

The Cook County Sheriff's Human Trafficking Response Team:

A LAW ENFORCEMENT MODEL



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Introduction

In February of 2009, Cook County Sheriff Tom Dart's Office launched its Human Trafficking Response Team (HTRT) to respond to the exploitation of women and girls in the sex trade and to reduce the demand for paid sex in Cook County.

This report analyzes the activities of the HTRT with a focus on how effectively the initiative is addressing the demand side of prostitution (customers, johns, or people who buy sex) and how it is interacting with women and girls who are impacted by the sex trade.

The HTRT includes five members of a Vice Unit, as well as three officers who work in a Child Exploitation Unit. Their efforts are augmented by two sheriff's police officers who patrol Mannheim Road and three survivors of prostitution who intervene with arrested women and girls.

This is not a formal evaluation of the HTRT, but rather a report by outside researchers that provides the reader with a sense of the guiding principles of the project, statistical information about its effects, and information that can be used to replicate the model.

A web version of this document can be found at www.cookcountysheriff.org or www.law.depaul.edu/family

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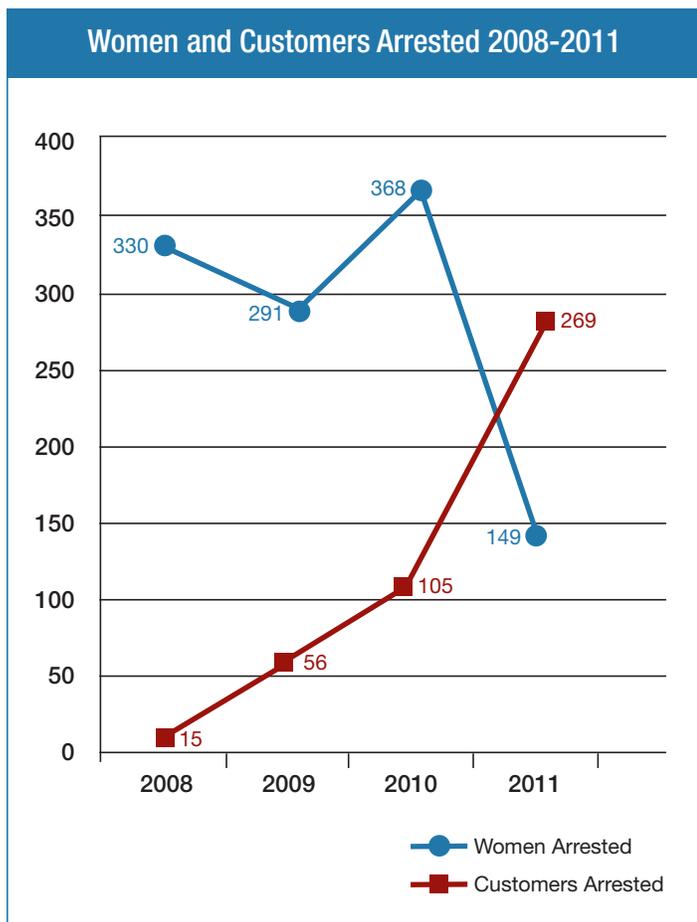
Cook County Sheriff's Office Human Trafficking Response Team (HTRT)

Summary of Activities

End Demand Activity: Deter Customers (See p. 4)

To end demand for women's bodies in the sex trade, which encourages trafficking to meet the demand, the HTRT:

- Worked, with a number of cooperating organizations, to introduce and pass a new ordinance, increasing the penalties for soliciting sex (see p. 4).
- Arrested 150 customers between August 19, 2009 and June 16, 2011 (see p. 4).
- Increased customer arrests from a yearly low of 15 in 2008 to a high of 269 in 2011, an 18-fold increase (see p. 4), while at the same time decreased arrests of prostituted women and girls from a high of 330 (2008) to a low of 149 in 2011 (see p. 7).



- By the end of June 2012 the county collected a total of administrative fines of \$130,480 from customers, all of which money goes for services for prostituted women to exit the sex trade (see p. 4).
- Spearheaded three National Days of Johns Arrests, resulting in the arrests of 843 customers in 17 jurisdictions and the collection of \$1,013,200 in fines. (see p. 5).

- Produced a John's School DVD, a 20-minute educational tool for use with arrested customers (see p. 5).

End Demand Activity: Prosecute Pimps and Traffickers (See p. 6)

With a new focus on identifying pimps and traffickers and close cooperation with the new Cook County State's Attorney's Office Human Trafficking Unit, 50 cases against traffickers have been brought since 2011 in Cook County, an increase of 100%.

End Demand Activity: Respond to Backpage Internet Ads (See p. 6)

The unit conducted 56 stings between 2010 and June 30, 2012 in which Vice Unit personnel, impersonating customers, responded to www.backpage.com prostitution advertisements. Girls and women selling sex were found in 41 different area hotels and motels. Schiller Park, Schaumburg, and Lansing were the most frequent venues, with five hotels in Schiller Park, Lansing, Schaumburg, Elk Grove, and Chicago around Midway airport used multiple times. Other communities included Rosemont, Elk Grove, Rolling Meadows, Skokie, DesPlaines, and Burbank. Major hotel chains were often the site of assignments.

Of women arrested during the study period, those arrested off backpage advertisements were 10 years younger on average than women in the entire sample (24.6 years of age vs. 34.5 years of age), and 22% were 20 years or younger, with the youngest 18 years of age. Fifty-six percent of women whose pictures were on backpage were White and 44% Black, as compared to 57% Black and 40% White for the larger study period sample.

End Demand Activity: Help Girls and Women in the Sex Trade (See p. 6)

Of the 717 prostituted women and girls arrested during the study period, 70, or 9%, agreed to speak with a prostitution survivor in the lock-up. Thirty-three, or 47% of those conversing with a survivor, accepted services, and 13 declining services later contacted the HTRT (see p. 8).

