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### A Crime Hidden in Plain Sight: a Review of Programs that Address Human Trafficking in Colorado

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**Regis University**  
College for Professional Studies Graduate Programs  
**Final Project/Thesis**

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A CRIME HIDDEN IN PLAIN SIGHT: A REVIEW OF PROGRAMS THAT ADDRESS  
HUMAN TRAFFICKING IN COLORADO

by

Janecke Hausken

A Research Project Proposal Presented in Partial Fulfillment

of the Requirements for the Degree

Masters of Criminology

REGIS UNIVERSITY

August 2014

A CRIME HIDDEN IN PLAIN SIGHT: A REVIEW OF PROGRAMS THAT ADDRESS  
HUMAN TRAFFICKING IN COLORADO

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ABSTRACT

A Crime Hidden in Plain Sight: A Review of Programs

That Address Human Trafficking in Colorado

The focus of this project is looking at current programs in the Denver area that work in some capacity to combat human trafficking. Research suggests that Denver is a huge drop off point for victims due to a major international airport and two major cross-country highways intersecting in the middle of downtown Denver. While the project does not provide any conclusive evidence, the numbers presented do show that perhaps there is a correlation between the establishment of these programs and an increase in arrest rates for certain charges. While one program focuses more on services and aiding the victims of trafficking, the other focuses on awareness and training related to trafficking. A combination of these two organizations may very well have contributed to the growing awareness in the state of Colorado, and in turn, there has been an increase in arrests for charges related to trafficking.

*Keywords:* trafficking, arrest rates, Denver

*TABLE OF CONTENTS*

Chapter	Page
1. INTRODUCTION .....	1
Statement of the Problem.....	2
Overview of the Problem.....	3
Purpose of the Project.....	3
Definitions.....	4
Human Trafficking.....	4
Definition of charges.....	5
Research Questions.....	9
Limitations.....	9
Chapter Summary .....	9
2. REVIEW OF LITERATURE .....	10
Chapter Summary .....	18
3. METHOD .....	19
Research Design.....	19
Measures .....	20
Chapter Summary .....	20
4. RESULTS .....	21
5. DISCUSSION .....	35
REFERENCES .....	40

## Chapter 1

### INTRODUCTION

Human trafficking on its most basic level is in reality the equivalent of modern-day slavery. The Trafficking Victims Protection Act of 2000 defines human trafficking as (a) the recruitment, harboring, transporting, supplying, or obtaining a person for labor or services through the use of force, fraud, or coercion for the purpose of involuntary servitude or slavery; or (b) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform sex acts is under 18 years of age (Logan, Walker, & Hunt, 2009).

According to Logan, Walker, and Hunt (2009), there are several misconceptions when it comes to human trafficking. One of these is the belief that people must be transported to meet the definition of the human trafficking law. The current legislation however, does not require that a person be physically transported across locations to meet the definition. Another misconception is the belief that people are brought into the country, legally or illegally, as a part of the trafficking. In reality, people can be trafficked within their own country. In addition, one should not confuse human smuggling with human trafficking. In a smuggling scenario, the relationship between the smuggled person and the transporter ends when the smuggled person arrives at their destination. In a trafficking scenario, the transportation of a person is most often only the beginning, and is only a means to obtaining forced labor. It should be pointed out that even though a person may consent to the original transportation, that consent is not relevant when threats, coercion, or the use of force is used to exploit someone (Logan, Walker, & Hunt, 2009).

Human trafficking is a world wide problem, where it is estimated that 800,000 victims

are trafficked across international borders every year, and that does not include the many more that are trafficked within the borders of their own county (Jac-Kucharski, 2012). Research shows that 80 percent of these victims are female, and about 50 percent are minors (Jac-Kucharski, 2012). Worldwide, it is believed that there are about 27 million people currently existing as modern day slaves (CPPS, 2013).

### Statement of the Problem

Sex trafficking is a growing problem in Colorado. There are groups currently in existence that are fighting and working to combat sex trafficking. These programs need to be evaluated in order to see what affect they have on sex trafficking.

While some victims of trafficking may never come in contact with someone who can actually help them, research also shows that when they have come in contact with service providers, these victims have not been identified as such. In turn, this means that victims are not able to access services, or escape the traumas of trafficking (Macy & Graham, 2012). Research shows that there are several types of human service providers that may come in contact with human trafficking victims. These providers may include child advocacy, child protection and welfare, criminal justice, domestic violence, health care, homelessness outreach and shelter, juvenile justice, and victim advocacy. In order to avoid misidentification and to assist victims once identified, there is now an emerging body of literature focused on aftercare services to victims of trafficking (Macy & Graham, 2012). These programs that provide services and help combat human trafficking are the focus of this project.

The Denver Metro area has several programs in place that deal with combatting human trafficking. While some of these programs focus on the care of the victims, others focus on finding solutions to the growing problem.

### Overview of the Problem

To fully comprehend the need for programs to combat human trafficking in the Denver area one must first acknowledge that it is indeed a large problem in the area. Denver is in fact considered a drop off spot for trafficking victims. This is due to a busy international airport and two intersecting major cross-country highways, that being I-25 and I-70, which intersect right in the middle of downtown Denver (Streetshope.org, 2014). In 2010, law enforcement in Colorado estimated that they investigated between 100 and 150 sex trafficking cases in the area (CPPS, 2013). In Denver alone the sex industry brings in projected profits of \$60 billion every year (CPPS, 2013). The focus of this project will specifically be sex trafficking.

### Purpose of the Project

Within the Denver metro area one can find several programs already in existence that are working in some capacity to combat human trafficking and help the victims of these terrible crimes. The goal of this project is to study these programs and see what they actually do and then determine what effect these projects have on human trafficking and the victims. The Denver Metro area is comprised of six counties. Adams, Arapahoe, Broomfield, Denver, Douglas and Jefferson counties all have their own county jails operated by their respective Sheriff's Offices. While there are programs that stretch beyond these counties, this project

focuses only on the programs in the Denver Metro area. This project will aim to determine if Denver Metro area programs, as a whole, are making a difference in combatting sex trafficking.

## Definitions

### **Human trafficking**

While one can find several definitions of human trafficking, they all say the same thing. In Federal law, human trafficking is defined as (a) the recruitment, harboring, transporting, supplying, or obtaining a person for labor or services through the use of force, fraud, or coercion for the purpose of involuntary servitude or slavery; or (b) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform sex acts is under 18 years of age (Logan, Walker, & Hunt, 2009).

The California Legislature however defines human trafficking as all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor, or other debt bondage (DOJ, 2014).

In addition, the International Labour Organization (ILO), an agency of the United Nations, defines human trafficking as the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at minimum, the

exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude, or the removal of organs (DOJ, 2014).

#### Definition of Charges

##### **Sexual Assault Submission – CO Statute 18-3-402(1)(A)**

(1) Any actor who knowingly inflicts sexual intrusion or sexual penetration on a victim commits sexual assault if: (A) The actor causes submission of the victim by means of sufficient consequence reasonably calculated to cause submission against the victims will (Colorado Revised Statutes, 2013).

##### **Trafficking in Adults – CO Statute 18-3-501**

(1) A person commits trafficking in adults if he or she: (A) Sells, exchanges, barter, or leases an adults and receives any money or other consideration or thing of value for the adult as a result of such transaction; or (B) receives an adults as a result of a transaction described in paragraph (A). An adult means and person eighteen years of age or older (Colorado Revised Statutes, 2013).

##### **Trafficking in Children – CO Statute 18-3-502**

(1) A person commits trafficking in children if he or she: (A) sells, exchanges, barter, or leases a child and receives any money or other consideration or thing of value for the child as a result of such transaction; or (B) receives a child as result of a transaction described in paragraph (A). A child means a person under eighteen years of age (Colorado Revised Statutes, 2013).

##### **Prostitution – CO Statute 18-7-201**

(1) Any person who performs or offers or agrees to perform an act of sexual intercourse, fellatio, cunnilingus, masturbation, or anal intercourse with any person not his spouse in



exchange for money or other thing of value commits prostitution (Colorado Revised Statutes, 2013).

**Soliciting for Prostitution – CO Statute 18-7-202**

(1) A person commits soliciting for prostitution if he: (A) solicits another for the purpose of prostitution; or (B) arranges or offers to arrange a meeting of persons for the purpose of prostitution; or (C) directs another to a place knowing such direction is for the purpose of prostitution (Colorado Revised Statutes, 2013).

**Keeping a Place of Prostitution – CO Statute 18-7-204**

(1) Any person who has or exercises control over the use of any place which offers seclusion or shelter for the practice of prostitution and who performs any one or more of the following commits keeping a place of prostitution if he: (A) Knowingly grants or permits the use of such place for the purpose of prostitution; or (B) Permits the continued use of such place for the purpose of prostitution after becoming aware of facts or circumstances from which he should reasonably know that the place is being used for purposes of prostitution (Colorado Revised Statutes, 2013).

**Patronizing a Prostitute – CO Statute 18-7-205**

(1) Any person who performs any of the following with a person not his spouse commits patronizing a prostitute: (A) Engages in an act of sexual intercourse or of deviate sexual conduct with a prostitute; or (B) Enters or remains in a place of prostitution with intent to engage in an act of sexual intercourse or deviate sexual conduct (Colorado Revised Statutes, 2013).



**Pimping – CO Statute 18-7-206**

(1) Any person who knowingly lives on or is supported or maintained in whole or in part by money or other thing of value earned, received, procured, or realized by any other person through prostitution commits pimping (Colorado Revised Statutes, 2013).

**Soliciting for Child Prostitution – CO Statute 18-7-402**

(1) A person commits soliciting for child prostitution if he: (A) solicits another for the purpose of prostitution of a child or by a child; (B) arranges or offers to arrange a meeting of persons for the purpose of prostitution of a child or by a child; or (C) directs another to a place of knowing such direction is for the purpose of prostitution of a child or by a child (Colorado Revised Statutes, 2013).

**Pandering of a Child – CO Statute 18-7-403**

(1) Any person who does any of the following for money or other thing of value commits pandering of a child: (A) inducing a child by menacing or criminal intimidation to commit prostitution; or (B) knowingly arranging or offering to arrange a situation in which a child may practice prostitution (Colorado Revised Statutes, 2013).

**Procurement of a Child – CO Statute 18-7-403.5**

(1) Any person who intentionally gives, transports provides, or makes available, or who offers to give, transport, provide, or make available, to another person a child for the purpose of prostitution of the child commits procurement of a child (Colorado Revised Statutes, 2013).

