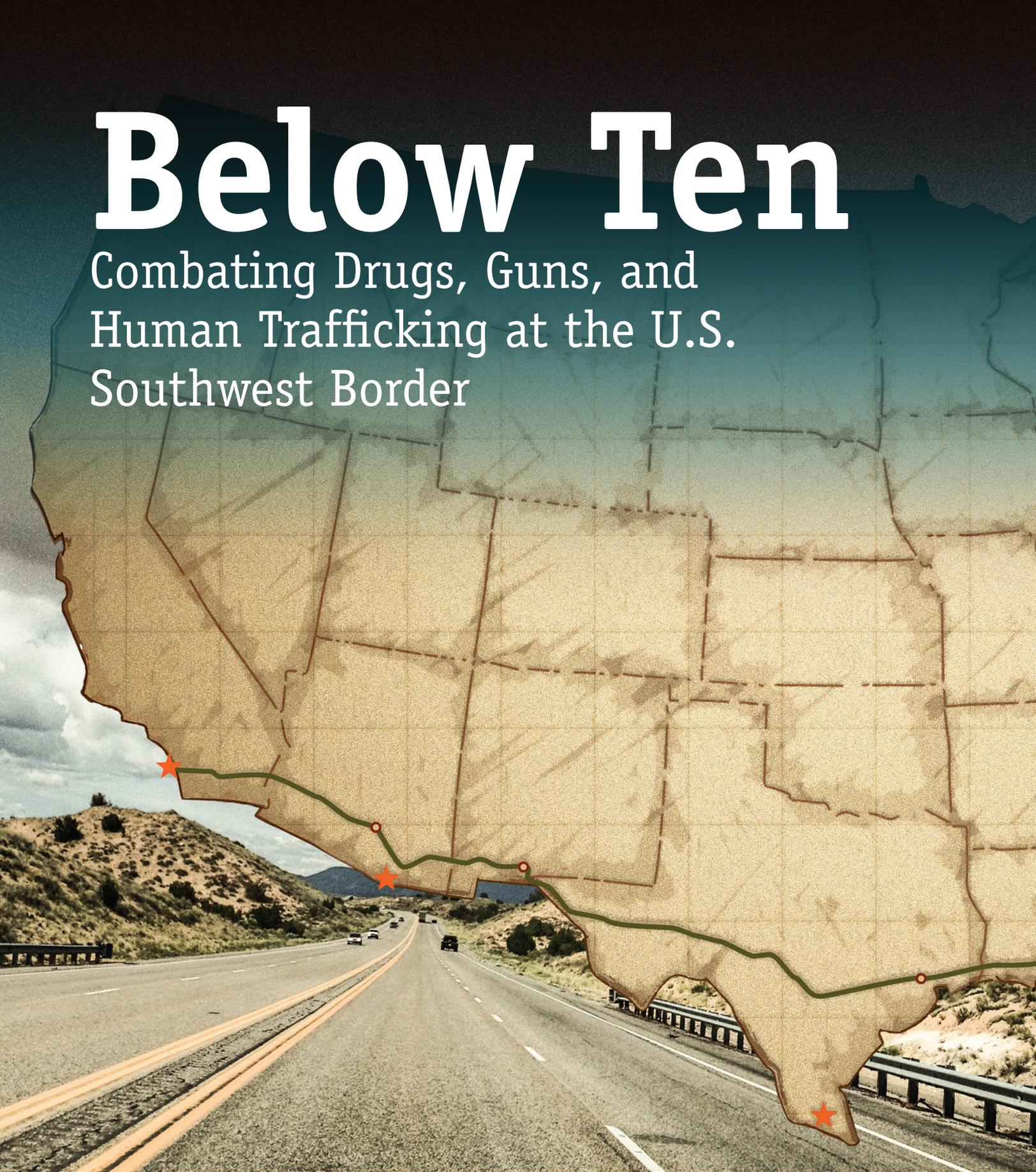


# Below Ten

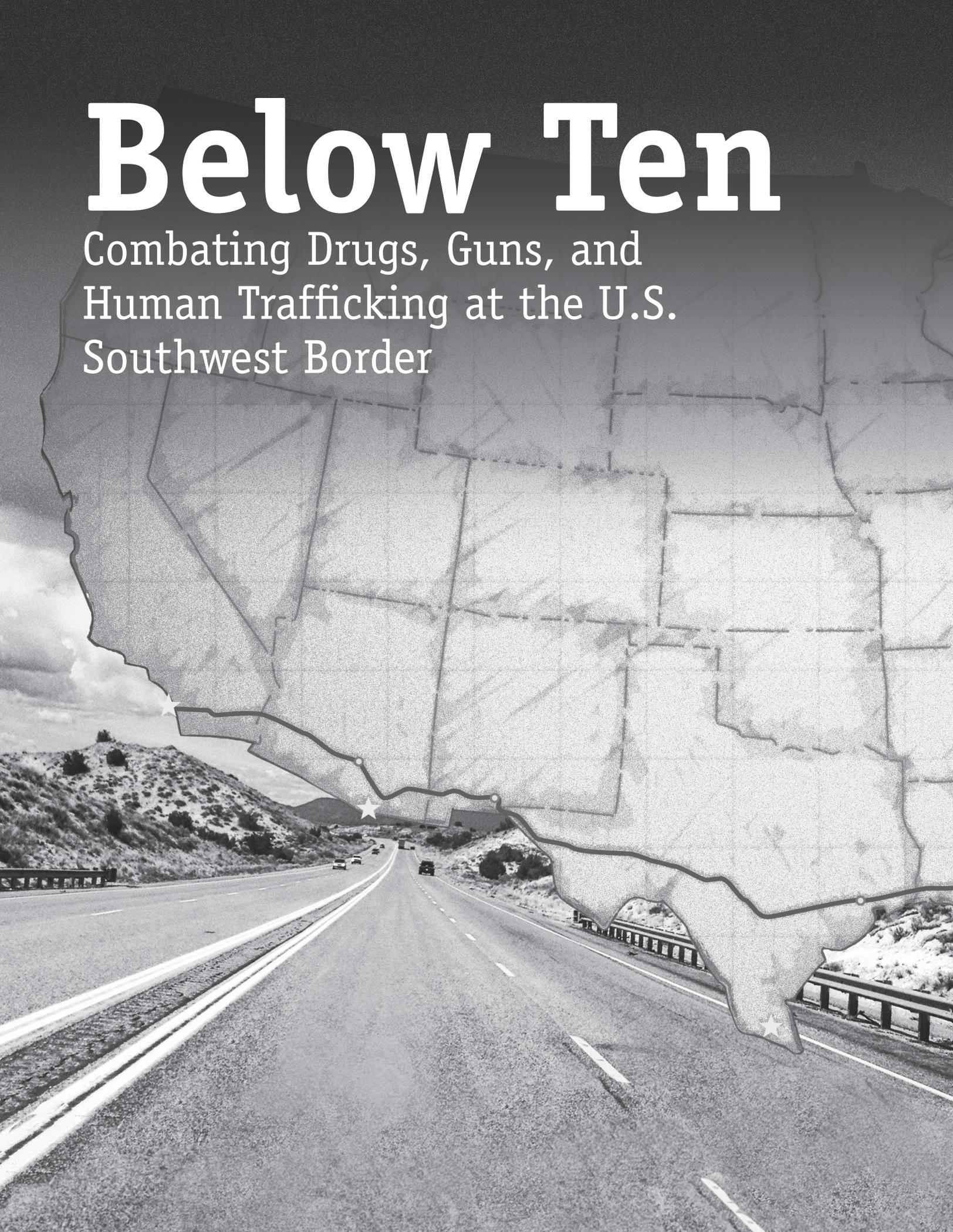
Combating Drugs, Guns, and  
Human Trafficking at the U.S.  
Southwest Border





# Below Ten

Combating Drugs, Guns, and  
Human Trafficking at the U.S.  
Southwest Border



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Strategic Applications International (SAI) wishes to thank the three jurisdictions that participated in this project—San Diego County, California; Nogales, Arizona; and Pharr, Texas—for their commitment to addressing the unique challenges facing border communities. Each jurisdiction engaged in an action-planning process that engaged all key stakeholders to develop comprehensive solutions to address guns, drugs, and human trafficking.

In San Diego, the focus on human trafficking has been supported by the full commitment of the San Diego County Board of Supervisors, who formed the San Diego Regional Human Trafficking and Commercial Sexual Exploitation of Children (HT and CSEC) Advisory Council to provide recommendations and leadership on this issue. SAI appreciated the privilege of working with the leaders and members of the council to provide technical assistance and facilitation of the action planning process that resulted in the work plans for each of the eight council subcommittees discussed in this publication. In particular, the unified leadership of Supervisor Diane Jacobs, San Diego Board of Supervisors; District Attorney Bonnie Dumanis, San Diego County District Attorney's Office; and Sheriff Bill Gore, San Diego County Sheriff's Department, made it possible to mobilize a comprehensive analysis and response to human trafficking in San Diego County. SAI worked closely with the chairs and co-chairs of the HT and CSEC Advisory Council subcommittees, including Summer Stephan and Mary Ellen Barrett of the San Diego County District Attorney's Office; Jamie Ledezma, San Diego City Attorney's Office; Jenee Littrel, Grossmont Unified High School District; Mara Madrigal-Weiss, San Diego County Office of Education; Art Wager and Christina Bavencoff, San Diego County Sheriff's Department; Chris Cameron, San Diego Police Department; Fran Cooper, Polinsky Children's Center; Charisma De Los Reyes, Child Welfare Services; Ginger Shaw, California Against Slavery; Rachelle Kimberling and Ami Carpenter, PhD, University of San Diego; Jamie Gates, PhD, Point Loma Nazarene University (PLNU); Verna Griffin-Tabor, Center for Community Solutions; and Susan Munsey, Generate Hope. In addition, we extend special thanks to President Bob Brower of PLNU for hosting the action-planning summit at his university's conferencing facility.

Leadership and support staff in Pharr and Nogales were also critical in the implementation of the summit, survey, and follow-up activities. Chief Ruben Villescás of the Pharr Police Department engaged his team, including Robert Garcia, Crime Analysis, who served as the project liaison. George Silva, Santa Cruz County Attorney, led the Nogales effort with support from his staff.

