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CITY CLERKS OFFICE  
CITY OF SACRAMENTO

APR 23 8 07 AM '86

April 22, 1986

Sacramento City Council  
City Hall  
Sacramento, California 95814

APPROVED  
BY THE CITY COUNCIL

APR 29 1986

Dear City Council Members:

OFFICE OF THE  
CITY CLERK

Earlier this year, you asked the Mayor's Task Force Against Street Prostitution to bring specific recommendations regarding suggestions that group made to alleviate problems caused by street prostitution in residential neighborhoods and commercial areas in Sacramento.

On April 29 we will present three items for your approval.

Item one is the proposed text for a brochure offering suggestions for ways citizens can help solve street prostitution problems in their own neighborhoods and business areas. The Task Force has received an outside layout and production estimate of \$1000. for 10,000 copies. The City could produce the brochure itself, possibly at a lower cost. The Task Force asks that you approve the brochure and make appropriate staff assignments for production and distribution.

Item two introduces a concept for a transitional residence for women working as prostitutes who wish to redirect their lives. We ask that you approve the concept.

Item three is the text of a letter asking Municipal Court judges to adopt stricter sentencing guidelines for convicted prostitutes and customers. The Task Force asks that you approve the contents of the letter, and that it be sent to the Presiding Judge of the Municipal Court.

We expect that we will have additional information and recommendations for you in our final report. As you know, the final report is due June 1, 1986. Because of the hectic end of school schedule which affects at least two members of the Task Force, we ask that you place us on the City Council agenda June 24.

If any of you have questions about these proposals, please call. If I don't have immediate answers I will make every effort to find answers for the April 29 meeting.

Yours sincerely,  
*Lia Langley*

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

REVISED DRAFT

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Preventing Street Prostitution in your Neighborhood

A Pamphlet prepared for: Merchants, Property Owners, Home Owners, Renters and Landlords.

A Pamphlet prepared by: "The Mayors Task Force Against Street Prostitution" in conjunction with the Mayor and City Council Offices.

The Mayors Task Force was appointed in April of 1984. The Task Force 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. Mayor Rudin's charge 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 this brochure has been prepared.

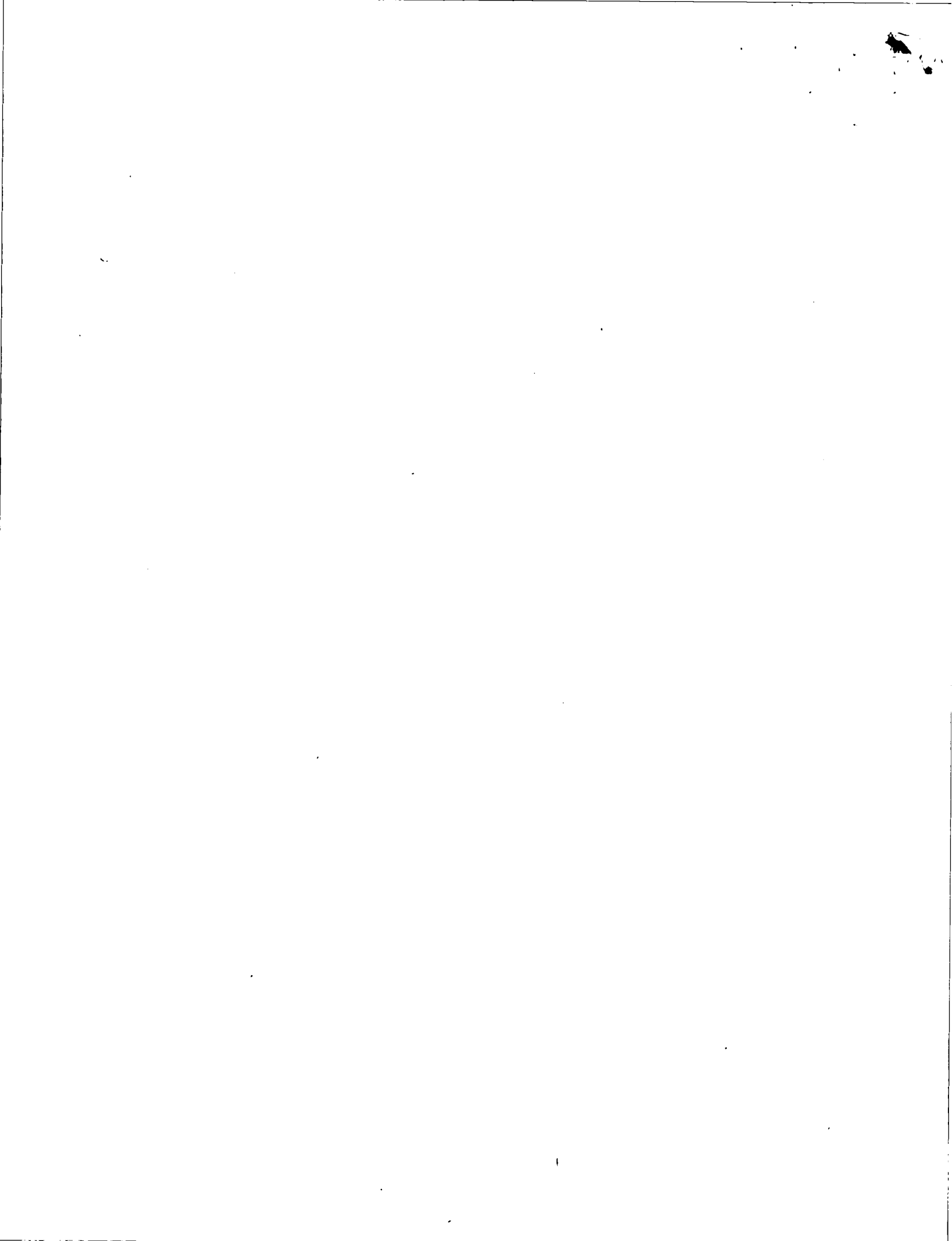
The purpose of this brochure is to address the economic effect street prostitution has on neighborhood property values and business in general in stroll areas. In many areas, one of the major obstacles to a healthy business and residential area is the poor public image perpetuated by the existence of prostitution. Various appraisers have reported that the "adult businesses located in various areas of the community usually have adjacent commercial rental spaces with higher vacancy rates and lower rents than similar commercial property with no adjacent adult businesses".

