

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2009 OCT - 1 PM 2:55
Office of the City Administrator

Attn: Dan Lindheim
From: Police Department
Date: October 13, 2009

Re: A Report and Proposed Resolution Authorizing the City Administrator, on Behalf of the City of Oakland, to Accept and Appropriate Grant Funds in an Amount Not to Exceed Two Hundred Thousand Dollars (\$200,000) From the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, FY 2009 Law Enforcement Response to Human Trafficking Grant Program for Continued Implementation and Operation of the East Bay Task Force on Human Trafficking in the Police Department

SUMMARY

A resolution has been prepared authorizing the City Administrator, on behalf of the City of Oakland, to accept and appropriate grant funds in an amount not to exceed \$200,000 from the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, Law Enforcement Response to Human Trafficking grant program. The proposed program period is October 1, 2009 to September 30, 2010.

The ongoing goals of this program are to increase: 1) the identification of trafficking victims through the development of proactive law enforcement tactics; 2) the rescue of trafficking victims and the provision of needed services, and 3) the successful prosecution of human traffickers.

FISCAL IMPACT

It is anticipated that the U.S. Department of Justice, Bureau of Justice Assistance, shall approve the Police Department's request for law enforcement response to human trafficking grant funds. Revenues and appropriations will be allocated to the Federal Grant Fund (2112), Youth and Family Services Division Org. (102350), Youth and Family Services Division Program (PS03), in a Project to be determined. The granting agency requires a minimum 33% (in-kind or cash) match (\$66,000) in order to qualify for application and receipt of the maximum federal grant award allocation. In-kind matching funds shall be provided for by the Department based upon regular duty hours performed by sworn personnel associated with the program. The program will be managed by the Youth and Family Services Division Manager. Proposed expense allocations are as follows:

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Description and Use of Funds	Amount
Sworn Personnel: One Lieutenant, One Sergeant, Two Police Officers, and One Accountant	\$131,021
Travel/Training	\$21,500
Office Supplies	\$2,608
Equipment	\$24,000
Confidential Informant Funds	\$3,000
Central Services Overhead (Indirect Costs) ($\$131,021 \times 13.64\%$)	\$17,871
Subtotal:	\$200,000
Sworn Personnel – Matching Funds (Four Police Officers – Regular Time)	\$66,000
TOTAL PROJECT COSTS:	\$266,000

BACKGROUND

In 2004, the U.S. Government released demographic and regional breakdowns of trafficking victims. The estimates broke down global demographics of victims by sex, age, and type of exploitation, as well as by the flow of victims among six geographical regions (Africa, East Asia and the Pacific, Europe and Eurasia, Near East, South Asia, and the Western Hemisphere) and the United States.

The following are some notable statistics:

- Approximately 80 percent of the victims are female, 70 percent of whom are trafficked for the commercial sex industry.
- Roughly two-thirds of the global victims are trafficked intra-regionally within East Asia and the Pacific (260,000 to 280,000 people) and Europe and Eurasia (170,000 to 210,000 people).

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- The largest number of people trafficked into the United States come from East Asia and the Pacific (5,000 to 7,000). The next highest numbers come from Latin America and from Europe and Eurasia, at between 3,500 and 5,500 victims from each.

KEY ISSUES AND IMPACTS

Human trafficking refers, in part, to the recruitment, harboring and transportation of adults and youths through the use of force, fraud, or coercion for the purpose of commercial sexual activity, sexual exploitation, sweatshop labor, involuntary servitude, and other criminal activity.

Not restrained by boundaries or jurisdiction, human trafficking requires a coordinated, multi-jurisdictional response by law enforcement and non-government organizations. The funds received will be used to assist local communities in the development of sustainable and effective project coordination among federal, state, and local law enforcement, and with prosecutors and victim service providers.

The City of Oakland has seen increased incidents of human trafficking in two areas:

- The prostitution of minors by pimps - A survey conducted by OPD in 2002 identified over 218 minors actively being prostituted. By September 2004, the number had doubled; the average age of these minors is between 12 and 17 years. Since 2006, the OPD has rescued (contacted/detailed/arrested and connected with advocacy services) 177 juveniles as a result of their investigative and enforcement operations.

2006	67 Juveniles
2007	29 Juveniles
2008	24 Juveniles
2009 (Year to Date)	57 Juveniles
Total	177

- Women, mostly Asian, being trafficked to different *massage parlors* throughout the Oakland / Bay Area. Undercover operation, surveillance and intelligence information received by OPD indicate approximately 70% of the massage parlors in the Oakland area are involved in criminal activity. During the past year, the majority of persons arrested from massage parlors fit a similar profile: Asian females, speaking no English, possessing no passport and/or other form of face identification. Many of these women were being held hostage - - to work off debts, by way of prostitution.

To a lesser extent, OPD personnel have also found persons (mostly female) being exploited in the restaurant industry, the garment industry, and the domestic labor market.

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PROGRAM DESCRIPTION

The Oakland Police Department will serve as the lead agency for grant administration and project coordination of an East Bay Task Force on Human Trafficking. The following local government agencies have agreed to partner with OPD in the Task Force: Alameda County Office of the District Attorney, Alameda County Sheriff's Department, and the following police departments: Alameda, Albany, Berkeley, Emeryville, Fremont, Hayward, Livermore, Newark, and San Leandro. Non-government partner organizations on the Task Force will be: Asian Pacific Islander Legal Outreach, SAGE (Standing Against Global Exploitation) Project, Asian Women's Shelter, API (Asian Pacific Islander) Legal Outreach, Cameron House, Lawyer's Committee for Civil Rights, Narika (serving women who trace their origins to Bangladesh, Bhutan, India, Nepal, Pakistan, Sri Lanka and communities such as Fiji and the Caribbean), and Next Door Solutions.