Women agreeing to speak with a prostitution survivor fall into five basic categories, and their accounts, highlighted throughout the report in the gray-blue boxes, illustrate the many ways that girls and women are trafficked in Cook County:

- Girls and women who consider themselves independent
- Pimp-controlled girls and women
- Women trafficked from other countries
- Older women on the street
- Girls in gangs

End Demand Activity: Clean up Leyden Township's Mannheim Road (See p. 8)

Using two beat cars, with one officer in each car, the Sheriff's Department reduced the amount of visible street prostitution in the area (see p. 8).

Two billboards on Mannheim Road, warning of the new effort, were erected to deter prostitution customers (see p. 9).

End Demand Activity: Deter Customers

Sex trafficking involves compelling an individual through force, fraud or coercion to participate in the sex trade. Sheriff Tom Dart's intervention model, intended to combat sex trafficking and sexual exploitation in Cook County, is based on several principles.

- Most women and girls do not want to sell sex. To meet the demand, then, force and coercion (trafficking) are necessary.
- Supply follows demand. Thus sex trafficking cannot be eliminated or reduced unless demand for paid sex is reduced.
- Targeting sellers of sex does not reduce demand; with continuing demand, new sellers will be recruited to take their place. To reduce demand, customers must receive the message that they will suffer severe penalties for buying sex in Cook County.

The New Ordinance

Before implementing the new model, in collaboration with a number of Cook County organizations, the Sheriff worked to introduce and pass a new Cook County ordinance amending Chapter 58 Offenses and Miscellaneous Provisions, Section 58-167 of the Cook County Code, which passed in December 2008 (See Appendix A for a copy of the ordinance).

According to the new ordinance, those found soliciting paid sex on the street or via Internet, electronic communication device or print media will be civilly liable for a public morals nuisance violation and fined not less than \$500 and not more than \$1,000. In addition to the fines, a violator may be required to perform a minimum of 100 hours of community service in a program under the direction of the Sheriff. Any motor vehicle used in this violation is also subject to seizure and impoundment, resulting in additional administrative charges and fees. Fines collected are deposited in the Women's Justice Services Fund established by county ordinance and used to fund rehabilitation services, including mental

health and substance abuse treatment, provided to women in prostitution through the Sheriff's Office Department of Women's Justice Services.

Those individuals receiving a notice of violation may request an administrative hearing. Since the enactment, not one individual so far has requested an administrative hearing. Customers pay the fines at the time of apprehension, mostly with credit cards or can request more time to pay.

Only on a second arrest will state criminal prostitution charges be brought.

Arresting Customers in Cook County

Number Arrested

Between August 19, 2009 and June 16, 2011 (our two-year study period) the Cook County Sheriff's Office arrested 150 customers, all in 28 different stings, for the solicitation of a woman selling sex. Of these, 10% involved buying sex in indoor locations. These indoor stings involved posting ads on www.backpage.com, or taking possession of the cell phones of women in prostitution and answering incoming calls.

The Vice Unit conducts stings aimed at arresting customers about twice a month, generally netting approximately 6 men in a 4-5 hour period.

Moving beyond the two-year study period, and broken out by calendar year, the number of customer arrests has increased exponentially since 2008:

Number of Customers Arrested 2008-2011	
Year	Customers Arrested
2008	15
2009	56
2010	105
2011	269

Recidivism

To-date, only one customer arrested has been picked up again by Sheriff's officers or Vice Unit members.

Fines Collected

From August 2009 to June 30, 2012, the total amount in fines collected has been \$130,480, all of which is dedicated to services for prostituted women to exit the sex trade.

Race and Ethnicity

Men arrested during the study period were 67% White, 23% Latino, 9% African-American, and 1% Asian.

INTERVENTION ACCOUNT: Escaping the pimp

Bonnie, a 29-year-old African-American woman, only recently returned to Illinois after escaping her pimp who wouldn't allow her to visit her five children. She said it took several months of planning and gaining his trust so that she could get away. She acknowledges being sexually molested for a significant period of time as a young girl, but has only been prostituting for about three years. She does want to exit and admits that the amount of money she makes is the only enticement to remain in the sex trade industry. Bonnie's only tearful moments were when she spoke of her children and the possibility that her 11-year-old daughter could be greatly influenced by her lifestyle choice. She has had a few close calls with violence. She is living in her sister's home for now and her sister, aware of how she earns her money, has stopped trying to persuade her to give up prostitution. Bonnie took the information about the Human Trafficking Response Team. Bonnie calls the Team on a regular basis and has attended a few support group meetings, and thus would appear to be engaged in a process of leaving prostitution.

Age

Men ranged in age from 20 to 72 years of age. The average age of men arrested was 39 years.

Occupations

Of the 77% of men for whom an occupation could be determined at the time of arrest, 91% of the men reported being in jobs that involved working in the trades, including truck drivers, taxi drivers, cooks, mechanics, construction workers, brick layers, carpenters, wood finishers, machine operators and other assembly workers. Nine percent had office jobs, including teaching, computer consulting, and city government. Of these, 38% solicited sex in a hotel.

Home Addresses

The majority of the men, 79%, were locals, who lived in the community not far from the prostitution venue. Another 21% were from Chicago, although 8 of these worked in the west suburban area. Only a handful were from outside the metropolitan area- from far-flung states, or from downstate Illinois.

The men traveled a mean of 11.5 miles from their home or work to the site of arrest.

National Day of Johns Arrests

To send a stronger message to customers, the Cook County Sheriff's office coordinates activities of law enforcement agencies who simultaneously conduct sting activities on the streets, in hotels, brothels, and elsewhere.