The estimated cost for commercial printing of the brochure on 60 # book paper in one ink color is approximately \$1000. That figure includes \$250. for typesetting and artwork and \$750 for duplication. For each additional 1000 copies it would be about \$42. The City printer could do the work.

If at all possible, the initial distribution of the brochure should be by June 15. Final determination of the distribution method should be left to City staff. Two suggested methods of distribution follow:

All affected areas except Sixteenth Street and "J" Street are in redevelopment areas. SHRA strip coordinators could distribute to residents and merchants in redevelopment areas, and any additional area merchants and residents could be reached through a separate mailing.

A second alternative is to distribute by placing brochures in utility bills in zip code areas where prostitution has been a problem.



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WHY DOES PROSTITUTION HAVE A NEGATIVE EFFECT ON BUSINESS AND NEIGHBORHOODS?

Once stroll areas are established in a business area it becomes "off limits" to customers and future business owners.

Street Prostitutes do solicit your employees and customers. People walking alone are assumed to be either a potential john (by the prostitute) or a prostitute by passer-bys and all are subject to verbal and visual sexual harassment.

Residents feel isolated, older people fear reprisals from pimps and prostitutes if they take action to eliminate them. They fear their presence if they don't take action.

Drugs, burglary, petty theft and vandalism become more prevalent in known stroll areas due to the unsavory element the area attracts.

Landlords can unknowingly rent to pimps and prostitutes that ultimately force their other tenants to leave due to threats or harassment.

You become the victim of this so-called "Victimless Crime". Your business suffers when your customers find other sources. Your rental property values drop as vacancies appear and there are no new renters. Overall land values drop and there are no buyers.

(Please edit and add additional reasons if needed.)

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WHAT YOU CAN DO AS AN INDIVIDUAL TO STOP STREET PROSTITUTION.

If you see Acts of Prostitution or Acts of Solicitation report them to the Police Department's vice Detail (449-5369). Prostitution is of concern to the Police Department. When higher priority cases prevent an immediate response to your call -- DO NOT GIVE UP CALLING.

Your phone call can still:

- 1) Provide statistics on just how bad the problem is in YOUR area.
- 2) Increase police awareness of the problem, if not immediately, then in the near future.

If you are harassed by Prostitutes, their customers or pimps call Police Radio at 449-5471 immediately and Vice Detail at 449-5369.

What Will Happen?

The police will ask your name, address, telephone, where the problem is taking place and they will also ask you to describe the individuals.

Reports are confidential and they let the police know we are concerned about these problems and help them to keep track of the activity.

