



CITY OF SACRAMENTO

ANNE RUDIN

Mayor

City Hall  
915 I Street, Room 205  
Sacramento, California 95814  
(916) 449-5407

May 16, 1985

City Council  
Sacramento, California

SUBJECT: Recommendations from the Mayor's Task Force on Prostitution

On May 15, the Transportation and Community Develepment Committee voted unanimously to support the following recommendations derived from the report from the Mayor's Task Force on Prostitution.

1) Stricter Sentencing

It is recommended that a letter be sent to the Municipal Court from the City Council requesting a consistent sentencing policy, stiffer sentencing, more cautious use of probation, and stricter penalties for violating conditions of probation. It was also recommended that there be a preliminary meeting between the Mayor's Task Force on Prostitution, interested members of the City Council, and the Sacramento Municipal Court.

2) Development of an Ongoing Education Campaign

It is recommended that SHRA staff evaluate those measures already taken in existing redevelopment areas which in their estimation have been successful in mitigating prostitution, including any measures which have directly involved local merchants.

It was recommended that the Mayor's Task Force take these recommendations and develop an outreach program to areas of prostitution both inside and outside the redevelopment area (e.g., 16th Street).

As a part of this effort, it was also recommended that the Task Force develop a draft fact sheet on the negative impacts of prostitution on businesses (~~lowered property values~~) which would be finalized and distributed by SHRA and the Community Resources Division in the Police Department as part of an information package (that could also include a "sticker" with the phone number of the vice squad).

3) Removal of Structural Inducements

It was recommended that the Council

a) direct the City Traffic Engineer to identify

1) a date certain for removing the F Street barrier to create a 2-way street which would have the side-benefit of breaking up the full block stroll area includes both 16th Street and F Street,

2) how traffic patterns may facilitate prostitution in other high prostitution areas as determined by the Police Department; and

b) direct the Public Works Department to evaluate the effects of increased lighting at "4th and T" in minimizing prostitution, and to then take appropriate steps in other areas of high prostitution.

4) Research of Successful Programs

It was recommended that the Mayor's Task Force be directed to research successful anti-prostitution programs in other cities and return to the Council with a report by the end of the year. (#1)

5) Intensive Education and Media Campaign

It was recommended that the Mayor's Task Force return to the Council in September of 1985 with a detailed plan for an education and media campaign to be held in March of 1986. This campaign could include:

- a) informational series in the Bee and Union
- b) council district meetings
- c) outreach to neighborhood councils
- d) outreach to schools
- e) stepped up arrests
- f) developing measures to publicize names of "johns"

6) Expand the Task Force

It was recommended that the Task Force be expanded to include at least one representative from the Sacramento City Police Department. (#2)

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7) Ensure Adequate Police Support

It was recommended that the Police Department receive adequate resources to continue their current posture of an intensive enforcement effort in the arrest of street prostitutes and "Johns".

8) Extend Term of Task Force

Finally, it was recommended that the term of the Mayor's Task Force be extended to June 1, 1986 to provide the Task Force adequate time to complete their projects, evaluate their success, and formulate final recommendations.

Respectfully submitted,



Anne Rudin  
Mayor

Notes

#1 Because the Task Force has no funds, it was recommended that a phone be supplied for long distance calls.

#2 This recommendation clarifies and formalizes the participation assumed in recommendation #3 Attachment A.

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MEMORANDUM

May 10, 1985

TO: Mayor Rudin

FROM: Kate Karpilow, Administrative Assistant

SUBJECT: Report from Mayor's Task Force on Prostitution

Please see attached recommendations from the task force. After meeting with several Council Members and the Chair of the Task Force, Lia Langley, the following actions might be considered.

1. Relating to Recommendation #2  
Letter to Municipal Court from Council requesting stiffer sentencing, more cautious use of probation, stricter penalties for violating conditions of probation.
2. Relating to Recommendation #3  
To request that SHRA staff evaluate those measures already taken in existing redevelopment areas which in their estimation have been successful in mitigating prostitution, including any measures which have directly involved local merchants.
3. Relating to Recommendation #4
  - a) To request that the City Traffic Engineer
    - 1) identify a date certain for removing the F Street barrier to create a 2-way street which will have the side benefit of breaking up the full block stroll area which includes both 16th and F Streets; and
    - 2) to identify how traffic patterns may facilitate prostitution in other high prostitution areas, as determined by the Police Department.
  - b) To direct Public Works to evaluate the effects of increased lighting on 4th and T in minimizing prostitution, and to take appropriate steps in other areas of high prostitution.