The goals of the East Bay Task Force on Human Trafficking are:

- Increase public awareness and knowledge of the crime of human trafficking and its relationship to:
 - prostitution and other commercial sexual activity
 - sexual exploitation
 - sweatshops
 - domestic servitude
 - other criminal activity, and the impact on local communities
- Identify and rescue victims and neutralize criminal human trafficking enterprises.
- Facilitate the development of service protocols by developing and implementing training in the identification of trafficking victims
- Prosecute traffickers
- Ensure the safety and security of victims, through receipt of social services, for successful reentry to the community

The grant funds will be used to provide training and education to law enforcement, non-government organizations, emergency first responders, junior high and high school teachers, administrators and students. The training and education component will foster a stronger intelligence network in the Bay Area. This intelligence will aid Task Force members in identifying lesser known forms of human trafficking, such as involuntary servitude as a domestic, sweatshop worker, janitor, restaurant worker, migrant farm worker and hotel/tourist trade worker.

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Task Force law enforcement activity and operations will seek to discover, identify, and respond to the primary stages of human trafficking: Recruitment, control and transporting, and exploitation of victims. Operations will include undercover, surveillance, and decoy operations, Internet investigations and exercise of regulatory control practices on sex industry establishments and on those enterprises likely to exploit victims through other forms of labor.

SUSTAINABLE OPPORTUNITIES

Economic

Reducing human trafficking activities will improve the City's image as a safe place in which to conduct business, as well as social and recreational activities. All equipment included in the spending plan will, whenever possible, be purchased locally.

Environmental

There are no environmental issues associated with this report.

Equity

The outreach efforts of the East Bay Task Force on Human Trafficking will seek to disseminate information to vulnerable populations and districts to alert them that help is available.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no ADA or senior citizen access issues contained in this report.


RECOMMENDATION

The Oakland Police Department recommends that the City Council authorize the City Administrator to accept grant funds in an amount not to exceed \$200,000 from the U.S. Department of Justice, Bureau of Justice Assistance, FY 2009 Law Enforcement Response to Human Trafficking grant program, and appropriate said funds to the Police Department.

ACTION REQUESTED BY THE CITY COUNCIL

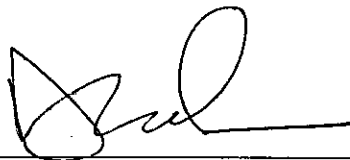
Staff recommends that the City Council approve the resolution.

Respectfully submitted,


Howard Jordan
Acting Chief of Police

Prepared by: Candice Jessie
Budget and Grants Administrator
Office of the Chief of Police

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



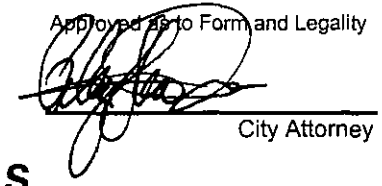
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OAKLAND

OAKLAND CITY COUNCIL

Approved as to Form and Legality



City Attorney

RESOLUTION No. _____ C.M.S.
2009 OCT -1 PM 2:56

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO ACCEPT AND APPROPRIATE GRANT FUNDS IN AN AMOUNT NOT TO EXCEED TWO HUNDRED THOUSAND DOLLARS (\$200,000) FROM THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF JUSTICE PROGRAMS, BUREAU OF JUSTICE ASSISTANCE, FY 2009 LAW ENFORCEMENT RESPONSE TO HUMAN TRAFFICKING GRANT PROGRAM FOR CONTINUED IMPLEMENTATION AND OPERATION OF THE EAST BAY TASK FORCE ON HUMAN TRAFFICKING IN THE POLICE DEPARTMENT

WHEREAS, it is anticipated that grant funds in an amount not to exceed \$200,000 will be awarded by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, FY 2009 Law Enforcement Response to Human Trafficking grant program for the continued implementation and operation of the East Bay Task Force on Human Trafficking in the Police Department; and

WHEREAS, the proposed program term is October 1, 2009 through September 30, 2010; and

WHEREAS, the City Council previously authorized acceptance of similar grant funds by Resolution No. 80893 C.M.S., dated October 16, 2007, Resolution No. 79275 C.M.S., dated June 7, 2005; now, therefore be it

RESOLVED: That the City Council hereby authorizes the City Administrator or his designee to accept and appropriate grant funds in an amount not to exceed \$200,000 from the U.S. Department of Justice, Bureau of Justice, and to increase revenues and appropriate said budget to the Police Department; and be it

FURTHER RESOLVED: That grant funds shall be maintained in the Federal Grant Fund (2112), Youth and Family Services Division Org. (102350), Youth and Family Services Division Program (PS03), in a Project Account to be determined; and be it

FURTHER RESOLVED: That the City Council hereby authorizes the City Administrator, as agent of the City, to conduct all negotiations and related actions and to sign all applications and agreements that may be necessary for the completion of the aforementioned grant.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT BRUNNER

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the
Council of the City of Oakland, California