



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Joe DeVries
Deputy City Administrator

SUBJECT: Informational Report on City
Response to Human Trafficking

DATE: November 3, 2022

City Administrator Approval 

Date: Nov 4, 2022

RECOMMENDATION

Staff Recommends the City Council Receive A Report On The Context, Strategies, Goals, Programs, Partnerships, Outcomes And Best Practices To Address Human Trafficking From The Oakland Police Department (Including Focusing On Traffickers And Purchasers; “Rescuing” And Supporting Minors And Supporting Adults; Staff Training; Partnerships With Community Organizations; Collaboration With Other Agencies Including The County And District Attorney); The Department of Violence Prevention (Including Partnerships With OPD, County And Organizations That Serve Communities Impacted by Gender-Based Violence And Gun Violence); The Administration (Including Licensing Of Massage Parlors And Responding To Reports Of Trafficking); The Office Of Public Works And The Department Of Transportation (Including Environmental Deterrents); And The Impacts Of State Legislation Such As SB 357 On Addressing Human Trafficking.

EXECUTIVE SUMMARY

On November 2019, the City Council Public Safety Committee received an informational report with the same title as above that detailed the cross departmental efforts at reducing human trafficking in Oakland (**Attachment A**). Council President Bas and Council Member Gallo made three broad recommendations for the City to consider: 1) Focus on the “Demand” for Human Trafficking, 2) Provide Additional Support for Victims, Survivors, and Impacted Communities, and 3) Structural and Policy Changes within City Departments. This report provides an update on the City’s current efforts and is responsive to those recommendations.

BACKGROUND / LEGISLATIVE HISTORY

1) *Focus on the “Demand” for Human Trafficking:* since the 2019 report, there has been a geographic shift in part due to the pandemic closing motels along MacArthur Blvd and San Pablo Avenue and the temporary closure of massage establishments citywide between March 2020 and March 2021. This has shifted the police focus to target the remaining street level activity and provided opportunity to implement some crime prevention through environmental design efforts. The number of operations targeting demand has averaged about 50 per year with the emphasis on the “Johns’ and the Exploiters or “Pimps.” To enhance the focus on demand, Oakland Police Department (OPD) now partners with a non-profit community-created

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website www.reportjohn.org, which allows people to anonymously report the buyer's license plate number. In such cases, police then send a letter to the registered vehicle owners warning that the car has been reported in an area known for human trafficking.

2) *Provide Additional Support for Victims, Survivors, and Impacted Communities:* In the three years since the original report was presented, the creation of the Department of Violence Prevention and the efforts at Reimagining Public Safety have significantly increased the support provided for victims and survivors. As detailed later in the report, in Fiscal Year 2019-20 the City's expenditures (through the Human Services Department's Oakland Unite) totaled \$950,000 and served approximately 405 individuals. In 2020, that total increased to \$1,355,000 and served approximately 527 individuals. Now housed in the Department of Violence Prevention (DVP), the programs for Fiscal Year 2022-2023 increased that total to \$4.85 million and will serve a total of 4,480 individuals.

3) *Structural and Policy Changes within City Departments:* The City now mandates city employees attend the Commercially Sexually Exploited Children (CSEC) training presented by MISSEY (Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth), West Coast Clinic and the Alameda District Attorney's Office's Human Exploitation and Trafficking program (HEAT). The Child Exploitation Unit cross trains with several non-governmental organizations focused on fighting human trafficking: Bay Area Women Against Rape (BAWAR), Dream Catchers, MISSEY and other advocacy partners. The City Council allocated \$1,000,000 to Violence Prevention through traffic design in the most recent budget cycle and some of that allocation has been used to address human trafficking (see below under OakDOT).

As detailed below, the City is increasing investments in prevention, focusing enforcement on the demand and on the traffickers, and further institutionalizing the interdepartmental approach to have a stronger impact.

ANALYSIS / POLICY ALTERNATIVES

Department of Violence Prevention

The Department of Violence Prevention's (DVP) Gender-Based Violence (GBV) strategy funding is directed toward interventions supporting people experiencing domestic/intimate-partner violence, sexual violence, and Commercial Sexual Exploitation (CSE). It aims to help survivors meet their immediate safety needs and provides resources that aid them in their journey toward healing and stability.