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Should you and the Transportation and Community Development Committee determine that the term of the Task Force be extended, the following objectives might be considered:

1. Requesting the Task Force to research successful anti-prostitution programs in other cities and return with report by the end of the year.
2. Request the development of an outreach program to areas of prostitution outside of the redevelopment area (e.g. 16th Street) based on information supplied by SHRA (see #2 above).
3. To provide a draft fact sheet on the negative impacts of prostitution on business (e.g. lowered property values) to be finalized and distributed by SHRA and the Community Resources Division in the Police Department in an information package (that would include a "sticker" with the phone number of the vice squad).
4. To return to the Council in September of 1985 with detailed plan for a media campaign and be held in March 1986. This campaign could include:
  - a. Informational series in the Bee and Union
  - b. Council District meetings
  - c. Outreach to Neighborhood Councils
  - d. Outreach to schools
  - e. Stepped-up arrests
  - f. Developing measures to publicize names of "Johns"

Should the term of the Task Force be extended, a sunset date of June 1, 1986 would provide the Task Force with time to evaluate the success of the media campaign and formulate final recommendations.

1/ Because the Task Force has no funds, supplying, a phone for long distance calls (e.g. at an empty desk in the City Manager's Office or Police Department would be a possible support service.

To *K* JOHN P. KEARNS, CHIEF OF POLICE  
JERRY V. FINNEY, ASSISTANT CHIEF

Date: May 10, 1985

Ref. No: 5-27

ATTACHMENT B

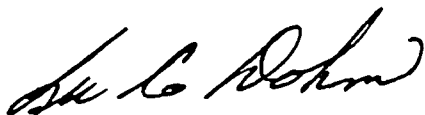
From : LEE C. DOHM  
DEPUTY CHIEF OF POLICE  
OFFICE OF INVESTIGATIONS

Subject: REPORT FROM MAYOR'S TASK FORCE AGAINST STREET PROSTITUTION

I have reviewed the report and recommendations from the Mayor's Task Force Against Street Prostitution, and offer the following comments and/or recommendations.

The report, I believe, covers appropriately various aspects of the problem of street prostitution and I do not take exception to any of the Task Force's recommendations. However, I note the lack of any recommendation for the continued enforcement action that is required by the police department if there is to be any impact upon street prostitution. I would envision that they might have said something to the effect:

*120*  
The Sacramento Police Department must be encouraged and given the necessary resources to continue their current posture of an intensive enforcement effort in the arrest of street prostitutes working the "stroll" areas of the city. A high arrest posture plus tougher sentences for convictions is a deterrent to street prostitution.



LEE C. DOHM  
DEPUTY CHIEF OF POLICE  
OFFICE OF INVESTIGATIONS

WMM:kg

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CITY OF SACRAMENTO

ANNE RUDIN

Mayor

City Hall  
915 I Street, Room 205  
Sacramento, California 95814  
(916) 449-5407

May 3, 1985

Transportation and Community Development Committee  
Sacramento, California

Honorable Members in Session:

SUBJECT: Report from Mayor's Task Force Against Street  
Prostitution

SUMMARY

Attached is a report and recommendations from the Mayor's  
Task Force Against Street Prostitution.

RECOMMENDATION

It is recommended that the Transportation and Community  
Development Committee review the attached report and recom-  
mend approval to the City Council.