216 customers were arrested during Columbus Day 2011 weekend activities with a total of \$238,490 fines collected. Taking part were:

- Cook County Sheriff
- Aurora Police Department (Illinois)
- Cincinnati Police Department (Illinois)
- Elgin Police Department (Illinois)
- Las Vegas Police Department (Nevada)
- Los Angeles Police Department (California)
- Phoenix Police Department (Arizona)
- Newport News Police Department (Virginia)

In early February 2012 jurisdictions in 8 different states simultaneously conducted sting operations aimed at customers over a 10-day period ending February 6, 2012. A total of 359 buyers were arrested and charged with nearly \$475,000 in fines collected. Only 39% of the arrests involved street prostitution, with the remainder reverse stings in indoor prostitution venues.

Joining the effort now were:

- Kane County Sheriff's Office (Illinois)
- Indianapolis Metro Police Department (Indiana)
- Boston Police Department (Massachusetts)
- Newport News Police Department (Virginia)
- Dayton Police Department (Ohio)
- FBI Chicago Division and other FBI divisions

And, in August 2012, 14 jurisdictions in 11 states arrested 268 customers, collecting \$299,710 in fines. New participants included Denver, Nashville, and Seattle.

Characteristics of Customers Arrested in February Actions

Over all the arrest sites, only 18% of the men had college or graduate degrees. Forty percent had less than a high school degree.

22% were African-American, 33% Caucasian, and 6% were Latino.

73% said they were married or in a relationship, 10% were separated or divorced, and 13% were single.

John's School DVD

As part of its focus on ending demand, the Cook County Sheriff's Office produced a John's School DVD for partnering law enforcement agencies to show individuals arrested for soliciting sex. The curriculum is designed to deter individuals from pursuing commercial sex by educating them on the exploitation in prostitution as well as on the legal, financial, and health consequences of their own participation.

The 20-minute DVD covers the legal consequences of buying sex, health

consequences, effects on prostituted women, the dynamics of pimping and trafficking, effects on individuals, and the financial consequences to customers caught buying sex. Featured are actual footage of a former pimp explaining how he recruited and controlled girls, as well as prostitution survivors telling their stories.

Thanks to generous support from Demand Abolition, a program of the Cambridge-based Hunt Alternatives Fund, 4,000 copies of the DVD have been produced for free dissemination.

Contact the Sheriff's Press Office at 312-603-4242 to request a copy.

In Cook County, arrested buyers view the DVD when at the police station.

INTERVENTION ACCOUNT: A 17-year-old on the street

The commander of the Sheriff's Vice Squad noticed **Samantha** during a sting on Madison and Kilbourn by the viaduct. She was standing around other prostituted women and looked very young. The commander was correct: she was 17 years old and trafficked from Ohio. He asked her if she wanted to get away and when she affirmed that she did, she was driven to Maywood while a safe place was found for her. Later, members of the Human Trafficking Response Team discovered that Samantha was a missing runaway who had been recruited on an Internet chat line by a pimp's prostituted woman. Samantha's mother, who suffers from schizophrenia, has had all her children removed and placed in foster care when during her last pregnancy she was unable to care for them because she had to get off her medications during the pregnancy. Samantha ran away from foster care. She was taken into the care of the Department of Children and Family Services and transported back to Ohio.

End Demand Activity: Prosecute Pimps and Traffickers

The Sheriff's model does recognize that to end the exploitation of women and girls in sex trafficking it is necessary to identify and charge pimps and traffickers, which sends a strong deterrent signal. According to Vice Unit members, although pimping and trafficking attracts individuals due to the money to be made in the business, it has become more popular because up until recently it was an activity less dangerous than selling drugs. Due to ignorance or indifference, pimps and traffickers were allowed to operate with impunity. Making pimping and trafficking more dangerous in Cook County has become one of the missions of the Cook County Sheriff's Office, in strong partnership with the Cook County State's Attorney's Office's new Human Trafficking Unit.

The Sheriff's Vice Unit uses a variety of methods to identify pimps and traffickers, including interviews with hotel and motel personnel to identify those renting rooms, building trust with victims to encourage identification, and investigating tips off hotlines. Some of the work has involved better collaboration with the FBI.

Although the girls and women often deny being controlled by pimps, in one instance a 25-year old woman said she and four others residing in a homeless shelter were being forced to work the streets by a male who also lived at the shelter. In one case involving a 19-year-old woman found lived in a south side hotel room, the room had been rented by a man. In a search of the room law enforcement found various pieces of mail addressed to a man. Arrested girls and other women also provide information about known pimps in the area.

Number of Cases Brought

Through 2010 there were no trafficking charges lodged in Cook County. Since 2011, the Cook County State's Attorney's Office has brought approximately 50 cases against traffickers.

End Demand Activity: Respond to Backpage Internet Ads

The Sheriff conducted 56 stings between 2010-June 30, 2012 in which Vice Unit personnel, impersonating customers, responded to www.backpage prostitution advertisements. Girls and women selling sex were found in 41 different area hotels and motels. Schiller Park, Schaumburg, and Lansing were the most frequent venues, with five hotels in Schiller Park, Lansing, Schaumburg, Elk Grove, and Chicago around Midway airport used multiple times. Other communities included Rosemont, Elk Grove, Rolling Meadows, Skokie, DesPlaines, and Burbank. Major hotels chains were often the site of assignments.

Of women arrested during the study period, those arrested off backpage advertisements were 10 years younger on average than women in the entire sample (24.6 years of age vs. 34.5 years of age), and 22% were 20 years or younger, with the youngest 18 years of age. Fifty-six percent of women whose pictures were on backpage were White and 44% Black, as compared to 57% Black and 40% White for the larger study period sample.

