

SAN MATEO COUNTY HUMAN TRAFFICKING PROGRAM

**A PARTNERSHIP PROGRAM
BETWEEN THE COUNTY OF SAN MATEO, THE
SHERIFF'S OFFICE AND THE SAN MATEO
COUNTY POLICE CHIEFS AND SHERIFF
ASSOCIATION**

**County Assessment Final Report
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EXECUTIVE SUMMARY

This report is the work product of San Mateo County Human Trafficking Coordinator Lt. John Vanek, SJPd (Ret.), and San Mateo County Human Trafficking Advocacy Coordinator Ms. Pamela Estes, Attorney at Law. Both Mr. Vanek and Ms. Estes began their work in the County in early 2018 and were tasked with assessing the current state of human trafficking in San Mateo County. They were also asked to provide leadership on ways to improve the County's approach and to make recommendations to enhance our approach in the future. The purpose of this report is to outline the results of their efforts.

In their assessment, the authors found that San Mateo County had a robust effort to fight human trafficking and had undertaken an impressive amount of enforcement and educational initiatives. But, they also found critical service gaps and noted there was little coordination of activities between service providers. They audited 155 police reports and found that 22 of them had elements suggesting human trafficking activities had taken place yet human trafficking was not charged by the agency. This suggested a training deficiency. They also looked at the County NGOs (non-governmental organizations) and found that approximately 102 individuals that sought services from them during the research period were likely victims of human trafficking. Further, they looked at data from the National Trafficking Hotline which showed approximately 45 potential cases in San Mateo County during the research period. The assessment of the authors is that human trafficking occurs with some regularity in San Mateo County and it would be imprudent to label its prevalence as "low incidence" based on what they have seen.

This year, the authors have assisted the County with three law enforcement operations and will support another in June. These operations have targeted traffickers, illicit massage, and "Johns." They have put on multiple, 2-hour training sessions for law enforcement to teach the elements of human trafficking in order to improve our prosecution rate for these cases. The "San Mateo County Human Trafficking Initiative," which is a group of service providers, are now organized and coordinated with respect to providing services around human trafficking. They have reviewed protocols and policies and made suggestions to strengthen them. They have also kept the San Mateo County Police Chiefs and Sheriff informed through updates and presentations.

Moving forward, the authors are recommending the following: (1) build law enforcement expertise through the creation of a centralized human trafficking investigation team; (2) creation of a flow chart to identify which service provider to engage in a given scenario; (3) enhance "demand" enforcement (i.e. "Johns"); (4) formulate a coordinated response to illicit massage; (5) update the County's Human Trafficking Protocol; (6) create a web presence for the County's human trafficking efforts and initiatives; (7) initiate a program to re-fresh and localize the Human Trafficking poster initiative; (8) Continue law enforcement operations and training on an every other month rotation; (9) the production of an update report by the authors by December 31, 2018.

ASSESSMENT INTRODUCTION

The National Stain of Human Slavery

Our nation's response to human trafficking (HT) – also referred to as modern slavery – has its roots in the passage of the Trafficking Victims Protection Act by the United States Congress in 2000. Since then, the response to trafficking (defined as exploiting another person's labor or services, or commercial sex exploitation through the use of force, fear, or coercion) has transformed from a government-centered effort to one involving all sectors of American life. While just a few years ago many citizens asked, "What's human trafficking?", today anti-trafficking efforts emanate from all corners of our society and communities. In addition, new, or enhancements to, California state laws pertaining to human trafficking have placed greater demands on government agencies and opened opportunities for non-government actors to take on important and impactful roles in areas such as community awareness, education in schools, and involving the business community where notices of human trafficking resources must be posted.

As a result, from the local to national level response to human trafficking, it is confusing and difficult to understand several issues, including: the scope and prevalence of trafficking within a geographic area; interpreting data related to potential incidents of human trafficking and the number of victims identified and served; the various efforts being made to identify victims and serve them, and; the numerous agencies and organizations involved in a broad array of activities within a community.

Background on the San Mateo County Human Trafficking Experience

The response to human trafficking in San Mateo County has a long and vibrant history, with efforts made by County law enforcement and other agencies, NGO victim services providers, corporations, and a variety of CBOs (community-based organizations) and FBOs (faith-based organizations). Specific efforts either based in, or involving San Mateo County, include: A day-long training for law enforcement leaders in 2011; the adoption of the Police Chiefs and Sheriffs Association Human Trafficking Protocol in 2013; the creation of the San Mateo County Human Trafficking Program in 2015; and a variety of efforts to raise community awareness of human trafficking and how to identify and report suspected incidents of trafficking in the lead up to the 2016 Super Bowl.

When created in June 2015, the Human Trafficking Program (a partnership program between the County of San Mateo, the Sheriff's Office, and the San Mateo County Police Chiefs and Sheriff Association) consisted of one position - Human Trafficking Program Coordinator. In late 2017, the Program was expanded with the creation of a second position, the Human Trafficking Advocacy Coordinator.

CURRENT HT INITIATIVES UNDERWAY IN THE COUNTY

New Dedicated HT Staff Now Under Contract with the County

The current Program Coordinator, John Vanek, was hired in December 2017, and the Advocacy Coordinator, Pamela Estes, was hired in January 2018.

The Program Coordinator is responsible for all aspects of the Human Trafficking Program, which involves: Advising on program design; regular coordination of pro-active law enforcement operations; identifying victim services providers and coordinating the providers with law enforcement agencies to serve victims of trafficking; identifying other anti-trafficking efforts and collaborating with anti-trafficking stakeholders to enhance the overall response within the County and; other tasks as identified by leadership.

The Advocacy Coordinator is responsible for working closely with the Program Coordinator on all aspects of the Program, with a focus on advocating for a comprehensive and coordinated response in the provision of services to victims of human trafficking.