Hints for Reporting

If the Prostitute's "customer" drives a company (business) vehicle call the owner of the business and complain, describing the driver. Take down license plate numbers and include them in you report.

Provide complete descriptions of persons involved and identify yourself for quicker police response.

Remember! Discouraging the customer is as important to eliminating prostitution as discouraging the prostitute.

Post city ordinance signs that loitering is against the law. If pimps and prostitutes continue to loiter on your property call the Vice Detail at 449-5369 during each offense.

If you are in a redevelopment area, work with your strip coordinator to educate local businesses and homeowners as to what they can do.

If there is not one already, organize a neighborhood or business association to help deal with the problem of prostitution. If there is one JOIN IT!

WHAT YOUR BUSINESS OR NEIGHBORHOOD ASSOCIATION CAN DO

Several business and neighborhood associations have been successful in reducing or eliminating prostitution from their areas:

4th and T, Stockton Blvd, 16th Street and Del Paso Heights have all made a significant gain in reducing or eliminating street prostitution by organized picketing or marches with Police Department protection. Constant reporting is essential to letting the police know the severity of the problem on a daily basis.

YOUR Business or neighborhood association can:

1. Form an Anti-Prostitution Committee
2. Distribute this educational flyer to residents and businesses.
3. Identify houses of prostitution or areas used as screens for sex acts and report them to the Police Department.
4. Request that the Police Department Vice Detail come to your meeting to discuss the problem from their viewpoint also..ask questions if your calls or complaints have a consistently slow response time.
5. Organize picketing or non-violent marches.
6. Write to your city council person describing the problem and request that they support stiffer sentencing for convicted street Prostitutes and Johns.
7. If your association is one of the eight SHRA commercial revitalization program areas, talk to your area coordinator about organizing a committee within your association. Your coordinator can help organize your efforts and advise what has worked in other areas. If you're not sure if you are in one of the eight SHRA commercial revitalization program areas, call SHRA at 444-9210.

THINGS TO REMEMBER

When you make a report to the police department please remember that prostitution is a misdemeanor and that your complaint can not always be treated as a priority call.

When response is slow, don't get discouraged that nothing will happen or that the police department is not concerned. They are committed to breaking the street prostitution "circuit" in Sacramento.

An ongoing effort will be needed by your business or residential neighbors. A consistent effort will have a profound effect.... don't give up!

If possible join the nearest neighborhood or merchants association. The louder the voice the quicker the police response will be to a given area or stroll.

This Pamphlet's contents are endorsed by Police Chief Kearns, Mayor Anne Rudin and the City Council.

## Item Two: Transitional Residence Concept

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### PURPOSE AND OBJECTIVE:

The Immaculate Conception Community Services, I.C.C., seeks to provide a program enabling women prostitutes to redirect their lives toward a socially acceptable living pattern.

### PROGRAMS DESIGNED TO MEET THE OBJECTIVES:

Participants selected will be housed at no cost to them for approximately six months at an unpublicized address in a home owned by I.C.C.S.

Residents will share in the responsibility of the upkeep of the home, learn personal communication skills, and basic money management.

Participants will be assisted in enrolling in and completing educational and vocational programs.

Participants will be assisted in learning how to apply and interview for a job.

Each resident will be assisted in finding counseling and medical care through existing public social services available in Sacramento. A volunteer staff will act as a liaison between participants and public social services insuring each woman's need is matched with the right agency.

Volunteers will also be sought for personal friendship and guidance for each resident.

Women will be referred to the project by the courts, social service agencies and rehabilitation counselors in county jails. They will be screened to determine personal motivation and commitment to change.

In addition to the services provided to the residents referral services will be provided to non-resident women who are considering redirecting their lives.

### FUNDING:

I.C.C.S. will provide for all expenses with the exception of a program directors salary and one half-time paid assistant. I.C.C.S. will seek public funds in the amount of \$30,000.00 for this purpose.

Item Three: Letter

Judge Barry Loncke  
Presiding Judge  
Sacramento Municipal Court  
720 9th Street  
Sacramento, 95814

Dear Judge Loncke:

As you are aware, the Sacramento Mayor's Task Force Against Street Prostitution has been seeking solutions to community problems created by the existance of street prostitution.

Through cooperation among city police officials, representatives of the District Attorney's office and the Municipal Court, some progress has been made. The formal probation policy developed in 1983 and implemented in 1985 has helped. All three agencies should be commended for establishing the policy and making it work.