**Keeping a Place of Child Prostitution – CO 18-7-404**

(1) Any person who has or exercises control over the use of any place which offers seclusion or shelter for the purpose of prostitution and who performs any or more of the following commits keeping a place of child prostitution if he: (A) knowingly grants or permits

the use such place for the purpose of prostitution of a child or by a child; or (B) permits the continued use of such place for the purpose of prostitution of a child or by a child after becoming aware of facts or circumstances from which he should reasonably know that the place is being used for purposes of such prostitution (Colorado Revised Statutes, 2013).

**Pimping of a Child – CO Statute 18-7-405**

(1) Any person who knowingly lives on or is supported or maintained in whole or in part by money or other thing of value earned, received, procured, or realized by a child through prostitution commits pimping of a child (Colorado Revised Statutes, 2013).

**Inducement of Child Prostitution – CO Statute 18-7-405.5**

(1) Any person who by word or action, other than conduct specified in section 18-7-403 (1)(a), induces a child to engage in an act which is prostitution by a child, as defined in section 18-7-401 (6), commits inducement of a child (Colorado Revised Statutes, 2013).

**Patronizing a Prostituted Child – CO Statute 18-7-406**

(1) Any person who performs any of the following with a child not his spouse commits patronizing a prostituted child: (A) engages in an act which is prostitution of a child or by a child, as defined in section 18-7-401 (6) or (7); or (B) enters or remains in a place of prostitution with intent to engage in an act which is prostitution of a child or by a child, as defined in section 18-7-401 (6) or (7) (Colorado Revised Statutes, 2013).

**Sex Trafficking – There is currently no statute for sex trafficking in Colorado.**

### Research Questions

This project will attempt to answer the two following proposed research questions:

1. What do these current programs combatting sex trafficking actually do?
2. Are these programs effective in combatting sex trafficking?

### Limitations

The limitations of this study are related mostly to the inability to communicate with actual victims of sex trafficking due to Institutional Review Board (IRB) restrictions. Theoretically, to fully determine if a particular program has been beneficial to these victims, interviews should be conducted. In addition, when looking at arrest rates for prostitution and for sex trafficking, one cannot specifically determine that there is a correlation between the programs in place and the arrest rates. However, given the limitations, this project will be a stepping-stone to see if there are possible correlations and may then be used for future research projects.

### Chapter Summary

It has been established that sex trafficking is a growing problem in the Denver area. While there are some programs already established to help combat sex trafficking, more research needs to be done to see if these programs are effective. In addition, if they prove to be effective, it leaves the door open for other groups to follow their example. If they prove to not be effective, then perhaps new methods need to be set in place. The hope would be to be able to show a correlation that proves that these programs do make a difference in fewer people being

arrested, or re-arrested for prostitution. At the same time, seeing more arrests for sex trafficking would also be a positive find.

## Chapter 2

### REVIEW OF LITERATURE

This literature review was accomplished by using the Regis University online library. Various electronic databases, such as Academic Search Premier, EBSCOhost and ScienceDirect, were utilized to locate scholarly articles. Google scholar was also used to locate scholarly articles. To search for relevant literature in the previously mentioned databases, the terms “human trafficking” and “sex trafficking” were queried.

The current literature focuses on several things, to include how a victim may become trafficked, to after-care once a victim is identified. It also includes possible solutions or ideas that may help prevent people from being trafficked, to prosecution of traffickers. One of the main themes repeated in almost all the literature was that of the invisibility of the crime. The fact is that being able to identify victims is an incredibly difficult task.

One of the topics raised is how a person becomes a victim of human trafficking. Research shows that there are several factors that play a big part. These factors include low living standards, lack of economic opportunities, political repression, and demographic growth (Jac-Kucharski, 2012). A poor economic situation creates a pool of victims that traffickers can choose from. When migrant networks, corruption and accessibility indicators are present, the possibility of human trafficking increases (Jac-Kucharski, 2012).

Jac-Kucharski, in her article “The Determinants of Human Trafficking: A US Case Study” (2012), also discusses the scarcity of research, specifically quantitative research, in this

area. She attributes this to there not being any correct figures where a sector is unrecognized by official accounting. As a solution to this problem, Jac-Kucharski chose to look at the data from one case, versus looking at it as a global phenomenon. She continues that since the US ranks as the second largest destination country for victims of trafficking, it makes for an ideal pilot study. Since the US instituted the T visa program where law enforcement works with cooperating victims to remain in the US as recipients of the T visas, it has allowed for more transparent accounting of the numbers of human trafficking victims in the US. Also since the US has immigrants from all over the world, it can give a clearer picture of what countries victims may be trafficked from (Jac-Kucharski, 2012).

Jac-Kucharski does not elaborate on any ethical issues in this study. The study does not reveal any personal information that would require informed consent. Instead it focuses on how and why a person becomes a victim of trafficking.

Another article focused on identifying both domestic and international victims of sex trafficking during human services provision. The authors used a three-prong method to compile literature that was relevant to the identification of victims in the United States. First, they completed a systematic review of journal databases with various search strings. Each search was tracked in a spreadsheet. The research team then outlines specific article criteria to focus the review toward gathering the most relevant information. The three criteria included a) the article's primary focus was identification of victims; b) the article provided detailed recommendations for identifying victims; and c) the article was written in English. This returned a very low number so the researchers also expanded the systematic search to include other documents available on the Internet. This provided more potential sources for information, including reports from government agencies. The third strategy was to conduct backward



literature search by reviewing references in the articles and documents already chosen for review (Macy & Graham, 2012). This article resulted in a series of indicators service providers can look for, and then also some questions that should be asked once they are identified.

While some victims of trafficking may never come in contact with someone who can actually help them, research also shows that when they have come in contact with service providers, these victims have not been identified as such. In turn, this means that victims are not able to access services, or escape the traumas of trafficking (Macy & Graham, 2012). Research shows that there are several settings where a human service provider may come in contact with a human trafficking victim. These providers may include child advocacy, child protection and welfare, criminal justice, domestic violence, health care, homelessness outreach and shelter, juvenile justice, and victim advocacy. In order to avoid misidentification and to assist victims once identified, there is now an emerging body of literature focused on aftercare services to victims of trafficking (Macy & Graham, 2012).

Macy and Graham (2012) do touch upon some ethical issues in this article. In regards to when a social service provider comes in contact with a human trafficking victim, they suggest several protocols that should be observed. These include clearly explaining their role to the potential victim. Also, they suggest not only to focus on the victims' safety and their needs, but also explain the confidentiality policies and the information the victim provides will be used. In addition, they recommend that interviews are conducted with people that have cultural and linguistic competence. Lastly, they touch upon the recommendation of other literature that once a victim is identified, the National Human Trafficking Resource Centers (NHTRC) hotline and law enforcement should be contacted. The authors point out that perhaps establishing immediate safety for the victim might be a priority. Contacting law enforcement immediately might do

more harm than good (Macy & Graham, 2012).

Once a victim has been identified, Macy & Johns (2011) recommend aftercare services that include immediate needs, ongoing needs, and long-term needs. The immediate needs include crisis safety services, crisis shelter services, basic necessities, language services, emergency medical care, and crisis legal advocacy. The ongoing needs include physical health care, mental health care, substance abuse series, safety services, transitional housing, immigration advocacy, legal advocacy, and language services. Finally, the long-term needs include life skills training, language skills, job skills training, and long term housing (Macy & Johns, 2011). The goal ultimately is to prevent a victim from being re-trafficked regardless of whether or not the victim chooses to return to their homeland or remain where they were identified. Research shows that the more independent a victim feels, the less chance there is for being trafficked again (Macy & Johns, 2011).

The focus of the article was the aftercare services for victims of international human trafficking. The authors used four strategies. These included a systematic review of journal databases. This provided few articles therefore they also expanded the search to include other documents available on the Internet. The third strategy included contacting a) state-level sexual assault groups in the United States; and b) U.S. –based human rights organizations. With this strategy they requested copies of documents that these organizations use in their work with sex trafficking victims. The fourth strategy included contacting key researchers in the field of sex trafficking. These people were asked to submit publications they considered important to be included in the review (Macy & Johns, 2011). This article resulted in many actions that can be taken once a victim has been identified.

Macy and Johns (2011) also focus on ethical issues in their study. The issues they touch

upon include providers not sharing any information about survivors with media or journalists. Even with good intentions, this type of information could lead to a survivor's safety being compromised. In addition, the article emphasizes the important of victims receiving legal representation. This action ensures that confidentiality privileges exist before any information is disclosed that could affect a victim's legal or immigration status. The article also discusses providers clearly explaining confidentiality and information disclosure practices to victims. Victims need to understand when information does need to be shared in order to provide the best services, but also when providers should limit disclosure to protect the confidentiality of the victim (Macy & Johns, 2011).

Another article attempts to come up with solutions that may help prevent human trafficking. The article discusses whether different types of globalization could be a major factor in improving women's rights. In terms of human trafficking, the results found in this article show that while social globalization may be beneficial to domestic women's rights and status, it does not increase the respect for foreign women without a legal standing in a country (Cho, 2013).

Cho (2013) does not focus on ethical issues, as there is no identifying information analyzed. It is more of an analysis of how globalization affects women in general.

As previously mentioned, one of the main factors repeated throughout the literature is that of identifying possible victims of human trafficking. Without being able to identify these victims, it is very difficult to focus on aftercare services, prosecution of traffickers, rehabilitation of victims, and ultimately, prevention of human trafficking in general. It seems that one way of possibly identifying victims of human trafficking is that service providers who may come in contact with potential victims be properly trained in not only knowing what to look for, but



ultimately also what to ask in order to gain more information. Macy & Graham (2012) developed some screening questions that could be used for possible identification of victims. The questions were originally created by the U.S. Department of Health and Human Services. These questions fall under titles including safety, employment, living environment, and travel and immigration issues (Macy & Graham, 2012). Answers to these questions may help identify victims and in turn help someone escape from the horror of human trafficking.

In the article by Logan et al. (2009) they established three criteria that research studies had to meet. They were a) that the report focused on assessment of social service, health, or legal needs of victims and/or it focused on the scope and extent of human trafficking in the United States; b) that the report included a systematic method such as telephone or mail survey of professionals, case studies, or interviews with victims to obtain information; and c) that the report focused on multiple sectors of forced labor rather than just one sector. Ultimately they ended up using four state specific reports and five reports using information gathered from across the nation (Logan et al., 2009). With the criteria in place, Logan et al. (2009) were able to gather both quantitative and qualitative research from the different reports used. With the information gathered a table was compiled that showed a range of percentages of victims in different forced labor situations. These included the following: Sex work like prostitution or commercial sex – 23% - 66%, other sex work-related activities like exotic dancing, pornography, entertainment – 3% - 33%, domestic labor – 7% - 45%, personal service whether it be domestic or sexual servitude or servile marriage – 1% - 37%, factory labor like sweatshops – 5% - 33%, restaurant labor – 9% - 33%, and agricultural or other labor – 10% - 46% (Logan et al., 2009). With these numbers it is clear that the largest subset of human trafficking is sexual trafficking. This is supported by other articles including that of David Hodge's "Sexual Trafficking in the United

States: A Domestic Problem with Transnational Dimensions” (2008). He states that according to research conducted, it is estimated that out of those trafficked internationally, about 50% are children and 70% to 80% are female. Among those females, about 70% are trafficked for prostitution (Hodge, 2008).