Major Initiative to Coordinate Resources

In an effort to achieve the Program goals while creating a forum for all anti-trafficking stakeholders, in February 2018, the first meeting of a new County collaborative was held. Fifty-five stakeholders representing governmental and non-governmental efforts, law enforcement, victim services providers, private corporations, and community organizations came together in an effort to leverage individual efforts to enhance the response to human trafficking within the County. This collaborative, now known as the San Mateo County Human Trafficking Initiative (HTI), is open to the public and seeks to bring together all anti-trafficking stakeholders active in San Mateo County. The HTI immediately paid dividends as it allowed the Program Coordinators to immediately gain insight into the many different efforts within the County. Without the input of all HTI members, this assessment would be impossible to complete. Meetings are held monthly on the second Tuesday of each month. Since the first meeting, attendance has averaged over 40 people per meeting.

This County Assessment is an effort to examine all aspects of the scope and prevalence of human trafficking in the County, and document all the various response efforts by all identified anti-trafficking stakeholders in the County. The goal of this assessment is to answer the question being asked by all stakeholders in the County: *How big is the trafficking problem and who is doing what to respond to it?* The report answers this question and also offers guidance as the Human Trafficking Program moves forward. Future Program goals and objectives will be based on the adoption of recommendations and other input from the Police Chiefs and Sheriff Association.

It should be noted that conducting a community assessment from which to base anti-trafficking efforts is considered a national best-practice, yet few communities invest in, and support, these efforts. For endorsing this assessment effort, our thanks are extended to the San Mateo County Manager's Office, the San Mateo County Sheriff's Office, and the San Mateo County Police Chiefs and Sheriff Association.

DATA COLLECTION ON THE SCOPE AND PREVALENCE OF HT

Determining the scope (where incidents of trafficking occur or where victims are identified) and prevalence (how often incidents occur, or how many victims have been identified) is a mixture of art and science. Perhaps the greatest gap in the response to human trafficking is that no consistent and reliable data collection mechanism exists on the global, national, state, regional, or local level! As a result, extremely few communities can offer any reliable data regarding human trafficking.

Any effort to collect such data must be done while understanding the complexities of human trafficking and how incidents occur, how they are reported, and how victims are identified.

The discrepancy between law enforcement and victim services data is easy to explain: These sectors rarely cross-report and, in some cases, victims do not want law enforcement notified. Amongst professionals involved in the human trafficking response, it is recognized that the number of victims identified by service providers in a given area will typically exceed the number of victims identified by law enforcement. For these reasons, this assessment includes data collected from three different sources:

1. A review of local law enforcement incident reports containing the California Penal Code sections for Human Trafficking and specified underlying crimes,
2. A survey of victim services providers who have assisted victims who were exploited in or traveled through, San Mateo County, and;
3. Data from the National Human Trafficking Hotline.

It is recognized that these data points will not match but, collectively, will give some perspective to this important aspect. Understanding the scope and prevalence of trafficking is the most important element to understand when determining future actions and goals in the response to trafficking in San Mateo County.

Law Enforcement Data Collection

From the law enforcement perspective, answering the question *How much human trafficking is occurring in the County* may sound simple. Traditionally, law enforcement knowledge about the scope and prevalence of any type of crime comes from two sources: anecdotal knowledge (i.e. officers and leadership talk about incidents they have experienced or have knowledge of) or crime analysis (typically via a computer search for reports or convictions with the penal code section as the basis of the search).

Considering that San Mateo County has exactly *one* conviction for Penal Code Section 236.1 Human Trafficking, and arrests for PC 236.1 are few, it suggests the prevalence of trafficking is low. But identifying human trafficking via these methods presents various challenges. For example, not all officers have received training on human trafficking and the nuances of how victims are exploited, hence reports have been discovered that contain evidence of trafficking (such as victim statements relating how they engaged in

commercial sex due to fear of their exploiter) that are not titled human trafficking, nor are they marked as a special circumstance crime as allowed by RIMS.

In addition, as written in the Penal Code, 236.1, Human Trafficking includes several other Penal Code sections which can be charged as Human Trafficking when those other crimes are committed through the use of force, fraud, coercion, or other specified methods. This means that crime analysis searches for trafficking related reports must also include these other penal code sections. Finally, each of these reports must be read with a critical eye by someone with extensive knowledge of human trafficking and the methods used by traffickers to exploit their victims.

In an effort to conduct such an analysis, the Human Trafficking Program Coordinator contacted every law enforcement agency in the County, giving specific search criteria and instructions for delivering these reports for review.

Thirteen police departments delivered a total of 155 reports. Twenty-two of these contained evidences of trafficking or potential trafficking, yet few had either human trafficking or PC 236.1 in the title. (See Appendix A for additional detail and the crime analysis request form) This preliminary research suggests cases of trafficking are not being identified as such, and possibly not being fully investigated as human trafficking.

Note: There are many reasons why cases of human trafficking and other types of crime may be reported or investigated yet not prosecuted. The efforts being made by County agencies and the Police Chiefs and Sheriff Association to address human trafficking far exceed the efforts being made in most of the United States.

Examples of potential human trafficking found in these reports include:

1. An Asian Female Adult working in a residential brothel, and the “Big Sister” madam is holding the woman’s passport; “Duress” under PC 236.1.
2. A 15-year-old girl being pimped by two adult males; any commercial sex exploitation of a minor may be considered human trafficking under PD 236.1.
3. A 24-year-old woman initially consented to engage in prostitution, but when she wanted to stop her boyfriend/pimp used physical force and threats to compel the victim to continue; force and fear when used to compel a person into commercial sex is human trafficking – even if the victim initially consented.

This data in no way suggests negligence by law enforcement or other organizations but highlights the need for training of all professional sectors in the County that may come into contact with trafficking victims. Increasing awareness, providing keys to recognition, and creating clear protocols to notify the proper entities depending on the situation will increase the front-end identification of trafficking incidents. In addition, law enforcement guidelines on how to title reports and increase the use of the Special Circumstance feature in RIMS will improve case tracking and data collection related to human trafficking incidents.

