



**A National
Overview of
Prostitution and
Sex Trafficking
Demand Reduction
Efforts**

Final Report

Grant # 2008-IJ-CX-0010

April 30, 2012

Prepared for:

**The National Institute of
Justice**

Office of Justice Programs,
U.S. Department of Justice
810 Seventh Street, NW
Washington, D.C. 20531

Submitted by:

Michael Shively, Ph.D.

Kristina Kliorys

Kristin Wheeler

Dana Hunt, Ph.D.

Abt Associates Inc.

55 Wheeler St.

Cambridge, MA 02138

A National Overview of Sex Trafficking and Prostitution Demand Reduction Efforts

Table of Contents

| | |
|---|----------|
| Executive Summary | i |
| Project Background and Objectives | i |
| Purpose and Structure of this Report | i |
| Data Collection | ii |
| Key Findings..... | iv |
| Findings from Literature Review | iv |
| Findings from National Assessment Data Collection..... | viii |
| History of Demand Reduction Approaches Pursued in the U.S. | x |
| Key Innovations..... | xii |
| Costs of Interventions..... | xiv |
| Need for Improved Access to Information | xv |
| Other Key Findings | xvi |
| Additional Information Available on DemandForum.net | xvi |
| Acknowledgments..... | xvii |
| 1. Introduction..... | 1 |
| 2. Prostitution, Sex Trafficking, and Demand | 3 |
| Illegal Commercial Sex Markets..... | 5 |
| Demand: Men’s Decisions to Buy Sex | 6 |
| Prostitution, Sex Trafficking, and Harm | 9 |
| Stratification of the Commercial Sex Industry | 10 |
| Human Trafficking and Prostitution..... | 11 |
| Vulnerable Women and Girls Drawn Into Prostitution | 11 |
| Impact on “Providers” | 12 |
| Impact on “Consumers” | 15 |
| Impact on Communities..... | 16 |

| | |
|--|-----------|
| Burden on Law Enforcement and Other Public Services | 17 |
| Challenges in Constraining Supply & Distribution | 18 |
| 3. Tactics Used to Combat Demand in the United States | 21 |
| A Typology of Demand Reduction Programs and Practices..... | 21 |
| The Prevalence and First Known Use of Demand Reduction Tactics in the United States..... | 24 |
| Public Education & Awareness Programs | 29 |
| Reverse Stings..... | 37 |
| Street-Level Reverse Stings..... | 37 |
| Web-Based Reverse Stings..... | 47 |
| Shaming | 48 |
| “Dear John” Letters..... | 53 |
| Vehicle Seizure | 55 |
| Driver’s License Suspension..... | 57 |
| Geographic Restraining (“SOAP”) Orders | 57 |
| Neighborhood Action..... | 58 |
| Surveillance Cameras..... | 60 |
| Community Service | 60 |
| John Schools | 61 |
| Generic John School Logic Model | 62 |
| Targeting the Educational Intervention | 63 |
| Prevalence of John School Programs | 64 |
| Community Impact Panels..... | 69 |
| John School Curriculum Items | 70 |
| Common Misconceptions about John Schools..... | 72 |
| Additional Observations about John Schools..... | 76 |
| 4. Discussion..... | 78 |
| Description versus Evaluation | 78 |
| Demand-Reduction is Primary Prevention..... | 78 |

| | |
|--|-----------|
| Combating Demand: Major Needs and Opportunities | 80 |
| Appendices | 84 |
| Appendix A: Bibliography | |
| Appendix B: Research Method | |
| Appendix C: Data Collection Instruments | |
| Appendix D: Prostitution, Sex Trafficking, and the Military | |
| Appendix E: Summary of Demand Tactics Employed in Each City and County | |
| Appendix F: Sample “Dear John Letters” from Raleigh | |
| Appendix G: Portland Prostitution Exclusion Zone Ordinance | |
| Appendix H: Documents from Indianapolis/Marion County “Red Zone” Program | |
| Appendix I: Summary of John School Program Traits | |
| Appendix J: Organizations Addressing Demand and Supporting Survivors | |

**Appendix G. Portland Prostitution Exclusion
Zone Ordinance**

Portland, Oregon Prostitution-Free Zone City Ordinance

Source: <http://www.portlandonline.com/Auditor/index.cfm?c=28528>

Chapter 14B.30 Prostitution-Free Zones

Table of Contents

-Note

[14B.30.010 Prostitution-Free Zones.](#)