This strategy is accomplished by using three main approaches: 1) Crisis Response, 2) Housing, and 3) Wraparound Services. Interventions that serve young people impacted by CSE require safety planning and relationship building to foster trust. Best practices include ensuring CSE survivors involved in program development and implementation. CSE survivors often relapse back to exploitation before they permanently leave their exploiters, and interventions must take this cycle into account. Long-term services and supports are essential in addressing the needs of CSE young people and their families or caregivers.

The priority population focus is on youth and young adults who have experienced commercial sexual exploitation, which primarily (though not exclusively) includes women and girls of color, and people who identify as LGBTQ. Youth and young adults ages 12-25 years old who experience CSE are prioritized.

The outcomes for survivors that are expected from this investment include:

- Reducing safety risks and harm
- Decreasing violent re-injury and/or exploitation
- Increasing access to resources to increase longer-term safety
- Increasing access to tools and knowledge that help survivors begin to heal from trauma
- Increasing the number of caring relationships with positive adults and peers
- Increasing their perception of safety and positive feelings about their lives
- Increasing their ability to have healthy relationships with peers and loved ones

Central public system partners in this strategy include the Alameda County District Attorney's Office, the Family Justice Center, OPD, Alameda County Probation Department, Alameda County Healthcare Services Agency, and the Oakland Unified School District (OUSD). The GBV Program Planner is currently on the steering committee of Alameda County (AC) United (a county-wide collaboration focused on anti-trafficking) with the District Attorney and helps represent the City's needs as a regional hub for human trafficking in Alameda County and the Bay Area. Funded agencies, Family Violence Law Center (FVLC), Bay Area Women Against Rape (BAWAR), and Progressive Transitions are located at the Family Justice Center, and through their partnership with OPD serve as advocates for sexually exploited minors engaged by law enforcement.

The East Bay Asian Youth Center (EBAYC) supports youth to complete probation as they transition out of the Juvenile Justice Center and connects them to supportive services. Through a pilot program with OUSD, seven high school campuses have implemented School Site Violence Intervention and Prevention (VIP) teams that include a gender-based violence specialist on site to support youth experiencing a wide range of gender-based violence issues including being "at-risk" or victims of sexual exploitation. In addition to providing support to students, the gender-based violence specialists also support the school staff and culture and climate work to prevent gender-based violence. The school sites for this program include: Castlemont, Rudsdale, Fremont, McClymonds, Ralph Bunche, Dewey, and Oakland High School.

During the last fiscal year 2021-2022 the DVP funded a total of seven gender-based violence responses agencies, five of which were dedicated to serving commercially sexually exploited youth. The table below provides information on funded agencies, funding amounts, numbers served and types of services.

Department of Violence Prevention Funded Agencies for Fiscal Year 2021-2022

Agency	Funding Amount	# Served	Area Served	Services
BAWAR	\$285,000	42	Citywide	Crisis Response/ Stabilization & Bedside Advocacy
MISSEY	\$370,000	268	Citywide	Drop-in Center & Groups
Covenant House- DreamCatcher	\$400,000	115	Citywide	Emergency Housing
Young Women's Freedom Center	\$200,000	40	Citywide	Life Coaching
Progressive Transitions	\$100,000	62	Citywide	Crisis Response & Advocacy/Accompaniment
Total	\$1,355,000	527		

With the expansion of funding from the City Council, DVP has been able to greatly expand the number of agencies funded to do the gender-based violence intervention work. It has allowed the DVP to increase the number of agencies funded from seven (including FVLC with Mujeres Unidas y Activas) in FY 21-22 to seventeen (including sub-grantees) in FY 22-23.

Currently the DVP funds the following organization and sub-grantees in the Gender-Based Violence Strategy:

- Adamika Village, sub-grantee of Building Opportunities for Self-Sufficiency (BOSS), provides outreach, education, awareness, and community healing spaces for those impacted by commercial sexual exploitation.
- A Safe Place, sub-grantee of BOSS, provides individual clinical mental health support/therapy to survivors of domestic/intimate partner violence as part of the therapeutic support activity.
- Bay Area Legal Aid, sub-grantee of FVLC, provides a range of legal support services to victims/survivors of gender-based violence.
- BAWAR, sub-grantee of the FVLC, runs a 24-hour emergency hotline dedicated to serving victims/survivors of sexual violence and commercial sexual exploitation, they also provide emergency housing support and therapeutic support services to survivors of commercial sexual exploitation.
- BOSS provides gender-based violence employment services and acts as a fiscal sponsor to numerous sub-grantees in the transitional housing and therapeutic support activities.