Much remains to be done, however. In the Task Force meeting with you, Deputy Police Chief Lee C. Dohm and Deputy District Attorney Ron Johnson, it was clear that the single most effective deterrant to street prosecution after stringent law enforcement policy and careful prosecution is strict and consistent jail sentencing.

Since that meeting, task force members have addressed concerns you expressed about the lack of perceived viable options for women who have chosen prostitution. We believe a relatively small number of women who actually live in Sacramento work as prostitutes here. By far, a larger number travels through Sacramento on a circuit which begins in Alaska or Canada, goes through the California's Central Valley to Southern California and Nevada. It would be an impossible task to provide any realistic alternative to the constantly changing and ever enlarging group of traveling prostitutes.

Before we can devise a plan to assist local women in seeing the possibilities and advantages to a lifestyle less destructive to themselves and the community, we need to make Sacramento a city known for its equitable but enerringly strict penalties for violating prostitution laws. Once that happens, we believe programs could be developed for women who want to change their lives.

One such plan is currently being discussed by the Community Services Committee of the Immaculate Conception Catholic Church. If adopted, the plan would be patterned loosely after Mary Magdeline House, a successful program in the San Feranando Valley. The residential program would direct the women to counseling, teach job search skills, and help build self-esteem.



With a sound plan and careful management, such a plan could go a long ways toward answering some of your misgivings about increased penalties for street prostitution.

But with or without the program, stricter sentences are needed. The City Council is asking that you consider the following guidelines for sentencing convicted prostitutes. We realize that judges rightfully have discretion to decide each case on individual merits, but general agreement would minimize "judge shopping."

- 1) On the first offense, a minimum of five days in the county jail, with additional jail time suspended, three years formal probation and a fine. We would also like to see customers of prostitutes serve an equal sentence.
- 2) For the second offense, ninety days jail sentence and a fine followed by three years formal probation.
- 3) For the third and subsequent offenses, six months in jail and the maximum allowable monetary fine.

We would also like to urge that the practice of giving weekend sentences be used only when it can be determined that the offender has gainful legal employment or is regularly attending school.

Finally, we would like to urge that the practice of grouping multiple offenses and considering them as one be carefully monitored to prevent abuses.

We realize this is a complex social issue, and that there is no simple solution. We appreciate your consideration and attention in helping us address the issue so that all Sacramento neighborhoods can be free of the problems which inevitably follow the establishment of a stroll.

Yours sincerely,

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CITY OF SACRAMENTO

APR 15 4 52 PM '86

Capitol Park Hotel  
1125 9th St.  
Sacramento, Calif.  
April 12, 1986

Dear Lorraine Magana,

At the meeting of the Mayor's Task Force Against Street Prostitution last Thursday, it was noted that the plans were to present their first draft findings to the City Council on April 29, and that it was necessary to have the report filed with the city clerk at least a week before that date.

We of the '80's Ladies & Friends would like to file an opposing report at the same meeting.

So we have drawn up what is at present our report, and enclose it with this letter.

Might we request that this report be handled in the same manner as is that of the Task Force?

Since we have seen the early forms of the TF report, we have no objection to our answer being shown to members of the Task Force if that is deemed useful.

Yours,  
*Bruce Tyler*  
Bruce Tyler

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Bruce Tyler  
1125 9th St.  
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P.O. Box 160300, Suite 298  
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## CITIZENS' REPORT TO THE CITY COUNCIL

ON

### THE MAYOR'S TASK FORCE AGAINST STREET PROSTITUTION

This report is filed on the behalf of the 70% of all the citizens of Sacramento who reject the policies of the Mayor's Task Force on Street Prostitution, and who favor either legalization or decriminalization of prostitution as being the better answer.

1. We have searched the standard literature on the subject, looking for a single instance where increased enforcement and more severe sentences have provided a solution to prostitution for any substantial length of time. We have been unable to find any. All we have found suggests an ever-increasing expense to the city with no effective results. We have also noted that the report of the Mayor's Task Force fails to record a single instance where their proposed policies have been effective.

2. The predictable results of increasing sentences is to increase the motive to demand a jury trial for anyone who is accused. This will not only increase expenses, but will also decrease convictions.

3. Crime and the time it takes police to respond to reports of crimes have both risen since the anti-prostitution campaign began. This flatly contradicts the assertions that the campaign would act to lower crimes of other natures.