In the article by Hodge (2008), the author focuses on increasing awareness and knowledge about sexual trafficking in the U.S. He not only discusses strategies used to recruit and transport victims, but he also brings up the role of organized crime and how that plays a role in human trafficking. He also brings up suggestions on steps to take in the future to protect victims, prosecute traffickers, and prevent future occurrences of people being victimized (Hodge, 2008). While he brings up numbers and statistics reported by different agencies and organizations, actual numbers are difficult to know for certain because of the complexities of the crime. Therefore most of his research is qualitative in design. Hodge (2008) also does not emphasize ethical issues, as there were no personal identifying factors involved in his article. It is an overview of sexual trafficking in the United States.

Another aspect that was apparent with the research collected was that poverty was the single most important factor in becoming a victim of human trafficking. This was gathered from all the studies used by Logan et al. (2009). Once they are entrapped in this horrific situation, research revealed that several factors assist in keeping them there. These include a) fear; b) lack of knowledge about other solutions; c) isolation; and d) the actual physical and psychological confinement. Fear however, was the biggest factor that kept victims entrapped (Logan et al., 2009). Two of the reports used also included questions about how human trafficking crimes are different from crimes in their surveys. Seven main themes resulted from that segment: a) human trafficking crimes are more difficult to identify; b) there is a prejudice towards human trafficking

victims; c) human trafficking victims have greater needs; d) human trafficking victims have fewer resources and services; d) human trafficking victims have greater fear and safety concerns, f) human trafficking victims have less access to justice; and g) the criminal cases are more complex.

Finally Logan et al. (2009) also conveys how victims of human trafficking can be identified. In their research they learned that one of the ways victims have been identified is through law enforcement, either because officers have identified them as such, or because of information gathered in an investigation. Another way victims have been identified is through neighbors, customers, coworkers or other members of the community. Yet another way victims have been identified is because these victims sought out social, medical, or employment dispute services, and in that contact, they were identified as possible victims of human trafficking. The research also pointed out that indicators that someone may be a victim of human trafficking include a) situation indicators, b) story indicators, and c) demeanor (Logan et al., 2009). These are all red flag indicators that people across the board should be familiar with in order to find and help more victims.

Logan et al. (2009) focuses on human rights and gives advice on how to identify and deal with victims once identified. This article however reviews previous articles and therefore does not focus on ethical issues for this particular study.

Depending then on the criteria for each study, sometimes it has been difficult to attain a large amount of research data. This of course does point out that more research needs to be done in the area of human trafficking.

In 2007 there were between 1200 and 1500 homeless youth and young adults roaming the streets of Colorado rendering them incredibly vulnerable to sexual exploitation (CPPS, 2013).

According to Streetshope (2014), the typical runaway in Colorado has about 48 hours before they are propositioned for some type of sexual act in return for food or shelter.

### Chapter Summary

Human trafficking is a current issue that requires more research and some serious answers. While thousands of people are trafficked on a daily basis, these victims are often hidden in the shadows, not visible by anyone other than those who exploit them. If they do come in contact with someone, they are not identified as possible victims, and in turn, they are not asked the right questions in order to verify the possibility. Without actually identifying victims, it becomes virtually impossible to do anything about the prosecution of traffickers, the rehabilitation of victims, or the prevention of human trafficking in general.

An article by Denise Brannan sums it up quite well. She states that researchers of human trafficking face a multitude of methodological challenges and ethical concerns. Similarly, she points out that carefully conducted research projects can indeed make substantial contributions to trafficking discussions among service providers, attorneys, and policy makers. Partnerships among researchers could attain research that both involve a wide range of trafficked persons as well as ethnographic richness. Collaborations with ex-captives are a significant way to include the insights of victims into both research design and analysis (Brennan, 2005).

There are certainly articles that cover the many aspects of human trafficking that range from where victims may come from, or why they became victims, to how they can be identified, and how they can be helped. It is clear however, that there needs to be more research done, specifically studies that give some true quantitative data that may shed some light on what actions can be taken to work on the prevention of future victims.

While there are certainly limitations to this project, there is a need to evaluate whether these programs do indeed make an overall impact on sex trafficking in Colorado. This includes not only the after care of the victims involved, but also the prosecution of the offenders in sex trafficking. This project hopes to show that programs already in place in Colorado do make an impact on sex trafficking on both sides of the coin. The project hopes to show that victims are being helped and not re-arrested or re-trafficked. In addition, the hope is to find that there is an increase in the number of cases that go to trial, where convictions are the end result.

### Chapter 3

#### METHOD

##### Research Design

This study proposal was reviewed and approved by the Regis University Institutional Review Board (IRB). The author received IRB approval as an exempt study on \_\_\_\_\_. The IRB number for this project is \_\_\_\_\_.

The design of this study has both a qualitative and quantitative aspect to it. This project gathered qualitative data in the form of in depth research into each program selected for the study. During that process, data was also collected that quantify the victims that go to these programs for help. The programs used are Street's Hope and Laboratory to Combat Human Trafficking (LCHT). In addition, the project gathered arrest statistics from the Denver Metro area jails. This information was gathered from the Colorado county jails located in Adams, Arapahoe, Broomfield, Denver, Douglas and Jefferson.

### Measures

Retrieving data for this project was essential and will required the use of several different methods to answer the proposed research questions. First, this project conducted in-depth interviews with staff members at each of the selected programs. Data was documented using written notes. The purpose of these interviews was consistent with proper qualitative data collection methods in that they focused solely on the characteristics of each program (Trochim & Donnelly, 2008).

Trochim and Donnelly (2008) define a case study as an intensive study of a specific individual or specific context. For this project, a case study was the applied measure given the in-depth review of each implemented program. These in-depth interviews also included retrieving statistical data on the number of victims that go to these programs for help.

Quantitative data was also collected from each of the mentioned county jails. These numbers reflect the arrest rates for several different charges. These charges include prostitution, soliciting for prostitution, keeping a place of prostitution, patronizing a prostitute, pimping, sex trafficking, sexual assault submission, pandering of a child by force, soliciting for child prostitution, keeping a place of child prostitution, inducement of child prostitution, pimping of a child, trafficking in children, patronizing a prostituted child, and procurement of a child for sexual exploitation.

### Chapter Summary

Answering the proposed research questions of this project was completed using both qualitative and quantitative research methods. The chosen location for the study was the selected programs where the interviews took place. Interviews with staff members of each program were



performed in regards to the missions and values of each program. Data gathered from the interviews were analyzed using unobtrusive measures such as a content analysis, and compared to the other programs selected. In addition, quantitative data was gathered from the different county jails in the hopes to find that correlations can be made between the programs in place and respective arrest numbers.

## Chapter 4

### RESULTS

Out of the two programs selected for this study, only one of them provided a site visit and an interview. That program was Street's Hope. The other program did not return any phone calls or emails. Therefore documented information will be provided for Street's Hope that includes information gathered from the site visit and the interview, and also their website. Documented information for Laboratory to Combat Human Trafficking will be provided with information gathered from their website.

#### **Street's Hope**

This program was established in 2004 as an outreach program focused on women working in the sex industry along the Colfax strip. In the beginning the program focused on street outreach, providing personal support, hygiene, food, and applicable referrals for housing, medical attention, clothing and other direct services. Street's Hope quickly recognized that these women had a complex set of needs that included: mental health issues, drug and alcohol addictions, trauma-related issues, a criminal history related to the sex industry, and homelessness or insecure housing. In addition, the average age of entry into the sex industry in the United States is 12-14 years old. Therefore, many of these women have a limited education and gaps in

their employment histories. These are all factors that make it difficult for these women to obtain safe forms of paid work to become self-sufficient free from the sex industry (Streetshope, 2014).

In order to better serve these women, Street's Hope opened a safe house in 2008. The organization hired skilled service providers and started offering direct residential services. This included long-term housing for two years. In addition, they provided on-site access to basic needs like clothing, food, and hygiene banks. They also implemented case management, group and individual therapy and optional spiritual support. Working directly with these women allowed Street's Hope to further understand the vast challenges these women were facing as they left the sex industry. This assisted them in designing improved methods to serve this population (A. Galgano, personal communication, July 25, 2014).

In 2012 Street's Hope revamped the program. Today they offer more intensive services to both residential and non-residential clients. These services include housing for a year, on-site access to basic needs like clothing, food, and hygiene items, long term individual trauma therapy, on site daily group therapy, intensive case management, mentoring relationships, assistance with life skills, vocational and educational trainings, addiction recovery support and optional spiritual support. Each client's treatment is individualized so that her unique challenges, gifts, and abilities are considered (Streetshope, 2014). The residential program today is approximately for one year, while the non-residential program is for six months (A. Galgano, personal communication, July 25, 2014).

Street's Hope can accommodate eight clients in their residential program, and up to five clients in their non-residential program. While the residential program is a yearly program, the non-residential program is for six months (A. Galgano, personal communication, July 25, 2014).



Street's Hope expects that 100% of their clients will achieve six of the following eight results with the treatment time frame:

- Reduction of violence, death, sexually transmitted infections (STI), and incarceration.
- Physical, mental and emotional healing.
- Achievement of sobriety milestones.
- Achievement of educational goals or safe, healthy, and legal employment.
- Improved financial management.
- Secured housing.
- Healthy relationships and actively contributing to a healthy community.
- Self-sufficient apart from commercial sex industry.

During the site visit A. Galgano was able to disclose that 100% of the clients that have completed the program have succeeded (personal communication, July 25<sup>th</sup>, 2014).

The staff at Street's Hope consists of 3 paid positions and the rest are interns and volunteers (A. Galgano, personal communication, July 25, 2014). The paid positions are the leadership staff. The interns are part of the program staff and the development staff. In addition there is also a board of directors (Streetshope, 2014).

### **Laboratory to Combat Human Trafficking (LCHT)**

LCHT was officially established in 2010 as the Colorado branch of the Polaris Project. This branch was technically operating as the Polaris Project Colorado (PPC) since 2005. It was established because of the demand for improved statewide responses to human trafficking (LCHT, 2014).