SAI recognizes the team who participated in this project, including James Copple; Colleen Copple; Heidi Wilson; Jessica Drake; Jason Drake; and consultants Anthony Coulson, Angela Baldesare, Shannon Nagel, and Carina Hinton, who served as support staff to the San Diego Regional HT and CSEC Advisory Council in preparation for the action-planning summit.

Finally, we wish to thank Patrice Howard and the publishing team of the U.S. Department of Justice's Office of Community Oriented Policing Services for their guidance in shepherding this document through development, design, and publication.





# Letter from the Director of the COPS Office

Colleagues:

Recognizing the many challenges that southwest border communities face in addressing crime and public safety problems, the COPS Office worked to create the Below Ten project to address crime in border communities. The project focused on three cities located on or south of Interstate 10: San Diego, California; Pharr, Texas; and Nogales, Arizona.

Through Below Ten, community representatives worked with law enforcement, social services, health professionals, public works officials, and other local stakeholders to create action plans that would meet each jurisdiction's unique needs. Each program differed from the others in some respects, and yet all of them incorporated strategies based on key community policing principles: collaboration, problem solving, and organizational transformation.

This report details the activities of each jurisdiction, describing the summits they held to develop plans, the findings of the surveys they took, and recommendations they made as well as the practices that were adopted and the results each city has seen. The report underscores the values of interagency collaboration and networking.

It also highlights the importance of problem solving through partnerships that involve a community's local law enforcement, residents, and commercial sector. These are the people on the ground in their neighborhoods, who are most familiar with the practical considerations and below-the-radar activities that must be addressed—individuals such as the truck drivers who work on both sides of the border and the ranchers whose land is often crossed by migrants.

On behalf of the COPS Office, I thank the chiefs, the sheriffs, and the participants from San Diego, Pharr, and Nogales for so generously giving their time and efforts to the Below Ten program. We applaud their commitment to this project to make a difference in their communities and show how local, state, federal and tribal law enforcement agencies can work together to make our borders safe and secure. I also want to express our appreciation to our grantee, Strategic Applications International, for their work in hosting the summits and developing this report.

Sincerely,



Phil Keith  
Director  
Office of Community Oriented Policing Services





## About This Project

In 2012, the Office of Community Oriented Policing Services (COPS Office) issued a request for proposal to apply the principles of community policing to border issues related to guns, drugs, and human trafficking, having recognized that these issues presented unique challenges to Southwest border communities. Strategic Applications International (SAI) invited each of the 10 cities on the southwest border of the United States<sup>1</sup> to participate through the Below Ten: Mobilizing Border Cities to Address Guns, Drugs, and Human Trafficking project, funded by the COPS Office.

Three sites responded and were selected to participate: San Diego County, California; Nogales, Arizona; and Pharr, Texas. Each site took a different focus, with San Diego addressing human trafficking, Nogales targeting the business community and ranchers, and Pharr focusing on the impact of unaccompanied minors crossing the border from all over Mexico and Central America. In addition, each site developed its own unique focus based on the issues most affecting that community. Nogales focused more on drugs and guns than the other sites, but illegal immigration was also an issue for Nogales and Pharr.

The design of the project focused on bringing the three core pillars of community policing—problem solving, partnerships, and organizational transformation—to the challenges associated with crime in border communities. The specific strategies included the following:

- an assessment of the nature of the problem and a baseline of the current response in each of the three sites;
- technical assistance to each site to form a community coalition to work with on the local area of concern;
- development of an action-planning process (problems, barriers, and solutions) to mobilize the key stakeholders;
- facilitation of a local summit to develop a comprehensive and integrated response to their area of focus;
- a survey to provide the community and participants the opportunity to rank each of the solutions identified for importance and feasibility;
- development and implementation of a work plan for the community coalition based on the results of the action planning summit and survey results;
- ongoing technical assistance in fully implementing their plans.

All three jurisdictions completed the assessment, action-planning, and survey processes and have used the results to guide local priorities. San Diego County made use of the action-planning process to fully mobilize a wide range of key stakeholder groups in a comprehensive and coordinated effort that has been institutionalized and funded through local government commitments to implement the recommendations and the work of the San Diego

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1. The eligible cities were (1) Brownsville, Texas; (2) McAllen/Pharr, Texas; (3) Laredo, Texas; (4) El Paso, Texas; (5) Deming, New Mexico; (6) Douglas, Arizona; (7) Nogales, Arizona; (8) San Luis/Yuma, Arizona; (9) Calexico, California; and (10) San Diego, California.



Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council. Pharr used the results to inform and focus the Smart Policing project its police department was engaged in through the Bureau of Justice Assistance (BJA). Nogales used the results to inform and mobilize community, ranchers, and business leaders in ongoing efforts that address the recommendations of the summit.

This publication details the process, the strategies, and the key learnings that the three sites generated through their commitment to tackle a complex issue in a complex environment.



## Executive Summary

The “Below Ten: Mobilizing Border Cities to Address Guns, Drugs, and Human Trafficking”<sup>2</sup> project was designed to explore the application of community policing principles (partnerships, problem solving, and organizational transformation) to the unique challenges faced by communities on the southern border of the United States—the intense nature of trafficking in guns, drugs, and human beings and the impact this trafficking has on local communities. More specifically, “below ten” refers to collaborations in three of the 10 border cities on or south of Interstate 10 in the four southwest border states—Nogales, Arizona; Pharr, Texas; and San Diego County, California. Each jurisdiction participated in the project, with a unique context and area of interest. The project ran from October 2012 to December 2016.

As a key component of the grant, community border summits were convened in each of the three border cities to facilitate the creation of stakeholder-led, comprehensive plans to respond to the humanitarian and enforcement issues raised by human and drug trafficking on the border. The summits brought together a diverse array of stakeholders including law enforcement, public health, social and medical services, public works, and others. The summits included exercises that identified community specific problems, barriers, and solutions; articulating the impact of trafficking on local infrastructure; and identifying the capacity to respond. Each summit was intended to produce a city-specific action plan for their coalition to implement.

Santa Cruz County Attorney George Silva convened “Combating Human, Gun, and Drug Trafficking in Santa Cruz County—Best Practices for Today and Tomorrow,” the Nogales action planning summit, on March 14, 2014, to address the unique challenges faced by ranchers, businesses, and the communities of Santa Cruz County, Arizona. Nogales engaged the community, business leaders, and ranchers to address the challenges of human trafficking and illegal immigration in Santa Cruz County. The trucking and produce industries and ranchers there experience border-related challenges that are not found in other types of communities. The discussion focused on efforts already underway and on ways to deepen and expand what is working. The local community is active in prevention and early intervention efforts to educate children and families about how to avoid being pulled into illegal trafficking activities. A number of creative and proactive efforts have begun to improve the business barriers caused by border control issues that can result in spoiled produce and delayed delivery times for products manufactured in Mexico and imported into the United States. State and federal agencies play a key role in the high level of coordination and cooperation with local and county agencies as well as with the government of Mexico.

In June 2014, the Pharr planning summit “Protecting the Children of Pharr from Guns, Drugs and Human Smuggling—Best Practices for Today and Tomorrow” focused on the impact of unaccompanied minors crossing the border from all over Mexico and Central America on the Pharr community’s ability to respond to the public safety and social services needed by hundreds of children and families. The complications of drugs and gun trafficking and the humanitarian crisis of unaccompanied minors required broad engagement of all key stakeholders,

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2. “Below Ten” refers to Interstate Highway 10, which runs near the border of the United States with Mexico.

especially at the community and social service level. The Pharr Police Department used the project to inform its efforts to adopt “smart policing” strategies specifically related to immigration and human trafficking issues as well as gun and drug trafficking.

San Diego County convened an action-planning summit in January 2014 to address human trafficking and child sexual exploitation. The summit resulted in a plan to tackle the problem of human trafficking from a comprehensive systemic approach. The county board of supervisors appointed an advisory group to assess the nature of the human trafficking problem, gaps in an effective response to the problem, and recommendations for solutions. The advisory group organized several working groups across a broad range of stakeholders. Several innovative strategies emerged that are discussed here in more detail as a case study. San Diego’s efforts were recognized by the International Association of Chiefs of Police (IACP) at its national conference in October 2016 with the multiagency Civil and Human Rights Award.

This report provides detailed information on the unique approach adopted by each community and the activities that have been sustained since the culmination of the technical assistance provided through the grant.



## Nogales, Arizona (Santa Cruz County) Experience

Santa Cruz County Attorney George Silva convened “Combating Human, Gun, and Drug Trafficking in Santa Cruz County—Best Practices for Today and Tomorrow,” the Nogales action planning summit, on March 14, 2014, to address the unique challenges faced by ranchers, businesses, and the communities of Santa Cruz County, Arizona. Representatives included local business leaders; ranchers; the trucking and produce industry; community representatives; local, county, state, and federal law enforcement; and prosecutorial agencies. Silva describes the problem facing Santa Cruz County as a two-way street, with drugs and human trafficking being smuggled into the United States and money back to Mexico.

Nogales, a city of 20,000, is located 70 miles south of Tucson on Interstate 19 at the southern end of the CANAMEX Corridor on the Arizona/Mexico border and home to four international ports of entry. Seventeen billion dollars’ worth of international trade in fresh produce and manufactured goods from Mexico crosses the border at Nogales each year according to U.S. Customs and Border Protection (CBP).<sup>3</sup>

The unique aspects of the Nogales summit were the heavy emphasis on the commercial sector as it affects ranchers and the trucking and produce industry; the role of federal and state agencies in addressing the border issues of drugs, guns, and human trafficking; and the impact of those activities on the local community. Nogales is the major border crossing in Arizona for the trucking, produce, and maquiladora<sup>4</sup> industries.

### *Three sectors: Law enforcement, community, and commerce*

The action-planning process produced 53 recommendations to address the priority problems and barriers it identified. The survey prioritizing recommendations for importance and feasibility was circulated to all participants and to a number of stakeholders not able to participate in the summit itself.

### *Top 10 recommendations*

1. Improve networking among various law enforcement agencies and improve participation in various cross-agency meetings.
2. Educate youth and families on drug abuse, domestic violence, and human trafficking through a curriculum that is ongoing throughout all grade levels.
3. Increase crime prevention by developing education campaigns, outreach, and community involvement.
4. Review and improve policies to enable interagency collaboration.