- Covenant House's Dream Catcher Youth Services Program provides shelter for homeless youth as well as Nika's Place the only CSE youth shelter in Alameda County, which provides temporary shelter, case management, and referrals to additional resources such as employment and education.
- EBAYC supports commercially sexually exploited youth transitioning from the Alameda County Juvenile Justice Center by providing intensive Life Coaching which includes advocacy, systems navigation, family engagement, incentives, and socio-emotional skill development.
- Justice at Last, sub-grantee of FVLC, provides a range of legal support services to victims/survivors of gender-based violence with an emphasis on survivors of commercial sexual exploitation and human trafficking.
- Love Never Fails, sub-grantee of BOSS, provides transitional housing support for survivors of commercial sexual exploitation as well as employment training in the informational technology sector, and therapeutic support in the form of outreach and awareness building around sexual exploitation.
- Men Creating Peace, sub-grantee of BOSS, provides classes for male-identified individuals who have been impacted by gender-based violence.
- Mujeres Unidas y Activas, sub-grantee of FVLC, provides culturally appropriate therapeutic support services to Spanish and Mam speaking survivors of gender-based violence which includes peer support groups and connection to other resources and services in the community.
- Oakland LGBTQ Community Center provides a safe drop-in center space and peer support groups to youth who are impacted by gender-based violence including commercial sexual exploitation.
- Progressive Transitions, sub-grantee of FVLC, provides 24-hour crisis response to victims of gender-based violence 18 years and older including those who have sexually exploited.
- Realized Potential, Inc., sub-grantee of BOSS, provides pre-employment training and support those impacted by gender-based violence.
- Ruby's Place with sub-grantee Survivors Healing, Advising, and Dedicated to Empowerment (S.H.A.D.E.) provides 24-hour bedside advocacy and accompaniment in both English and Spanish for survivors of commercial sexual exploitation.
- Sister-To-Sister provides emergency housing for female-identified victims of gender-based violence and their children.
- S.H.A.D.E., sub-grantee of Ruby's Place and BOSS, provides bedside advocacy and accompaniment services, pre-employment support, outreach and referrals, and peer support groups for survivors of commercial sexual exploitation.

- The Family Violence Law Center provides a 24-hour domestic violence hotline, bedside advocacy and accompaniment, emergency housing support, therapeutic support services and extensive legal support services for victims/survivors of gender-based violence.
- The Young Women’s Freedom Center provides safe space for sexually exploited youth to get a respite as well as encourages positive peer relationships. Groups are held in the safe space alternative to promote healing and expose youth to other opportunities to learn and grow.

The table below shows the expanded activities, agencies, funding amounts, and the approximate numbers to be served for the current fiscal year 2022-2023. (Note: The DVP is now taking a more integrated approach to gender-based violence, and most of the agencies listed below will be working with victims/survivors of gender-based violence including domestic/intimate-partner violence, sexual violence, *and* commercial sexual exploitation.)

DVP Funded Agencies for Fiscal Year 2022-2023

Activity	Agency	Amount	Estimated # Served
24-Hour Hotlines	The Family Violence Law Center (with Bay Area Women Against Rape (BAWAR))	\$400,000	2,500
24-Hour Bedside Advocacy & Accompaniment	The Family Violence Law Center (with Progressive Transition(s), Inc.)	\$250,000	50
	Ruby’s Place (with Survivors Healing, Advising, and Dedicated to Empowerment (S.H.A.D.E.))	\$250,000	50
Emergency Housing	Covenant House	\$400,000	175
	The Family Violence Law Center (with BAWAR)	\$200,000	200
	Sister-To-Sister 2, Incorporated	\$200,000	50
Transitional Housing	Building Opportunities for Self-Sufficiency (Fiscal Sponsor for Love Never Fails)	\$300,000	50
Life Coaching	East Bay Asian Youth Center (EBAYC)	\$250,000	40
Legal Advocacy	Family Violence Law Center (with Bay Area Legal Aid and Justice At Last, Inc.)	\$650,000	500
Therapeutic Supports	The Family Violence Law Center (with Mujeres Unidas y Activas, and BAWAR)	\$300,000	50
	Building Opportunities for Self-Sufficiency (Fiscal Sponsor for A Safe Place, Adamika Village, S.H.A.D.E., Love Never Fails, Men Creating Peace)	\$300,000	150