[14B.30.020 Designation of Prostitution-Free Zones.](#)

[14B.30.030 Civil Exclusions.](#)

[14B.30.035 Violation of an exclusion - penalties.](#)

[14B.30.040 Issuance of Exclusion Notices.](#)

[14B.30.050 Procedure.](#)

[14B.30.060 Appeal, Review and Variances.](#)

[14B.30.070 Listing of Prostitution-Free Zones.](#)

-Note

(Replaced by Ordinance No. 179996, effective April 14, 2006)

14B.30.010 Prostitution-Free Zones.

A. For the purposes of this chapter, the following definitions apply:

1. Arrest: to place a person under actual or constructive restraint or to take a person into custody for the purpose of charging that person with an offense.

2. Essential needs: food, physical care, and medical attention.

3. Reside: to occupy one's principal dwelling; including transient occupancy in a hotel or motel.

4. Travel: the movement on foot or within or upon a vehicle within a prostitution-free zone from one point to another without delay other than to obey traffic control devices.

B. Prostitution-free zones are those areas of the City as designated by the City Council under Chapter 14B.30 of this Code, which are areas where the number of arrests where there was probable cause to believe a person has committed any of the offenses enumerated in Section 14B.30.030 for a twelve (12) month period within the eighteen (18) months preceding its designation is significantly higher than that for other similarly sized geographic areas of the City that are not located within a prostitution-free zone.

14B.30.020 Designation of Prostitution-Free Zones.

(Amended by Ordinance No. 180885, effective April 11, 2007.)

A. If the City Council designates an area meeting the criteria of Section 14B.30.010 of this Code to be a prostitution-free zone, Council shall do so by ordinance. The designation shall be valid for a period of three (3) years.

B. The office of the Chief of Police of the Portland Police Bureau is directed to report to City Council at least ninety (90) days before the end of the period referred to in section 14B.30.020 A., as to whether there is a need to re-configure the prostitution-free zones enumerated in 14B.30.070.

C. This Chapter, and the procedures and exercise of exclusion authority it contains, are valid until September 30, 2007.

D. The office of the Chief of Police of the Portland Police Bureau is directed to report to City Council at least ninety (90) days before the expiration of this Chapter as to whether there is a need to re-authorize this Chapter.

14B.30.030 Civil Exclusions.

A. A person is subject to exclusion under the process described in this chapter for a period of ninety (90) days from any public right of way and park within a prostitution-free zone designated in Code Chapter 14B.30 if that person has been arrested and either cited to appear in court for charging or lodged in jail for presentation to a magistrate for charging based upon probable cause to believe that the person has committed any of the following offenses within that prostitution-free zone, unless the offense was committed entirely within a private residence:

1. Attempted prostitution, in violation of ORS 161.405;
2. Prostitution, in violation of ORS 167.007;
3. Attempted promoting prostitution, in violation of ORS 161.405;
4. Promoting prostitution, in violation of ORS 167.012;
5. Attempted compelling prostitution, in violation of ORS 161.405;
6. Compelling prostitution, in violation of ORS 167.017;
7. Loitering to solicit prostitution, in violation of Portland City Code 14A.40.040; or
8. Unlawful prostitution procurement activity, in violation of Portland City Code 14A.40.050.

B. A one (1) year exclusion from any public right of way and park within a prostitution-free zone shall take effect upon the day after conviction for any of the offenses enumerated in Subsection A. of this Section if that offense was committed within that prostitution-free zone and the person was both given notice prior to the exclusion that the City would impose a one-year exclusion upon conviction and notified of the right of appeal and the process for initiating an appeal.