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3. Lisa Baertlein and Paul Ingram, “It Would Be Huge:’ U.S. Town Confronts Possible Import Tax,” *Business News*, last modified February 16, 2017, <https://www.reuters.com/article/us-usa-trump-immigration-border/it-would-be-huge-u-s-border-town-confronts-possible-import-tax-idUSKBN15VOGA>.

4. A *maquiladora* is a factory in Mexico run by a foreign company and exporting its products to that company’s country. In this case, the term refers to factories run by U.S. companies manufacturing goods in Mexico and transporting them to the United States.

5. Prioritize training for officers assigned to conduct specific investigations of trafficking along the border.
6. Increase employment opportunities overall, including summer jobs for kids.
7. Develop and encourage participation in centralized, safe youth activities, youth clubs, and faith groups while increasing advocacy and education around social issues.
8. Obtain sponsorships, grants, and other funds to decrease cost and increase access to community and youth development programs. Consider offering more free programs.
9. Meet with Congressional delegation to increase grants and funding within the United States.
10. Create a community task force to identify, improve and expand educational opportunities for youth.

The work in Nogales is part of an ongoing commitment to improving partnerships, tackling mutual problems, and improving organizational systems.

## *Community oriented policing components*

### Partnerships

Team Kids is a partnership between the Santa Cruz County Attorney's Office, the school districts in Santa Cruz County, and Border Patrol that seeks to educate fifth graders about the consequences of drug smuggling and human smuggling because children are often recruited to serve as mules or lookouts for illegal activity along the border.



Operation Detour is a new partnership between the school districts in Santa Cruz County and Border Patrol, Juvenile Probation, Juvenile Detention, the Nogales Police Department, and the Santa Cruz Sheriff's Office targeting middle school and high school students. Operation Detour educates students about the entire criminal justice process beginning with arrest. The goal is to educate and inform students about what actually happens to people who are arrested and aims to help students avoid getting pulled into illegal activity.

## Problem solving

One of the major challenges facing the produce and trucking industry is the length of time it takes to get fresh produce through inspections on both sides of the border. Delays and duplication of inspections on each side of the border affect the cost of doing business. The Port Authority and Customs and Border Control have developed a joint inspection process with Mexico so trucks have to go through only one inspection process involving both countries. Jaime Chamberlain, President of J-C Distributing, describes this out-of-the-box thinking as "the envy of the entire Southwestern border." The streamlined process still allows for inspections for guns, drugs, and human trafficking but speeds up the process for the commercial sector.

## Organizational transformation

According to the COPS Office, "organizational transformation is the alignment of management, structure, personnel, and information systems to support community partnerships and proactive problem solving."<sup>5</sup> Local, county, state, federal, and government of Mexico stakeholders are working together in new and innovative ways that promote improved public safety, decrease illegal trafficking and immigration, a reduction in barriers to the free exercise of commerce, and a reduction of border crossings affecting private lands. These efforts are the result of a commitment to interagency cooperation and lateral thinking.

## *Law enforcement efforts*

Local law enforcement agencies have been working with the Arizona Department of Homeland Security in southern Arizona since October 2016 targeting transnational criminal organizations. The joint law enforcement project, called Operation Stonegarden (OPSG), has led to the arrest of hundreds of criminals and the seizure of drugs, weapons, and vehicles. Within nine months, the project in southern Arizona had "seized more than \$19 million in narcotics, \$994,000 in illicit funds, 174 weapons, and 450 vehicles; made 860 felony arrests; and aided in the apprehension of 723 illegal aliens."<sup>6</sup>

The OPSG program is a national program that funds joint efforts among CBP; U.S. Border Patrol (USBP); and local, tribal, territorial, state, and federal law enforcement agencies to "secure the U.S. borders along routes of ingress from international borders in states bordering Mexico and Canada as well as states and territories with International water borders."<sup>7</sup>

5. "Organizational Transformation," Office of Community Oriented Policing Services, accessed November 17, 2017, <https://cops.usdoj.gov/Default.asp?Item=2466>.

6. "Local Law Enforcement, Feds Work Together," U.S. Customs and Border Protection, last modified July 19, 2017, <https://www.cbp.gov/newsroom/local-media-release/local-law-enforcement-feds-work-together>.

7. "Operation Stonegarden Grant Program (OPSG)," Arizona Department of Homeland Security, accessed March 15, 2018, <https://azdohs.gov/opsg>.

## Community efforts

The community developed a Drug Free Communities Coalition and received its first grant in 2015. The coalition is made up of 12 different sectors including law enforcement, other parts of the criminal justice system, prevention, and community services. The “You Have the Power” campaign promotes healthy choices in school and community settings. This includes “You Have the Power” signage on all high school and community scoreboards and “You Have the Power” school and community events. Silva speaks to school and community groups as a part of this campaign. His proudest moments are having students see him on the street and shout out “Hey Mr. Silva, I have the power!”

## Commerce efforts

According to an interview with Jaimie Chamberlain, the state of Arizona is concerned about increasing business-related border traffic. The Arizona Department of Transportation developed a border liaison unit called the Blue Unit to give two-day classes to drivers and mechanics in Mexico and certified more than 800 participants on what they need to do so that their equipment and vehicles are able to pass through the border efficiently without violations. They use WhatsApp so that drivers and mechanics can take a picture of a potential problem and send it to a specific agent who can say whether it is okay or they need to fix it before they leave Mexico. While not tied directly to trafficking issues, it does speak to the power of government awareness of the commercial sector’s needs and of making the effort to find ways to improve commerce while improving safety, reducing violations, and speeding up commercial traffic across the border.<sup>8</sup>

Ranchers also raised concerns during the action-planning summit in 2014. They talked about hundreds of people crossing their lands, cutting fences and water pipes. Things have changed somewhat in the few years since then. An article published by *USA Today* in September 2017 summarized the plight of the border ranchers. “During the 1980s, perhaps 300 border crossers would pass through a ranch each month. In the ‘90s, Ladd [a rancher interviewed for the article] says, 300 migrants were crossing his land daily. Ladd has not seen migrants on the property since Christmas [2016]. No smugglers’ vehicles have come through in 18 months. The Border Patrol budget has more than tripled, from \$1 billion in 2000 to \$3.6 billion [in 2016]. Border Patrol data show 54,891 people were apprehended in southern Arizona’s Tucson Sector in 2016—about one-tenth the number captured in 2000.”<sup>9</sup>

8. Jaimie Chamberlain, president of J-C Distributing, interview with SAI team, October 10, 2017.

9. Dennis Wagner, “Border Ranchers in a World without a Wall,” *USA Today*, September 17, 2017, <https://www.usatoday.com/story/border-wall/story/us-ranchers-deal-with-migrants-border-crossers-mexico/559702001/>.



# The Pharr Police Department Experience

As of July 2017, Pharr, Texas, has a population of 79,487<sup>10</sup> and is located in Hidalgo County on the U.S.–Mexico border near the southern tip of Texas. Pharr is surrounded by the cities of McAllen, Edinburg, and San Juan on the U.S. side of the border and Reynosa, Mexico, across the border to the south. The Pharr International Bridge crosses the Rio Grande River to Reynosa and serves as the conduit for the entire county. Pharr’s population identifies as 93.7 Hispanic with an additional 5.8 percent identifying as White but not Hispanic and the remaining .5 percent divided among African American, Native American/Alaska Native, and Asian.<sup>11</sup> Poverty affects almost one-third (31.1 percent) of the population.<sup>12</sup> As a border city, Pharr experiences crime problems that include drug trafficking, gang problems, human smuggling, and Mexican cartel infiltration.

In June 2014, the Pharr Police Department was at the forefront of the unaccompanied minor immigration challenge in which more than 68,000 children crossed the southern border,<sup>13</sup> overwhelming the capacity of local communities to respond to the crisis. As a result, Pharr chose to focus on the child aspect of human smuggling. Its action-planning summit was titled “Protecting the Children of Pharr from Guns, Drugs, and Human Smuggling—Best Practices for Today and Tomorrow.”

More than 100 participants from law enforcement and criminal justice, education, child welfare and victim services, and community sectors focused on Pharr’s problems with child smuggling, the barriers to addressing those problems, and solutions to address the barriers. Each participant received an online survey—also shared with others who were not able to attend the summit—to prioritize the recommendations for importance and feasibility.

According to Deputy Chief Joel Robles, “The summit was so successful because it included many partners and the university professors that were researchers with BJA’s Smart Policing Initiative (SPI). We used some of the recommendations for the problems and solutions we were concurrently implementing through the ‘Smart Policing’ initiative from BJA. It was a perfect match. What we learned from the summit was very relevant, many of the recommendations were able to continue through that research project.”

## *Top recommendations by sector*

The following survey results for the Pharr action-planning summit represent examples of the recommendations in the sectors of law enforcement, community, education, and child and victim services as well as cross-sector recommendations.

10. QuickFacts, “Pharr city, Texas,” U.S. Census Bureau, accessed June 27, 2018, <https://www.census.gov/quickfacts/fact/table/pharrcitytexas/PST045217>.

11. QuickFacts, “Pharr city, Texas” (see note 10).

12. QuickFacts, “Pharr city, Texas” (see note 10).

13. Haeyoun Park, “Children at the Border,” *New York Times*, October 21, 2014, <https://www.nytimes.com/interactive/2014/07/15/us/questions-about-the-border-kids.html>.

It should be noted that the Pharr Police Department was in a difficult situation at the time of the summit, with the Hidalgo County Sheriff's Office under investigation for corruption that implicated the sheriff, his son (who was a sheriff's deputy), and the Sheriff's Department Panama Unit (drug investigations). This situation was strongly reflected in the law enforcement and governance recommendations about the importance of law enforcement transparency and accountability. The Pharr Police Department was not implicated in that scandal but was dealing with the repercussions of public opinion about corruption in law enforcement in the county and in general. Recommendations that focus more broadly on the border crime issues faced by Pharr are shared here as they speak more specifically to the focus of the summit and the follow-up "smart policing" efforts undertaken as a result of the ongoing efforts of the police department to address guns, drugs, and human trafficking.