LCHT was built on the notion that knowledge is power. The organization has trained over 19,000 service providers, law enforcement officers, teachers, health care workers and community members to be able to better identify and assist victims and survivors of trafficking. In addition, LCHT has completed major research projects, which has provided valuable information about the problem of human trafficking in Colorado. It has also developed a statewide Action Plan based on these outputs with approaches to more successfully prevent this crime while also offering better services and protections to victims (LCHT, 2014).

In 2013 LCHT began running the Colorado Network to End Human Trafficking (CoNEHT) Hotline. Trained staff and volunteers operate this crisis, tip and referral hotline 24/7. They provide emergency counseling to victims and survivors, and also connect them to other social, legal and housing services (LCHT, 2014).

LCHT aims to provide Colorado communities with a better understanding of the prevalence of human trafficking in the area and insights into the different forms of trafficking taking place. With their project, the Community Needs Assessment (CNA), the group assesses levels of knowledge and awareness surrounding this complex topic. LCHT seeks to coordinate with other local anti-trafficking leaders to provide information needed to create a roadmap for service provision, training, technical assistance and coalition-building activities. The goals for the CNA project are:

- To facilitate the enhanced coordination and provision of services to victims of human trafficking statewide in Colorado.
- To identify current resources available to serve trafficking victims.
- To better understand the scope and nature of human trafficking.
- To inform future public awareness, training, and technical assistance activities.

- To describe current barriers and challenges that inhibit the effectiveness of a community response, and
- To inform the creation of protocols to facilitate coordination of services provided by the Colorado Network to End Human Trafficking, including a marketing plan to reach community service providers (LCHT, 2014).

LCHT has reached out and trained over 19,000 people. Each group of people that are trained has specific information to focus on. Youth trainings for example focus on:

- Human Trafficking 101 (overview of the crime)
- Sexual exploitation
- Pimp control
- The glamorization of pimp culture
- An overview of resources available in Colorado for victims
- Ways to combat human trafficking

However, when LCHT are asked to train staff at a residential treatment center (RTC), the focus will be on:

- Human Trafficking 101
- How human trafficking has affected, or could affect youth at any RTC
- What RTC staff and counselors can do to help those who have been affected by human trafficking
- An overview of resources available in Colorado for victims
- Ways to combat human trafficking

The people behind LCHT consist of four staff members, a board of directors (9), and four interns.

Law enforcement agencies in the Denver Metro area were contacted and arrest rates were collected for a number of charges starting from the year 2000 to date. These charges are all ones that could be used in sex trafficking cases. Unfortunately, there is not a sex trafficking statute in Colorado at this time.

Please see tables 1-15 for data collected from the different agencies.

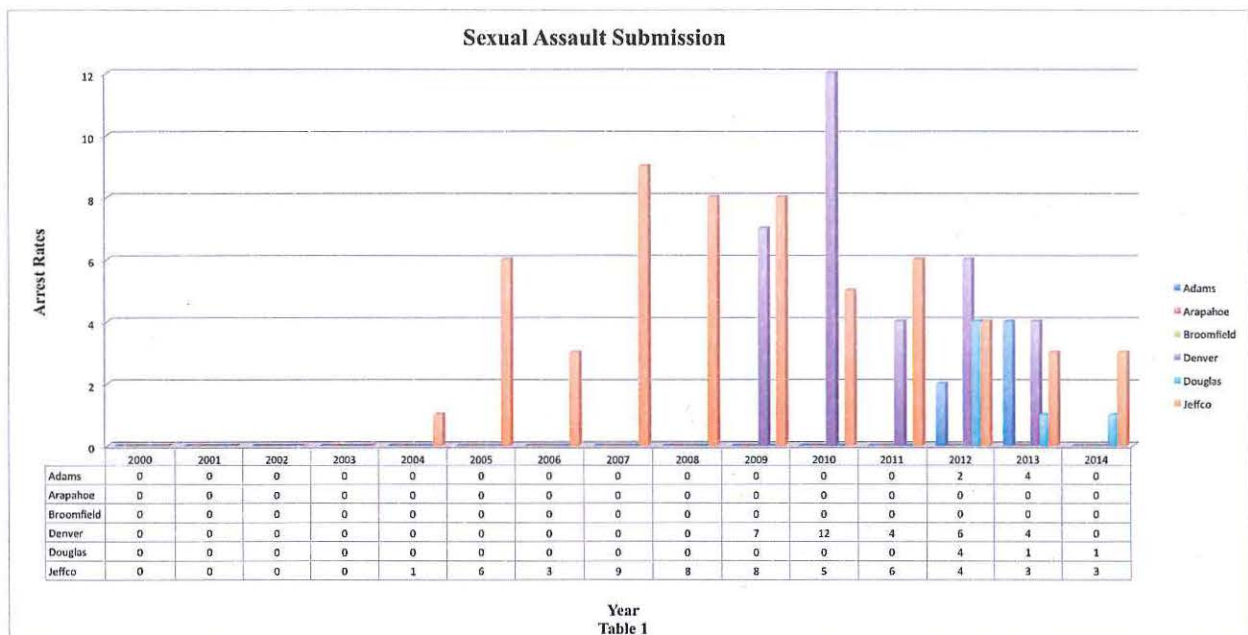


Table 1 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Sexual Assault Submission.



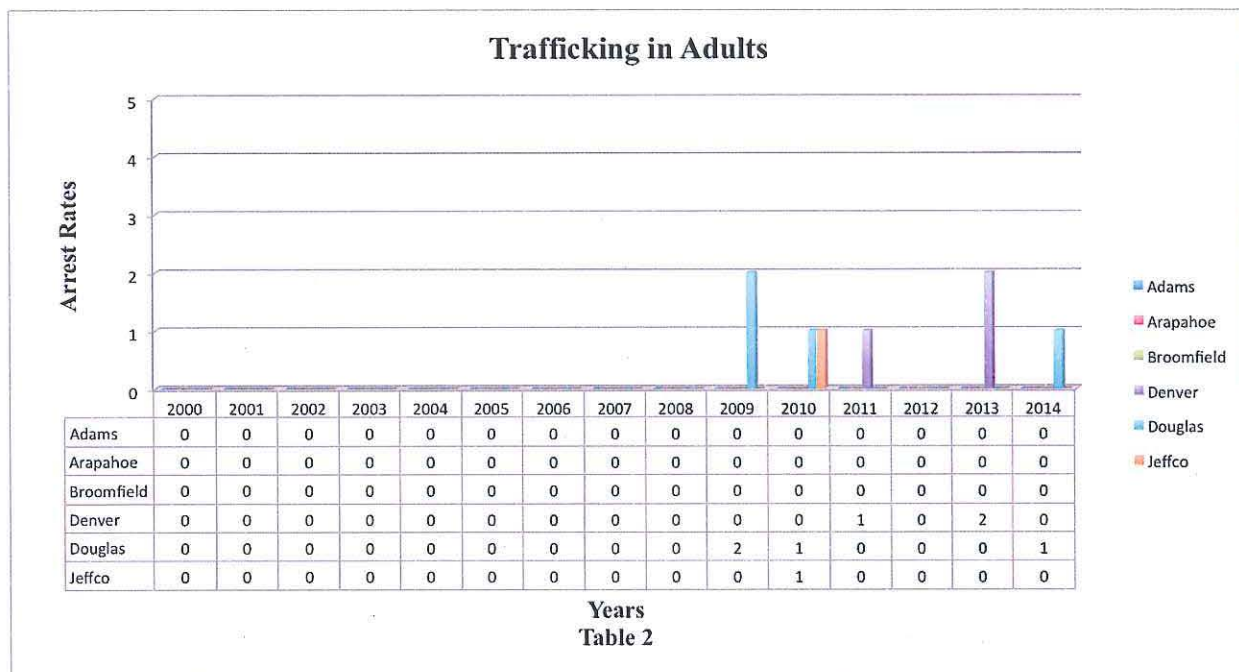


Table 2 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Trafficking in Adults.

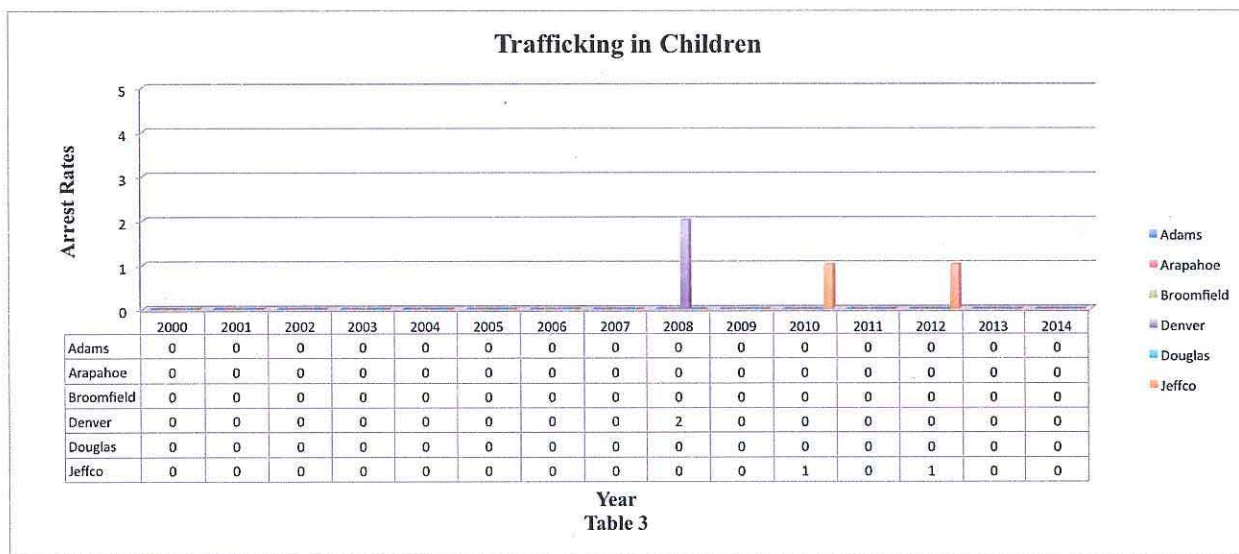


Table 3 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Trafficking in Children.