Respectfully submitted,

Lia Langley, Chair  
Mayor's Task Force Against  
Street Prostitution

For Transmittal to Transportation and  
Community Development Committee:

Solon Wisham, Jr.  
Assistant City Manager

LL:jb

Attachments



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## CITY OF SACRAMENTO

ANNE RUDIN

Mayor

City Hall  
915 I Street, Room 205  
Sacramento, California 95814  
(916) 449-5407

May 3, 1985

City Council  
Sacramento, California

Honorable Members in Session:

**SUBJECT:** Report from Mayor's Task Force Against Street Prostitution

### SUMMARY

This is a report and recommendations from the Mayor's Task Force Against Street Prostitution. After a thorough study, the committee makes the following recommendations to the Mayor and City Council:

1. An enthusiastic endorsement of this task force and the goal of eliminating stroll areas.
2. The Mayor and City Council communicate to the Presiding Judge of the Municipal Court their collective wish to see tougher sentences for convictions of prostitution and related crimes. Jail sentences are an effective means for curtailing a prostitute's illegal activity.
3. Suggest Sacramento Housing and Development Agency (SHRA) include in their revitalization packet an educational program on the negative effects prostitution has on business and property. Property management would be improved by providing a better tenant profile. Strip coordinators could also point out to merchant and property owner associations that they may at times be more effective than neighborhood associations in combating the problem of street prostitution. Neighborhoods in jeopardy should be made aware of their possible eligibility for revitalization funds.
4. Implement portions of the Central City Plan as appropriate to curb nuisances such as one way streets. Also initiate street lighting bonds for problem areas to discourage nefarious street activities. Make sure city



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services (street cleaning, tree trimming, etc.) are carried out as vigorously in problem areas as they are throughout other areas of Sacramento. Have SHRA consider including sidewalk repair as part of their low cost facade loan program for areas targeted for revitalization.

5. Confront the psychological feelings of isolation by sponsoring in each Council district public meetings to increase awareness of the problems and solutions surrounding prostitution. This would be most effective in the format of a city wide information and awareness month. The Speaker Bureau could consist of a Vice Department officer, District Attorney office representative, and a Municipal Court Judge. Disspelling some of the myths surrounding prostitution would create a more informed citizenry from which to draw juries. It could also increase resident participation in neighborhood and business associations in areas affected by street prostitution.

#### BACKGROUND

On August 21, 1984, Mayor Anne Rudin formally notified by letter each member of the Task Force Against Street Prostitution of their appointment. Mayor Rudin's charge to the T.F.A.S.P. reads, "It will be your responsibility to work with the Police Department and other City officials, as necessary, to define the problem of street prostitution, examine the factors which allow the problem to exist, and make recommendations to significantly reduce the problem." In keeping with these instructions the T.F.A.S.P. has met monthly since September, 1984.

The T.F.A.S.P. is comprised of representatives of several different neighborhood groups, business people, and private citizens who are current or past sufferers from the impact of street prostitution. The City Council in its selection of such a diverse group signaled its desire for a broad based public view of possible causes and potential remedies of street prostitution. Therefore, this report does not reflect the programs or philosophies of any single group now working to curtail prostitution in Sacramento. We feel this distinction is important if we are to effectively carry out our charge.

The problem of street prostitution is one of the concentrated members of prostitutes forming "stroll areas" in different sections of the City. Usually stroll areas begin along commercial strips, sometimes spreading into nearby residential areas. Once an area has been established in the public's mind as a stroll area it becomes "off limits" making it difficult for normal business and neighborhood activities to continue.

Traffic patterns are disrupted, open container drinking is increased, litter is increased, drug usage is increased and home burglaries are increased. Visual and verbal sexual harassment by prostitutes and/or their customers daily confront citizens who would shop, live or work in areas affected by street prostitution. A general feeling of malaise overtakes the affected area. In defining the problem of street prostitution it becomes one of numbers. Eliminating stroll areas would significantly reduce the problems.

T.F.A.S.P. members reported on both physical and psychological factors contribution to the establishment of stroll areas. The problem is often found in areas showing neglect. It is further compounded by traffic patterns characterized by one-way streets and barriers, lack of adequate street lighting, an unwise zoning mix, sidewalks in poor condition, abandoned vacant lots, unlit parking lots, overgrown shrubbery (sometimes on city property) serving as a screen for sex acts and the availability of uncared for public phones frequently used as business phones by prostitutes and pimps.