4. Rentals and rental rates in the 16th Street area have not been affected by the entry of street-walkers into the area. In fact, the rental rates have doubled during this time, an increase that is roughly equal to the increase in rates throughout the city. There has been a residential development at 19th and K Streets. There have been several attempts to place high-rises and offices in the area. These are inconsistent with the suggestion that the street walkers would lower real estate values.

5. The vacancy rate along Stockton Boulevard has remained steady during the time that street walkers were entering the area.

6. The vacancy rate along Del Paso Boulevard doubled between 1982 and 1985, during the time the 'sex shops' were closed.

7. The vacancy rate in the 4th and T Streets area shot up following the departure of the street walkers, and there have been a large number of buildings demolished without being replaced.

8. We checked 23 buildings where 'sex shops' have closed since the city ordinance was enacted. Of these 15 were still vacant, and one site had been demolished. The others are presently occupied by enterprises that are legal, but which contribute significantly less to the local and city economies.

9. Litter in all four areas appears to remain steady despite changes involving prostitution.

10. Drug dealing has not visibly been abated or increased over the increase in other areas of the cities.

11. Media sources have recorded more than 300 'Johns' as being arrested during 1985. There have been no media references to any of these men being charged with other offenses, not even as having outstanding warrants. This would seem to indicate a very low crime rate among 'Johns'.

12. We have been unable to find any substantial number of Sacramentans who are eager to have their taxes raised to pay for the campaign.

13. We have been unable to find solid facts or references to recognized studies in the Task Force reports, but only assertions that contradict objective and easily available data. The Task Force report could just as well have been written a day or two following its appointment for all the solid matter that has been developed over a period of two years.

14. We find that the only evidence for the existence of a 'circuit' is that the same women may be arrested in several cities over a period of time. Beyond that is mere speculation.

15. We checked the complaints about excessive traffic and loud noises at night during the week-ends along 16th Street to 19th Street, and found that this is due to the re-routing of the youth cruisers, rather than to prostitutes or 'Johns'.

16. We find that rehabilitation or change can happen only when the individual has a deeply felt desire to change. When that desire is non-existent, pressure by others or by communities is ineffective.

## RECOMMENDATIONS

1. We recommend that the report of the Mayor's Task Force on Street Prostitution be rejected on the grounds that its suggestions are contrary to both experience and to qualified studies on the subject, and that the Task Force be censured for its lack of proper preparation in making such a study. It is long on hearsay, but culpably short on facts.

2. We recommend that measures which have in the past always produced little or no effect whatsoever despite great expense should not be endorsed but rather rejected.

3. We recommend that the people of Sacramento have a right to be able to decide this issue on the basis of objective facts and authoritative studies. We recommend an educational campaign that is based on facts and objective data rather than upon unsupported assertions that are so often in direct contradiction to the easily verifiable facts. To accomplish this, we recommend that if the report of the Mayor's Task Force is to be distributed by the Sacramento Housing and Redevelopment Agency or by the Sacramento Police Department, or by any other civic body, then copies of this '80's Ladies & Friends report should be distributed along with it.

4. We recommend that the present city ordinance regulating massage parlors and escort services be repealed.

5. We recommend that prostitutes be seen for what they truly are, fellow human beings. When people meet people on the basis of being people, we are soon able to estimate and evaluate each other on that basis. When people--any people--are regarded as being representatives of a specific group or class, then we form opinions and judgments on the basis of our understanding of that group or that class rather than as individuals. This is why most people who meet prostitutes as being people are in favor of decriminalization, and why those who meet (or shun) them on the basis of being prostitutes are in favor of suppressing them.

6. We recommend that the City Council notify the Police Department that prostitution should be placed on a low priority of enforcement, and that serious crimes should not be permitted to rage in our community while the police are diverted from their proper pursuit of criminals to the pursuit of prostitutes and 'Johns'.

7. We recommend that participation in projects aimed at rehabilitation or personal change should primarily be of those who feel a deep desire to change. Participation to avoid jail or by court order should be avoided except under extreme circumstances.

FACT SHEET ON PROSTITUTION

There can be no doubt that the majority of the people of Sacramento believe that prostitution should not be illegal. This has been shown by many polls and in many statements of opinion. It may well be the sole area of agreement on the subject.

Even the members of the Sacramento Mayor's Task Force on Street Prostitution readily admit that their biggest problem is what they refer to as being the 'apathy' of most citizens and merchants. They also acknowledge that a large part of the citizenry and the merchants are sympathetic to the prostitutes. Some of the statements made at meetings of the Task Force would tend to indicate that the members believe that they are almost alone in their opposition to prostitution. In fact, only about half of the members of the Task Force regularly appear for the scheduled meetings.