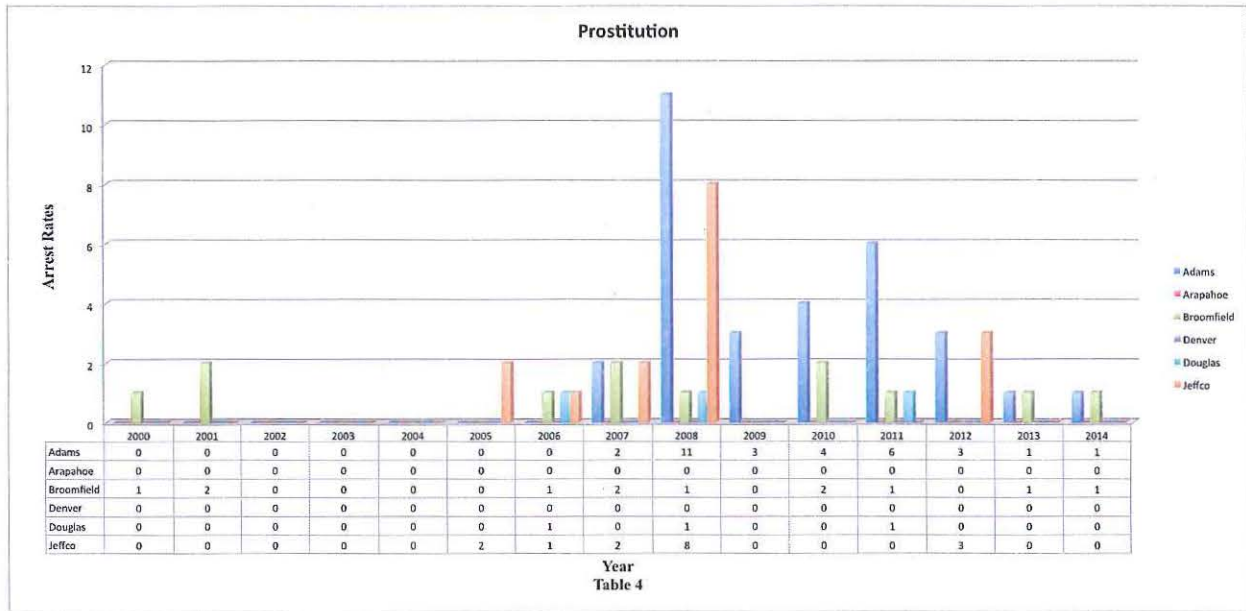


Table 4 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Prostitution.

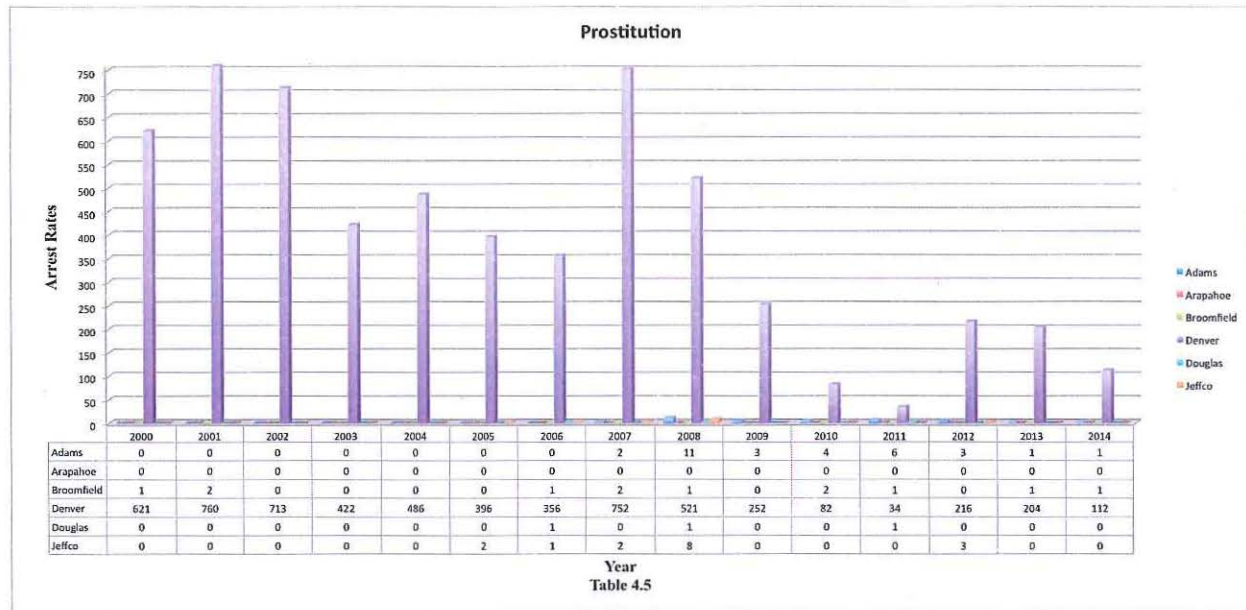


Table 4.5 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Prostitution with Denver numbers.

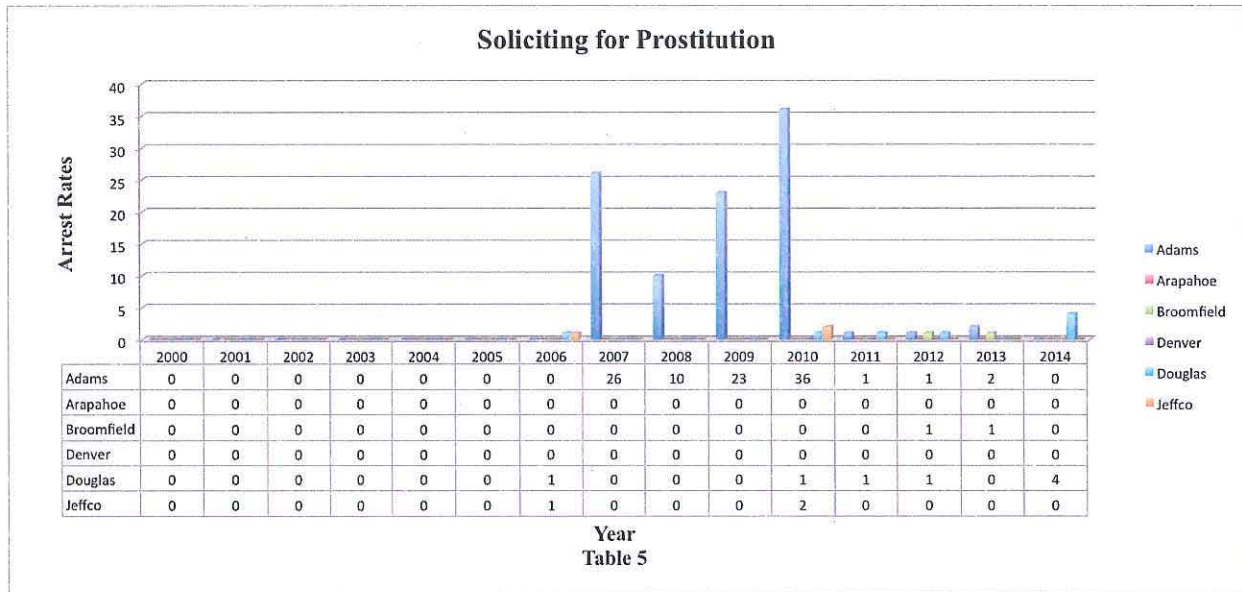


Table 5 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Soliciting for Prostitution.

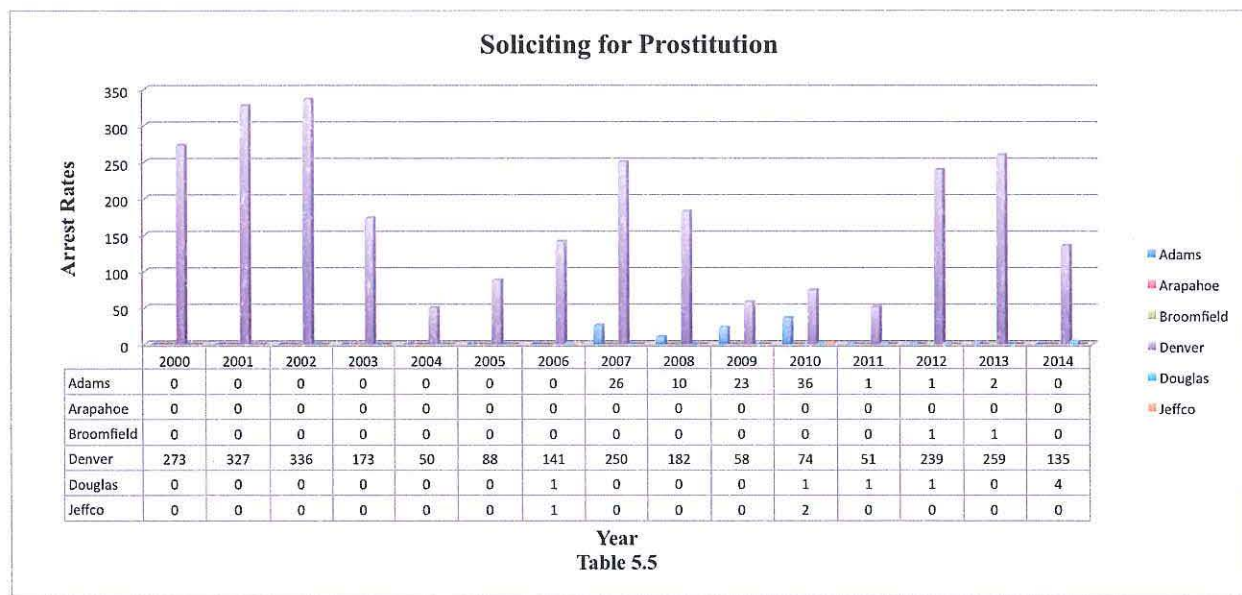


Table 5.5 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Soliciting for Prostitution with Denver numbers.