The psychological factors contribution to street prostitution are several. People hesitant in taking prompt action at the onset of a stroll confusing the issue at hand with their stand on the legalization of prostitution. They may do this out of ignorance not realizing they could be jeopardizing their own civil rights. Areas affected by street prostitution have a higher percentage of rentals and absentee ownership creating a more transient environment, thus there is less personal identification with the area. In distressed areas individual landlords will rent to prostitutes and pimps not realizing they are helping to create an unprofitable rental climate. Residents feel isolated, older people particularly, feel threatened and take no action fearing reprisal. Additionally, citizens living outside a stroll area do not view prostitution as a serious problem, further increasing a sense of isolation. The feeling of being in a hostage situation neutralizes much of the ability to effect a positive change amongst residents and businesses.

In continuing to define the problem of street prostitution, a mutually agreeable plan of cooperation with the Sacramento Police Department was devised. The department has supplied statistics on the activities of the vice detail, the District Attorney's Office and the Municipal Court. A disposition of 723 prostitution related arrests were tracked for 1984 as noted by tables and chart in appendix<sup>1</sup>. The statistics were reported by type of crime, area where arrest was made, and disposition whether by dismissal, monetary fine, or jail sentence. The information was monitored to detect any reportable trends.

1 Out of the 723 arrests for 1984, there are still 167 dispositions outstanding as of 1/7/85.

In 1984 only one out of four convicted prostitutes received a jail sentence. Of that quarter, almost half received sentences of less than nine days. Although a sentence of six months for each conviction is allowable under the law. The large majority of convictions for street prostitution resulted in fines of less than \$300.00. The maximum fine allowable under the law is \$500.00. Currently a street prostitute is able to make the average fine in less than a day. A recent Rand Corp. report cited the overuse of probation as a sentencing tool. Because minor criminals "interpret the criminal justice system's apparent indifference to them as encouragement to commit more crimes believing they can get away with it."<sup>2</sup>

FINANCIAL DATA

No new funding would be necessary. Recommendations utilize existing funding sources.

RECOMMENDATIONS

It is recommended that the following recommendations of the T.F.A.S.P. be recommended to the Mayor and City Council for acceptance and implementation:

1. An enthusiastic endorsement of this task force and the goal of eliminating stroll areas.
2. The Mayor and City Council communicate to the Presiding Judge of the Municipal Court their collective wish to see tougher sentences for convictions of prostitution and related crimes. Jail sentences are an effective means for curtailing a prostitutes illegal activity.
3. Suggest Sacramento Housing and Redevelopment Agency (SHRA) include in their revitalization packet an educational program on the negative effects prostitution has on business and property. Property management would be improved by providing a better tenant profile. Strip coordinators could also point out to merchant and property owner associations that they may at times be more effective than neighborhood associations in combating the problem of street prostitution. Neighborhoods in jeopardy should be made aware of their possible eligibility for revitalization funds.
4. Implement portions of the Central City Plan as appropriate to curb nuisances such as one way streets. Also initiate street lighting bonds for problem areas to discourage nefarious street activities. Make sure city services (street cleaning, tree trimming, etc.) are carried out as vigorously in problem areas as they are

2 The Sacramento Bee, Feb. 3, 1985; The Sacramento Union, Feb. 3, 1985

throughout other areas of Sacramento. Have SHRA consider including sidewalk repair as part of their low cost facade loan program for areas targeted for revitalization.

- 5. Confront the psychological feelings of isolation by sponsoring in each Council district public meetings to increase awareness of the problems and solutions surrounding prostitution. This would be most effective in the format of a city wide information and awareness month. The Speaker Bureau could consist of a Vice Department officer, District Attorney office representative, and a Municipal Court Judge. Disspelling some of the myths surrounding prostitution would create a more informed citizenry from which to draw juries. It could also increase resident participation in neighborhood and business associations in areas affected by street prostitution.