We do not believe that such a small minority should be the only ones heard on the question, but that there should be a presentation made on the behalf of those who question the illegality of prostitution.

This report is part of such a presentation.

During the late 1960's, San Francisco appointed a Committee on Crime to study the entire structure of criminal activity in their city. In 1971, this committee released its report on non-victim crimes in San Francisco. Part of this report dealt with prostitution.

Under the heading "The Cost and Futility of Enforcement", the committee said:

"Based on their investigations, members of the Committee's staff concluded that it cost the city more than \$270,000 to arrest, process and prosecute 2,116 prostitution arrests to the point of sentencing during 1967, plus probable county jail costs in excess of \$100,000 for those convicted of a prostitution offense. The total: more than \$375,000, or an estimated per arrest cost in excess of \$175. These costs were undoubtedly even higher during 1969.

"What do San Francisco taxpayers buy for \$175 every time a prostitute is swept up off the street? They buy essentially nothing of a positive nature, and a great deal that is negative. Without really affecting the problems associated with prostitution, they are supporting a futile operation and one of the most cynical conducted by any level of government." (Page 20)

During the past twenty years, police, court and jail costs have risen even more sharply than the cost of living. Presently the costs must be estimated at three or four times that of 1967, and even that would err on the low side rather than over-state it.

The same Committee commented on an earlier suggestion that sentences should be made more severe:

"The legislature may have thought that stiffer sentences would increase the 'cost of doing business' and thereby discourage prostitution. But if mandatory penalties increase, there are more jury trial demands, more continuances, and, following conviction, more appeals." (Page 25)

Increased jury trial demands mean increased shortages in the police department as officers will be required to appear in court to testify concerning the case.

Increased jury trials will also mean fewer convictions, as juries are inclined to acquit more often than are judges. At the November meeting of the Mayor's Task Force, Ron Johnson of the District Attorney's office stated that his office prefers to handle prostitution cases on a basis of probation violation, since this can be heard before a judge only, and thus not only costs less, but is more likely to result in a conviction.

Many citizens, if taken away from their daily concerns to serve on a jury, will be disgusted to find themselves hearing a case that is a prostitution offense. They will decide that it is a waste of their time and talents, and will re-act against the judicial process to find for the defendant as a protest.

The California Senate Committee on Judiciary also prepared a report on prostitution that was issued in 1977, and found it could sum up its findings only by quoting the San Francisco Committee on Crime statement: "We can do little worse by trying something different."

Both of these reports are readily available at the State Library. We have been unable to find any indication that the Mayor's Task Force availed itself of this accessibility.

At the November meeting of the Task Force, questions and suggestions were made to Judge Rudolph Barry Loncke, Deputy District Attorney Ron Johnson, and Deputy Police Chief Lee C. Dohm. Conspicuously absent and uninvited was any representative from the Public Defender's office or anyone who had experience in the legal process from the defense point of view. It sounded to an opposing observer that the Task Force was more interested in giving advice to the judge, district attorney and police than it was in obtaining their advice and suggestions.

During the time that street prostitution was spreading in Sacramento, crime fell from 36,661 in 1981 to 31,202 in 1982 and 30,606 in 1983. The first six months of the campaign in 1984 saw an increase in crime, and 1984 ended with a total of 30,499, only six crimes less than the preceding year. 1985 saw an increase to 34,148.



There seems to be no available break-down by neighborhoods of the total crimes. City-wide, the figures for crimes advanced by the Task Force as becoming more prevalent in known stroll areas are:

Crime	1983	1984	1985
Crime Index	30,505	30,499	34,148
robbery	1,553	1,645	rose 26.6%
assault	1,258	1,314	rose 2.7%
burglary	9,339	9,408	rose 6%
larceny	16,074	15,604	rose 11.1%

Police Chief John P. Kearns stated that the police are understaffed to the point that it now takes eight minutes to respond to potentially life-threatening calls, and that is an increase of two minutes over last year. He also has stated that one out of six high-priority calls finds no officer available to respond.

During 1985, there was also a decrease in the percentage of crimes 'cleared' or solved of 2.3% over 1984.

No figures are available for drug sales, but most estimates are that these have risen sharply in the past two years. This is irrespective of the presence or absence of prostitutes in the areas.