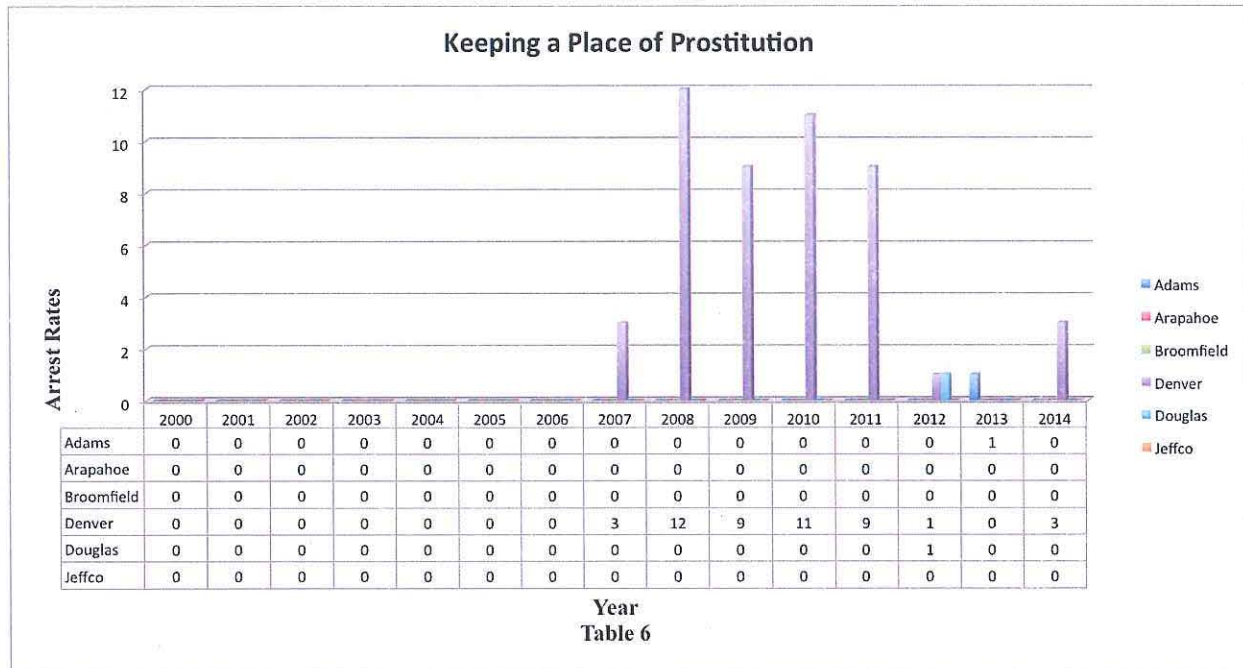


Table 6 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Keeping a Place of Prostitution.

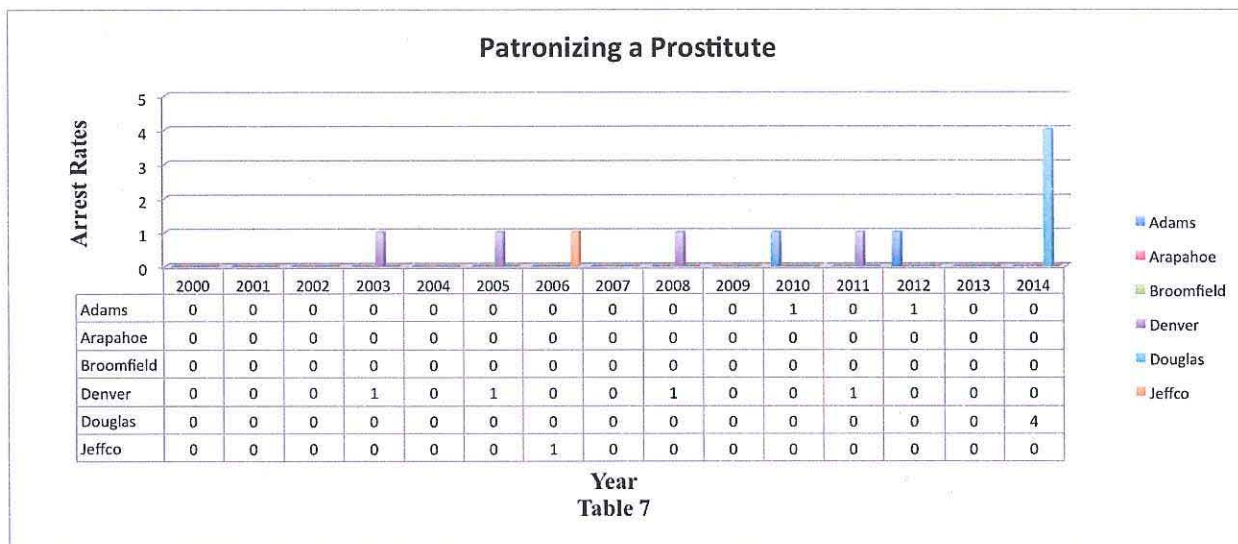


Table 7 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Patronizing a Prostitute.



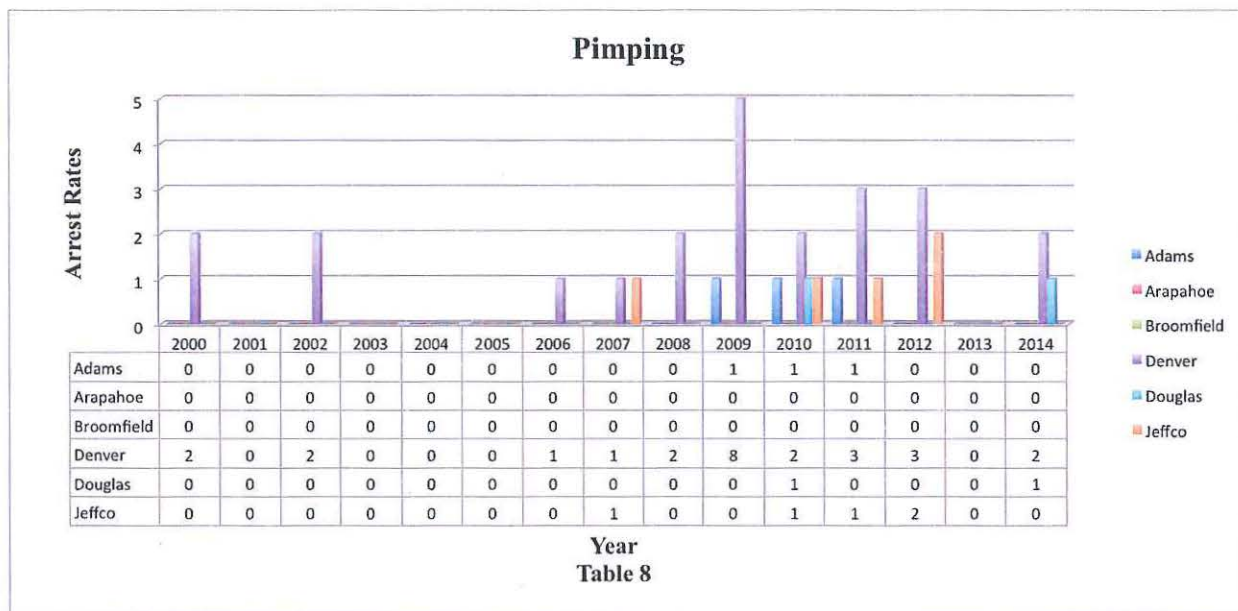


Table 8 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Pimping.

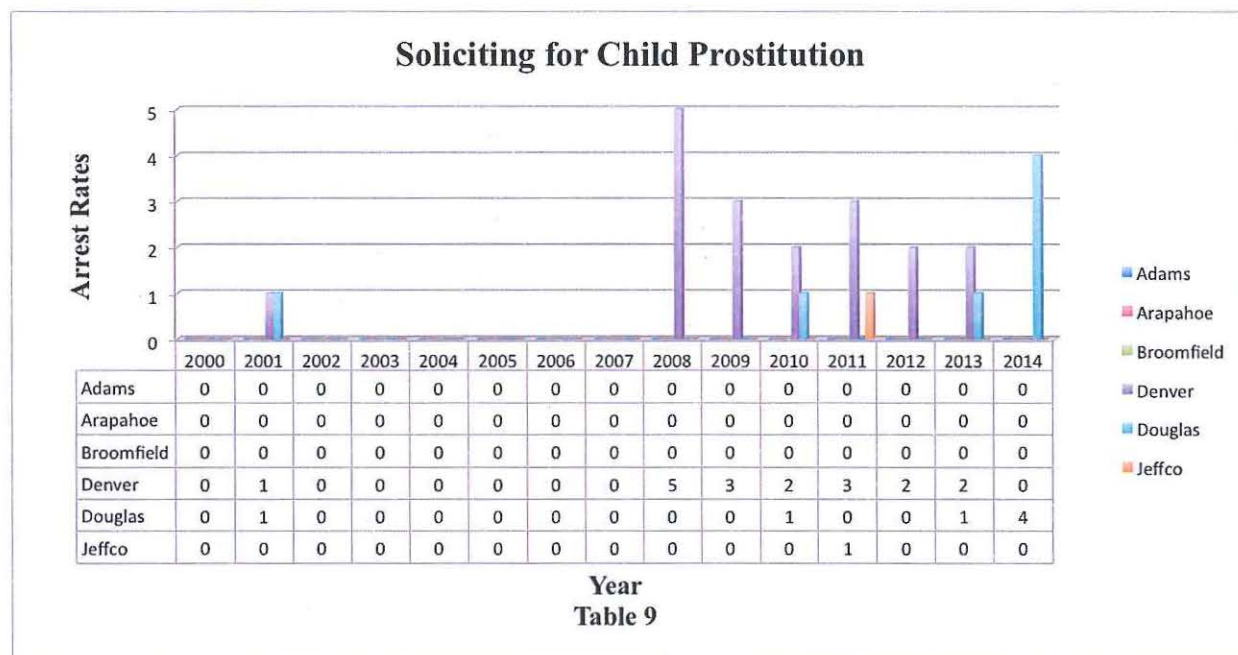


Table 9 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Soliciting for Child Prostitution.

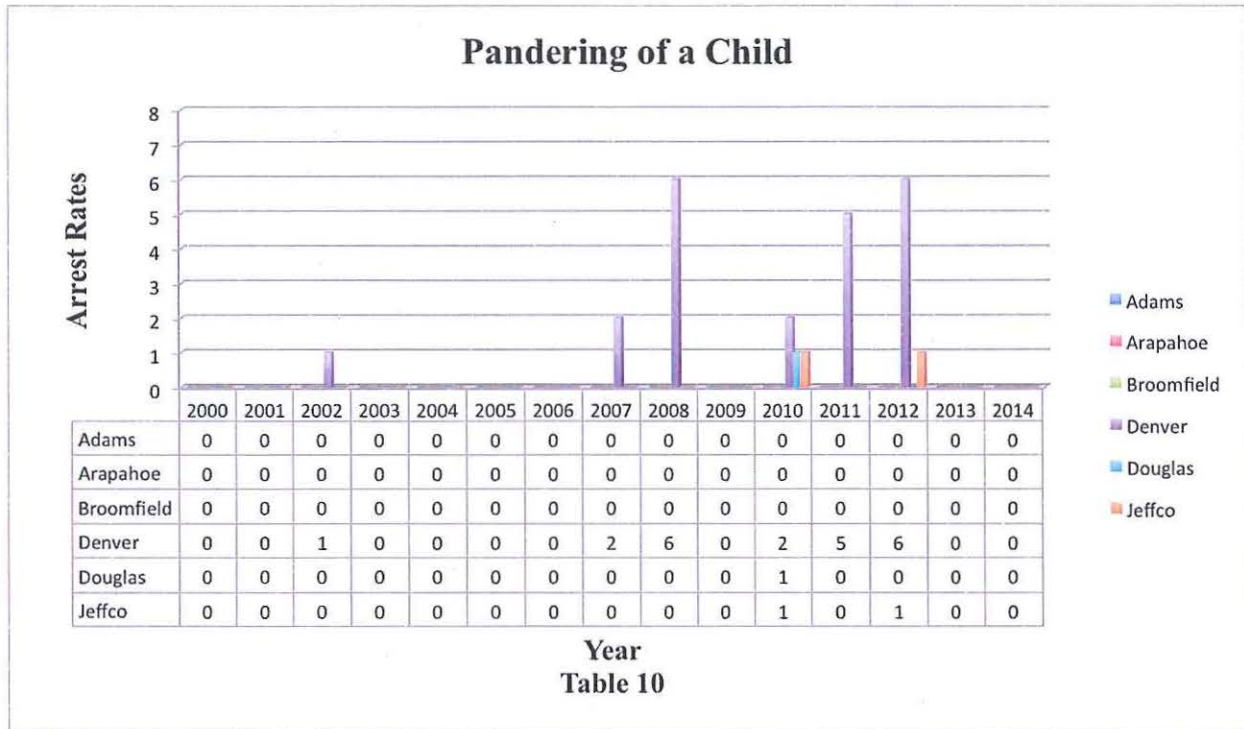


Table 10 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Pandering of a Child.