Respectfully submitted,

Lia Langley, Chair  
Mayor's Task Force Against  
Prostitution

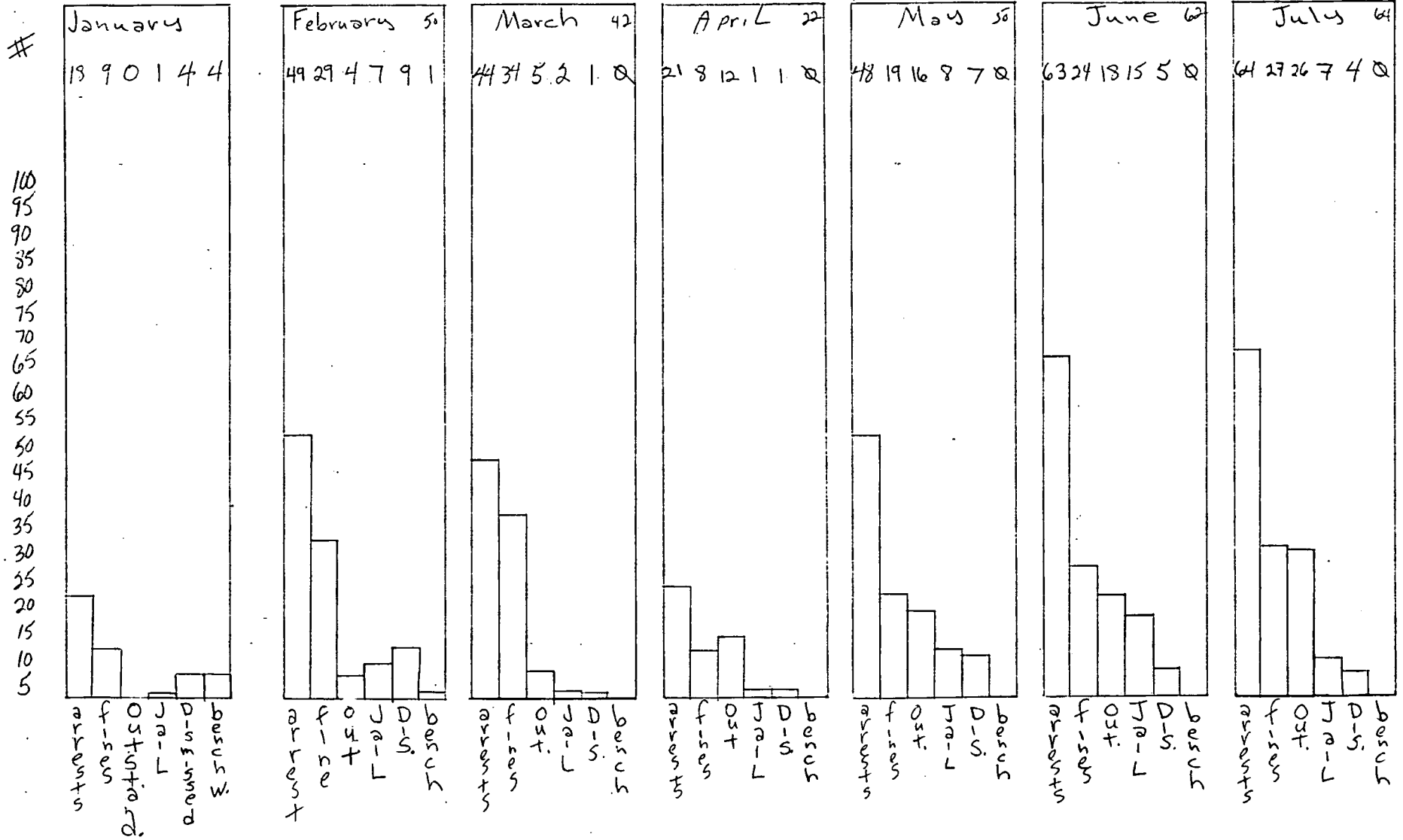
For Transmittal To City Council:

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Walter J. Slipe, City Manager