End Demand Activity: Help Girls and Women

At the same time that customers are being deterred through arrests, the Sheriff treats the sellers of sex as victims who need to be provided the opportunity to exit the sex trade. The approach is based on an awareness that the majority of the women and girls begin in prostituting as young teens, nearly all have suffered sexual molestation from family members, and have often been enticed or coerced into the sex trade by family members and others in the boyfriend role. The number of teens caught in Internet stings has shown the Sheriff that those who are selling sex are victims and not criminal perpetrators. "This is not a victimless crime, it never has been," said Sheriff Tom Dart.

Although helping girls and women exit the sex trade will not reduce demand for paid sex, treating girls and women in the sex trade industry as victims reinforces the new message that prostitution is a practice that exploits them, justifying the time spent in arresting buyers. It also provides a humane response to victims who need assistance. The effort also assists law enforcement in identifying pimps and traffickers, and in learning more about how the sex trade industry operates in their jurisdiction.

Although the Sheriff views these activities as victim-centered, the program takes the view that, given the nature of the exploitation, the women and girls will not seek assistance or leave prostitution without some intervention, and that intervention is the arrest.

Helping Girls and Women

During the study period, February 1, 2009-June 30, 2011, the Cook County Sheriff's Vice Unit arrested women for prostitution-related activities, both on the streets and in hotel rooms following sting activities; sheriff's patrol officers also make street arrests. At the time of arrest, sheriff's officers and Vice Unit members ask the women and girls if they would like to talk with a survivor of prostitution about exiting prostitution.

INTERVENTION ACCOUNT: Escaping the pimp

Monica, an 18-year-old Latina from Maywood, was molested by her uncle at age 10 for three years. Monica started running away from home at age fifteen and was soon abducted by a pimp and taken to Miami to be prostituted. She was abused and threatened by him until she was able to get away. Now she is surviving by exchanging sex for a place to stay. Initially she accepted an offer for help and was put up at a recovery home, but the next day when she left the home to apply for Food Stamps, she never returned. She has not recontacted the Human Trafficking Response Team.

Talking with Arrestees

Initially, survivors talked with the women and girls at the time of apprehension, but they soon realized that this stressful time was not appropriate for building trust. Therefore survivors, who are contacted on their county cell phones night and day, seven days a week, now meet arrestees at the police station. Although the women may be bailing out, they are held in the cells until the survivor interview. If the women and girls are on substances at lock-up, the survivors will talk with them later at the jail or at the courthouse. Conversations can last from 5 minutes to 2 hours. Survivors tell their stories and react to the women's accounts in a non-judgmental manner. Even if the women do not want to avail themselves of services and help, they are given information and the telephone number of the survivor if they want to make contact later.

Survivor outreach also occurs in Division 17 of the Cook County jail and at the courthouse, primarily District 4 (Maywood) where most of the prostitution charges in the county are brought.

Women accepting services are mandated to the program with 120 days and conditional probation. This approach has several limitations. Those women proceeding with the charges in lieu of accepting services will undoubtedly receive only time served, and will obtain immediate release, as opposed to undergoing a longer period of supervision, which might mitigate against choosing services. In addition, those accepting services are at this time not able to have the charges deferred or dropped.

The project fills out an information form for each woman or girl in prostitution who is interviewed (See Appendix B for a copy of the form). Over time, these data enable law enforcement to establish the life histories of women and girls in the sex trade industry in their area with whom they come in contact, helping them to better understand how they became involved in prostitution as well as their current circumstances. Such facts enable law enforcement to make needed program adjustments based on an understanding of the women and their circumstances.

A Fluid Process

Because the pimp/traffickers are often outside with the bail money, at the time of arrest, the women may decide it is safer to contact the survivor later. And some women agree to treatment but then change their mind and return to their pimp, but this decision too can change again. After one such return, a woman found herself locked in a hotel room on Mannheim Road, from which site she was able to e-mail the survivor. The survivor told her to call her if she found a way to get away safely. She finally was able to walk to the Chicago Police Department, where a call was placed to the survivor, who organized substance abuse treatment and education. The survivor explains, "This is an example of the seed planted. The most important thing is to plant the seed."

Another woman, in her early 30s, said she didn't want services but later came into the Markham police station requesting that the survivor be contacted. She remains in prostitution but consistently calls the survivor and would appear to be engaged in a long process to exit prostitution.

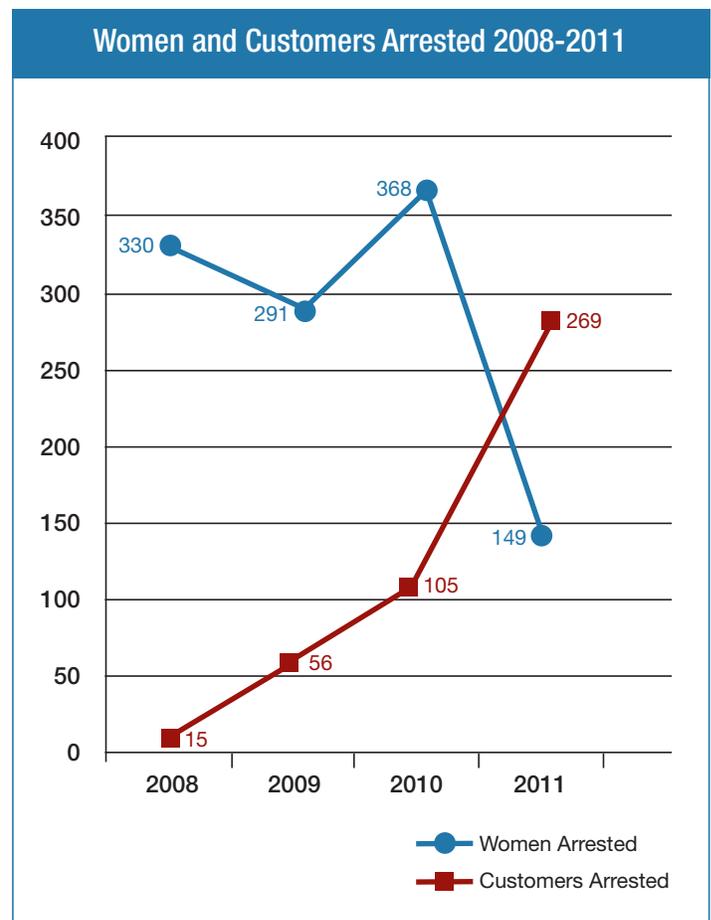
Arrests

From February 1, 2009-June 30, 2011, (the study period) the Cook County Sheriff's Department arrested 717 women and girls.