Activity	Agency	Amount	Estimated # Served
	Oakland Unified School District-Office of Equity	\$200,000	100
GBV Employment	Building Opportunities for Self-Sufficiency (with S.H.A.D.E., Love Never Fails, and Realized Potential, Inc.)	\$350,000	90
Safe Space Alternatives	Young Women’s Freedom Center	\$200,000	100
	Oakland LGBTQ Community Center, Inc.	\$150,000	75
School Site Violence Intervention and Prevention (VIP) Teams-GBV Specialists	Family Violence Law Center	\$450,000	300
Total:		\$4.850,000	4,480

Gender-Based Violence Triangle Incident Response

Over the course of the Covid-19 pandemic, there has been a sharp increase gender-based violence. Currently, the DVP is in the process of creating a crisis intervention response for female-identified victims of shootings and homicides in Oakland. By building a direct service team of GBV Specialists, the DVP can respond to these specific incidents at the scene and ensure that victims, survivors, and families are connected to the appropriate resources and support. The GBV-TIR pilot is modeled after the DVP’s shooting and homicide response to group/network violence and works at the intersections of both forms of violence allowing for increased collaboration and support for communities in Oakland

The DVP received a \$1,000,000 grant for three years from the Byrne Criminal Justice Innovation Program (BCJI) to pilot this response in East Oakland. The activities in this grant include implementing the triangle incident response in East Oakland in response to homicides and shootings that involve GBV, providing timely and comprehensive services to victims of GBV and their family members following a shooting or homicide, and enhancing existing partnerships with organizations funded through the DVP to deliver services to GBV victims of shooting and homicides and their family members.

OakDOT: Violence Prevention Through Engineering Design Pilot Program

Oakland Department of Transportation (OakDOT) is piloting improvements to address neighborhood-level community violence issues (e.g., concentrations of violent driving, violent crime, human trafficking, etc.) with a focus on areas where traffic safety concerns such as speeding co-occur. Similar to City sideshow prevention efforts, OakDOT has a supporting role in this work. The Violence Prevention Pilot funding was established in July 2021 Council Earmarks with ~\$1 million split evenly in FY21-22 and FY22-23. This funding is being prioritized in the police beats prioritized for the NEST (Neighborhood Enhanced Service Team) initiative – an inter-departmental city initiative led by the City Administrator’s Office and focused on the

police beats experiencing the highest levels of violence in Oakland (East Oakland: 34X, 30X, 26Y, 33X, 27Y, 35X; Central Oakland: 19X; West Oakland: 02X, 02Y, 07X). OakDOT is collaborating with the City Administrator's Office, OPD and the Department of Violence Prevention through this initiative to identify and prioritize locations for pilot engineering interventions in the public right-of-way in the most impacted areas.

To address human trafficking concerns, community violence, as well as speeding vehicles, in Spring 2022 based on input from residents, OPD and DVP, the pilot implemented speed bumps on East 15th St between 13th and 22nd Avenues in police beat 19X and completed lighting upgrades to increase the brightness of streetlights along the corridor.

OakDOT is currently working with OPD to develop signage for the East 15th Street corridor to provide notice that human trafficking proximate to schools will be prosecuted and contact information to report illegal activity. A separate sign is also being developed with DVP to share resources available in Oakland to support people who are experiencing commercial sexual exploitation. OPD and DVP will provide guidance to OakDOT regarding sign locations.

Additionally, to support OPD's enforcement efforts on the same corridor, OakDOT is currently working with the CAO and OPD to develop and implement a pilot of two temporary diagonal traffic diverters at strategic locations on the corridor to reduce/discourage its use as a throughfare for human trafficking activity and associated violence. The pilot will be initially for 60 days during which the agencies will coordinate to assess the impacts of the installation determine whether it will remain, be refined, or be removed. Engagement with residents on the corridor regarding the pilot will be led by the neighborhood services coordinator.

Economic and Workforce Development Department: Special Activity Permits Division

Commercial sex trafficking often occurs in Illicit Massage Parlors (IMBs), which masquerade as legitimate massage businesses but, in reality, are profiting off the sale of trafficked women. While human trafficking is a nationwide crisis, port cities like Oakland are unfortunately major hubs for the criminal enterprises that profit from it.