## Law enforcement

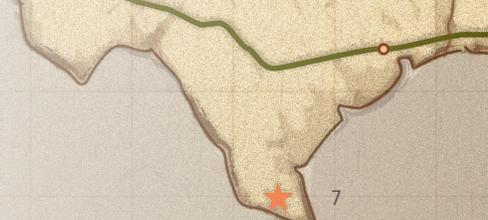
- Have regular team-building exercises to build friendships and working relationships among agencies.
- Train first responders on cultural differences.
- Introduce laws that hold parents accountable for juvenile crimes.
- Increase relationship with and support from the various levels of the Mexican government.

## Community

- Develop a registry of gang members that is updated annually and accessible to the community (similar to a sex offender registry).
- Create a resource contact list that is accessible to the public and press and designate a person to update the contact list quarterly (or as needed).
- Provide information and awareness about access to services to undocumented individuals without the threat of being deported.
- U.S. faith-based ministries should do more community outreach in foreign countries and relay necessary information about reunification services.

## Education

- Develop partnerships with education and law enforcement to pull kids into school and prevent opportunities for crime.
- Keep front-line workers updated with current information on smuggling issues (they are mostly operating with outdated information now).
- Make more vocational programs available.
- Fund literacy programs that include information on smuggling issues.



## Child and victim services

- Provide ongoing education and training for first responders and law enforcement to recognize and deal appropriately with the needs of child trafficking and smuggling victims.
- Appoint a victim advocate office in each police department and allocate needed funding.
- Use mental health experts to train law enforcement—especially Spanish speakers—on how to conduct child interviews.
- Use university and mental health experts from the college to train stakeholders in trauma and its effects.

## Cross-sector

- Create and use a centralized database for information and sharing of services.
- The community needs infrastructure to keep various government and non-government agencies connected on specific issues and projects through internet sites, meetings, and task forces.
- Provide regional workshops to break down territorial tendencies and increase communication between agencies and individuals.



Based on the feedback from the summit, the Pharr Police Department increased the education and training of first responders to recognize indicators of human trafficking. That training is now a permanent part of professional development for all officers. The department established a human trafficking liaison with support from the governor's office; the Pharr Police Department is the only one of 18 police departments in Hidalgo County that hired a dedicated human trafficking liaison. The job description includes operational updates with briefings from the department level and some of the intelligence updates from particular units to identify "stash houses" where trafficking victims are held. The department works closely with Immigration and Customs Enforcement (ICE) to identify and take down stash houses and to provide referral services for children identified in those cases. The department also has a dedicated domestic violence coordinator who follows domestic violence cases from the onset to provide legal protections and victim services and thereby reduce the chronic calls to domestic violence incidents.

These resources were put to work to assist in dealing with unaccompanied children. The police department tries to establish contact with the families coming in as well as to prevent abuse to the minors (especially sexual abuse and trafficking). Originally housed in the parish hall of Sacred Heart Catholic Church, the Humanitarian Respite Center (HRC) is still based in McAllen. Now supervised by Catholic Charities of the Rio Grande Valley, the center has assisted more than 80,000 individuals as of December 2017.<sup>14</sup> Since the establishment of the center in 2014, most of the unaccompanied, trafficked minors being transported through Pharr are now referred to the HRC. As a result, Pharr has seen a significant decrease in unaccompanied minors, stronger cooperation and collaboration to tackle stash houses, and a more robust multiagency infrastructure of child protection and support.

## *Community policing components*

The Pharr SPI, funded through a grant from the BJA, focuses on the Community Awareness and Police Enforcement (CAPE) project. CAPE is a place-based hot spot project combining community-oriented policing (COP) with problem-oriented policing (POP). The CAPE project focused on the Baker area of Pharr based on previous years' crime data.

A community survey was administered as a baseline prior to launching the CAPE project. In response to the survey, residents began reporting crimes—one of which led to a large cross-border drug bust. The survey itself became a successful intervention in building trust in the police to respond to reported crimes.

Meanwhile, officers were trained in a wide range of crime reduction skills including COP and POP techniques. The Pharr Police Department dedicated six officers to a grassroots campaign. One of the project's innovations involved using two all-terrain vehicles (ATV) to police the target hot spot area. The open vehicles allowed the officers to develop better face-to-face relations with community residents and businesses. The officers combined this community involvement with crime mapping and analysis and were able to inform the public of the types of crimes happening in the area. Once the public was informed, the police department implemented focused enforcement strategies to catch people who were victimizing the residents.

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14. "Catholic Charities Humanitarian Response Center," Volunteer South Texas, accessed June 19, 2018, [http://www.volunteersotx.org/agency/detail/?agency\\_id=49384](http://www.volunteersotx.org/agency/detail/?agency_id=49384).

Focus groups with citizens following the implementation of the CAPE project verified that the use of the ATVs was a good way for police to have more face-to-face interactions with the community and increased the sharing of information about crime threats and persistent problems that were making residents feel unsafe. Police reported that the ATVs were a more accessible way to scan the target hot spot area and demonstrate a visible police presence as a deterrent. Focus group participants said that the ATVs and now the utility terrain vehicles (UTV) have been very successful in allowing CAPE officers to engage the community more; receive crime tips; give advice, guidance, and helpful information; and gain community trust and participation in crime control. They felt that more of these vehicles should be purchased.

The COP- and POP-trained officers made innovative responses to problems uncovered in their scanning and targeting of hot spot areas. Based on the research results of the SPI, the CAPE activities helped decrease crime, increase community trust in police and cooperation with them, reduce fear of crime, reduce fear of retaliation for reporting crime, increase willingness to report crime, and increase community efficacy, facilitating the community's better control of their area and their personal self-control.<sup>15</sup>

Lessons learned from the SPI were that ordinary patrol officers who are trained in COP and POP techniques and given the time to focus on problem solving can become innovators in crime control. Their professional morale increases because they can see that they are making a difference in actually reducing crime and increasing positive relationships with residents. Residents are viewed as being more engaged and involved in helping to prevent crime. Citizens reported feeling safer and feeling that “the police are there for us.”

**Qualitative outcomes.** While the quantitative Uniform Crime Report (UCR) results showed some evidence of CAPE program success for the target neighborhoods, especially regarding violent crimes, the qualitative results—including a post-study self-report of the CAPE officers, two community focus groups, informal discussions, and anecdotal information—indicated the CAPE program was a great success in terms of the following:

- Crime reduction
- Police-community relations improved and reporting drugs and human trafficking and stash houses increased
- Decreased fear of crime
- Decreased fear of retaliation for reporting crime
- Willingness to report more crime among residents
- Increased community efficacy and sense of taking control their area back from criminals and disorderly persons
- Police professional satisfaction and morale<sup>16</sup>

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15. S. George Vincentnathan and Lynn Vincentnathan, *Pharr Smart Policing Initiative: Final Report* (Edinburg, TX: University of Texas Pan American, 2014), <http://www.strategiesforpolicinginnovation.com/sites/default/files/PharrSmartPolicingProject-FinalReport.pdf>; Joel Robles, deputy chief, Pharr (TX) Police Department, interview with Patrice Howard, Social Science Analyst, Office of Community Oriented Policing Services, November 2017.

16. Vincentnathan and Vincentnathan, *Pharr Smart Policing Initiative* (see note 15).





# The San Diego County Experience

The San Diego County project built on an advisory group formed by the San Diego County Board of Supervisors in 2011 to address human trafficking and child sexual exploitation. That advisory council had been meeting for several months and quickly strengthened the working relationships between the San Diego Police Department, the San Diego County Sheriff's Department, and the San Diego County District Attorney's Office. There was a strong research component and broad participation across several key sectors in the community. The technical assistance provided through the Below Ten project helped the advisory council to deepen its work and to convene an action-planning summit in January 2014 involving 240 participants from across a number of agencies led by key stakeholders including the District Attorney's Office, the Board of Supervisors, the San Diego Police Department, the San Diego County Sheriff's Department, the U.S. Attorney's Office, and the Federal Bureau of Investigation (FBI).

San Diego County took a comprehensive and systemic approach to assessing the nature of the problem, identifying existing efforts, gaps in services, ways to strengthen connections and linkages, and policies that were needed, educating themselves and the community on the issue as well as mobilizing resources and innovative solutions.

## *What makes San Diego interesting?*

Many communities and states are taking an active role in addressing human trafficking, which amounts to modern-day slavery. Model policies and practices are emerging that are making a difference. What makes the San Diego County model interesting?

- Strong research and data collection foundation, a major component that cuts across all sectors with local funding for coordination of research and data analysis
- High level of local government commitment and funding to support and sustain the work of the Human Trafficking and Commercial Sexual Exploitation of Children (HT and CSEC) Advisory Council
- Comprehensive and systemic nature of the HT and CSEC Advisory Council
- Level of collaboration and co-informing across sectors and stakeholders
- Clarity and continuity of priorities and purpose
- Emerging role of primary and secondary schools in identifying and addressing CSEC victims—Global Oversight Analysis Linking Systems (GOALS) information-sharing memorandum of understanding,<sup>17</sup> which led to the U.S. Department of Education protocol to facilitate identification, intervention, treatment, and support for HT victims within school settings
- Emerging understanding of the nature of gangs in human trafficking
- Validation of the high number of victims and level of crime involved

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17. "Memorandum of Understanding," San Diego County Office of Education, n.d., <http://sdcoe.net/student-services/student-support/Documents/pupil%20services/20130917-goals-mou.pdf>.

## *Key success factors*

Several key success factors can be replicated and are being scaled up countywide:

- Role of the County Board of Supervisors and key agency leadership from the District Attorney, Sheriff, and San Diego Police Department—including actual funding to implement priorities and recommendations
- Authority for the HT and CSEC Advisory Council to bring all key stakeholders and sectors together in a unified and comprehensive approach to the problem; this requires a high degree of commitment from each of the participating agencies and organizations and both public and private sectors to be fully engaged
- Education—an information-sharing protocol allowing agencies to share information about youth that increases identification and treatment of CSEC victims through the GOALS MOU
- Analysis and development of relevant HT and CSEC policies and procedures, practices, training, standards, and cross-sector coordination structures that address systemic issues
- Strong emphasis on recognition skills and victim-centered approaches by all who interact with victims
- Expansion of victim support services, number of beds, scholarships, and job skills training
- Mechanisms to increase face-to-face case management of investigations, prosecutions, and victim and survivor follow up
- Development of multidisciplinary teams to address CSEC victims and systems improvements
- Consistency of leadership and coordination capacity of the HT and CSEC Advisory Council, including a paid coordinator function funded by the County Board of Supervisors

## *Community policing components*

Community policing is built on three pillars: (1) partnerships, (2) problem solving, and (3) organizational transformation. The San Diego HT and CSEC Advisory Council creates a platform to do all three by bringing together law enforcement and prosecution with the community, social services, education, child welfare, medical professionals, victim services providers, and victims themselves to learn from one another and to identify areas for improvement and a way to replicate and scale up effective strategies.