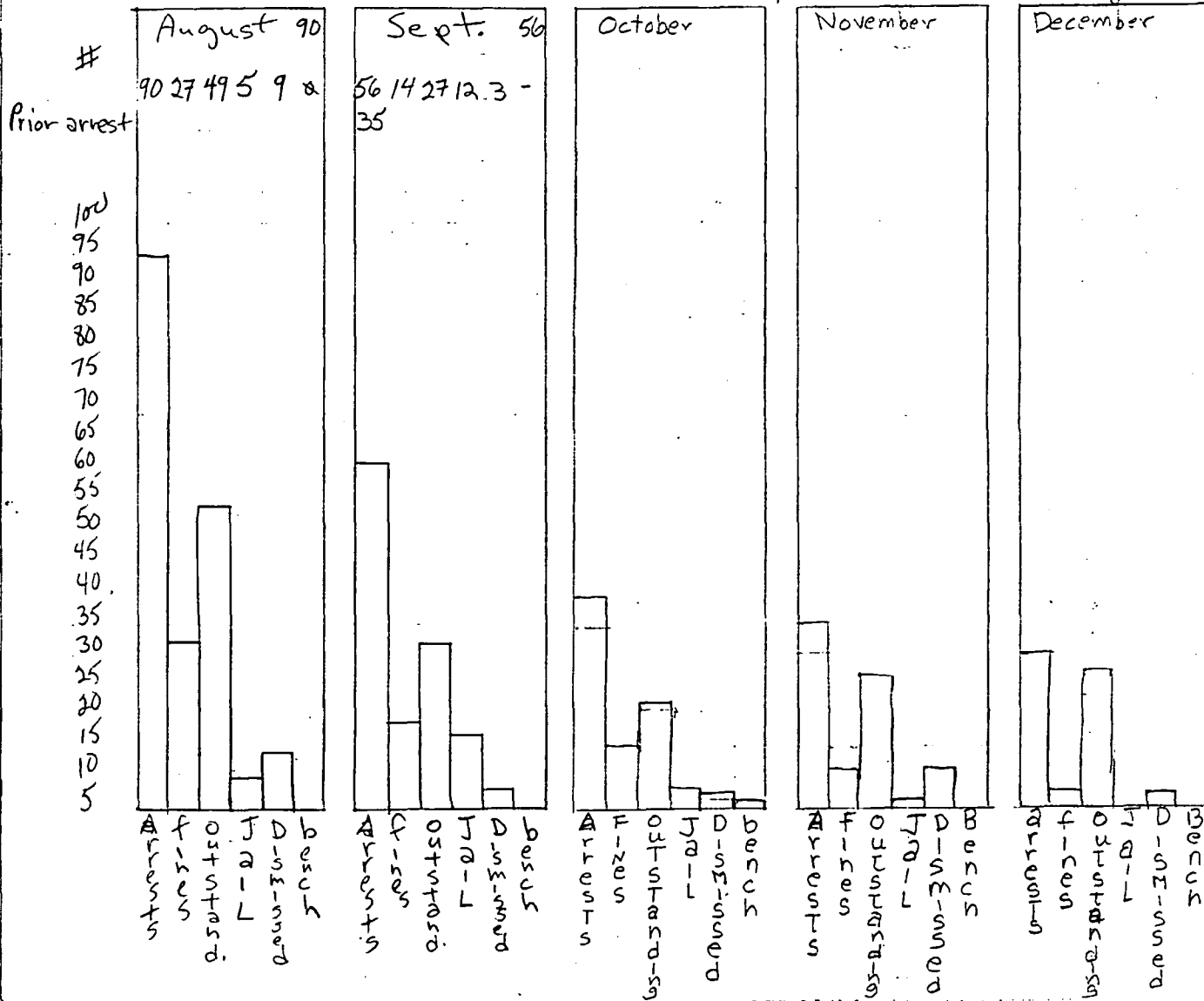
Attachments

Prostitution Arrests and Dispositions for 1984



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Prostitution Arrests and Dispositions for 1984 Page 2



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PROSTITUTION AS OF 1-7-85

647(b)

Arrests & Dispositions for 1984

12- Month Totals

(See attached two sheets for Monthly Details)

TOTAL WITH COUNTY JAIL TIME	77
TOTAL WITH FINES	234
TOTAL BENCH WARRANTS	6
TOTAL DISMISSED	49
DISPOSITIONS OUTSTANDING 1/7/85	167
TOTAL OF ALL ARRESTS	533

NOTE: This tally is based upon the month that each arrest is made not the month of disposition.