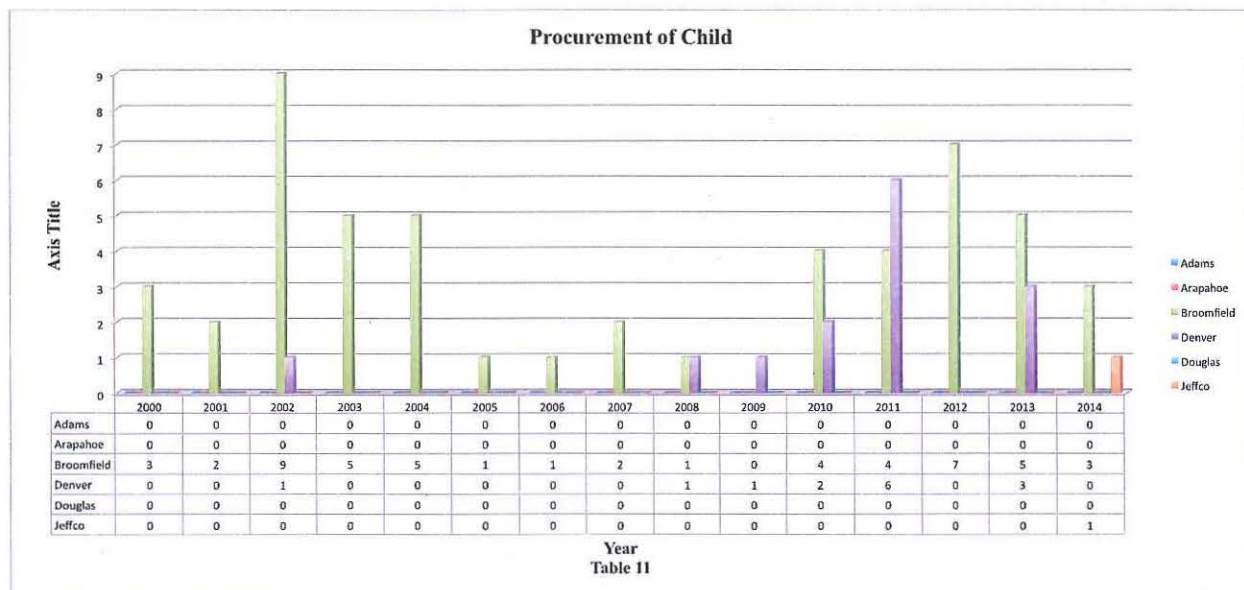


Table 11 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Procurement of a Child.

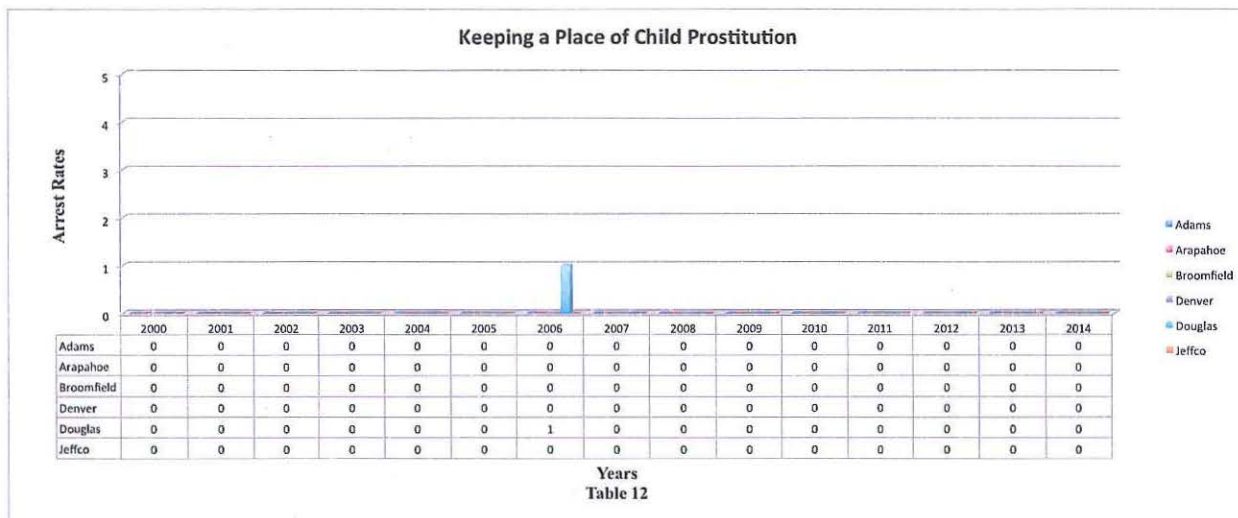


Table 12 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Keeping a Place of Child Prostitution.

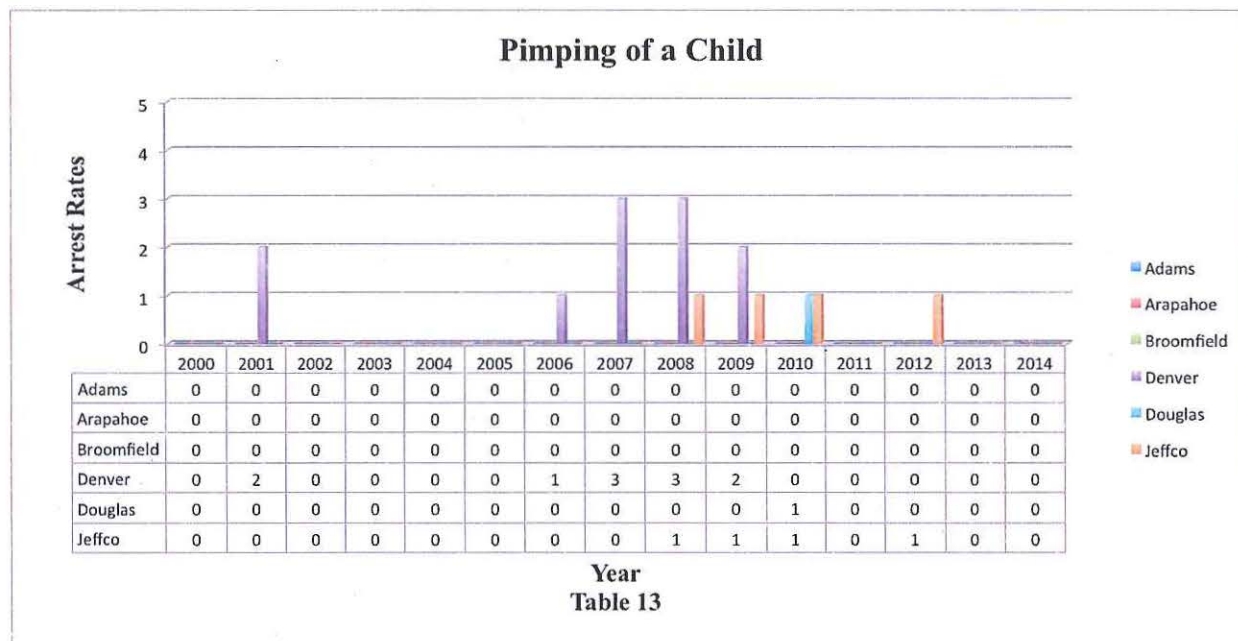


Table 13 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Pimping of a Child.



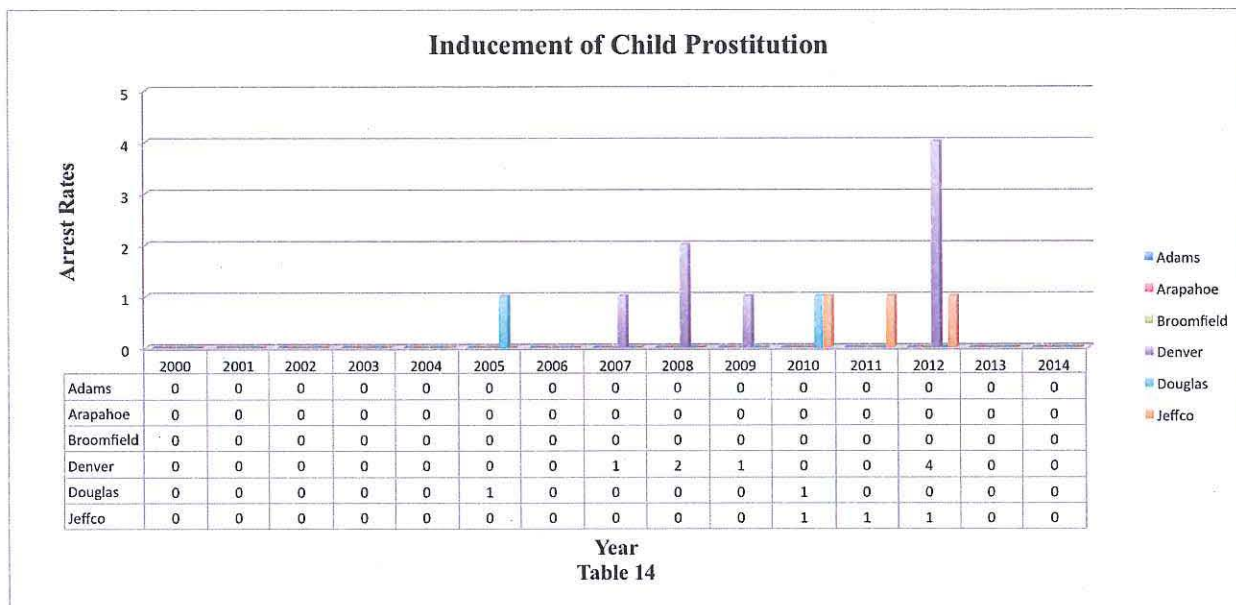


Table 14 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Inducement of Child Prostitution.