**Partnerships** are the foundation of the HT and CSEC Advisory Council, creating a sustainable and accountable mechanism to manage public and private sector stakeholders to engage in a coordinated and comprehensive response to human trafficking in a complicated urban border jurisdictional setting. The use of multidisciplinary

teams to manage victims' cases all the way to the point at which the advisory council integrates and leverages synergies across systems speaks to the importance and function of partnership frameworks that produce results. It is also a way to increase accountability and transparency across multiple sectors and systems.

**Problem solving** in the community policing context often uses the SARA model: scanning, analysis, response, and assessment. All four steps are evident in the strategies developed and being implemented through the HT and CSEC Advisory Council. The Human Trafficking Research and Data Advisory Roundtable (HT-RADAR) provided the coordination to gather existing research and develop new data collection and research projects around empirical data critical to understanding the nature of the problem. The interdisciplinary action-planning summit was used to convene more than 200 key stakeholders countywide focused on problems, barriers, and solutions in each of the subcommittee sectors and prioritized recommendations for importance and feasibility. The action planning results established priorities and informed the work of the subcommittees and the overall HT and CSEC Advisory Council in finalizing their recommendations to the San Diego County Board of Supervisors and their work plans going forward.

**Organizational transformation** is the idea that real change involves addressing systemic issues in ways that produce sustainable and meaningful results. This is about changing the way we do business. It is about how we work across and within systems to get the results we are looking for. The HT and CSEC Advisory Council focuses on policy, protocols, awareness building, training and skills transfer, coordination and cooperation, systems strengthening, and systems integration to maximize public and private sector resources to reduce HT and CSEC in San Diego County. The San Diego District Attorney's Office, the San Diego Sheriff's Department, and the San Diego Police Department formed a task force to better coordinate the identification, enforcement, and prosecution of human trafficking cases in San Diego County. The District Attorney's Office began meeting regularly with the law enforcement teams in different sections of the county to review and coordinate cases. Prosecutors were assigned to these teams to ensure expertise in dealing with human trafficking cases and to ensure continuity and priority of human trafficking cases. Working more closely together, prosecutors and law enforcement began recognizing (1) areas of opportunity to improve the way the cases were handled, (2) additional services that were necessary to do better early interventions, and (3) the need to fully engage and mobilize the community to raise awareness as well as to stimulate additional services for survivors of human trafficking. Law enforcement and prosecutors moved from treating sex workers as offenders to seeing them as the victims of human trafficking, thereby changing strategies, interviewing protocols, and problem-solving approaches.

## *Defining human trafficking in San Diego County*

Human trafficking in San Diego County includes a variety of forms, including sex and labor trafficking, trafficking of children and adults, domestic and international trafficking.

The definitions of human trafficking used by the San Diego District Attorney's Office<sup>18</sup> are as follows:

- Sexual trafficking is the exploitation of a person by means including coercion or deceit to engage in commercial sexual activity, prostitution, exotic dancing or pornography. (When the victim is a minor under the age of 18 years, sex trafficking does not require force or coercion. Minors cannot legally consent to sexual activity.)
- Labor trafficking is the exploitation of a person by means including coercion or deceit for labor services. Labor trafficking victims are often forced into domestic servitude, construction, restaurant, agricultural, massage parlor, or sweatshop factory with little or no pay.

The State of California defines human trafficking as “all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor, or other debt bondage.”<sup>19</sup>

The San Diego HT and CSEC Advisory Council takes a comprehensive approach to defining the response to sex trafficking, the commercial sexual exploitation of children and labor trafficking by using the “4 Ps” model—prevention, protection, prosecution, and partnerships—outlined by the U.S. Department of Justice.

**Prevention** activities take on many forms that can include public awareness campaigns to reduce demand and mobilize the public, strengthening policies and laws and educating and training the many sectors that come into contact with victims. Sectors such as hotel staff, bus and taxi drivers, and truck drivers can play an important role in recognizing warning signs and reporting information that can be followed up on by law enforcement. And of course it is critical to ensure that law enforcement, probation and parole, prosecutors, judges, victim services, educators, social workers, faith leaders, and others have the correct information and understanding of the dynamics of HT and CSEC to properly identify, investigate, and prosecute such cases.

**Protection** begins with proactively identifying victims and training first responders with the skills to recognize, engage, and interview victims using a victim-centered approach. Victim protection includes the identification, rescue, rehabilitation, and reintegration of survivors of HT and CSEC. A victim-centered approach prioritizes the rights and needs of victims, provides a roadmap that restores the survivors' dignity, and provides an opportunity for productive lives. A comprehensive array of victim services that address the physical, emotional, social, and psychological needs of survivors and the practical issues of housing, employment, and restoration to families and communities requires a strong network of public and private sector collaboration.

18. “Human Trafficking,” San Diego County District Attorney's Office, accessed March 15, 2018, <http://www.sdca.org/preventing/human-trafficking/index.html>.

19. California Penal Code § 236.1 (2012); “What is Human Trafficking?,” California Department of Justice, accessed October 26, 2012, <http://oag.ca.gov/human-trafficking/what-is>.

The vigorous **prosecution** of traffickers sends a clear message that HT and CSEC are high priorities for law enforcement and the courts and that there is a severe consequence for such a crime. Specialized prosecutors with an understanding of how to work with survivors using a victim-centered approach should also have the capacity to hold perpetrators accountable through close collaboration with law enforcement, victim services, and other key partners.

As the San Diego Advisory Council on HT and CSEC has learned, **partnerships** are essential to combating human trafficking. The combined skills, tools, roles, regulations, and authority of different sectors such as human rights, labor and employment, health and human services, education, law enforcement, and the courts creates the framework for a comprehensive and integrated response that can make a difference in combating human trafficking.<sup>20</sup>

## *The role of research and data*

A key component of the San Diego effort has been the use of data and research to understand the real numbers and nature of the problem in order to more effectively design solutions and engage partners in the fight against human trafficking. A research and data subcommittee was formed that brings together researchers from across San Diego County academic institutions and relevant agencies. They hold quarterly HT-RADAR meetings to coordinate and facilitate data collection and research efforts. This now includes law enforcement crime analysts, university researchers, and graduate students. The focus on research and empirical data is strongly supported by the County Board of Supervisors, who asked for baseline data on which to build a strategic approach to the problem. In fact, the board has now funded a coordinator to manage and facilitate the ongoing work of this subcommittee in order to enhance and institutionalize their efforts.

Dr. Ami Carpenter and Dr. Jamie Gates, co-chairs of RADAR, applied for and received a grant from the National Institute of Justice (NIJ) to investigate the relationship between gangs and human trafficking in San Diego County.

The study took a collaborative research approach designed to inform and impact policy and practice by looking at one of the most understudied aspects of human trafficking in the United States—street gangs as facilitators of human trafficking. Data were collected from “1,205 individuals, making it one of the largest, most comprehensive human trafficking case studies in the United States to date.”<sup>21</sup> A total of “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”<sup>22</sup> were interviewed. The study found that sex trafficking is San Diego’s second largest underground economy after drug trafficking and that 110 gangs are involved in commercial sex trafficking in San Diego County.

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20. Jenée Littrell and Mary-ellen S. Barrett, *San Diego County Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council Report to the San Diego County Board of Supervisors* (San Diego, CA: San Diego County Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council, 2014), <http://www.abolishhumantrafficking.com/wp-content/uploads/2014/10/Human-Trafficking-Advisory-and-CSEC-Council-Report-Final-Submission-10-21-14.pdf>.

21. CJR, “Executive Summary of the Human Trafficking Study,” *Abolish Human Trafficking*, accessed February 5, 2018, <http://www.abolishhumantrafficking.com/executive-summary-of-the-human-trafficking-study/>.

22. CJR, “Executive Summary” (see note 21).

## Nature of the problem

The FBI classified San Diego as a “High Intensity Child Prostitution Area” in 2009, ranking it 8th of the top 13 jurisdictions nationwide.<sup>23</sup> As a border community, labor trafficking is unsurprisingly present. In a 2012 report for the U.S. Department of Justice, San Diego State University’s Dr. Sheldon Zhang asserted, “We estimate that there are 38,458 victims of labor trafficking violations in San Diego County.”<sup>24</sup>

Current trends in sex trafficking in San Diego County include gang-related trafficking, internet facilitation of trafficking, and commercial sexual transactions in hotels (as opposed to on the streets).<sup>25</sup> In a recent study on San Diego and seven other cities, the Urban Institute noted that profit from the “underground commercial sex economy” is on par with profit from narcotics sales.<sup>26</sup>

The study carried out through the *Nature and Extent of Gang Involved Sex Trafficking* research showed that the underground sex economy represents an estimated \$810 million in annual revenue and involves an estimated 8,830 to 11,773 victims and survivors per year.<sup>27</sup>

Evidence was collected and analyzed from 154 criminally involved persons, 140 victims of sex trafficking, and 141 staff members of 20 high schools in San Diego County. The study concluded that there are 110 gangs in San Diego County across a range of neighborhoods and racial and ethnic backgrounds that are profiting from sex trafficking.<sup>28</sup>

The average age of entry was found to be 16.1 years which is higher than earlier estimates of 14 to 15 years. The study also found that percentage of those arrested for the first time for prostitution are human trafficking survivors is higher than previously thought—more than 50 percent, updated from 43 percent.<sup>29</sup>

Technology is changing the way that prostitution is being transacted. Those being interviewed by researchers indicated that prostitution has moved from the streets to being online, using websites like backpage.com. Mobile brothels are advertising using Snapchat, social media, and text messages.<sup>30</sup>

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23. Office of the Inspector General, The Federal Bureau of Investigation’s Efforts to Combat Crimes Against Children (Washington, DC: U.S. Department of Justice, 2009), <https://oig.justice.gov/reports/FBI/a0908/final.pdf>.

24. Sheldon X. Zhang, Looking for a Hidden Population: Trafficking of Migrant Laborers in San Diego County (Washington, DC: Office of Justice Programs, 2012), 17, <https://www.ncjrs.gov/pdffiles1/nij/grants/240223.pdf>.