C. A person excluded from a prostitution-free zone under authority of this Section may not enter that prostitution-free zone except to travel to and from and be present at the events and locations listed below:

1. Attend a meeting with an attorney;
2. Attend a scheduled initial interview with a social service provider;

3. Comply with court-or corrections-ordered obligations;
 4. Contact criminal justice personnel at a criminal justice facility;
 5. Attend any administrative or judicial hearing relating to an appeal of:
 - a. the person's notice of exclusion; or
 - b. the denial, revocation, or amendment of the person's variance;
 6. Travel through that prostitution-free zone on a Tri-Met vehicle;
 7. Travel through that prostitution-free zone on the I-5, I-84, I-205 or I-405 freeways within its boundaries;
 8. Reside in a dwelling or facility;
 9. Satisfy, or attempt to satisfy an essential need by accessing a public or private place that provides an essential need or service when the essential need cannot reasonably be satisfied by the excluded person without entering the prostitution-free zone;
 10. Obtain social services when:
 - a. the excluded person is in need of social services;
 - b. the social services are sought for reasons relating to the health or well-being of the excluded person; and
 - c. the social services agency has written rules and regulations prohibiting the unlawful use and sale of controlled substances by their clients.
 11. Obtain education by:
 - a. Enrolling as a student at an educational facility; or
 - b. Attending school at an educational facility.
 12. Work as the owner, principal, agent or employee at a place of lawful employment;
 13. Perform work directly related to lawful employment;
 14. Be present at any place or event as specified by a variance issued by the Chief of Police or designee pursuant to 14B.30.060 B.
- D.** An exclusion is valid only if the person to be excluded received actual notice of the exclusion as required by 14B.30.050; including notice of the limitations of the exclusion contained in 14B.30.020.

14B.30.035 Violation of an exclusion - penalties.

A. It is unlawful for a person to enter or remain in a prostitution-free zone in violation of an exclusion imposed pursuant to this Code. For violation of this subsection, a court may impose a fine of no more than \$500 or imprisonment of no more than 30 days, or both.

B. A person who enters or remains in a prostitution-free zone in violation of an exclusion issued pursuant to this Code is subject to arrest for Criminal Trespass (ORS 164.245).

14B.30.040 Issuance of Exclusion Notices.

The Chief of Police and/or designees are the persons in charge of the public rights of way and parks in the prostitution-free zones for purposes of issuing notices of exclusion in accordance with this Chapter.

14B.30.050 Procedure.

A. If a person is arrested and either cited to appear in court for charging or lodged in jail for presentation to a magistrate for charging based upon probable cause to believe that the person has committed any of the offenses enumerated in Subsection 14B.30.030 A. within a prostitution-free zone, the Chief of Police and/or designees may exclude that person from that prostitution-free zones. Every person excluded shall be provided a notice of exclusion and variances substantially similar to Exhibit C attached to Ordinance No.179996. Additions to the notice of exclusion that increase the scope of the exclusion from that described in Exhibit C render the notice and the exclusion invalid.

B. At the time a person is issued a notice of exclusion from a prostitution-free zone, the Chief of Police and/or designees may discuss with the excluded person whether the person has a plausible need for a variance and may issue a variance pursuant to the process described in 14B.30.060 B.

C. The notice of exclusion shall be in writing and a copy delivered to the excluded person. The notice of exclusion shall include the following:

- 1.** A description of the area designated as a prostitution-free zone in Section 14B.30.070 from which that person is excluded;
- 2.** Information concerning the right to appeal the exclusion to the Code Hearings Officer as provided in Chapter 22.10 of this Code; and
- 3.** Notice that conviction of the offense for which the person was arrested and excluded will result in a one-year exclusion and information concerning the right to appeal a conviction-based exclusion to the Code Hearings Officer as provided in Chapter 22.10 of this Code.

14B.30.060 Appeal, Review and Variances.

A. A ninety (90) day exclusion shall take effect at 12:01 on the 22nd calendar day following issuance of the notice of exclusion if the person issued the notice of exclusion has not filed an appeal as provided in this Chapter and a Code Hearings Officer has reviewed a police report documenting the exclusion notice and has found that the report presents credible evidence that supports probable cause to believe the person:

- 1.** committed any of the offenses enumerated in Subsection A of Section 14B.30.030, and ;
- 2.** received the notice required by 14B.30.050 A.

B. If a person issued a notice of exclusion files an appeal as provided in this chapter, imposition of a ninety (90) day exclusion shall be stayed pending a final, enforceable decision upholding the exclusion.

C. APPEAL. A person to whom a notice of exclusion is issued shall have a right to appeal as follows:

- 1.** Appeals shall be made to the Code Hearings Officer of the City of Portland. Any hearings regarding such appeals shall be conducted in accordance with Chapter 22.10 of this Code.
- 2.** Copies of documents in the City's control which are intended to be used at the hearing shall be made available, upon request, to the appellant.

