



**DIANNE JACOB**  
**VICE-CHAIRWOMAN**  
SUPERVISOR, SECOND DISTRICT  
SAN DIEGO COUNTY BOARD OF SUPERVISORS

**AGENDA ITEM**

**DATE:** January 26, 2016

**01**

**TO:** Board of Supervisors

**SUBJECT:** SAN DIEGO REGIONAL HUMAN TRAFFICKING AND COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN ADVISORY COUNCIL UPDATE (DISTRICTS: ALL)

**Overview**

On October 21, 2014 (11), the San Diego Regional Human Trafficking (HT) and Commercial Sexual Exploitation of Children (CSEC) Advisory Council reported to the Board of Supervisors (Board) on its recommendations for combatting human trafficking in San Diego. The recommendations, which outline best practices and specific steps to advance the fight against human trafficking and assist victims, were developed in a summit of interdisciplinary regional stakeholders led by the HT and CSEC Advisory Council. The Board received the 2014 report and adopted its recommendations.

During 2015, San Diego saw real progress in the fight against human trafficking, and many recommendations in the 2014 report were implemented, including enhanced law enforcement and prosecution coordination through the new San Diego Human Trafficking Task Force, new protocols to identify and protect victims developed by Child Welfare and its partners, targeted training for law enforcement, social service and the community, and a groundbreaking local research study on the extent of gang involvement in sex trafficking in San Diego. The study showed us that the underground sex economy represents an estimated \$810 million in annual revenue, and involves an estimated 8,830-11,773 victims/survivors per year.

Today's request includes an update on the implementation of the 2014 Board-adopted recommendations. Today's request would also direct the Chief Administrative Officer to support the HT and CSEC Advisory Council's recommended priority efforts for 2016, which include continued efforts to raise awareness of CSEC and HT among educators and the lodging industry.

A related action on today's agenda recommended by the District Attorney would implement the HT and CSEC advisory Council's third recommendation to conduct a campaign called the "the Ugly Truth" to raise awareness of the harm to children and young people endemic to the sex trade and to shift perceptions that buying sex is a victimless crime.

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**Recommendation(s)**

**VICE-CHAIRWOMAN DIANNE JACOB**

1. Direct the Chief Administrative Officer to work with the Human Trafficking (HT) and Commercial Sexual Exploitation of Children (CSEC) Advisory Council to support its first 2016 action item, supporting the San Diego County schools’ efforts to implement policy and training specific to prevention and intervention of human trafficking as provided for in the school safety plans and consistent with the U.S. Department of Education model on this issue.
2. Direct the Chief Administrative Officer to work with the HT and CSEC Advisory Council to support the Safe San Diego Hotel-Motel Human Trafficking initiative to train members of the lodging industry and raise awareness of human trafficking taking place in those establishments and proper reporting.
3. Receive a report by the San Diego Regional HT and CSEC Advisory Council.

**Fiscal Impact**

There is no fiscal impact related these recommendations.

**Business Impact Statement**

N/A

**Advisory Board Statement**

On January 13, 2016, the San Diego Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council approved these recommendations.

**Background**

On January 14, 2011 (9), the Board of Supervisors (Board), in an action authored by Supervisor Dianne Jacob, District Attorney Bonnie Dumanis and Sheriff Bill Gore, approved the formation of the San Diego Regional Human Trafficking (HT) and Commercial Sexual Exploitation of Children (CSEC) Advisory Council with the goal to implement a holistic, countywide approach integrating the Four P’s Model of the U.S. and California Departments of Justice (Prevention, Protection, Prosecution and Partnerships) as a means to explore best practices in addressing the root causes of trafficking, advance public policy, standardize training and protocols, enhance victim services by creating an optimized, seamless service delivery system and recommend countywide anti-trafficking policies to the Board.

Since its formation, the Advisory Council has been convening regularly and operating through active working subcommittees. In January 2014, the Advisory Council coordinated a regional summit, “Combating Human Trafficking in San Diego County – Best Practices for Today and Tomorrow”, with key stakeholders in the fight on human trafficking to identify gaps and discuss best practices. On October 21, 2014 (11), the Board received a report from the Advisory Council executive committee highlighting key recommendations from summit participants. That report helped lay the framework for the ongoing fight against human trafficking locally, and the Board adopted its recommendations.