Identification of some of the 'Johns' involved has shown them to be exactly what prostitutes have long claimed them to be: respectable family men between the ages of 25 and 50 who persecute during the day and patronize at night. This seems to cast great doubt on the reports that these 'Johns' have been harassing women on the streets.

We have checked the clippings from the Sacramento Union covering the citations of 'Johns' during 1985. We added the numbers together to come up with a total of 309 arrests reported by both the Sacramento Police Department and the Sheriff's Department. In none of these clippings, nor in other media articles, were there references to the 'Johns' being accused of felonies or misdemeanors other than solicitation for prostitution. There were no accounts of outstanding warrants for any of these customers. We did find accounts of law-enforcement officers being arrested for solicitation, but no accounts of any criminal being identified or apprehended as a result of such endeavors. We believe that any such apprehensions would provide good material for the anti-prostitute campaign and would have been fairly well publicized. The absence of these accounts is hardly explicable except on the theory that there were very few or none.

An article on another subject stated that when the police were called to release two men trapped in an elevator, both were checked out and one proved to have a warrant outstanding against him. The article stated that it is routine to check out the record of anyone who is officially contacted by the Sacramento Police Department for any reason whatsoever.

We studied the classified ad section of the Sacramento Bee to find out the changes in rental rates in the 16th Street area over the time of the entry of the street-walkers. Between 1979 and 1985, the rentals published doubled, just as did rentals in most of the rest of Sacramento over the same period. In addition, a large residential complex was constructed along 19th and K Streets that from the outside seems to be fairly luxurious. There were several attempts to begin construction of high-rises and offices that were disapproved by city authorities.

We studied the vacancy rates along Stockton Boulevard during the period when street-walkers were moving into the area. In 1976, the Polk City Directory listed 23 vacancies. In 1982, it listed 26 vacancies. The Haines Directory for 1985 listed 26 vacancies.

We studied the vacancies along Del Paso Boulevard following the time when the massage parlors and escort services were closed. In 1976, 18 vacancies were listed. In 1982 there were 15. In 1985 there were 32. The vacancies had doubled after the 1984 closings. Since then, \$260,000 in reclamation funds have been put into the area, matched with private money, and the light rail construction has reached Del Paso. When last seen, things were looking a little brighter as these other factors began to take effect.

We studied the T Street area where street prostitutes had been ousted by a neighborhood group about 1980. In 1976, the Polk City Directory listed 4 vacancies on T Street between 3rd and 5th Streets. In 1982, it listed 8. The Haines Directory for 1985 listed 14. Cross-streets 4th and 5th show similar changes. There are also signs in these directories that a large number of residences that were standing and in use in 1976 have been demolished and not replaced. Visiting the area confirms the high percentage of empty lots, which are not enumerated in the directories.

Early in 1984, the licensing ordinance enacted by the City Council resulted in the closing of many massage parlors and escort services. In October and November 1985, we visited the locations to discover what had happened to the buildings. Of 23 former 'sex shops' we found that at least 15 were still vacant. Another had been demolished. Still another could not be ascertained whether it was occupied or vacant. Six had been replaced by businesses of a non-sexual nature, and one appeared to be partly in use as a residence and partly for storage.

We can only conclude that blaming prostitution for vacancies and/or real estate values is an over-simplification, and that the real dynamics of real estate proceed in their own way irrespective of the presence or absence of prostitutes.

We have found no reason to believe that the Task Force has done even such elementary and uncomplicated research on the subject. In fact, we presented our results to the Task Force and found that these were ignored rather than challenged or refuted.

The California Attorney General's Report on Crime and Delinquency in California 1984 lists 4,763 white females and 5,541 Black females arrested for prostitution during the year. This is far from the demographic breakdown of the two races in the state.

Present and predicted governmental policies with the increased cuts in social programs have increased the number of prostitutes on the streets. Prostitution is about economics, just as is any other job or profession. The majority of prostitutes are single mothers with children to support, many also support elderly relatives on fixed incomes. 2/3rds of female-headed households are on welfare. A welfare recipient in Sacramento receives about \$236 a month. This has gone relatively unchanged during a period when rentals have doubled, and it is difficult to find housing for less than \$200 a month.

Prostitution figures in 1984 and 1985 for Sacramento are not true comparison figures, in that during the San Francisco political convention many prostitutes moved to other cities for a very short time, and then returned to their regular beats.

Venereal disease rates among prostitutes are extremely low. Prostitution accounts for only 5% or less of the current rate of incidence. This is far below the percentage of sexually active people who are not prostitutes.