- 3.** An appeal of a ninety (90) day notice of exclusion must be filed, in writing, by 5:00 p.m. of the fifteenth calendar day following issuance of the notice of exclusion.
- 4.** An appeal of a one (1) year conviction-based exclusion must be filed, in writing, by 5:00 p.m. of the fifth business day following the date of conviction.
- 5.** An appeal of:
 - a.** a denial of a request for a variance; or
 - b.** a denial of a request for an amendment to a variance; or
 - c.** a revocation or amendment of a variance must be filed, in writing, by 5:00 p.m. of the fifth business day following the action regarding the variance.
- 6.** A ninety (90) day exclusion shall not take effect during the time that an appeal of the ninety (90) day exclusion is pending.
- 7.** A one (1) year conviction-based exclusion shall take effect at 12:01 a.m. on the calendar day following the date of conviction and, notwithstanding an appeal of the exclusion, shall remain in effect unless the Code Hearings Officer issues a contrary decision.
- 8.** At the hearing on an appeal of a ninety (90) day exclusion, the City shall have the burden to show by a preponderance of the evidence that the appellant committed any of the offenses enumerated in Subsection 14B.30.030 A., and that the conduct supporting the exclusion occurred within a prostitution-free zone.
- 9.** At the hearing on an appeal of a one (1) year conviction-based exclusion, the City shall have the burden to show by a preponderance of the evidence that the appellant was convicted of any of the offenses enumerated in Subsection 14B.30.030 A., and that the conduct supporting the conviction occurred within a prostitution-free zone.
- 10.** At the hearing on an appeal of a denial of a request for a variance as provided in 14B.30.060 C.5.a., the City shall have the burden to show by a preponderance of the evidence that the denial was in accordance with this Section.
- 11.** At the hearing on an appeal of a denial of a request for an amendment to a variance as provided in 14B.30.060 C.5.b., the City shall have the burden to show by a preponderance of the evidence that the amendment was in accordance with this section.
- 12.** At the hearing on an appeal of a revocation or amendment of a variance as provided in 14B.30.060 C.5.c., the City shall have the burden to show by a preponderance of the evidence that any of the conditions enumerated in this Section supporting revocation or amendment existed at the time of revocation or amendment.
- 13.** At the hearing on an appeal of a ninety (90) day exclusion, the following shall be prima facie evidence that the exclusion was based on probable cause to believe that the appellant committed any of the offenses enumerated in Subsection 14B.30.030 A.:
 - a.** A determination by a court having jurisdiction over the offense that forms the basis for the exclusion, that probable cause existed to arrest the person to whom the initial ninety (90) day notice of exclusion was issued for violation of any of the offenses enumerated in Subsection 14B.30.030 A.; or
 - b.** An accusatory instrument charging the person to whom a ninety (90) day notice of exclusion was issued, for violation of any of the offenses enumerated in Subsection 14B.30.030 A.

14. At the hearing on an appeal of a one (1) year conviction-based exclusion, a judgment of conviction for any of the offenses that formed the basis for the exclusion, as enumerated in Subsection 14B.30.030 A., shall be conclusive evidence that the described conduct occurred but, absent a finding of fact by the court of conviction, is not conclusive evidence that the conduct occurred in a prostitution-free zone.

D. VARIANCES. Variances modify an exclusion, and shall be granted, denied, amended, or revoked in accordance with the following provisions:

1. All variances shall be in writing and shall state the purpose for which they are granted and the period of time during which they are effective. A variance that does not describe its period of effectiveness is effective for the duration of the exclusion. A variance allows relief from an exclusion only for travel to and from specified locations, activities or events, and presence at specified locations, activities and events within a prostitution-free zone.

2. All Police Bureau Precincts shall receive and process requests for Drug-Free or Prostitution-Free Zone variances during regular business hours if they are otherwise open to the public. This capability will be maintained at the main precinct station or at a sub-station.

3. Variance. The Chief of Police and/or designees may, for any reason, grant an excluded person a variance from an exclusion at any time during an exclusion period. Except as described in 14B.30.050 B., the Chief of Police and/or designees shall grant an appropriate variance to an excluded person who presents a plausible need to engage in any non-criminal activity that is not associated with the behavior supporting the person's exclusion. A variance granted under this Subsection allows travel within the prostitution-free zone only in accordance with the terms specified in the variance. The Chief of Police or designees will ask a person requesting a variance to provide and update an address through which the person can be reached for the duration of the variance in the event the City determines there is a need to amend or revoke the variance.