The Special Activity Permits Division in the Economic and Workforce Development Department (EWDD) issues public nuisance citations to unpermitted massage operations and regulates massage establishments and solo practitioners under [O.M.C. 5.36](#). This work includes collaborating with the OPD and OCA in investigating massage permit applicants and abating unlawful operations administratively.

In the recent past, state law limited local government authority to regulate massage establishments and the Special Activity Permits Division's limited resources prioritized other projects such as legalization of the cannabis industry. However, changes in state law and the addition of two Special Activity Permit Inspectors have enabled the Special Activity Permits Division to investigate unpermitted massage establishments and educate operators on permitting requirements. That said, in 2020 and 2021, COVID-19 public health orders limited the operations of massage establishments and the Special Activity Permits Division focused on supporting businesses that public health officials allowed to operate. Furthermore, the Special

Activity Permits Division relies on OPD investigations to support enforcement actions against IMBs, so EWDD's enforcement actions against IMBs have waned in parallel with OPD prioritizing enforcement against other forms of human trafficking.

Finally, the Special Activity Permits Division is also exploring potential amendments to the City's massage permit ordinance to simplify permitting and facilitate inspections of massage facilities.

City Attorney's Office

The Office of the City Attorney (OCA) has authority to pursue sex trafficking and has done so through the office's Neighborhood Law Corps' (NLC). NLC attorneys have brought lawsuits to shut down IMBs and penalize traffickers and landlords who profit from IMBs. The NLC has pursued legal action against landlords and operators under the following statutes and ordinances:

- Red Light Abatement Act, California Penal Code section 11225 et seq.;
- Public Nuisance, California Civil Code sections 3479 and 3480; and
- Oakland Massage Establishment and Massage Therapist regulations, Oakland Municipal Code sections 5.36 and 1.08 et seq.

NLC attorneys have worked closely with the OPD, Code Enforcement, and the City Administrator's Office (CAO) to disrupt the human trafficking industry based on evidence they develop.

- Code Enforcement inspects massage businesses suspected of code violations.
- CAO issues administrative citations to massage businesses engaging in nuisance activity.
- OPD VICE Unit conducts investigations and undercover operations at massage businesses with a reputation in the community for soliciting sex.
- Neighborhood Law Corps (NLC) attorneys bring lawsuits to shut down IMBs that cater to or profit from the sexual exploitation of women.

Although trafficking at IMBs persists, the OCA has closed about 25 massage parlors and spas over the past four years based on police investigations that found evidence of trafficking.

Oakland Police Department

The Oakland Police Department culminates its response to human trafficking prevention through outreach, high visibility prevention through patrol, facilitation of specific operations, and with follow up investigations. The Bureau of Operations (i.e., Patrol) provides 24-hour policing and preventative efforts while the Vice and Child Exploitation Unit conducts operations and follow-up investigations.

The department's Special Victims Section's (SVS) Vice and Child Exploitation Unit (CEU) coordinates operations that focuses on specific identified locations involving human trafficking.

The CEU team is dedicated to addressing human trafficking through outreach and both long- and short-term investigations. SVS/CEU focuses on rescuing the child victims of human trafficking and working with community partners to serve the victims eligible for services.

SVS trains its personnel, as well as regional partners, in how best to work together to help victims and expose the exploiters. SVS operations requires strong collaboration with other partners such as the Bureau of Field Operations, Community Based Organizations (CBOs) which includes advocates, the District Attorney's office, City Attorney's office, Department of Public Health, and other stakeholders in order to maximize resources to address the overwhelming challenges that come from human trafficking.

As it relates to the role and responsibility of the Oakland Police Department, the primary mission of OPD's Special Victims Section and Child Exploitation Unit is to rescue juveniles from human trafficking and provide adult victims with resources to help them make significant life changes while finding a balance to address the quality-of-life issues related to prostitution that impacts neighborhoods, businesses, and the overall community. The CEU's objective is to rescue all sexually exploited minors while still:

- Arresting those responsible for exploiting the minors including pimps, adult sex workers and buyers.
- Addressing community concerns pertaining to the prostitution impact throughout the city.
- Providing service opportunities for all victims of human trafficking and child exploitation.
- Addressing, communicating, and investigating all aspects of human trafficking in a trauma informed and sensitive manner.