25. San Diego County law enforcement, interview with SAI team, September 3, 2013.

26. Meredith Dank et al., *Estimating the Size and Structure of the Underground Commercial Sex Economy in Eight Major U.S. Cities* (Washington, DC: Urban Institute, 2014), <https://www.urban.org/sites/default/files/alfresco/publication-pdfs/413047-Estimating-the-Size-and-Structure-of-the-Underground-Commercial-Sex-Economy-in-Eight-Major-US-Cities.PDF>.

27. Ami Carpenter and Jamie Gates, *The Nature and Extent of Gang Involved Sex Trafficking in San Diego County* (Washington, DC: Office of Justice Programs, 2016), <https://www.ncjrs.gov/pdffiles1/nij/grants/249857.pdf>.

28. Carpenter and Gates, *The Nature and Extent* (see note 27).

29. Carpenter and Gates, *The Nature and Extent* (see note 27).

30. Carpenter and Gates, *The Nature and Extent* (see note 27).

One of the key findings related to the correlation between victimization, homelessness, and foster care. Fifty-five percent of sex trafficking victims arrested for prostitution indicated they had been or were currently homeless while 28 percent reported they had been in the foster care system. Those in the foster care system were 2.63 times more likely to be homeless than those who had never been in the foster care system.<sup>31</sup>

The level of sex trafficking connected to middle schools and high schools was of high interest to the HT CSEC Advisory Group. Interviews were conducted with sex trafficking facilitators in county jails. Thirty percent reported that they had participated in or witnessed sex trafficking connected to middle schools and high schools. Eighteen of the 20 high schools involved in the study had documented cases of sex trafficking victimization, and all 20 high schools confirmed that recruitment was happening with their students.<sup>32</sup>

Interviews with older facilitators of human trafficking indicate that the age of facilitators and victims is getting younger and younger. Combined with the fact that the average age of entry into sex trafficking is 16.1 years of age, the study confirmed the need to address the recruitment and victimization of children and young adults.<sup>33</sup>

## *San Diego context for human trafficking*

San Diego County is made up of 10 different law enforcement jurisdictions, 42 school districts, and 18 cities and towns and 18 federally recognized Indian reservations on the southwest border—truly a complex urban environment. Creating a unified and integrated approach to complicated issues like HT and CSEC requires political, institutional, and community champions.

San Diego has an impressive history of organizing around this issue through task forces, coalitions, and advocacy groups. In 2011, the realization that human trafficking and CSEC was occurring in middle schools and high schools prompted a growing recognition that a more proactive effort was needed. The problem was brought to light through the leadership of Jenée Littrell, Vice Principal of Grossmont Unified High School District (GUHSD), who recognized warning signs based on work with an at-risk student who was a CSEC victim. As she investigated her concerns and connected with law enforcement and the District Attorney's Office, the nature of the problem began to emerge and raised the profile of the issue to a new level. Suddenly, educators, prosecutors, and law enforcement officials were seeing the problem through a shared lens, one that suggested the problem was much bigger than anyone had realized. Once they recognized and understood what they were looking at, they began seeing it everywhere.

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31. Carpenter and Gates, *The Nature and Extent* (see note 27).

32. Carpenter and Gates, *The Nature and Extent* (see note 27).

33. Carpenter and Gates, *The Nature and Extent* (see note 27).

Law enforcement was also becoming aware of the growing role of gangs in human trafficking as a major source of income. In addition, San Diego was identified by the FBI as the eighth of 13 top centers for CSEC in the country.<sup>34</sup> These three forces—law enforcement, prosecutors, and educators—combined to bring the issue of how HT and CSEC affects youth in San Diego County to the forefront of the community’s attention.

Efforts already underway to address the different aspects of human trafficking began to coalesce around a unified approach. As a result, County Supervisor Dianne Jacob advanced the formation of the San Diego Regional HT and CSEC Advisory Council in June 2011. The San Diego County Board of Supervisors agreed and instructed the newly formed council to identify best practices and promising trends addressing the root causes of trafficking and exploitation, advance public policy, standardize training and protocols, and enhance victim services by creating an optimized, seamless service delivery system to complement the work of existing agencies and collaborative groups; it was intended to serve as a catalyst toward comprehensive, systemic change “addressing human trafficking and CSEC at a county-wide, interdisciplinary level.”<sup>35</sup>

The San Diego Regional HT and CSEC Advisory Council began monthly meetings to assess the efforts underway, setting up subcommittees to establish a baseline of the nature of the problem, identify what was already happening, do a gap analysis, and identify promising and evidence-based practices. The initial subcommittees included law enforcement, prosecution, education, child welfare, victim services, research and data, and community. Since then, further subcommittees have been added to include CSEC, victims’ voices, and a health/medical sector subcommittee.

Labor trafficking was not a strong area of focus initially but has begun to be integrated into enforcement and prosecution efforts. A labor trafficking symposium was held featuring speakers from across the country highlighting the massive presence of labor trafficking and the need to include this issue in the same discussion as sex trafficking.

## Timeline

June 2011	Formation of San Diego Regional HT and CSEC Advisory Council by San Diego County Board of Supervisors
Ongoing	Monthly meetings, ongoing assessment of the nature of the problem, identification of the key stakeholders in all the relevant sectors, initial coordination efforts

34. Dianne Jacob, Bonnie Dumanis, and William Gore, *Establishment of the San Diego Regional Human Trafficking Advisory Council*, agenda item submitted to County of San Diego Board of Supervisors, June 14, 2011, <http://bosagenda.sdcounty.ca.gov/agendadocs/doc?id=0901127e8004c024>; Office of the Inspector General, *The Federal Bureau of Investigation’s Efforts to Combat Crimes Against Children* (see note 23).

35. San Diego County Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council, *Action Statement* (San Diego, CA: San Diego County Board of Supervisors, 2011).

- October 2012 Award of NIJ grant to study the nature and extent of gang involvement in sex trafficking in San Diego County made to University of San Diego and PLNU
- Approval by San Diego County Board of Supervisors to participate in the Below Ten technical assistance project
- Ongoing Work of the subcommittees and planning for broad stakeholder engagement and action planning summit
- January 2014 Interdisciplinary action-planning summit led by HT and CSEC Advisory Council: “Combating Human Trafficking in San Diego County: Best Practices for Today and Tomorrow—A summit coordinated by the San Diego County Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council”
- October 2014 Presentation and unanimous adoption of HT and CSEC Advisory Council Report and Recommendations to San Diego County Board of Supervisors based on the interdisciplinary action planning summit and the work of the subcommittees
- January 2015 Formation of new countywide Human Trafficking Task Force (HTTF) through local agency commitments (law enforcement and prosecution agencies)
- October 2015 Presentation of San Diego efforts to California Blue Ribbon Committee on Human Trafficking and the release of findings from NIJ research project on gangs and HT in San Diego County
- March 2016 Safe San Diego launch of training of 200 hotel and motel employees on HT and CSEC recognition and response protocols
- June 2016 Launch of “The Ugly Truth” public awareness campaign
- October 2016 IACP Multi-Agency Human and Civil Rights Award to San Diego HTTF, SDPD

## *Subcommittee efforts*

### Law enforcement subcommittee

The San Diego HTTF was formed in January 2015 with 14 local, state, and federal prosecution and law enforcement agencies and is led by the California Department of Justice Bureau of Investigations, San Diego Sheriff’s Department, and San Diego Police Department. The HTTF is now funded through local budgets, not through grants. This is a significant move away from grant funding to institutionalize the level of coordination and focus between law enforcement and prosecution efforts.

## Strategies

- Formation of HTTF to investigate and prosecute HT and CSEC cases in a coordinated and productive manner
- Weekly meetings between the law enforcement agencies on the task force and designated prosecutors to coordinate the management of investigations and preparation of cases for trial
- Information sharing and clearinghouse to improve linkages between cases, investigations, facilitators, and victims
- Prosecutions under the Racketeer Influenced and Corrupt Organizations (RICO) Act
- New victim-centered protocols and training for all first responders interacting with, identifying, and interviewing potential HT and CSEC victims
- Focus on online social media activity to identify HT activities, especially those taking place in hotels and motels
- Close coordination between local and federal law enforcement agencies to ensure the most appropriate follow through to ensure prosecution of active cases

## Results

In 18 months, the HTTF took in 146 different leads and moved 35 cases forward, a dramatic increase over previous efforts.

## Prosecution subcommittee

Close coordination between law enforcement and prosecutors in identifying, developing, and preparing cases for prosecution has proven essential in expediting and improving the quality of cases being brought successfully. The San Diego District Attorney's Office has played a lead role in helping to convene multijurisdictional, multisector efforts.

## Strategies

- Designated HT prosecutors selected and assigned to each regional district court in the county to work directly with local law enforcement agencies and the HTTF in developing successful cases
- HT training developed for judges, parole staff, and other criminal justice systems that touch victims
- Cases are very complex; social media can lead to hundreds of contacts for one victim, and HTTF offers services to every contact, even if victims don't want to testify

## *Results*

Thirty-five HT cases were brought in the first 18 months of operations of the HTTF. Thousands of people were trained on HT awareness and protocols. Charges are bringing longer sentences. The perception is that it is beginning to have a deterrent effect.

## Education subcommittee

San Diego's innovative efforts to identify and respond to the needs of HT and CSEC victims have become a national model adopted by the U.S. Department of Education. Littrell's work not only raised awareness about the nature of the sex trafficking problem involving youth but also provided concrete steps that schools can take in partnership with other key stakeholders. Externally, she began working with the San Diego District Attorney's Office and law enforcement agencies to understand the problem. They created a community of practice, educated across systems, shared perspectives and information, received multidisciplinary CSEC training (GEMS—Girls Educational and Mentoring Services), and identified and developed additional partners to provide services, co-developing a protocol and working to spread it countywide. Internally, they developed training and protocols for all staff within the school setting and administrators in school district central offices to build an awareness of risk factors and warning signs and clear guidelines on what to do about them.