Note: The review of these reports was not an effort to re-open/re-investigate these cases, but rather to identify potential cases of human trafficking that were not recorded as human trafficking, PC 236.1 in RIMS. Many of these cases may have been prosecuted under different charges; the final disposition of these cases is not being examined.

Victim Services Provider Data Collection

In February, the SMC Human Trafficking Program distributed a Comprehensive Victim Services Survey to various agencies, NGOs, CBOs and FBOs to determine the number of actual or potential human trafficking victims that they have served in the past 3 years. (Data collected from January 1, 2015 to date) A “potential victim” is someone who provides commercial sex acts or other labor or services and exhibits signs of force, fraud or coercion but who doesn’t identify as a victim. (Note: No force, fraud, or coercion is required in the case of a minor.) Based on our research, we discovered that at least 102 actual or potential human trafficking victims were serviced by various County agencies during the referenced time period (see Appendix B).

National Hotline Data

The National Human Trafficking Hotline is maintained by the NGO Polaris in Washington, D.C. under a federal grant. The Hotline serves several functions: it accepts calls from trafficking victims requesting assistance, who may or may not want law enforcement involved in their cases (while this function would seem to be the sole reason for the Hotline’s existence, responding to calls for assistance is not a major function); it accepts tips from callers on potential trafficking activity, which the Hotline then forwards to either federal or local law enforcement; and it accepts requests for information and/or training related to human trafficking.

From January 1, 2015 to June 30, 2017, a total of *45 unique cases of potential human trafficking* were reported to the Hotline. (Data from June 30 – December 31, 2017 is still being determined.) It must be stressed these are “potential cases”, and depending upon the circumstances these calls may have been referred to service providers outside of San Mateo County, referred to federal law enforcement agencies, etc. Hotline “cases” are not investigated by the Hotline, nor is follow-up data available.

Of these 45 cases, 31 were related to sex trafficking with Illicit Massage Businesses, Residence-based, and Hotel-based listed as the venues. Illicit Massage Businesses (IMBs) are an area of focus in San Mateo County for law enforcement efforts. Labor trafficking accounted for 11 cases, with Domestic Work being the most prevalent.

During the same time period 127 “Substantive Calls” were received from San Mateo County, with the top five caller types and number of calls being: Community Member (38); Potential Victim of Trafficking (18); Local Law Enforcement (15); Family Member of Potential Victim of Trafficking (14); NGO – General Social Services (10). (Appendix C)

It should be noted that the amount of information received by the Hotline that should be forwarded to local law enforcement or service providers is limited by the protocol established between the Hotline and the locality. In the past, the protocol for San Mateo



County was to call the former Program Coordinator, or another contact within the County Manager's Office.

The protocol Hotline has recently been updated with additional contacts including both the Program and Advocacy Coordinators, a 24-hour victim services provider, and direct numbers for law enforcement officers familiar with human trafficking. The Hotline requests a 24-hour victim services provider for contact in circumstances where the victim does not want to engage with law enforcement. The protocol will continue to be refined over the coming months.

VICTIM SERVICES: CAPACITIES AND GAPS

Survey responses received to-date identify various services that are available in San Mateo County for human trafficking victims. It appears that immediate medical care, mental health care, interpreter and translation services, case management, victim advocacy and legal services are available. The availability of short-term and long-term shelter, dental care, substance abuse treatment, literacy, life skills training, employment assistance and transportation assistance is limited or non-existent. (Appendix D)

The provision of services available to any one particular victim is complicated because not all victims are eligible for all services. To obtain certain services victims may have to satisfy criteria and eligibility requirements. For example, the availability of services may depend upon whether the victim is a U.S. citizen or foreign national; is an adult or minor; is male, female or LGBTQ; is in a domestic relationship with the exploiter; has custody of children; has a substance abuse issue; is willing to file a police report; etc.

San Mateo County has a vibrant history of anti-trafficking efforts among community-based, faith-based, and private organizations. These organizations are an instrumental part of the response to trafficking. The SMC Human Trafficking Program distributed a program questionnaire to various agencies, NGOs, CBOs and FBOs asking them to describe the work of their organization related to anti-trafficking efforts which are identified in more detail in Appendix E.

FINDINGS

The assessment focused on three core areas in San Mateo County:

1. Scope and Prevalence of Human Trafficking

A review of 155 police reports over a three-year period (1/1/15 – 12/31/17) located 22 reports showing evidence of human trafficking. In addition, victim services providers in the County report having served more than 100 potential victims of trafficking in the same time period. Both data points confirm that human trafficking is occurring in SMC, and that victims are being identified by a variety of service providers. (Appendices A and B)



Data from the National Human Trafficking Hotline suggests 45 potential cases of trafficking were reported in SMC from 1/1/15 – 6/30/17. Very few of these reports were transmitted to SMC so they cannot be verified or compared for potential duplication of incidents included in police reports or observed by victim services providers. (Appendix C)

The County has approximately 765,000 residents. Comparing the incidence of human trafficking found in SMC to other counties or cities of this size is impossible as few communities invest in any assessment of this type. In addition, demographics, local economics, and other factors impact levels of trafficking from one community to the next. Collecting reliable statistics related to human trafficking is a major challenge at all levels; local, national, and global. Virtually all of the commonly quoted estimates of trafficking victims are exactly that; *estimates* created by extrapolation of limited data.

The data collected in this assessment comes from actual police reports reflecting the California Penal Code elements for human trafficking, and actual service provider observations based upon the legal definition of a person being exploited through their labor, other services, or engagement in commercial sex, compelled through the trafficker's use of force, fraud, or coercion.

The assessment confirms human trafficking occurs in SMC with some regularity. It would be imprudent to label these findings in terms of "low incidence" or some other relative classification of importance, as comparable data is non-existent. More importantly, being victimized is always important to the victim.