When broken out for calendar years, however, it becomes apparent that the Sheriff's Office arrested fewer women and girls as it began arresting more customers.

Arrests of Women and Girls 2008-2011	
Year	Arrests
2008	330
2009	291
2010	368
2011	149

Age of Women and Girls Arrested	
Age Range	% Total Females
18-22	16% (33)
23-25	11% (24)
26-30	12% (26)
31-40	24% (50)
41 plus	36% (76)



Characteristics of Arrested Women and Girls

For analysis, we had available to us arrest sheets for 204 women apprehended between February 10, 2010 and July 1, 2011.

18% of these arrests involved indoor prostitution venues, with officers making assignments through the Internet, usually www backpage.com. Forty-four percent of indoor arrests involved white women. Characteristics of Women Arrested

Age

The average age of those arrested was 34.5 years, with 27% between the ages of 15-25.

Race/Ethnicity

57% of the women in the smaller study sample arrested were Black.

40% were White.

2% were Latina.

29 women, or 14%, had travelled more than 60 miles from home to the site of their prostitution arrest. Seventeen were over 200 miles from their home address. Distance travelers were younger, on average (23.5 years) than the sample of women arrested (34.5 years). Sixty-nine percent of the distance travelers were White and 31% were Black. Given the large distance travelled, it is likely that many of these young women were transported to the prostitution venue.

The bulk of the women, 86%, in the smaller sample, however, traveled less than 60 miles to the arrest site. Of these, the median distance they traveled was 6.9 miles; like their customers, most stayed pretty much close to home.

Interventions

Of these arrested during the study period, 70, or 9%, agreed to speak with survivors in the lock-up during the study period.

Thirty-three, or 47% of those conversing with a survivor, accepted services.

Of the girls and women initially refusing services, 13 did contact the HTRT at a later date, so that almost two-thirds of the women talking with survivors were positively influenced.

The average age of women receiving the initial intervention was 27. Women accepting the services were older, at 31 years of age on average.

Women Accepting Services

Survivors undertaking interventions state that the women with whom they spoke fall into five basic categories, and their accounts illustrate the many ways that girls and women are trafficked in Cook County.

- Younger women between the ages of 20 and 30 years who consider themselves independent workers.
- Pimp-controlled girls and women
- Women trafficked from other countries
- Older women on the street
- Women in gangs

End Demand Activity: Clean up Leyden Township's Mannheim Road

Historically, the stretch of Mannheim Road just south of O'Hare airport was the site of numerous strip clubs and other adult entertainment venues, as well as hotels providing short-term room rentals. Although these clubs have now vanished, the strip has remained a venue for prostitution, perhaps because it is located in an unincorporated area without a municipal police force or government to regulate land use, as well as drug and gang activity.

Several years ago neighborhood residents began to complain and document the problem, noting that women soliciting sex were within plain sight of young children in areas near day care centers and the library. Female employees of legitimate businesses on the strip were approached by men looking for paid sex, and male employees were approached by women offering paid sex. Men who had bought sex were seen in a gas station parking lot waiting for taxis to return. As one resident wrote in to the local paper in 2010:

Many years ago Mannheim road was one of the hottest spots on the map for live entertainment and fantasy motels for the young and the restless. Where flight attendants, pilots and businessmen alike loved to be in the limelight, hang out and have fun all hours of the night. Today, let's look at the prostitution, the bad boy bookstore and all the riff raff that we're subjected to now. (Dituri, 2010).

In 2009 the Cook County Sheriff embarked on three separate strategies to reduce the amount of prostitution on Mannheim Road.

Arrests

Officers began sweeps of women and girls soliciting on the street, through patrols and mainly through stings, with vice squad members posing as customers in both indoor and outdoor venues in the area.

They also instituted reverse stings, with female officers posing as women in prostitution, the only effective way to arrest customers.

Two beat cars, with one officer in each car, a cover or back up car, and one supervisor on duty provide the daily Mannheim road coverage, supplemented by vice squad sting activities.

INTERVENTION ACCOUNT: Prostituted by mother

Victoria was referred through a hotline call. She was put out in prostitution by her mother at age 12 and hooked up with her pimp/boyfriend at age 17. He took her to Miami but was killed by another pimp. Victoria was still in the sex trade, it being all that she knows, all that he taught her. The Human Trafficking Response team helped her get off drugs and Victoria returned east to her home to be with her sister.

The beat officers believe that these combined efforts have reduced the amount of visible street prostitution, although it could be moving indoors into the hotels through Internet hook-ups. Generally, they are not able to arrest customers because they are usually not able to see the monetary exchange necessary for probable cause. Officers say they do see women and girls with pimps, but they believe these are their boyfriends living off their earnings, who are not managing any other girls and women. Most on the street, they say, are not currently victims of human trafficking, but at some point in their lives they believe they all have been exploited.