OPD Human Trafficking subject matter experts and BAWAR advocates conduct initial officer training in the police academy and at patrol line up briefings. OPD training consists of awareness, what to look for, how to interact with minors suspected of being involved in human trafficking, do's & don'ts in a preliminary investigation, and the importance of patience and consideration of all parties (victims, exploiters, and buyers). OPD's CEU train external agencies, promote human trafficking awareness, and develop operational procedures.

As noted above, the City mandates city employees attend the Commercially Sexually Exploited Children (CSEC) training presented by MISSEY, West Coast Clinic and the Alameda District Attorney's Office's HEAT program. CEU cross trains with several non-governmental organizations focused on fighting human trafficking: BAWAR, Dream Catchers, MISSEY and other advocacy partners. These organizations share information and collaborate with each other.

Geographic Shift for Demand and Enforcement

The OPD Crime Analysis Section completed a geographic evaluation of prostitution calls and arrests data from 2017 to 2021. The results are visually mapped in **Attachment B**. In all years, the data depicts constant prostitution activity at the International and E15th Corridor in the area of 14th Avenue to 23rd Avenue (also known as the "Track"). For 2017 to 2019, other areas of

prostitution are also visible along known areas of MacArthur Boulevard, San Pablo Avenue and Martin Luther King Jr. Way.

A prominent geographical change occurred during 2020 caused by the closure of hotels by the COVID-19 pandemic. Though the overall prostitution related calls decreased during that time, the activity became highly concentrated into International Boulevard Area and Beat 19. The high concentration of activity has resulted in increased violence as traffickers and other criminal elements gathered into the same area. Beat 19 has become one of most violent Beats in Oakland with the most shootings and part 1 crimes in all of Oakland. Within Beat 19, the epicenter of the crime data is the "Track."

Legislative Change

Senate Bill 357 was passed and became law in July 2022. It will be effect in January 2023. Existing law prohibits soliciting or engaging in an act of prostitution, as specified. Existing law also prohibits loitering in a public place with the intent to commit prostitution, as defined, or directing, supervising, recruiting, or aiding a person who is loitering with the intent to commit prostitution, or collecting or receiving all or part of the proceeds of an act of prostitution. Under existing law, a violation of any of these provisions is a misdemeanor.

This bill repeals those provisions related to loitering with the intent to commit prostitution and makes other conforming changes. This bill also authorizes a person convicted of a violation of loitering with the intent to commit prostitution to petition the court for the dismissal and sealing of their case, and resentencing, if applicable.

The impacts of the Senate Bill are truly unknown until the law comes into effect in January 2023.

Oakland and other major cities are part of a mobile prostitution circuit; sex trafficking moves from city to city to reduce risk of incarceration, increase profits (supply and demand), and to avoid collaborative prosecution across multiple jurisdictions. To combat the multiple levels of human trafficking, OPD established policies and procedures to reduce risk and partnered with a multitude of local and federal entities to face this epidemic.

OPD CEU Procedures/Policies

Areas of operations are prioritized by resident complaints and reports. The Vice/Child Exploitation Unit is a specialized unit with advanced training in human trafficking and trauma informed investigations. CEU partners with Progressive Transition Advocates and other victim advocacy groups such as MISSEY as the first responder advocates during operations and juvenile interviews.

Officers work in undercover capacities during the operations under the guidelines of Departmental General Order K-10, Undercover Operations. Adult females arrested in a proactive operation are given resources and debriefed. They are encouraged to work with advocates to seek opportunities for a different lifestyle.

There are follow-up services and diversion programs for those charged. Juveniles rescued during pro-active operations are provided an advocate. The follow-up investigations are specifically geared toward the needs of the individual child.

OPD Human Trafficking Enforcement Activity

The Oakland Police Department has two Bureaus that regularly engage in the enforcement of human trafficking. The Bureau of Investigations (BOI) has a team called the Vice and Child Exploitation (CEU) Unit. The CEU currently consists of one sergeant and three officer/investigator positions. The CEU unit is responsible for the several human trafficking-related functions. Firstly, CEU investigates all human trafficking crimes (both adults and juveniles) and rescues juveniles involved in human trafficking (on average about 30 juveniles are rescued annually during proactive unit operations; this activity does not include the rescues coming separately from police area patrol activity). CEU also investigates all child exploitation crimes, primarily child pornography and internet crimes against children. The Unit also investigates labor trafficking crimes.