2. Current Capacities and Gap Analysis

National best-practices for victim services include a comprehensive array of approximately 16 different potential victim services. Fortunately, many of these services are available in the County or nearby, however, depending upon the circumstances, may not be available to all victims. (Appendix D)

An early concern was the belief that immediate, short-term, and long-term housing for trafficking victims was not available in SMC. Through the assessment process, it was determined that *immediate short-term housing is available in SMC, but this option is not common knowledge*. Notwithstanding, an adequate amount of suitable housing for this population remains a significant challenge in the County.

This particular finding highlights the most significant gap within SMC: *There is a lack of knowledge among those responsible for responding to human trafficking about what other efforts exist and – most importantly – how to access or notify other agencies or individuals when needed*. Eliminating this gap will take a variety of efforts, involving updates in protocols, development of quick-reference materials, and updates to current trainings.

Another gap is related to law enforcement investigations, investigative follow-up, and law enforcement involvement in various non-law enforcement meetings and efforts primarily related to victim services efforts. Anti-trafficking efforts are currently being made by a variety of County agencies, many of which desire regular law enforcement representation, yet specific law enforcement personnel are not tasked with this responsibility.

3. Identification and Coordination of All Organizations Combatting Trafficking

There is a vibrant response to human trafficking in SMC and has been for several years yet few stakeholders in the County can explain what others are doing or how their efforts can be mutually supportive. A major step forward in this area is the creation of the SMC Human Trafficking Initiative (HTI). The HTI meets the second Tuesday of each month and provides an opportunity for all interested anti-trafficking stakeholders to meet, share knowledge, and will eventually develop into an organization which will support other members, along with creating and implementing anti-trafficking efforts beyond the immediate scope of the SMC Human Trafficking Program. (Appendix E)

RECOMMENDATIONS

1. Create a Centralized Law Enforcement HT Investigations / Liaison Effort

Currently, human trafficking cases are investigated by individual agencies. Yet these cases – for the most part – do not occur with enough frequency in each jurisdiction for investigators to gain experience and subject matter expertise. In addition, no law enforcement personnel are specifically assigned to liaison with the variety of other County agency efforts currently underway.

It is recommended that specific detectives be assigned responsibility for all human trafficking investigations and liaison duties. Two options are recommended:

A – Assign two detectives (ideally one from the Sheriff’s Office and one from a police department) who are co-located and work as a team to investigate all trafficking cases in the County, and work directly with the District Attorney’s Office to facilitate prosecution of trafficking cases. In addition, the team would be responsible for all intra- and inter-County liaison activities enhanced by an investigator’s presence.

B – Assign one detective in each of the three County zones to be responsible for investigations within that zone. These personnel would also work directly with the District Attorney’s Office and perform all intra- and inter-County liaison activities enhanced by an investigator’s presence.

In either model described above, each jurisdiction would have two options: Transfer all investigative responsibilities to the assigned investigator or, if the jurisdiction wished to retain the case, have the trafficking investigator assist the jurisdiction’s investigator. This would allow a jurisdiction to increase their

investigator's experience and knowledge when desired but allow the option of transferring the case to the human trafficking specialist.

Other options may be considered based on input from the Police Chiefs and Sheriff Association.

2. Formulate a Comprehensive Plan for Cross-Sector Notification

As described in the Current Capacities and Gaps Analysis, the most significant current gap is a lack of understanding in who to contact under what circumstances. This gap is not law enforcement specific, so cannot be filled only by updating the Law Enforcement Response to Human Trafficking Protocol (which needs to be done, but also needs to reflect how this gap is to be filled).

We recommend approval for the Human Trafficking Coordinators to create a flow chart-type of document that would help all sectors understand who to contact under various circumstances. (This would also be impacted by the response to Recommendation #1 above, and Recommendation #5 below.) Alternatively, this resource could be web or app-based allowing for ease and frequent updating as needed.

3. Consider the Implementation of a Comprehensive Demand Program

"Demand" speaks to efforts to reduce the buying ("demand") of commercial sex, thereby reducing the incident of commercial sexual exploitation/human trafficking. The most commonly understood type of demand operation is the john sting, in which buyers of sex are targeted. A comprehensive demand program would consider, design, and deploy a variety of other efforts to include: dramatically increasing sting operations by law enforcement; the creation of Buyer School (aka: John School) in which first time arrestees would be given the option of attending the school in lieu of a criminal conviction; publicizing the names and/or photographs of buyers arrested through options including posting on a County website, notifications of arrests being sent to the arrestee's home, etc.; and most importantly, an aggressive public awareness campaign that the purchasing of commercial sex in SMC will not be tolerated and buyer's will be publicly identified.

It should be noted that SMC possesses characteristics which could make a comprehensive demand program particularly effective. The County is relatively small which means buyers can easily leave the County to purchase sex elsewhere. The County has only five major points of entry (Highways 101 and 280, north- and south-bound, and Highway 92 west-bound) which reduces the potential number of arteries that could be targeted for advertising. Also, the District Attorney's Office has expressed interest in this effort, and an anti-trafficking NGO has expressed interest in playing a role in this effort.

It is recommended a work group be authorized to consider all available options and to deliver recommendations and a budget by December 31, 2018.

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4. Formulate a Coordinated Response to Illicit Massage Businesses (IMBs)
SMC is fortunate in that street-level commercial sex/trafficking is limited. A comprehensive demand program could greatly mitigate internet-based activity by forcing buyers to leave the County. The next major base of commercial sex/trafficking in the County consists of IMBs.

Many IMBs are easily identifiable by reviews posted on the website Rubmaps, which allows subscribers to post comments on massage parlors where they have purchased sex. As of 5/11/18, Rubmaps had 24 IMBs which contained recent comments by sex buyers.