Billboards

Two billboards on the 2300 block of Mannheim road were erected in August 2010, (see Appendix) warning customers of the new police presence and of the new ordinance (see page) that would cost them over a thousand dollars if they were caught buying sex. One billboard warns, "Chances are, the woman you are about to pick up works for us. Expect to pay \$2,150." The other reads, "Dear John, if you're here to solicit sex, it could cost you \$2,150. We're teaming up to bust you." Fines of up to \$1,000 are combined with the county's \$500 administrative towing fee as well as towing fees and storage charges from tow yards. Leyden Township was persuaded to pay for the billboards. (See Appendix C for pictures of the billboards.).

Ending Prostitution at Area Hotels

In November 2010 the Village of Franklin Park filed a lawsuit against the Lido Motel, 2425 Mannheim Road, for maintaining a public nuisance, Because the motel is not within the village boundaries, but in unincorporated Leyden Township, the village has no power to impose licensing requirements or send in building inspectors; residential properties behind it are in Franklin Park, which was expending village resources on responding to calls and complaints. The Village asked the Circuit Court to appoint a receiver for the property and to close down the motel if it didn't comply with state law on prostitution. In October 2011 the motel settled the law suit, agreeing not to advertise or rent rooms by the hour, to

maintain two exterior cameras and exterior lighting, and to supply the names on its guest registry to the village if requested. Residents believe two other motels in the area still serve as prostitution venues.

Effectiveness of Efforts

Resident Feedback

In December 2010 we interviewed 25 community residents and businesses about the effectiveness of these strategies. Only about 50% knew of the new tactics being employed by the Cook County Sheriff.

Approximately 50% believed the sex trade had decreased on Mannheim Road, although it is still present, while about 20% believed the activities had not been affected at all. Many remarked that the women in prostitution are easy to spot because they look so burned out." Several remarked that the women they see on the strip are older and "beat up." One worker at a lunch counter is aware of the undercover officers acting as prostituted women, but she says they are far too obvious, dressing too nicely and failing to walk around enough. (This observation is echoed by customers; see below.)

One gas station employee does see pimps coming into the station with the women and wishes he could do something about it. A customer at a lunch counter says he believes that some of the women are controlled by pimps; although it is difficult to catch sight of them, he says they are always a telephone call away, right in the vicinity.

Customer Feedback

Some men who buy sex use an Internet forum, the U.S.A. Sex Guide, Chicago, to provide information to one another about prostitution venues in the Chicago metropolitan area. In posted comments in 2009- 2011 the buyers indicate the drying up of women on the street and the new presence of law enforcement. From the men's point of view, clearly the amount of visible prostitution on Mannheim Road has severely decreased over time, indicating that these minimal efforts can have a large effect on reducing prostitution in a particular area.

INTERVENTION ACCOUNT: Prostituted by husband

Kelly, a 22-year-old white woman, met her husband when she was 17 and married a year later. She was able to make a call to the National Human Trafficking Resource Center Hotline requesting help. She told the hotline staff that her husband was holding her 3-year-old daughter in Florida as hostage so that she would continue to sell sex. He also used violence and threats of violence to traffic her to eight different states. Kelly wanted to be out of the sex trade, but her main concern was the safety of her child, with whom she was never allowed to be alone.

Kelly cooperated with the Sheriff's Department. Not being content with the number of customers she was seeing, her husband said he was coming to get her to take her to Minnesota. When he arrived, he was immediately taken into custody and survivors from the Human Trafficking Response team arrived shortly thereafter to assist the victim and her child, who were taken to safety. While her husband is living behind bars, Kelly has rebuilt her life with her daughter.

Here are some of the comments:

Scarcity of Girls and Women

Back ten years or so this area was a hotbed, you could find 5 or 6 at a time between North and Grand. Now it's like finding a needle in a haystack! (1/10)

...I can remember when this area was crawling with action, now your [sic] lucky to see anything (10/09).

Unfortunately Mannheim is just a faint shadow of what it used to be...I miss the old days when there was so much to choose from...(9/09)

There are a couple of girls on Manheim that would be worth stopping for, but on the whole most of them are worn out (9/09).

But for the most part, a lot fewer lately, due to the Cook County Sheriff, who has made most of the girls guests of the county (5/11).

Manheim Road is pretty much dead (1/10).

I would never pick any one up here just because there have been too many busts (6/11).

Law Enforcement Activities

The billboard has me on guard so maybe I spent too much time circling to make sure the coast was clear (10/10).

Lots of unwanted attention from Uncle Leo [law enforcement] the last week or so. Not only cruising Mannheim Road, also cruising side streets in both. Marked & unmarked cars. Using rolling stops or other minor traffic infractions to stop you & to search vehicles. Be very careful on where you stop to pick someone up. Look in all directions (8/11).

Last Thursday morning saw a Oriental girl on Mannheim just south of Fullerton, hanging at the street corner. Not walking, as the regulars do. Across the street was a beige sedan. LEO sting in operation. Be very very careful (6/11).

Remember, especially in that area, if she looks too good to be true, it's probably a setup. Stay safe (6/11).

INTERVENTION ACCOUNT: Prostituted by the gang

Jade, an 18-year-old white girl from the south suburbs, met a member of an African-American gang and to please him began to prostitute herself. **Tamika**, a 16-year-old African-American, was a member of the same gang, although her pimp/boyfriend was in prison. She participated in prostitution as a full-fledged gang member. Jade accepted and completed services, while Tamika continued in the gang.

INTERVENTION ACCOUNT: Bait and Switch on Craigslist

Mia, a teen mother needing money to support her baby, answered an advertisement on Craigslist for models. As directed, she sent in 5 photographs of herself and, as promised, received \$250. Then she was summoned for a photo shoot. She knew she had to pose. "It started out as a photo shoot. That's not enough-they don't want you to do just a photo shoot," she explained. Apparently her picture had been placed on the Internet for prostitution and her very first customer just happened to be an undercover sheriff's officer who propositioned her for sex. Mia ran into the bathroom and locked herself in. The Human Trafficking Response Team was summoned to help. Now Mia is back home, has obtained a certified nursing assistant's certificate, and has her own apartment.