The CEU Unit proactively generates and works cases via undercover prostitution operations, internet operations, tips, referrals, etc. (averaging over fifty (50) operations per year over the past four years). Currently YTD, CEU has completed 33 operations targeting human trafficking. In response to the geographically changes noted above, most of the operations targeted the "Track" and the expanded areas of E15th Street north of International Boulevard. In June and July 2022, the CEU completed a 30-day operation on the "Track" focused on outreach, spreading the use of ReportJohn.org, traffic enforcement and undercover operations.

The second bureau that regularly engages in the enforcement of human trafficking is the Bureau of Field Operations (BFO) Patrol units also provide the daily presence and enforcement when their calls for services or patrols are Human Trafficking related. For example, in June 2022, patrol units answered a call of a juvenile female who had escaped her exploiters. After rescuing the child and detaining the suspect, CEU investigators took over the follow-up investigation, connected the juvenile with advocates, resources and transportation home to her family in Fresno. The CEU collaborated with the District Attorney's Office to interview the victim and prosecute the exploiters.

OPD Human Trafficking Training

All trainings are designed to aid employees in the recognition of the signs of human trafficking and to promote trauma informed response to such incidents, including dispatch calls for service (e.g., domestic violence and disputes). Specifically, OPD training incorporates situational awareness and signs of human trafficking, how to interact with minors involved in human trafficking and any recent changes in law (e.g., California Senate Bill 357).

The Unit conducts and participates in human trafficking training for community advocates and OPD personnel - including POST-certified (California Commission on Peace Officer Standards and Training) OPD "Undercover Prostitution Course," annual OPD sworn personnel Continuing Professional Training (CPT), patrol lineup trainings, and training of local businesses to be aware of signs of human trafficking.

Community Partnerships

CEU personnel regularly engage the public through a variety of formats to promote the challenges of human trafficking. Personnel attend CSEC meetings with Oakland United Against Human Trafficking and various partners. Additionally, the Alameda County District Attorney's Office conducted CSEC training and awareness with hospitals and clinics. This has led to additional OPD trainings with clinics.

OPD's Prostitution Tip Line ((510) 238-2373) allows the community to anonymously report prostitution activity in their neighborhood.

OPD partners with a non-profit community-created website (www.reportjohn.org) which allows people to anonymously report the buyer's license plate number. In such cases, police then send a letter to the registered vehicle owners. The letter states that the vehicle was in an area where prostitution and other public nuisances is known to occur. The purpose of the letter is to let the buyer know they are not anonymous; people notice and there is a website for human trafficking awareness.

State and Federal Partnerships

Oakland and other major cities are part of a mobile prostitution circuit; the female and pimps move from city to city to reduce risk of incarceration, increase profits (supply and demand), and to avoid collaborative prosecution across multiple jurisdictions.

OPD CEU has continually partnered with FBI's Child Exploitation Task Force, California State Attorney's Office and Regional Partners to collaborate in combating Human Trafficking. For example, OPD CEU joined FBI's Operation Cross Country with undercover operations in Oakland while other regional partners conducted operations to simultaneously arrest offenders and share gathered intelligence.

General Review of CEU Statistics

The following information provides a view into the level of activity and capacity of the Special Victims Section's Vice/CEU:

- CEU conducts approximately 2-4 proactive operations a month.
- Location of operations is determined by community complaints, geographic data, tips, institutional knowledge of areas of prostitution and operation staffing.
- Ten (10) Adult Exploiters/Traffickers were arrested.

Statistical Data for 2022 (Jan – Sept)

<i>Vice/CEU Operational Investigations Statistics 2022</i>													
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD Total
Operation: Sex Worker Rescue (Male UC)	1	3	2	1	3		3	4	2				19
Operation: Human Trafficking other									1				1
Operation: Decoy						2							2
Operation: ICAC		1	1			1	1		1				5
Operation: Massage Parlor													0
Operation: SOAP													0
Online Operation: Motel		1	1	2				1	1				6
Online Operation: Social Media													0
Total	1	5	4	3	3	3	4	5	4				33
<i>Operation Statistics</i>													
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD Total
TOTAL ARRESTS	7	23	19	15	14	16	19	26	18				157
TOTAL RESCUES	1	2	1	2	2	0	5	0	0				13

The efforts outlined in this report advance the Citywide priorities including:

Holistic Community Safety: Implementation of the efforts outlined in this report will address holistic community safety by limiting the impact of human trafficking on the community and sexually exploited minors and adults.