In 2008 and 2011, the state legislature made changes intended to protect individuals who receive massages, protect communities from prostitution and illicit activities, and facilitate legitimate massage by centralizing regulation and permitting. In response, during 2012 and 2014, SMC Board of Supervisors amended sections of Ch.5.44 (Massage Businesses) of Title 5 (Business and Regulations) with the intent of maintaining oversight over massage businesses to protect communities. After making these code amendments, the county made a coordinated effort to have a consistent massage ordinance in all cities. Furthermore, the County Manager's Office has offered to pay for all administrative costs related to Massage Permit revocation for any city that has adopted the County Massage Ordinance. We focused on the specific language within the County Ordinance regarding suspension and revocation of massage business registration certificates and found that 8 cities in SMC have adopted the language verbatim, two have adopted similar language, 5 have not adopted verbatim or similar language. Additionally, there are 5 cities that do not allow any massage parlors or have other conditions preventing massage parlors from operating. (Appendix F)

We recommend follow up efforts be made to address adoption of the County Massage Ordinance by cities which have not done so, and to examine the most efficient ways to increase inspection of all massage parlors and perform law enforcement operations against suspected IMBs.

5. Update the Police Chiefs and Sheriff Association Human Trafficking Protocol
A revision of the current Human Trafficking Protocol is in process, but it will be impacted by decisions related to recommendations in this assessment.

We recommend withholding the delivery of the Protocol revisions until the recommendations listed in this assessment are addressed.

6. Create a SMC Human Trafficking Program Website/Webpage
Currently the Human Trafficking Program has no web presence, a major administrative deficiency. There is no central place to post information about the Program's existence, notification protocols, services offered to victims, how to contact coordinators, post press releases, reports, etc. In addition, such a

website could contain the names and/or photos of arrestees as part of the comprehensive demand program.

An important topic uncovered during this assessment is the need for a variety of training programs. As a result of state laws, many professional sectors now have a mandated requirement for training on human trafficking, similar to the requirement for law enforcement to receive two hours of specific training. Additionally, there is a need for human trafficking prevention education. Trainings developed by the Human Trafficking Program, HTI members, and others could be curated on this website. Topics might include: general public awareness, law enforcement training, training for other professional sectors, awareness programs for students and parents, internet safety programs, and others. This would be a tremendous value to San Mateo County residents and professionals.

We recommend approval for creating a Program website/webpage, ideally with a simple URL address highlighting the Program and making it easy to find. However, launching and maintaining a web presence should be considered a long-term commitment. At this time, the Program Coordinator and Advocacy Coordinator positions are funded through June 2019. Among the considerations to this recommendation include: will these positions continued to be funded past June 2019; if not, who might assume responsibility for the website content, updating, etc., and will these considerations impact the decision on where and how to host the website/webpage.

7. Initiate a Human Trafficking Poster-Refresh Effort

Assembly Bill 620 mandates that hotels and motels display the Human Trafficking awareness poster (currently mandated for a variety of other business types) by January 1, 2019. The County should be proactive in purchasing additional posters along with distributing these posters and information on AB 620 and the penalties for failing to post. This could be combined with refresher training on human trafficking for the hospitality industry that was delivered prior to the Super Bowl in 2016.

Creating this effort through the HTI member organizations would leverage existing partnerships and allow an opportunity for new partnerships to developed.

8. Continuation of Law Enforcement Operations & Training

We recommend continuation of alternating Program-coordinated law enforcement operations and Human Trafficking for Law Enforcement training courses. Trainings will be offered in July, September, November. Operations will be conducted in August, October, and December. Alternatives can be implemented at the request of the Police Chiefs and Sheriff Association.

9. Six-month Reporting

We recommend Coordinators submit a six-month report on these and other strategic recommendations/ initiatives, due December 31, 2018.

We recommend approval to pursue this effort with HTI members.

Appendices

A. Law Enforcement Data

Search Criteria Instructions: In an effort to determine the scope and prevalence of human trafficking in San Mateo County we requested all law enforcement agencies to conduct a search for reports containing the following Penal Code sections, listed within section 236.1, Human Trafficking. The search period is from January 1, 2015 to present to give three years of data, which conforms to federal guidelines for data collection.

Penal Code Sections to be searched: 236.1, 266, 266 h, 266 i, 266 j, 267, 311, 311.1, 311.2, 311.3, 311.4, 311.5, 311.6, and 518.

Law enforcement agency names are not included and are listed by number only. Agencies were asked to report “zero” when no reports were found to meet the search criteria.

Agency	Reports Delivered	Possible HT
1	49	6
2	6	0
3	27	3
4	0	0
5	2	1
6	8	3
7	3	3
8	0	0
9	0	0
10	8	2
11	18	2
12	6	1
13	28	1
Total	155	22

B. Service Provider Data

Number of San Mateo County Agencies/Organizations Responding	Number of Actual or Potential Victims Served (Data collected from January 1, 2015 to date)
3	0 victims
3	4-6 victims
2	7-9 victims
2	10-15 victims

1	16-20 victims
2	More than 20 victims

C. National Hotline Data

A total of **45 unique cases** (incidents) of potential human trafficking in San Mateo County, California were reported to the hotline between January 1, 2015 and June 30, 2017. Please see the below charts for a breakdown of case data:

Trafficking Type and Venue	Number of Cases	Percent of Cases
Sex Trafficking	31	68.9%
Venue/Industry Not Specified	11	24.4%
Illicit Massage Businesses	8	17.8%
Residence-Based	7	15.6%
Hotel/Motel-Based	3	6.7%
Venues/Industries Reported Fewer than Three Times*	2	4.4%
Labor Trafficking	11	24.4%
Venues/Industries Reported Fewer than Three Times*	6	13.3%
Domestic Work	5	11.1%
Sex and Labor Trafficking	2	4.4%
Other/Not Specified Trafficking**	1	2.3%
TOTAL # OF POTENTIAL TRAFFICKING CASES	45	100.0%

**To protect the identity of the people we serve, the National Human Trafficking Hotline does not disclose exact statistics related to venues, industries, victim information or caller information referenced fewer than three times.*

***Cases where trafficking type is not specified typically occur when a law enforcement agent or service provider contacts the National Hotline for resources and referrals but does not disclose details about the trafficking situation due to confidentiality. This category also includes cases in which the person reporting the information references human trafficking but does not provide further detail regarding the presence of labor or commercial sex. These cases are often submitted to the National Hotline through anonymous online tip reports.*

Substantive Call Data

The following statistics are based solely on substantive calls about potential human trafficking and issues related to human trafficking made to the National Human Trafficking Hotline between January 1, 2015 and June 30, 2017 from *callers in San Mateo County* at the time of their call. Please note that these calls may not all reference potential human trafficking situations that occurred *in San Mateo County, California*. Substantive calls exclude hang-ups, missed calls, wrong numbers, and calls in which the caller's reason for calling is unknown.