Appendix A

09-0-09 ORDINANCE

Sponsored by

THE HONORABLE LARRY SUFFREDIN, PETER N. SILVESTRI AND JOAN PATRICIA
MURPHY COUNTY COMMISSIONERS

Co-Sponsored by

THE HONORABLE EARLEAN COLLINS, ELIZABETH "LIZ" DOODY GORMAN AND GREGG GOSLIN,
COUNTY COMMISSIONERS

PUBLIC MORALS NUISANCE VIOLATIONS

NOW, THEREFORE, BE IT ORDAINED, by the Cook County Board of Commissioners, that Chapter 58 Offenses and Miscellaneous Provisions, Section 58-167 of the Cook County Code is hereby enacted as follows:

Sec. 58-167. Public Morals Nuisance Violations.

- (a) *Short Title-Purpose.* This section shall be known and may be cited as the Public Morals Nuisance Violation Ordinance. The intent of this ordinance is to abate the demand for prostitution by increasing fines for those individuals patronizing persons in prostitution. The language of this ordinance should not be interpreted to apply to the actions of individuals who attempt to exchange sexual services provided by them for money or things of value.
- (b) *Definitions.* The following words, terms, and phrases, when used in this section, shall have the same meanings ascribed to them in this subsection, except where the context clearly indicates a different meaning.

Prostitution. Any person who performs, offers or agrees to perform any act of sexual penetration as defined in this subsection for any money, property, token, object, or article or anything of value, or any touching or fondling of the sex organs of one person by another person, for any money, property, token, object, or article or anything of value, for the purpose of sexual arousal or gratification commits an act of prostitution.

Soliciting of a Prostitute. Any person who performs any of the following acts commits the violation of soliciting for a prostitute:

- (1) Solicits another for the purpose of prostitution; or
- (2) Arranges to meet a prostitute, or offers to arrange a meeting with a prostitute.
- (3) Directs another to a place knowing such direction is for the purpose of prostitution.

Pandering. Any person who performs any of the following acts for any money, property, token, object, or article or anything of value commits pandering:

- (1) Compels a person to become a prostitute; or
- (2) Arranges or offers to arrange a situation in which a person may practice prostitution.

Pimping means any person who receives any money, property, token, object, or article or anything of value from a prostitute, not for lawful consideration, knowing it was earned in whole or in part from the practice of prostitution, commits pimping.

Sexual Penetration means any contact, however slight, between the sex organ or anus of one person by an object, the sex organ, mouth or anus of another person, or any intrusion, however slight, of any part of the body of one person or of any animal or object into the sex organ or anus of another person, including but not limited to cunnilingus, fellatio or anal penetration. Evidence of emission of semen is not required to prove sexual penetration.

Public place means any street, sidewalk, bridge, alley or alleyway, plaza, park, driveway, parking lot or transportation facility or the doorways and entrance ways to any building which fronts on any of the aforesaid places, or a motor vehicle in or on any such place, or any other public way, within Cook County.

(c) Street solicitation for prostitution.

- (1) Any person who remains or wanders about in a public place and repeatedly beckons to, or repeatedly attempts to engage, passersby in conversation, or repeatedly interferes with the free passage of other persons, for the purpose of soliciting for a prostitute, shall be guilty of a violation of this subsection.
- (2) Any person who remains or wanders about in a public place and repeatedly beckons to, or repeatedly stops, or repeatedly attempts to stop, or repeatedly attempts to engage passersby in conversation, or repeatedly stops or attempts to stop motor vehicles, or repeatedly interferes with the free passage of other persons, for the purpose of pandering shall be guilty of a violation of this subsection.
- (3) Any person who responds to the beckoning of a prostitute in a public place by inquiring about, negotiating for, accepting an offer of prostitution, or by allowing another into his or her motor vehicle for purposes of inquiring about, negotiating for, accepting an offer of prostitution, shall be guilty of a violation of this subsection. The Sheriff shall make available to local newspapers, radio and television stations the names of all persons charged with violating this subsection.
- (4) Any person who engages in pimping as defined in this section, shall be guilty of a violation of this subsection.

(d) Solicitation by Internet, electronic communication device or print media.

Any person who utilizes a computer, phone, any electronic communication device or print media (including but not limited to answering ads and messages on commercial adult-themed websites or answering ads in all forms of print media) in the commission of any of the violations set forth in subsection (c) shall be guilty of a violation of this subsection.

(e) Public Morals Nuisance Violations-Penalties.

- (1) Any person who violates any provision of subsections (c) and (d) of this Section shall be civilly liable for a public morals nuisance violation and shall be fined not less than \$500.00 and not more than \$1,000.00. In addition to payment of fines imposed under this subsection, a violator may be required to perform a minimum of 100 hours of community service in a program under the direction of the Sheriff.
- (2) Any violations of subsection (c) and (d) by a county licensee, including but not limited to liquor and roadhouse licensees, may be cause for suspension or revocation of such license.
- (3) Any motor vehicle that is used in violation of subsection (c) and (d) shall be subject to seizure and impoundment pursuant to Section 58-164.
- (4) Fines collected under this subsection shall be deposited in the Women's Justice Services Fund established by County Ordinance and shall be used to fund rehabilitation services, including mental health and substance abuse treatment services, provided by and through the Sheriff's Office Department of Women's Justice Services.

(f) Administrative Adjudication.

Any person issued a notice of violation by the Sheriff for violation of any provision of this Section may request an administrative hearing.