## *Strategies*

- Develop an information-sharing memorandum of understanding to facilitate case management of potential and actual victims (GOALS MOU).
- Develop HT and CSEC training for teachers, administrators, counselors, school nurses, attendance clerks, and other key school staff to recognize warning signs and protocols for identification and referral of potential victims.
- Coordinate HT and CSEC training content and trainers to ensure consistency across jurisdictions—expanding to all 42 school districts in San Diego County.
- Develop HT and CSEC school policies and procedures including school safety plans.
- Move to include human trafficking in state child abuse laws to enable schools to include it in their own child abuse reporting protocols.
- Continue to focus on trauma-informed programming to aid the youth who suffer from trauma and are receiving limited or no services.
- Maintain awareness and education of parents and students to reduce vulnerability and increase prevention and early intervention.

- Coordinate with foster care, child welfare, probation, juvenile justice system, and other agencies to identify and refer potential HT and CSEC victims.

### Results

San Diego County has educated and mobilized county school districts and implemented the GOALS MOU between agencies to better coordinate the identification of CSEC cases. San Diego County provided input into the U.S. Department of Education guidance on HT and CSEC protocols for schools, which can be found in *Human Trafficking in America's Schools*.<sup>36</sup>

## Commercial Sexual Exploitation of Children subcommittee

Initially, CSEC was a separate coordination mechanism, but it was brought into the HT and CSEC Advisory Council early on to strengthen the linkages to address exploitation of children as a part of the overall effort to address human trafficking in San Diego County.

### Strategies

- Developed a CSEC protocol
- Developed a pilot screening tool that identified more youth than expected as victims of human trafficking
- Developed medical community awareness training and protocols update for HT and CSEC, including doctors, nurses, emergency room staff, and pediatricians
- Incorporated CSEC into sexual abuse response training (SART) protocols for minors
- Developed probation CSEC programming at Girls Rehabilitation Facility; every girl and young woman is assessed for potential human trafficking victimization with services provided through San Diego Youth Services and Behavioral Health Services

### Results

CSEC protocols have been integrated across all sectors.

## Research and Data subcommittee

The HT-RADAR subcommittee reviewed previous research, studies, and data collection efforts in San Diego County related to human trafficking and provided a sounding board to identify areas of research that would provide the empirical data needed to understand and respond to the problem. The Research and Data Subcommittee developed an NIJ grant to research gangs and human trafficking in San Diego County. The research focused on

36. Office of Safe and Healthy Students, *Human Trafficking in America's Schools* (Washington, DC: U.S. Department of Education, 2015), <https://safesupportivelearning.ed.gov/sites/default/files/HumanTraffickinginAmericasSchools.pdf>.

four components of data; (1) law enforcement data, (2) social services agencies, (3) focus groups in high schools, and (4) the interviews of 157 gang-related inmates in local jails and prisons. The findings focus around the overwhelming presence of human trafficking in San Diego County, including the mass underestimation of the cash value of the sex trade locally and the wide range of ethnic backgrounds and gangs participating in trafficking.<sup>37</sup>

### *Strategies*

- HT-RADAR group will convene all researchers related to HT and CSEC in San Diego County on a regular basis to coordinate research efforts.
- Apply for an NIJ-funded study “Measuring the Nature and Extent of Gang Involvement in Sex Trafficking in San Diego” to understand the connection between gangs and human trafficking.
- Develop additional research areas to include the foster care system, “demand” side research (customers), and massage parlors.
- Host a national conference on HT research in 2017.
- Train Superior Court judges on the nature of HT and CSEC.

### *Results*

- San Diego County is funding a Research and Data Coordinator for the HT-RADAR group for the ongoing coordination of research on human trafficking around the county, and new research is in development.
- The NIJ study on the extent of gang involvement in sex trafficking in San Diego found that 110 gangs are profiting from sex trafficking.<sup>38</sup>

## Community Education subcommittee

The Community Education subcommittee seeks to raise awareness and educate the public about the scourge of modern-day slavery, create the political and community will to expand victim services, reduce demand through behavior change, develop partnerships and platforms for advocacy on this issue, and mobilizing the private sector to lead the development of policy and legislation pertinent to HT and CSEC.

### *Strategies*

- Mobilize community and faith-based organizations to educate and raise awareness about HT and CSEC issues through activities such as prayer vigils and the Churches Against Trafficking, Interfaith Center for Worker Justice, and Interfaith Summit on Ending Human Trafficking in San Diego.

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37. Carpenter and Gates, *The Nature and Extent* (see note 27).

38. Carpenter and Gates, *The Nature and Extent* (see note 27).

- Launch The Ugly Truth campaign,<sup>39</sup> which targets buyers to reduce demand.
- Distribute the Human Trafficking Hotline poster broadly.
- Expand the Safe San Diego Hotel Motel Partnership to mobilize, educate, and train the lodging industry on HT and CSEC indicators.
- Sponsor the Break Free Annual Run to raise funds to educate middle schoolers and high schoolers on HT and CSEC.
- Expand interim housing for survivors of HT through a partnership with the Salvation Army by opening their beds at Door Hope apartments.
- Coordinate with military installations on HT and CSEC recognition training for staff and prevention efforts to reduce demand.
- Support transitional housing for those escaping HT and CSEC in partnership with the Soroptomists Together Against Trafficking (STAT! Soroptomists) “Salutes Our Mission Heroes” Awards.
- Host monthly poster outreach sessions to educate the public.
- Engage all libraries in San Diego City in human trafficking awareness, with various events planned at each branch.
- Train probation staff on HT and CSEC.
- Organize and champion local, county, and state policies and legislation to improve the capacity to respond to HT and CSEC.

### *Results*

- Coordinated, consistent messaging, training, awareness and response to HT and CSEC in San Diego County in conjunction with community partners
- Trained 200 staff and 55 hotels and partnered with the San Diego Padres, the Convention Center, and the Asian American Hotel Motel Association (which owns 55 percent of the hotels in San Diego)
- Trained 1,000 probation officers on HT and CSEC in an all hands training event

## Child Welfare subcommittee

The Child Welfare subcommittee coordinates and reviews efforts to implement consistent HT and CSEC training, education, and policies and procedures throughout the child welfare system in San Diego County. These efforts include work with the foster care system and probation systems to target points of contact with vulnerable youth to ensure that all staff is trained to screen for and respond appropriately to victims of HT and CSEC.

39. “The Ugly Truth,” County of San Diego Health and Human Services Agency, accessed May 24, 2018, <http://theuglytruthsd.org/>.

## *Strategies*

- Implement the overall HT and CSEC protocol countywide for child welfare system using multidisciplinary teams to maximize youth services surrounding HT and CSEC.
- Develop and deliver HT and CSEC training for foster parents and community partners to provide safe havens and places of shelter for the youth.
- Actively recruit foster parents specifically trained to care for CSEC victims.
- Host community forums on HT and CSEC to gauge the level of awareness and promote prevention and reporting activities.

## *Results*

Formation of multidisciplinary teams to implement the CSEC protocol in the child welfare system countywide.

## Victim Services subcommittee

The Victim Services subcommittee brings together dozens of public and private sector groups and victim service providers to coordinate efforts, identify gaps in service, and develop support for the expansion of funding and resources to support effective, consistent, and persistent victim services for HT and CSEC survivors. The demand for victim services far exceeds the availability, especially for treatment beds and ongoing safe housing. Once victims are identified and getting care, they need longer-term ongoing support systems and transition services to help them get back on the road to healthy independent living.

## *Strategies*

- Map and coordinate victim service providers, number of beds, case management, counseling services, referral networks, and systems for survivors of HT and CSEC.
- Research evidence-based best practices for victims' services and provide guidance to local victim services providers.
- Form a countywide, multidisciplinary human trafficking response team (HTRT) to work with victims and survivors from rescue or arrest through treatment.
- Coordinate with 211, the social services phone line, to make sure victim services providers are in the database as a referral resource.
- Host a "Salute to Heroes" annual event to recognize those who are making a difference in the lives of victims of HT and CSEC.

- Mobilize community resources to expand victim services and beds available for HT and CSEC victim services, especially juvenile victims.
- Provide grants and scholarships for survivors of HT and CSEC.
- Host an annual “Break Free Run” each fall to benefit organizations providing services to HT and CSEC victims and to raise awareness.
- Develop peer advocacy and peer support systems for victims of HT and CSEC.
- Expand focus to include victim identification for the LGBT community and boys and men.

### *Results*

Doubled the number of beds for HT and CSEC victims and increased coordination and access to victim services.

## Survivor Voices subcommittee

The Survivor Voices subcommittee was added as way to inform and provide greater input into the work of the HT and CSEC Advisory Committee. This committee also provides a meaningful way for survivors to engage in prevention, education, and awareness activities, finding a way to give back and help others and to raise support for victim and survivor services.

### *Strategies*

- Establishment and training of a survivor leader network
- Annual “Freedom Now” street fair to educate the public on how to recognize different forms of human trafficking and awareness on how to report and refer potential victims or perpetrators
- Development of educational and awareness building materials to ensure consistency and accuracy of information being communicated to the public
- “Real Talk” presentations to encourage open dialogue at the community level
- Cyber Patrol—an initiative to monitor online social media as a way to identify potential HT and CSEC activities

## *Results*

Seventy-eight HT cases identified through Cyber Patrol.

## Medical subcommittee

The Medical subcommittee is under development with a focus on enhancing the medical component of the “4 Ps” strategy—prevention, protection, prosecution, and partnerships—to include medical, behavioral, and mental health. The goal is to train all major health systems. Studies show that the vast majority of trafficking victims have had a medical encounter, but knowledge and awareness in health systems are minimal. Another step needs to be medical protocols. HEAL (health, education, advocacy, linkages) Trafficking—which treats trafficking as a health care issue—is a national group looking at this issue and best practices. Protocols include identification of human trafficking and referrals.

## *Strategies*

- Develop medical HT and CSEC protocols similar to sexual assault response teams.
- Develop and deliver HT and CSEC multidisciplinary trainings for medical staff at emergency rooms, hospitals, and clinics in screening of and response to CSEC.
- Develop and deliver HT and CSEC trainings for county mental health agencies.
- Include medical, behavioral, and mental health staff in multidisciplinary teams (child welfare, law enforcement, community providers) on HT and CSEC.
- Develop integrated medical and behavioral health homes as a solution to providing care and resources for victims.

## *Results*

Trainings and cross-sector protocols are in development with built-in integrated medical, behavioral, and mental health components.