E. REVOCATION OR AMENDMENT OF VARIANCES. Variances may be revoked or amended for the following reasons and in the following manner:

1. The excluded person provided false information in order to obtain the variance;

2. There is probable cause to believe the person has committed any of the offenses enumerated in Subsection 14B.30.030 A. in the prostitution-free zone subsequent to the issuance of the variance;

3. If the circumstances giving rise to the issuance of the variance no longer support a continuation of the variance or a term thereof;

4. If the person has new circumstances that would support amending the variance; or

5. A revocation or amendment of a variance becomes effective at 5:00 p.m. of the fifth business day following mailing of notice of the action to the excluded person at the address provided pursuant to 14B.30.060 B.1. unless the excluded person appeals the determination by following the procedures in 14B.30.060 A.5.c.

14B.30.070 Listing of Prostitution-Free Zones.

The following descriptions shall comprise the boundaries of the prostitution-free zones listed, and the prostitution-free zones shall include the entire area on and within the listed boundaries.

A. West Prostitution-Free Zone: Beginning at a point on the northeast corner of N.W. 14th Avenue as it intersects with N.W. Johnson Street; thence westerly along the north curb line of N.W. Johnson until it intersects with the west curb line of N.W. 23rd Avenue; thence southerly along the west curb line of N.W. 23rd Avenue as it crosses West Burnside Street and becomes S.W. Vista

Avenue; thence southerly in a straight line to a point that is 500 feet from the intersection of the south curb line of West Burnside Street and the west curb line of S.W. Vista Avenue; thence easterly following a line that is at all times parallel to and 500 feet from the south curb line of West Burnside Street until it intersects with the east curb line of N.W. 14th Avenue; thence northerly along the east curb line of N.W. 14th Avenue continuing along to the point of the beginning.

B. East Prostitution-Free Zone: Beginning at a point at the intersection of the west curb line of N.E. 82nd and the north curb line of N.E. Skidmore; thence westerly along the north curb line of N.E. Skidmore to a point 1000 feet from the point of beginning; thence southerly following a line that is at all times parallel to and 1000 feet from the west curb line of N.E. 82nd Avenue as it crosses E. Burnside Street and becomes S.E. 82nd Avenue; thence southerly following a line that is at all times parallel to and 1000 feet from the west curb line of S.E. 82nd Avenue to a point that is 1000 feet to the west of the southwest corner of S.E. Crystal Springs Boulevard; thence easterly along the south curb line of S.E. Crystal Springs Boulevard to a point that is 1000 feet to the east of the southeast corner of S.E. Crystal Springs Boulevard; thence northerly following a line that is at all times parallel to and 1000 feet from the east curb line of S.E. 82nd Avenue as it crosses E. Burnside Street and becomes N.E. 82nd Avenue; thence northerly following a line that is at all times parallel to and 1000 feet from the east curb line of N.E. 82nd Avenue to a point that is 500 feet to the south of the south curb line of N.E. Sandy Boulevard; thence easterly following a line that is at all times parallel to and 500 feet from the south curb line of N.E. Sandy Boulevard until it intersects with the west curb line of N.E. 92nd Avenue; thence northerly along the west curb line of N.E. 92nd Avenue until it intersects with the north curb line of N.E. Sandy Boulevard; thence easterly along the north curb line of N.E. Sandy Boulevard to a point that is 200 feet to the east of the centerline of N.E. 92nd Avenue; thence southerly along a line that is at all times parallel to and 200 feet to the east from the centerline of N.E. 92nd Avenue to a point that is 500 feet from the south curb line of N.E. Sandy Boulevard; thence easterly following a line that is at all times parallel to and 500 feet from the south curb line of N.E. Sandy Boulevard to the east curb line of N.E. 122nd Avenue; thence northerly along the east curb line of N.E. 122nd Avenue to a point 500 feet north of the north curb line of N.E. Sandy Boulevard; thence westerly following a line that is at all times parallel to and 500 feet from the north curb line of N.E. Sandy Boulevard until it intersects with the west curb line of N.E. 82nd; thence southerly along the west curb line of N.E. 82nd to the point of beginning.