Number of Substantive Calls Received from callers in San Mateo County: 127

The following chart lists a breakdown of the **top ten caller types** among the 127 substantive calls received in the aforementioned timeframe:

Caller Type	Number of Calls	Percent of Calls
Community Member	38	29.9%
Potential Victim of Trafficking	18	14.2%
Local Law Enforcement	15	11.8%
Family Member of Potential Victim of Trafficking	14	11.0%
NGO - General Social Services	10	7.9%
Potential Victim of Other Crime	6	4.7%
Potential Victim of Labor Exploitation	5	3.9%
Family/Friend of Potential Victim of Other Crime	5	3.9%
Friend of Potential Victim of Trafficking	3	2.4%
Government	3	2.4%

(Source: National Human Trafficking Hotline, Polaris)

D. Comprehensive Victim Services Matrix

- A – Sequoia Hospital
- B – Keller Center
- C – San Mateo Medical Center
- D – SMC District Attorney’s Office – Victim’s Services (Services provided to a victim who has filed a police report)
- E – CORA (Services provided to a victim whose exploiter is also their domestic partner)
- F – Rape Trauma Services
- G – Justice At Last, Inc. (Supports only Spanish language interpretation and translation)
- H – San Mateo County Children and Family Services
- I – Star Vista First Chance Program
- J – Love Never Fails
- K – Dignity Health, Sequoia Hospital
- L – Freedom House
- M -- LifeMoves

SERVICES LIST	ADULT (FEMALE)	ADULT (MALE)	ADULT (LGBTQ)	MINOR (FEMALE)	MINOR (MALE)	MINOR (LGBTQ)
Intake & Eligibility Assessment	B, E, F, G, I, J, L, M	B, E, F, G, I, M	B, E, F, G, I, M	B, E, F, G, H, M	B, E, F, G, H, M	B, E, F, G, H, M
Intensive Case Management	D, J, L	D	D	D, F, H	D, F, H	D, F, H
Shelter & Sustenance Short-term	E, I, J, M	E, I, M	E, I, M	H, M	H, M	H, M
Shelter & Sustenance Long-term	E, J, L, M	E, M	E, M	H, M	H, M	H, M
Medical Care	A, C, K	A, C, K	A, C, K	A, C, H, K	A, C, H, K	A, C, H, K
Dental Care	C	C	C	C, H	C, H	C, H
Mental Health Care / Emergency & Group Counseling	D, E, F, I	D, E, F, I	D, E, F, I	B, D, E, F, H	B, D, E, F, H	B, D, E, F, H
Interpreter Services	C, D, E, G	C, D, E, G	C, D, E, G	C, D, E, G, H	C, D, E, G, H	C, D, E, G, H

LIST OF SERVICES	ADULT (FEMALE)	ADULT (MALE)	ADULT (LGBTQ)	MINOR (FEMALE)	MINOR (MALE)	MINOR (LGBTQ)
Translation Services	D, G	D, G	D, G	D, G, H	D, G, H	D, G, H
Substance Abuse Treatment	I	I	I	H	H	H
Office of Refugee Resettlement Cert.						
CP Asst. Office of Refugees Continued Presence	G	G	G	G	G	G
Victim Advocacy	D, E, F, G, J	D, E, F, G	D, E, F, G	D, E, F, G, H, J	D, E, F, G, H	D, E, F, G, H
Literacy Education				H	H	H
Life Skills Training	J	J		H, J	H, J	H
Employment Assistance	J, M	J, M	M	H, J, M	H, J, M	H, M
Transportation Assistance	G, I	G, I	G, I	G, H	G, H	G, H
24-hour Response	B, C, E, F, I	B, C, E, F, I	B, C, E, F, I	B, C, E, F, H	B, C, E, F, H	B, C, E, F, H
Legal Services (12 Elements)	E, G	E, G	E, G	G, H	G, H	G, H

E. Organizations Combatting Trafficking in San Mateo County

Government Agencies Involved in the Response

San Mateo County Sheriff's Office: The Office hosts the San Mateo County Human Trafficking Program. The program is staffed by two part-time employees and several investigators.

San Mateo County District Attorney's Office: Through one dedicated attorney, the agency prosecutes human trafficking and related crimes. Staff: There are three district attorneys assigned to sexual assault cases; one of them also handles all human trafficking cases.



San Mateo County District Attorney's Office – Victims Services: This organization provides advocacy services and other resources, including court accompaniment and case status information to crime victims. Founded: Before 1990; 16 advocates; funded by grants and general County funds.

San Mateo County Juvenile Probation Department: Probation Officers supervise probationers identified as HT victims or are at risk of being trafficked. Staff: There are 2 juvenile probation officers.