Several studies have been published that examine the varying rates between prostitutes who use intravenous drugs and those who do not. These uniformly show that IV drug users have a fairly high rate of infection, and non-users have a very low or non-existent rate of infection.

While AIDS rates in Africa are about equally divided between the sexes, in the United States and Europe there are about 19 males afflicted for every female.

In December the Centers for Disease Control reported only 27 cases where a male has even possibly been infected by a prostitute (male or female) by sexual means. They also report only 28 cases where a male has even possibly been infected by any female. Since then one documented case of female to male transmission has been published, and that was the result of a relationship of long standing rather than a casual encounter. Some suspicions have been published that for a woman to contract the disease syndrome from a male takes a long relationship with an infected man rather than the casual contact prevalent in homosexual circles.

Studies locating the virus in females have noted that the number present is extremely low in comparison to the count in the blood.

Some vigilantes claim they are trying to save the prostitutes from suffering and degradation. More prostitutes seem to resist being saved than to cry out for help.

Many self-help groups such as Alcoholics Anonymous insist they cannot help anyone who does not have a deeply felt desire to change his/her life style. AA has stated that court-appointed referrals of those who are not really interested in the program only serve to strain the resources of AA without providing very much at all in terms of rehabilitation or reform. There is little doubt that such measures taken to reform prostitutes against their wills can have but similar results.

48% of prostitutes enter the life by self-introduction, led only by the need for economic support. 38% were drawn into it by another prostitute. 2% were forced into it by pimps or others. A local case involved a runaway who was held captive by aspirant pimps, but refused to give in despite savage treatment. She was able to escape. This points out the difficulty involved in either debasing or reforming a person against her will.

81% become prostitutes for the money. 5% entered to support a drug habit, although many took up drugs later. The total number of users is not known, nor is the number of users in the general population or athletic or entertainment personalities. These facts were discovered by a former San Jose policeman who interviewed street-walkers in his area.

Perhaps some women become prostitutes for the same reason that was offered by 'Sally Stanford' in her autobiography. She was convicted of being a madam when she thought she was innocent, and so determined that she would become the best madam in the entire city since she had no other alternative.

Many prostitutes enter the profession because they find they are safer on the streets than they are in their family homes. A study of runaways conducted at the University of Pennsylvania School of Nursing found that among runaways 73% of the girls and 38% of the boys reported having been sexually abused by their families. 73% also reported having been physically beaten, with 43% saying this was the reason for leaving home. 46% of these were from intact families where both birth parents were present.

The Summer issue 1984 of The Journal of Criminal Law and Criminology carried an article stating that sex crimes are sentenced more heavily than non-sex crimes, even though the sex offender more closely fits the profiles for potential rehabilitation than do non-sex offenders. The writer makes a footnote: "Thus, extreme reactions to sexual offenses may be a method of pruriently indulging in sexual fantasies."

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This fact sheet prepared by Bruce Tyler, 1125 9th St., Sacramento, California and by the '80's Ladies and Friends.





# CITY OF SACRAMENTO

## INTER-OFFICE ROUTING

To: \_\_\_\_\_

Dept/Div

Attn: Lia Langley

For Your Information

Date 4-18-86

Per Your Request

Please Comment

Take Necessary Action

Comments

Attached is a copy

of Bruce Tyler's letter.

As discussed, you will

contact members of the

task force and tell them

*Agenda  
4-24-86  
copy item  
with Proposition  
7.7 item.*

Jamie

SIGNATURE

City Clerk's Office

TITLE OR DEPT.

MEMORANDUM

TO: WALTER J. SLIPE, CITY MANAGER

FROM: LORRAINE MAGANA, CITY CLERK *LM*

SUBJECT: REFERRAL OF ITEM NO. 13, COUNCIL  
AGENDA OF APRIL 29, 1986

DATE: MAY 2, 1986

Pursuant to Council action, the following matter is referred to you:

Production of brochure from Mayor's Task Force Against  
Street Prostitution. Assist in development of a  
transitional residence.

LM/lw/13

13

MEMORANDUM

TO: MAYOR ANNE RUDIN  
FROM: LORRAINE MAGANA, CITY CLERK  
SUBJECT: REFERRAL OF ITEM NO. 13, COUNCIL  
AGENDA OF APRIL 29, 1986  
DATE: MAY 12, 1986

Pursuant to Council action, the following matter is referred to you:

Letter to be sent from City Council to Judiciary requesting  
stiffer sentences for cases involving street prostitution.

LM/lw/13