Housing Economic and Cultural Security: The efforts outlined in this report may have a direct effect on housing economic and cultural security.

Vibrant Sustainable Infrastructure can be attained with the improvements made by OakDOT to redirect traffic in the neighborhoods that experience human trafficking on a daily basis.

Responsive, trustworthy government: Community members most impacted by human trafficking may see the effect of the efforts outlined in this report and develop a better understanding of responsive and trustworthy government.

FISCAL IMPACT

This is an informational report and has no direct fiscal impact. However, the DVP is investing \$4.85 million annually in its programs to assist victims as shown in the table on pages 6-7.

OAKDOT will use a portion of its violence prevention funding to complete the E. 15th Street diversion. The project is currently in the design phase and the exact amount of the work is unknown at this time. However, there are funds available in the budget to complete the project.

For OPD an average human trafficking operation costs between \$5,000 to \$10,000 dollars depending on the level of operation. A major 30-Day operation costs approximately \$25,000 to \$40,000 in overtime for all staff. The 30-Day operation (June to July) cost was approximately \$27,000 as CEU deployed outreach events as well as proactive operations.

Proactive operations are taken from the SVS general fund budget; this fund does not provide enough funding to consistently and aggressively address the issues of human trafficking. SVS operations are therefore carried out by using overtime for personnel, due to the lack of assigned SVS personnel.

The current cost of the thirty (33) CEU operations in 2022 is \$187,324.26. Due to OPD's partnership with the FBI Child Exploitation Task Force, CEU will likely receive approximately \$134,000 a year to fund the OPD Task Force Officers expenditures to offset the cost above.

PUBLIC OUTREACH / INTEREST

The deep concern about human trafficking and its impacts on the community are shared consistently at the Neighborhood Councils in areas where the problem occurs. In October 2022, Council President Bas organized a Town Hall Meeting at Roosevelt Junior High School with support from the organizations that help victims, as well as the District Attorney and the meeting attracted close to 100 people. In meetings with the Friends of San Antonio Park, staff were told that families are afraid to leave their homes to come to the park due to conditions on East 15th and the surrounding streets.

COORDINATION

This informational report was written in coordination with the City Administrator's Office, the Department of Violence Prevention, the Department of Transportation, the Economic and Workforce Development Department, the Police Department, and the Public Works Department.

SUSTAINABLE OPPORTUNITIES

Economic: Reducing the incidence of human trafficking on commercial corridors will reduce public safety threats that hinder economic development and allow businesses to attract more customers. This will help them expand and add jobs. It will also increase property values both for commercial and residential properties that are less attractive due to the street level conditions created by human trafficking.

Environmental: Reducing the incidence of human trafficking along transit corridors will promote greater access to and use of public transit options such as the Bus Rapid Transit (TEMPO) buses that operate along International Blvd. increased public transit helps to reduce the production of Green House Gasses (GHGs) to meet the City's Climate Change goals.

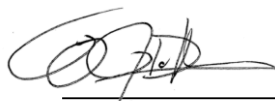
Race & Equity: Because human trafficking and sexual exploitation predominantly impacts victims from low income and disadvantaged communities and occurs in those communities, efforts to confront and combat this activity help to restore greater levels of racial equity in Oakland.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends the City Council Receive A Report On The Context, Strategies, Goals, Programs, Partnerships, Outcomes And Best Practices To Address Human Trafficking From The Oakland Police Department (Including Focusing On Traffickers And Purchasers; "Rescuing" And Supporting Minors And Supporting Adults; Staff Training; Partnerships With Community Organizations; Collaboration With Other Agencies Including The County And District Attorney); The Department of Violence Prevention (Including Partnerships With OPD, County And Organizations That Serve Communities Impacted by Gender-Based Violence And Gun Violence); The Administration (Including Licensing Of Massage Parlors And Responding To Reports Of Trafficking); The Office Of Public Works And The Department Of Transportation (Including Environmental Deterrents); And The Impacts Of State Legislation Such As SB 357 On Addressing Human Trafficking.

For questions regarding this report, please contact Joe DeVries at (510) 238-3083,

Respectfully Submitted:



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November 14, 2022
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Transportation

Greg Minor, Assistant to the City Administrator,
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Attachments (2)

A: 2019 Human Trafficking Report

B: Map – Prostitution Incidents and Arrests