Children and Family Services (CFS): Social workers respond to allegations of abuse and neglect which include human trafficking victimization. CFS will respond to oversee the welfare of children by providing on-going support and case management to children and families in need. Additionally, they find safe short-term and long-term living arrangements through kinship care, foster care or adoption for children and transitional youth (up to age 21) who have been neglected, abused or exploited. Staff: 250

Keller Center for Family Violence Intervention: This organization provides acute forensic medical care 24/7 for sexual assault survivors (including CSEC and HT), child abuse, intimate partner/domestic violence, and sexual assault suspects. It provides non-acute forensic medical care, forensic interviews, and case consultations as requested by Law Enforcement, Child and Family Services, and the District Attorney's Office. In the near future, a staff member plans to attend a 3-day training on interviewing for CSEC/HT, who will then train the rest of the forensic investigation team. Staff: 3 staff Medical Providers, 4 Forensic Interviewers, Program Coordinator, on-call Sexual Assault Nurse Examiners, on-call Pediatricians, and contract physicians. Pending: Mental Health Clinician and Project Manager.

San Mateo Medical Center: The hospital provides medical services to all residents of San Mateo County.

San Mateo County Office of Education: The Safe and Supportive Schools, Student Services Division, trains public school staff about the warning signs of human trafficking, protocols for responding and reporting suspicious activities, and case planning for at-risk students.

Behavioral Health and Recovery Services:

Alcohol and Other Drugs -This agency works with over 20 different service providers to make residential treatment, intensive out-patient and regular out-patient care available to county Medi-Cal residents. There are approximately 2,500 adults and 50 minors served each year.

CSEC Protocol Working Group: Judge Elizabeth Lee, Supervising Judge of Juvenile Court, is leading a Steering Committee to prepare a multi-agency CSEC protocol for San Mateo County. Within this Working Group, a CSEC MDT Working Group meets regularly to determine best practices across agencies in order to develop the best response to minor victims of sex trafficking.

Community Agencies Involved in The Response

Bay Area Anti-Trafficking Coalition (BAATC): This organization works in SMC and other surrounding counties to equip and engage individuals, civic groups and non-profits to sustain the fight against human trafficking. They build collaboration between local non-profits to strengthen the continuum of care among victim service providers and educate the public about human trafficking and how to participate in the response. BAATC was founded in 2011. It has 3 full time employees and hundreds of volunteers. It is sustained from private and corporate gifts and grants.

California Massage Therapy Council (CMTC): This entity is a private non-profit organization that operates under legislative oversight of the Business and Professions Committees, with statutory authority under Business and Professions Code Section 4600 et seq. to conduct nationwide background checks of applicants who apply for certification of massage licenses, investigate massage schools for fraud, assist with drafting ordinances promote business integrity, and train police and code enforcement officers. CMTC has approximately 50 employees.

Communities Overcoming Relationship Abuse (CORA): A non-profit domestic violence agency that provides services to victims and survivors of intimate relationships.

Counter Threat Institute (C.T.I.): This is a licensed PI/PPO firm that provides fee-based services to individuals, companies and government agencies to investigate human trafficking. C.T.I. has been in operation for over 10 years and has a 12-person staff.

Freedom House: Since 2010, Freedom House has operated in SMC a dry safe house for female victims of human trafficking called The Monarch. At the Monarch, female victims of human trafficking receive safe home and long-term aftercare up to 18 months. Freedom House is planning to open an emergency shelter in 2018/19.

Justice At Last, Inc.: This is a non-profit law firm that provides free legal services/representation exclusively to human trafficking survivors, regardless of their age, gender identity, nationality or type of trafficking. They specialize in assertions of crime victim's rights, clearing criminal records, family law, immigration relief and identity theft recovery.

LifeMoves: LifeMoves is a nonprofit that serves both San Mateo and Santa Clara counties to provide interim housing and supportive services for homeless families and individuals to rapidly return to stable housing and achieve long-term self-sufficiency. Once in the program, they provide case management, life skills training, job and housing assistance, and mental health support. Founded in SMC in 1987, LifeMoves is supported by both public and private funds. There are 17 housing sites throughout the two counties served by 225 employees and countless volunteers.



Rape Trauma Services (RTS): RTS provides advocacy services to victims of sexual assault. They operate a 24-hour hotline. Additionally, they provide prevention and education training around sexual assault and human trafficking. Founded: 1995; 13 employees/71 volunteers; funded by grants, foundations, private donations, and contracts for services.

Special Operations Silicon Valley (SOS): This non-profit raises funds to provide support to law enforcement agencies in the form of supplies, equipment, additional operations, targeting the arrest and prosecution of sex traffickers. Founded: less than 1 year; approximately 10 employees/volunteers; funded by private donations at fundraising events and grants.

Star Vista:

First Chance Program – This is a sobering station that provides respite stay, short-stay, emergency beds, crisis intervention, and referral services. The program by county and local law enforcement agencies. Law enforcement within the county are permitted to take adult human trafficking victims to the First Chance Program for immediate food and shelter. The program had been in existence for 26 year and employs 15 staff.

Stop Slavery, a Northern California Coalition of Catholic Sisters Against Human Trafficking: This organization educates their religious orders and wider community about human trafficking. They advocate for corrective legislation and social justice policies. Additionally, they operate a poster program to help businesses comply with the human trafficking poster public display requirements. Founded: before 2008; 11 members who represent 10 different religious orders; funded by donations from women’s religious orders.

Organizations Based Elsewhere, But Which Serve San Mateo County Residents

Ruby’s Place: This women’s wet shelter is located in Hayward. It serves female victims of domestic violence and human trafficking. There are 14 beds dedicated to female victims of human trafficking and their children. Recently, Ruby’s Place opened the first shelter for male victims of human trafficking.

The Nest: Advent Group Ministries, located in San Jose, operates The Nest is a home for girls age 12-17 who have been victims of sex trafficking. The home has living quarters for 6 residents. They provide live-in staff, professional counseling, case management, schooling, life-skills and recreational activities in a family-style setting with a 6- to 9-month program. The program is designed to empower survivors. There is an intake process for all clients which may take 48 hours.

Love Never Fails: This organization, located in Dublin, provides a variety of services to human trafficking victims. LNF operates the I AM House of Restoration which is an 18-month safe housing program for adult females and their children. Additionally, LNF is part of a coalition to educate teachers and students through a standardized educational curriculum called PROTECT; provides a workforce development workshops called

ITBIZ; provides one-on-one mentoring for human trafficking survivors or those at-risk; and organizes an annual empowerment event for at-risk boys and men.