(1) Notice

- (i) Before any administrative adjudication proceeding may be conducted, the parties shall be afforded notice in compliance with this section.
- (ii) Unless otherwise provided by law or rule, the issuer of a notice of violation or notice of hearing shall specify on the notice his or her name and department; where known, the name and address of the person or entity charged with the violation; the date, time and place of the violation; and the section of the code or departmental rule or regulation which was allegedly violated; and shall certify the correctness of the specified information by signing his or her name to the notice. A notice of hearing shall also include the date, time and location of the hearing and the penalties for failure to appear at the hearing.

- (iii) The County shall notify the violator, within ten days, by certified mail return receipt requested, that an administrative adjudication hearing will be conducted. The hearing shall be scheduled and held, unless continued by order of the administrative law officer, no later than 30 days after the date of the violation.

(g) *Administrative hearings.*

- (1) Any administrative adjudication proceeding conducted by the County shall afford the parties an opportunity for a hearing before an administrative law officer.
- (2) An attorney who appears on behalf of any person shall file with the administrative law officer a written appearance on a form provided for such purpose.
- (3) While the case for the County will not be presented by the administrative law officer; documentary evidence, however, including the notice of violation, which has been prepared by the Sheriff, may be presented at the hearing by the administrative law officer.
- (4) The administrative law officer may grant continuances only upon a finding of good cause.
- (5) All testimony shall be given under oath or affirmation.
- (6) The administrative law officer may permit witnesses to submit their testimony by affidavit.
- (7) The formal and technical rules of evidence shall not apply in the conduct of the hearing. Evidence, including hearsay, may be admitted only if it is of a type commonly relied upon by reasonably prudent persons in the conduct of their affairs.
- (8) No violation may be established except upon proof by a preponderance of the evidence; provided, however, that a violation notice, or a copy thereof, shall be prima facie evidence of the correctness of the facts specified therein.
- (9) Upon the timely request of any party to the proceeding, any person, who the administrative law officer determines may reasonably be expected to provide testimony which is material and which does not constitute a needless presentation of cumulative evidence, shall be made available for cross-examination prior to a final determination of liability.
- (10) The record of all hearings before an administrative law officer shall include: (i) a record of the testimony presented at the hearing, which may be made by tape recording or other appropriate means; (ii) all documents presented at the hearing; (iii) a copy of the notice of violation or notice of hearing; and (iv) a copy of the findings and decision of the administrative law officer.
- (11) Upon conclusion of a hearing, the administrative law officer shall issue a final determination of liability or no liability. Upon issuing a final determination of liability the administrative law officer may: (i) impose penalties and/or fines that are consistent with this Section or other applicable provisions of the County Code; (ii) issue orders that are consistent with applicable provisions of the County Code; and/or (iii) assess costs reasonably related to instituting the administrative adjudication proceeding; provided, however, that in no event shall the administrative law officer have the authority to impose a penalty of imprisonment or, except in cases to enforce the collection of any tax imposed and collected by the county, where this limitation shall not apply, impose a fine in excess of \$5,000.00 exclusive of costs of enforcement or costs imposed to secure compliance with this Code.
- (12) In the issuance of a final determination of liability, an administrative law officer shall inform the violator of his or her right to seek judicial review of the final determination.

(h) *Compliance bond.*

In order to ensure that code violations are remedied or fines are paid in a timely manner, an administrative law officer, upon issuing a final determination of liability, may require a code violator to post with the County a compliance bond. Bonds shall be approved by the County Comptroller as to form and amount.

(i) *Hearing procedures not exclusive.*

The use of the administrative adjudication procedure for public morals nuisance violations shall not preclude the county from using other methods to enforce the provisions of section 58-167.

(j) *Women's Justice Services Fund.*

As set forth in County Ordinance, fines collected for violations of this Section shall be accounted for and turned over not less than monthly to the Cook County Treasurer. The Treasurer shall create and deposit all such fees in a special fund, the "Women's Justice Services Fund" which shall be subject to budget and appropriation for purposes related to operation of the rehabilitation programs provided by the Department of Women's Justice Services and for female juveniles in the Juvenile Temporary Detention Center.

Effective date:

This Ordinance shall be effective upon adoption. Approved and adopted this 17th day of December 2008.

TODD H. STROGER
President Cook County Board of Commissioners

Attest:
DAVID ORR
County Clerk

Appendix B

**Cook County Sheriff's Office
Human Trafficking Response Team Intervention
Interview Form**

Interview Form Number _____

Notification: Date _____ Time _____ Contacted By _____

Date of Interview _____

Time of Interview _____

Interviewer _____

Location of Interview _____

Client Name _____

Client Date of Birth _____

Client Race/Ethnicity _____

How Did Interviewer make contact with client?

- Internet Sting (i.e. backpage, craigslist, etc...specify)
- Street Arrest
- National Human Trafficking Hotline
- Other

If sting, choose one prostitution venue:

- Hotel
- Brothel
- Strip Club
- Bar
- Massage Parlor
- Internet
- Other
- Courthouse Interview
- Hotline Referral
- Agency Referral
- Court Mandated

**Cook County Sheriff's Office
Human Trafficking Response Team Intervention
Interview Form**

Intervention Interview Form Page 2

- Jail Interview/Intervention
- In-person Interview
- Telephone Interview
- Accepted Intervention
- Refused at this time
- Accepted later

Currently residing at _____

State or City of Origin _____

How was the client transported to the prostitution site? _____

Age at which client began prostituting regularly _____

Did someone recruit her into prostitution? If yes, who? _____

Currently, is the client controlled by a pimp/trafficker? _____

Does the client share money earned with a boyfriend or husband? _____

Is the client addicted to alcohol or drugs? If so, which? _____

Does the client have a diagnosed mental health problem? _____

Has the client ever been under supervision of the child welfare service or a runaway as a minor? _____

**Cook County Sheriff's Office
Human Trafficking Response Team Intervention
Interview Form**

Case Summary:

Appendix C

Manheim Road Billboards