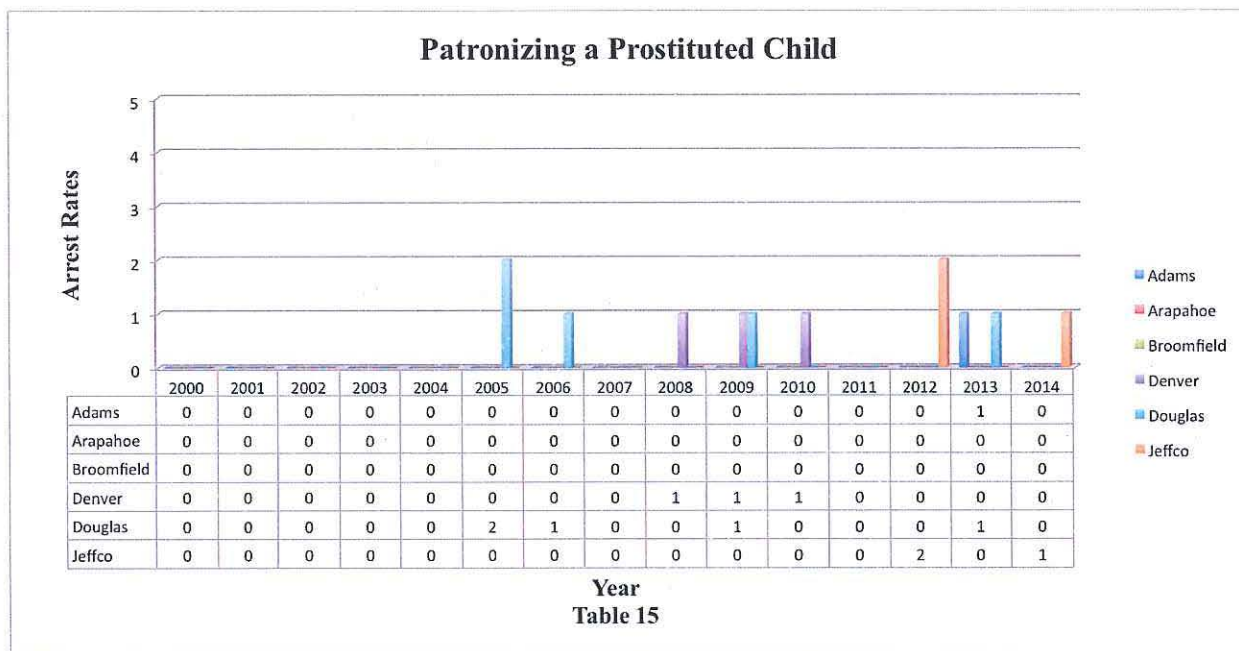


Table 15 shows the number of arrests at each agency for the years 2000 – 2014 for the charge of Patronizing a Prostituted Child.

Chapter 5

DISCUSSION

Jefferson County was not able to provide any numbers prior to 2004. Adams County was not able to provide any numbers prior to 2007. Arapahoe County was unable to provide any numbers at all as the system they use is antiquated and the numbers were not reliable.

The tables presented in the previous chapter show the number of people arrested for each specific charge at the different agencies. The first thing one might notice is that for certain crimes in particular, like prostitution and soliciting for prostitution, the numbers for Denver are far higher than all the other agencies. Reasons for this may be several. First, Denver ranks highest in population out of all the agencies with 649,495 people. The lowest is Broomfield with 59,471 (United States Census Bureau, 2013). The order ranging from highest to lowest in population for these counties are Denver, Arapahoe, Jefferson, Adams, Douglas, and Broomfield. It stands to reason then that their respective law enforcement agencies also differ in size in reference to their population. Denver thus ranks highest in terms of sworn officers retaining over 1400 sworn officers. The lowest number is Broomfield with 148 sworn officers. In addition to just the population differences, downtown Denver is also the meeting point for both interstate highways I-70 and I-25. The intersection of these two major highways is one of the reasons that sex trafficking and prostitution is a major issue in Denver. It is logical that the numbers of arrests in Denver will be larger than in the other counties.

Table 1 shows the arrest rates for Sexual Assault Submission. Prior to 2004 there were no arrests for this charge. However, both Jefferson County and Adams County were not able to provide numbers prior to those years because of their updated systems. It is interesting to see that neither Denver, Douglas, nor Broomfield had any arrests prior to 2009. In fact, Broomfield

had no arrests for that charge over the years queried, while Douglas had no arrests prior to 2012.

Denver County and Jefferson County revealed the highest numbers of arrests, which makes sense as they also represent the counties with higher population.

Table 2 shows arrest rates for Trafficking in Adults. Only Denver County, Douglas County and Jefferson County had any arrests for this charge, the highest being two arrests in 2009 for Douglas County, and in 2013 for Denver County. The reason for this may be that trafficking in general has become a bigger issue in the last few years. In addition, the awareness for this crime is only just beginning to rise.

Table 3 shows arrest rates for Trafficking in Children. Only Denver County and Jefferson County had arrests for this charge, the highest number being two arrests for Denver County in 2008. Again, this may be because awareness for trafficking has started to rise in the last few years.

Tables 4 and 4.5 show arrest rates for Prostitution. The first table does not include the numbers from Denver, as they are so high that it is more difficult to see the differences or similarities between agencies. The second table however does include the numbers from Denver in order to see the huge difference between Denver and the other agencies. Table 4 reveals that out of the agencies excluding Denver, Adams County and Jefferson County had the highest arrest numbers for Prostitution, especially in 2008. In Adams County the focus of the Community Response Team (CRT) from 2007-2010 was in fact prostitution stings, whereas today that focus has changed (D. Richardson, personal communication, August 15, 2014). This certainly explains the higher numbers of prostitution charges during those years. Larger departments may have more resources to continually pay attention to certain crimes like prostitution. While the numbers for Denver shows that the issue is a continuing one, the focus

has changed in the last few years. One should note that when looking at the numbers for Denver in table 4.5 and 5.5, they reveal that between 2000 and 2011 the numbers for soliciting for prostitution are on average fifty percent of the charges for prostitution. However, in the last few years the numbers have changed where more people are being charged with soliciting for prostitution versus prostitution. This is also clear in the numbers from Adams County. In table 5 one can see that in the years 2007-2010, the numbers for soliciting for prostitution are significantly higher than the numbers for prostitution. This supports the focus of the CRT being on prostitution stings. Whereas Denver and Adams have clearly focused on the people soliciting prostitution in the last few years, Jefferson and Broomfield still focus on the people charged with prostitution. Additionally, these numbers could mean that the mission of Laboratory to Combat Human Trafficking to spread awareness and training throughout the state is indeed helping to turn things around.

Table 6 shows arrest rates for keeping a place of prostitution. While Adams County provided one arrest for this charge in 2013, and Douglas County provided one arrest in 2012, Denver County was the only agency to provide numbers consistently since 2007. The highest number of arrests for this charge was twelve in 2008. The reason for this may once again be that Denver County focuses consistently on this issue, as it is a bigger problem there.

Table 7 shows arrest rates for patronizing a prostitute. Denver, Douglas, Jefferson, and Adams provided numbers. One person was arrested in Denver in the years 2003, 2005, 2008, and 2011. Adams arrested one person in years 2010 and 2012. Jefferson arrested one person in 2006. Douglas however arrested four people on this charge in 2014.

Table 8 shows arrest rates for pimping. Once again Denver County provides the highest numbers consistently, revealing five arrests in 2009.

Table 9 shows arrest rates for soliciting for child prostitution. While both Denver and Douglas show one arrest each in 2001, the arrest rates become more consistent after 2008 where Denver had five arrests for this charge. Jefferson County was the only other agency that revealed an arrest for this charge, which was in 2011. Douglas County had four arrests in 2014. Perhaps the increase in arrests in the last few years are a reflection of increased awareness for these types of crimes.

Table 10 shows the arrest rates for pandering of a child. Denver showed one arrest in 2002 and then the numbers become more consistent after 2008 where the highest number is six. Jefferson County showed one arrest in both 2010 and 2012, while Douglas County showed one arrest in 2010.

Table 11 shows arrest rates for procurement of a child. It is interesting to note that here it is Broomfield County that reveals the highest number at nine in 2002. In addition, Broomfield County is the only county to reveal numbers of arrest for every year since 2000. Jefferson County only revealed one arrest in 2014, while Denver revealed one in 2002 and then some more arrests in the last few years. Perhaps one of the reasons for this is that Broomfield continually focuses on this issue, but there is no real evidence supporting that.

Table 12 shows arrest rates for keeping a place of child prostitution. Only Douglas County provided any numbers for this charge, showing that one person was arrested in 2006.

Table 13 shows arrest rates for pimping of a child. Denver shows two arrests in 2001 and then more consistent numbers between 2006 and 2009. Jefferson County shows some consistency between 2008 and 2012, showing one arrest every year excluding 2011. Douglas County shows one arrest for this charge in 2010.



Table 14 shows arrest rates for inducement of child prostitution. Denver shows arrest rates starting in 2007, and reveals the highest number in 2012. Jefferson County shows one arrest per year between 2010 and 2012. Douglas County shows one arrest in 2005 and one arrest in 2010. The reason for this is once again perhaps that these issues have become more prevalent as awareness grows.

Table 15 shows arrest rates for patronizing a prostituted child. Denver shows one arrest per year between 2008 and 2010. Jefferson County shows two arrests in 2012 and one in 2014. Adams County shows one arrest in 2013. Douglas County however shows two arrests in 2005 and then one arrest for 2006, 2009, and 2013. This again shows us that prior to 2005, the focus for given agencies were not on child prostitution.

When looking at an overall picture of all these graphs one can see that on average (with a few exceptions), the numbers reveal that arrest rates are higher and more consistent starting some time after 2005. With the knowledge that Street's Hope started officially in 2004 and Laboratory to Combat Human Trafficking (LCHT) technically started in 2005, one can infer that perhaps there is some correlation between the establishment of both these organizations and the increase in arrests for certain charges. While Street's Hope focuses on reaching out to victims of trafficking and providing a multitude of services, LCHT focuses on raising awareness and educating providers that come in contact with victims of trafficking. While there is still so much work to be done, perhaps this project shows that these programs do make a difference in the fight against sex trafficking. Hopefully that knowledge will lead to an increase in more groups providing care, services and awareness in the state of Colorado.

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