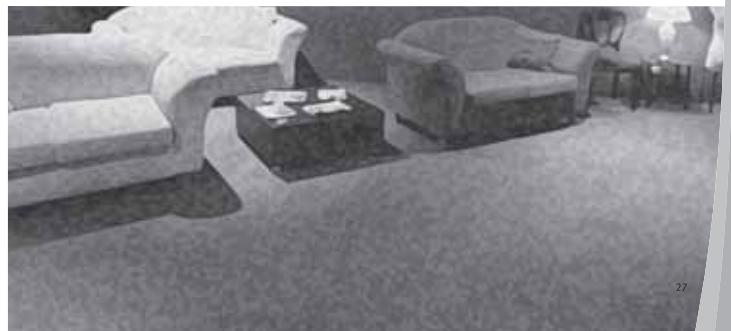
A survey of a small convenience sample of sex worker clients was undertaken to gather the views and experiences of this group. Several brothel licensees were asked if we could have access to their clients for the purposes of undertaking interviews with waiting clients. Several methods were used to contact and interview clients, depending largely on the preference of the licensee whose clients we interviewed. A group of 19 clients were interviewed face-to-face by a member of the Project Team who attended the brothel during a busy shift. A further four clients completed a questionnaire that was provided to the licensee to distribute to brothel clients.

The following questions were asked of brothel clients:

- Why do you choose to come to a licensed brothel?
- Would you prefer to have a sex worker come and visit you rather than you coming to visit a licensed brothel?
- Have you ever used a sex worker somewhere other than a licensed brothel? If so, was the sex worker an escort from an escort agency? If so, do you think the sex worker was working on her own?
- What sort of service would you prefer to use? [Options provided: A licensed brothel / A private sex worker / An escort agency / Anything that's legal and safe / Whatever is cheapest / Don't care / haven't thought about it / Other]

In an attempt to gather the views of the clients of sole operators, an ex-worker was also sub-contracted to collect self-completed surveys provided to clients through a small network of sole operators (two legal sole operators and one working in a co-operative arrangement). This resulted in a further 11 completed surveys, bringing the total number to 34. This group of clients were asked slightly different questions:

- Why do you choose to visit a private worker instead of visiting a licensed brothel?
- Have you ever visited a licensed brothel?
- Why did you visit a licensed brothel?
- Would you prefer to have a sex worker come and visit you rather than you coming to visit a licensed brothel?
- Is the sex worker you are visiting today an escort or from an escort agency?
- Is the sex worker you are visiting today a private worker?
- Does the sex worker you are visiting today work on her own?
- What sort of service would you prefer to use?



5. Consultation with key Government and other agencies in Queensland

Representatives from a range of key Government and other agencies were interviewed to provide further input into the project. These included:

- Queensland Police Service (including members of the Prostitution Enforcement Task Force and a representative of the Legislation Development Unit);
- the Department of Health;
- the CMC;
- the Department of Justice and Attorney-General (JAG);
- the Local Government Association of Queensland (LGAQ);
- the Anti-Discrimination Commission of Queensland (ADCQ);
- the Department of Premier and Cabinet (DPC);
- the Ethnic Communities Council of Queensland (ECCQ);
- QABA;
- the Crimson Coalition;
- USWNQ; and
- officers and members of the PLA.

These interviews did not involve formal questions, but began by asking the key research question (How can Queensland better regulate the sex industry?) and followed the lead of each interviewee.

Again, transcripts of these interviews were sent to each interviewee with an invitation to amend the transcript as

desired. The finalised transcript was used to input into the project.

6. Consultation with interstate jurisdictions

Discussion with regulators interstate enabled the key research question to be explored from the perspective of those jurisdictions that have regulated prostitution in some way. Interviews were conducted with representatives of relevant agencies in the ACT, NSW, NT, Victoria and WA. The agencies identified for interview included sex worker advocacy organisations, regulating bodies and legal operators.

Interviewees were asked the following questions:

- Is there anything about the current regulatory regime in your jurisdiction that limits the viability of sex industry businesses?
- What could be changed about the prostitution laws to make sex industry businesses more attractive to new operators?
- What would be the implications for the community of any suggested changes?
- What would prevent government from introducing these changes?
- Are outcalls legal in your jurisdiction? If yes, what measures are currently in place to prevent workers from becoming victims of violence during outcalls? In legalising escort agencies, what have been the:
 - implications for the community?
 - implications for the sex workers?
 - implications for the clients?
- Can you identify the different sex industry business types in your jurisdiction? What are the risks of doing outcalls from each of these sex industry business types?
- Can you comment on the nature and prevalence of violence against workers performing outcalls in your jurisdiction?
- What additional measures could be put in place to prevent workers from becoming victims of violence during outcalls?

Interviewees were provided with a copy of the transcript of their interview and invited to amend the document as desired. The finalised transcript was used to input into the project.

Consultation on key findings

Once the data collection phase of the project was complete, the key findings were documented and circulated to the PLA. Following presentation of the findings to the PLA Board, they were then distributed to as many interviewees as we could contact, providing them with an opportunity to input into this phase of the project. The findings were sent to 55 email addresses; the recipients were asked to provide any comment and feedback within 10 days. Feedback was provided by seven individuals and some of this feedback was incorporated into the final report.

Following consideration of the key findings, the final report was drafted and presented to the PLA in March 2009.

Appendix B: Themes arising from stakeholder interviews

This document provides a full description of the key issues raised by interviewees with the Project Team through consultations conducted for the project. It presents material arising from interviews with:

- brothel licensees and managers;
- sole operator sex workers;
- illegal sex workers;
- clients of sex workers;
- Queensland stakeholders; and
- interstate stakeholders.

1.0 Issues emerging from interviews with brothel licensees

The area most discussed by brothel licensees and managers was the question of how their businesses could be improved. Interviewees also discussed their views about sex workers and their feelings about regulation of the sex industry.

1.1 Measures that would help their business succeed

While the issue of outcall prostitution, as a means of enabling licensed brothels to generate more income (and therefore as a means of posing a greater threat to the illegal industry), became the subject of a specific inquiry by the CMC, brothel licensees appear divided about the importance of outcalls for attracting clients and workers and therefore securing business success. Some licensees are clearly passionate about the need for outcalls:

Outcall prostitution is a must. We did a lot of work on this for the CMC review but our recommendations were ignored. There are risks with outcalls but they're just different risks which can be controlled. New Zealand and just about everywhere else has outcall prostitution and it's not causing problems.

As an owner, with the CMC coming down with their recommendations... We need escorts, basically. And I know the PLA did back us on this issue, but it would give us a level playing field and would help to demystify the whole sex industry.

Outcalls are an absolute necessity if you want to get rid of the illegal industry. We receive at least a dozen calls every night for an escort. For the Gold Coast, outcalls are a HUGE issue. It's a holiday destination with lots of business conferences, etc.

Outcalls would make the key difference to our future. But the model proposed by QABA and rejected by the CMC was ridiculous. QABA is controlled by one or two large brothels and no one else. The CMC report said they'd re-look at the issue in three years. That was two and a half years' ago so hopefully that will be soon.

On Friday and Saturday nights, I get three times as many calls for outcalls as for brothel work. We have a car that picks up clients and that means around 10 per cent of those wanting escorts come in. Clients don't care if it's legal or illegal. They just ring the next number.

I believe that the CMC report is the only thing preventing the introduction of escorts from brothels. The person that wrote the CMC report, in my opinion, has no understanding of the industry whatsoever. Escorts are already happening – they are already