Helping Establish Assistance Resource Team (HEART): This is a new organization established in 2018 that helps victims of crime by providing secure online services. Victims may register on a mobile device at HEART4VICTIMS.org, create a victim’s compensation application and set up a virtual post mail box to receive correspondence from government agencies.

F. County Massage Ordinance, Adoption by City

CITIES WHICH ADOPTED LANGUAGE OF COUNTY ORDINANCE CHAPTER 5.44.110 RE: SUSPENSION / REVOCATION <u>VERBATIM</u> (date)	CODE # / Location
Burlingame (2015)	Ch. 6.39.140
Colma (2015)	Ch. 4.05.110
Half Moon Bay (2015)	Ch. 3.88.110
Millbrae (2015)	Title 5, Ch. 5.60.110
Pacifica (2016)	Sec. 5-19.11
Redwood City (2015)	Ch. 18A.12
San Bruno (2015)	Ch. 4.40.110
South San Francisco (2015)	Ch. 10.16.110
CITIES WHICH ADOPTED COUNTY ORDINANCE LANGUAGE RE: SUSPENSION / REVOCATION THAT IS <u>SIMILAR</u> (date)	
Belmont (2015)	Ch. 13, Section 13-9 & 13-10
City of San Mateo (2015)	Ch. 5.44.110
CITIES WHICH HAVE <u>NOT</u> ADOPTED COUNTY ORDINANCE LANGUAGE RE: SUSPENSION / REVOCATION THAT IS SIMILAR	
Brisbane	Ch. 8.10.160
Daly City	Ch. 5.52 et al (Ch. 5.52.210)
East Palo Alto	Ch. 5.36 et al
Foster City	Ch. 5.44 et al
San Carlos	Title 5, Ch. 5.40 et al
CITIES WHICH DO NOT ALLOW MASSAGE BUSINESSES	
Atherton	Commercial establishments are not allowed within the city. The exceptions are Menlo College and Sacred Heart Schools.
Hillsborough	The municipal code doesn't allow for brick and mortar businesses. A home-based massage business is governed

	by Government Code Section 51030.
Menlo Park	A use permit is required with planning commission approval except in residential zoning districts.
Portola Valley	
Woodside	Massage services are not called out in the Zoning Ordinance as an allowed use, so these services are not allowed in commercial areas. The Zoning Ordinance for Home Occupations also does not allow massage services.
UNINCORPORATED CITIES AND AREAS GOVERNED BY COUNTY ORDINANCE CHAPTER 5.44	
Broadmoor, Burlingame Hills, Devonshire Hills, El Granada, Emerald Lake Hills, Fair Oaks, Highlands/Baywood Park, Ladera, La Honda, Los Trancos Woods, Menlo Oaks, Montara, Moss Beach, North Fair Oaks, Palomar Park, Pescadero, Princeton-by-the-Sea, Sequoia, Skylonda, Stanford Lands, Unincorporated Colma and University Heights (West Menlo Park)	

G. Law Enforcement Activity & Training

The Human Trafficking Program currently has two components related to activity and training.

The Program Coordinator is tasked to coordinate three proactive law enforcement operations from January – June 2018, one each in February, April, and June, with two operations focusing on sex trafficking victim identification and trafficker arrest (“anti-trafficking operations”) and one Demand Reduction (“john sting”) operation. These operations are zone-based, with one operation each in the North, Central, and South Zones.

The February operation was an anti-trafficking operation hosted by the San Mateo Police Department (Central Zone); no victims were identified.

A Demand Reduction Operation was scheduled for April 29th, to be hosted by Redwood City Police (South Zone). However, the shutdown of Backpage and other websites advertising commercial sex necessitated changing the operation to focus on IMBs in Belmont. Seven agencies were involved, four IMBs were investigated, three locations resulted in four criminal citations and a variety of administrative violations. No trafficking victims were identified.

An operation hosted by South San Francisco Police (North Zone) is planned for June. During these operations host agencies are responsible for all tactical planning, along with inviting participation from other agencies in that zone.

Training during the period of January – June 2018 consists of offering 2-hours of live training (presented by the Program Coordinator) on human trafficking for sworn officers and deputies in the County. The training is designed specifically to comply with the P.O.S.T. mandate that all sworn officers in the State receive two hours of training. As of May 23, 2018, 65 sworn personnel from 13 agencies have attended the training. This training will be offered a minimum of three times and should continue to be offered in the future.

H. Key Program Events, December 2017 – Present

- 12/1/17: HT Program Coordinator position filled (John Vanek)
- 1/8/18: HT Advocacy Coordinator position filled (Pamela Estes)
- 2/13/18: First meeting of the SMC Human Trafficking Initiative
- 2/28/18: Central Zone Anti-Trafficking LE Operation
- 3/13/18: Second meeting of the Human Trafficking Initiative
- 3/13/18: HT Program delivers update at the USAO – Northern District Human Trafficking Summit for Law Enforcement Executives
- 3/27/18: HT Program delivers 2-hour Human Trafficking for Law Enforcement Training (POST mandated)
- 4/1/18: Coordinators presented to Chiefs at County Wide Issues meeting
- 4/10/18: April HTI meeting
- 4/11/18: Interim Assessment Report delivered
- 4/18/18: Star-Vista First Chance Program agrees to receive adult HT victims 24/7, until intake for other housing options can be conducted
- 4/29/18: South Zone LE Operation focusing on IMBs in Belmont
- 5/8/18: May HTI meeting
- 5/10/18: Notification protocol to Human Trafficking Hotline updated: Contacts are John Vanek, Pamela Estes, and Rape Trauma Service when a caller/victim wants assistance but does not want to be interviewed by law enforcement.
- 5/23/18: HT Program delivers two separate, 2-hour Human Trafficking for Law Enforcement Training (POST mandated)