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During 2015, the HT and CSEC Advisory Council further developed its structure and voting membership to best coordinate and prioritize implementation of the recommendations. The voting members are composed of the chair and vice-chair of eight subcommittees that meet regularly and include diverse participants with multi-disciplinary experience in combatting human trafficking on many fronts: Child Welfare, Community, Education, Law Enforcement, Prosecution, Research and Data, Survivor Voices, and Victim Services.

The Board, District Attorney, Sheriff, and other critical partners and stakeholders have also prioritized recognizing and combatting human trafficking as a significant public safety threat. As a result, 2015 saw real progress in the fight against human trafficking using evidence-based, coordinated efforts – and many of the Board-adopted 2014 recommendations have already been implemented. These include:

**The Creation of the San Diego Human Trafficking Task Force**

The Law Enforcement and Prosecution Subcommittee’s first priority recommendation was to create a San Diego County regional and centralized Human Trafficking Task Force to focus primarily on the investigation and prosecution of human trafficking, CSEC and related crimes. In January 2015, the San Diego Human Trafficking Task Force (HTTF) was formed with 14 local, state and federal prosecution and law enforcement agencies and is led by the California Department of Justice Bureau of Investigations, Sheriff’s Department and San Diego Police Department. The Sheriff has allocated a full time sergeant and four detectives and an analyst to the HTTF and the District Attorney has allocated two full time investigators and a Team Leader Deputy District Attorney, backed by an entire team from the specialized Sex Crimes and Human Trafficking Unit. The HTTF responds and investigates human trafficking, including CSEC, countywide, and is on call 24 hours per day for law enforcement throughout the county to provide the expertise and resources for effective and victim-centered human trafficking investigation and prosecution. The HTTF also leads efforts to train and build awareness of human trafficking among law enforcement, professional staff, and the community at large. The HTTF is organized to effectively meet the threat of the more sophisticated perpetrators of human trafficking, including their increased use of social media to recruit victims and buyers, the transitory nature of the crime that erodes geographic lines, and the difficulty in identifying victims of human trafficking due to victims’ fear of reporting or the lack of knowledge of the law.

**The Creation of Commercial Child Sexual Exploitation (CSEC) Protocols**

This has been a key recommendation of the Child Welfare Subcommittee. In 2015, the County’s Health and Human Services Agency’s Child Welfare Services led the development of the Interagency CSEC protocol with the creation of the CSEC Steering Committee that includes partners from the Juvenile Court, Juvenile Probation, the District Attorney, Public Health, and Behavioral Health, in addition to many more. The completed CSEC Protocol was submitted to the California Department of Social Services (CDSS), and as a result, Child Welfare Services has received \$550,000 from the CDSS to implement the protocol. Child Welfare Services has identified several CSEC liaisons within their agency to assist with identification and service coordination. The protocol includes screening all minors ages 10 years and older who come into contact with the Child Welfare system for CSEC and responding with Multi-Disciplinary Teams

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to provide timely and appropriate services once a victim is identified. It also includes training for foster youth to increase CSEC awareness.

**Study: “Measuring the Nature and Extent of Gang Involvement in Sex Trafficking in San Diego**

A key recommendation adopted by the Board was to implement research that can measure the magnitude, nature and reach of the problem in our region. This groundbreaking research study was led by Dr. Ami Carpenter of the University of San Diego (USD) and Dr. Jamie Gates of the Point Loma Nazarene University (PLNU) funded by the National Institute of Justice (NIJ) who are the HT and CSEC Advisory Council’s Research and Data subcommittee co-chairs. This research provided invaluable data about the issue. Researchers gathered and analyzed data from hundreds of current and former gang affiliated individuals, schools, law enforcement agencies, and victim service providers. In all, data was collected from 1205 individuals, making it one of the largest, most comprehensive human trafficking case studies in the United States to date. Interviewees included 156 gang affiliated persons and/or traffickers, 702 first-time prostitution offenders, 189 survivors from eight victim services programs, and 140 County school administrators and staff. The study is a large-scale model of collaborative research to impact policy and practice, and serves as a national model for future research on human trafficking more broadly. Key findings in the report include:

- Sex Trafficking is San Diego’s second largest underground economy after drug trafficking. The underground sex economy represents an estimated \$810 million in annual revenue
  - The average age of entry into child commercial sexual exploitation is 14-15.
  - San Diego County’s first credible estimate of sex trafficking victims/survivors per year: 8,830-11,773 of whom 1,766 came into contact with law enforcement
  - At least 110 gangs are involved in commercial exploitation of people, and 85% of pimps/sex trafficking facilitators interviewed were gang involved
  - Significant CSEC recruitment is happening on high school and middle school campuses

The results of this study emphasize the importance of remaining committed to the fight against human trafficking, guided by best practices and accurate information. Based on a recommendation from the 2014 summit report adopted by the Board, the County is in the process of procuring Human Trafficking Research Assistance and Coordination Services to further the effectiveness of the regional response to human trafficking.

While the above major milestones are highlighted, there is significant progress on many other recommendations adopted by the Board in 2014, including every subcommittee diligently working with the Education subcommittee providing multiple trainings to school staff, teachers and students; the Community subcommittee providing trainings and community events to inform businesses about a poster with the National Human Trafficking hotline number; the Victim Services subcommittee working on a more coordinated system of services and creating a list of all the available housing and services for our region; and the Survivor Voice subcommittee creating a Survivor Network of survivor leaders who can support victims of human trafficking. The first of its kind regional summit focus on Labor Trafficking was held and lead by the District

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Attorney and U.S. Attorney with over 200 stake holders participating.

**TODAY’S REQUESTS:**

Moving forward, disrupting CSEC and HT using multi-disciplinary approaches and best practices in accordance with the 2014 recommendations will be critical. Today’s requested actions support the CSEC and HT Advisory Council’s 2016 priority efforts to fight human trafficking on multiple fronts.

Unfortunately, we know CSEC often exploits middle and high school girls. Therefore, it is crucial school staff members know the signs of CSEC and what do if they suspect students are involved. Likewise, it is critical that lodging professionals know the signs of CSEC and HT, and know what to do when they suspect the illegal and harmful activity is occurring at their business. Today’s action will direct the Chief Administrative Officer (CAO) to continue to work with the Advisory Council on implementing efforts to expand CSEC and HT training to educators and school staff at all levels of the hotel/motel industry.

The third priority effort of the Advisory Council is the production of a regional public education campaign. A related action on today’s agenda recommended by the District Attorney would implement the HT and CSEC advisory Council’s third recommendation to conduct a campaign called the “The Ugly Truth” to raise awareness of the harm to children and young people endemic to the sex trade and to shift perceptions that buying sex is a victimless crime.

**Linkage to the County of San Diego Strategic Plan**

Today’s proposed action supports the Safe Communities Strategic Initiative of the County of San Diego’s 2015-2020 Strategic Plan by enhancing public safety and public awareness in an effort to combat human trafficking.

Respectfully submitted,

DIANNE JACOB  
Supervisor, Second District

ATTACHMENT(S)  
N/A

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**AGENDA ITEM INFORMATION SHEET**

**REQUIRES FOUR VOTES:**        Yes      No

**WRITTEN DISCLOSURE PER COUNTY CHARTER SECTION 1000.1 REQUIRED**  
   Yes      No

**PREVIOUS RELEVANT BOARD ACTIONS:**

June 14, 2011 (9), Establishment of the San Diego Regional Human Trafficking and CSEC Advisory Council  
April 14, 2014 (17), Strengthening Penalties for Human Trafficking  
October 21, 2014 (11), Combatting Human Trafficking in San Diego County

**BOARD POLICIES APPLICABLE:**

N/A

**BOARD POLICY STATEMENTS:**

N/A

**MANDATORY COMPLIANCE:**

N/A

**ORACLE AWARD NUMBER(S) AND CONTRACT AND/OR REQUISITION NUMBER(S):**

N/A

**ORIGINATING DEPARTMENT:** District 2, Board of Supervisors

**OTHER CONCURRENCES(S):**   N/A

**CONTACT PERSON(S):**

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