PROSTITUTION

647(b) PC

AS OF: 28 DEC 84

1984

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MONTH:	JAN.	FEB.	MAR.	APR.	MAY	JUNE	TOTAL
County Jail Time							
1 to 4 days					1	1	2
5 to 9	1	2	1		2	6	12
10		4				3	7
15							
20							
30					1	1	2
40							
45		1	1		4	1	7
60					1	1	2
90						2	2
100						1	1
160							
TOTAL With Co Jail Time	1	7	2	—	9	16	35
<hr/>							
Fine with no Specific \$ Shown	2			1			3
\$150 or 4 days	2	7	12		1	1	23
\$225 or 6 days						1	1
\$280 or 7 days	5	23	23	9	20	24	104
TOTAL With Fines	9	30	35	10	21	26	131
<hr/>							
TOTAL Bench Warrants	4	1	—	—	—	—	5
<hr/>							
Dismissed by M.C.	1			1	1	4	7
Lack of Corpus		1					1
Lack of P.C.	3	8	2		6	3	23
Inter. of Justice							
TOTAL Dismissed	4	9	2	1	7	7	30
<hr/>							
Dispositions Outstanding	-0-	5	4	11	13	14	47
<hr/>							
TOTAL OF ALL ARRESTS	18	52	43	22	50	63	248



NOTE: This tally is based upon the month that each arrest is made not the month of disposition.

647(b) PC

AS OF: 3 JAN 85

1984

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MONTH:	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	TOTAL
County Jail Time							
1 to 4 days	1						1
5 to 9	4	5	10	2			21
10							
15				1			1
20							
30			2				2
40							
45	3	2	5				10
60					1		1
90	1	2	2	1			6
100							
160							
TOTAL With Co Jail Time	9	9	19	4	1	—	42
Fine with no Specific \$ Shown			1 (\$50)		1 (\$209)		2
\$150 or 4 days	5	2	4	3	2		16
\$225 or 6 days	2	1					3
\$280 or 7 days	26	33	10	7	4	2	82
TOTAL With Fines	33	36	15	10	7	2	103
TOTAL Bench Warrants	—	—	—	1	—	—	1
Dismissed by M.C. Lack of Corpus	2			1			3
Lack of P.C.	2	10	3	1			16
Inter. of Justice							
TOTAL Dismissed	4	10	3	2	—	—	19
Dispositions Outstanding	14	27	17	17	22	23	120
TOTAL OF ALL ARRESTS	60	82	54	34	30	25	285

LAST ENTRY  
12-27-84

PROSTITUTION ARRESTS BY AREA 1984

1984	16 <sup>th</sup> & 17 <sup>th</sup> St			Stockton			12 <sup>th</sup> & other			COMMERCIAL			M-P			
	M	F	M/F	M	F	M/F	M	F	M/F	M	F	M/F				
	647	266	315	370	148	315	647	266	315	647	266	315	647	266	315	6476-DPH
JAN	12	5	3										1			
FEB	35	10	16										7	3		
MAR	42	3	14										1			
APR	14	2	18	1									2	2		
MAY	21	14	12				1						4	10		
JUN	28	32	7	1		2							3	2		
1/2 year	152	96	90	2		2	1						18	17		
JULY	40	12	3	12		2							2			
AUG	40	34		3	12		-	4					5	1	10	0-2
SEPT	11	19	1		11		-	6					5	1		
OCT	18	12		2	9			3					8			
NOV	14	21			8			2					1	3		
DEC	4	6		6	7		2	2					2			0-1
	279	200	1	73	11-61		4	18					41	2-30		0-3

Total for 1984

293 - male arrests  
 430 - female arrests  
 723

Prostitution  
 Arrests by  
 Area 1984

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MEMORANDUM

TO: WALTER J. SLIPE, CITY MANAGER  
FROM: ANNE MASON, ASSISTANT CITY CLERK  
SUBJECT: REFERRAL OF ITEM NO. 25, COUNCIL  
AGENDA OF MAY 21, 1985  
DATE: May 28, 1985

Pursuant to Council action, the following matter is referred to you, regarding issue of police support:

Report from Mayor's Task Force against Street Prostitution

LM/mls/25