## *Conclusion*

The San Diego Regional HT and CSEC Advisory Council represents a rich laboratory for full engagement with all key sectors and stakeholders to reduce the impact of HT and CSEC among children and adults, male and female, LGBT and straight, citizen and immigrant populations, rich and poor.

The commitment of the San Diego County Board of Supervisors, San Diego District Attorney's Office, San Diego County Sheriff's Department, and other partners is evident in the ongoing allocation of time, energy, and resources to implement the recommendations developed with broad public input and participation.



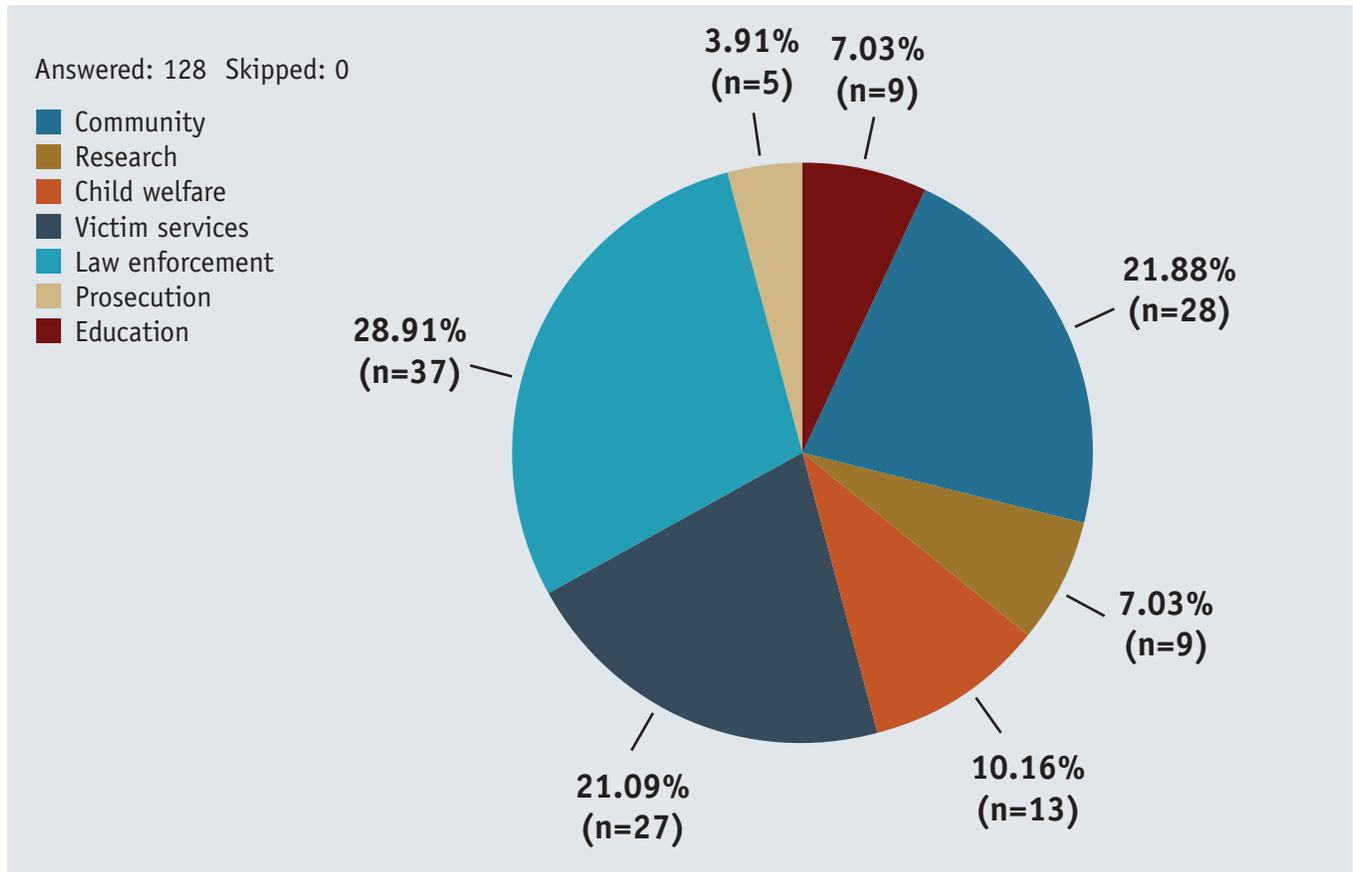
## Appendix A. Summit Action Planning and Recommendations Process

### *Combating Human Trafficking in San Diego County: Best Practices for Today and Tomorrow*

In response to the growing need to create a coordinated and comprehensive response to human trafficking, the San Diego County Regional Human Trafficking and Commercial Sexual Exploitation of Children Advisory Council convened a summit that addressed specific strategies to combat human trafficking in January 2014. More than 200 attendees from seven sectors represented education, law enforcement, prosecution, victim services, child welfare, community, and research. Sectors first identified and prioritized problems and barriers to combat human trafficking and then generated solutions by sector and across sectors. All recommendations were consolidated to reduce duplications and subsequently reorganized into recommendations by sector. An online survey was developed and distributed to summit attendees asking them to rank the 100 listed solutions using a Likert scale of 1–5 to rate each recommendation on importance and feasibility to help develop the overall prioritization of each recommendation. SAI conducted an analysis and synthesized the results, producing the final ranking of recommendations from the survey by importance, by feasibility, by a composite score of both importance and feasibility, by sector, and across all sectors. The analysis of the solutions was then provided to each of the subcommittees to develop into an action plan.

The distribution of participants in the summit is as shown in figure 1 on page 30.

**Figure 1. Which sector do you most identify with? (n=128)**



The top 10 prioritized recommendations, regardless of sector, were as follows:

1. Pass on solutions gained from the Summit on Solutions to Combat Human Trafficking in San Diego to decision-makers so they will include this information in their strategic plan.
2. Provide first responder human trafficking training in the Police Academy.
3. Provide interview training specific to human trafficking for investigators and officers using a victim-centered approach and trauma-focused care.
4. Develop training about human trafficking for school staff, including summits, workshops, in-services, handouts, and resource material.
5. Educate law enforcement on the various components of victimization.
6. Promote countywide participation in information sharing among all relevant agencies.
7. Develop protocols between law enforcement and the District Attorney's Office for discussion of cases prior to disposition of human trafficking cases.



8. Dedicate asset forfeiture proceeds from traffickers and customers to fund a centralized San Diego County Task Force to combat human trafficking with a unified mission.
9. Create a centralized offender database related to human trafficking that allows all participating agencies to query for relevant information.
10. Increase public and private funding to expand victim services addressing the needs of human trafficking victims.





# Appendix B. Recommendations Submitted to the San Diego County Board of Supervisors, October 22, 2014

## *Law enforcement recommendations*

1. Create a San Diego County regional and centralized human trafficking task force (HTTF) to focus primarily on the investigation of human trafficking and related crimes.
  - a. Task force should seek participation from local, state, and federal law enforcement and prosecution agencies, including the following: Federal Bureau of Investigation, Immigration and Customs Enforcement, U.S. Department of Homeland Security, U.S. Department of Justice, Assistant U.S. Attorney(s), San Diego County Sheriff's Department, Deputy District Attorney(s), Deputy City Attorney(s), San Diego Police Department, and Probation.
  - b. Task force should work with qualified victim service providers consistent with the needs of the victim for counseling, shelter, relocation, court support, medical care, etc.
  - c. Task force should coordinate with the appropriate multidisciplinary team members as appropriate for the needs of the victim and the case such as social welfare services, probation, health, and education.
  - d. Task force should develop protocols for interagency communication to facilitate appropriate information sharing.
  - e. Task force should develop protocols to effectively investigate all human trafficking cases, including sex and labor trafficking, using a victim-centered approach.
  - f. Task force members should be housed in a central location to maximize resources and intelligence sharing.
  - g. Task force should use qualified analysts to enhance the use of evidence-based models for a more effectual investigation and prosecution.
  - h. Task force should explore and identify sustainable funding sources.
2. Increase, update, and standardize comprehensive training on all aspects of human trafficking to law enforcement, other first responders, prosecutors, and justice partners.
  - a. Increase, update, and implement consistent training in all Peace Officer Standards and Training (POST)-certified and non-POST certified law enforcement and first responder academies with a focus on the detection of human trafficking that may be hiding in plain sight during routine law enforcement contacts.
  - b. Expand training on employing the most effective victim-centered approaches to victim and witness interviews at all stages of investigations and proceedings.

- c. Educate on the high potential for trauma and post-traumatic stress disorder in victims of human trafficking and how to avoid increasing it in the investigative process using a trauma-informed approach.
  - d. Create a process for ongoing training appropriate for all segments, experience, and leadership levels of law enforcement and other justice partners.
  - e. Create a current and user-friendly resource guide to assist law enforcement, first responders, prosecutors, and other justice partners.
3. Create a centralized data bank that documents perpetrators and defendants of human trafficking and its related crimes.
    - a. Create a countywide centralized data bank that tracks and documents perpetrators and defendants of human trafficking and their network of associates similar to CalGang.
    - b. Encourage efforts for statewide implementation of the recommendation by the California Department of Justice to gather comprehensive human trafficking information including utilizing California's fusion center system.
  4. Develop methods to evaluate the effectiveness of law enforcement efforts in combating human trafficking.
    - a. Continually review statistical information from a multidisciplinary approach to evaluate the effectiveness of law enforcement's investigative methods.
    - b. Use evidence-based research to adjust law enforcement's approach, response, and training as needed, based on the current and emerging human trafficking intelligence.

## *Prosecution recommendations*

1. Create a San Diego County regional and centralized HTTF to focus primarily on the investigation of human trafficking and related crimes in order to advance the prosecution of all forms of human trafficking.
  - a. Task force should seek participation from local, state, and federal law enforcement and prosecution agencies, including the San Diego County Sheriff's Department, Probation, Deputy District Attorney(s), Deputy City Attorney(s), Assistant U.S. Attorneys, U.S. Department of Justice, San Diego Police Department, U.S. Department of Justice, Federal Bureau of Investigation, Immigration and Customs Enforcement, and U.S. Department of Homeland Security.
  - b. Task force should work with qualified victim service providers consistent with the needs of the victim for counseling, shelter, relocation, court support, medical care, etc.
  - c. Task force should coordinate with the appropriate multidisciplinary team members as appropriate for the needs of the victim and the case such as social welfare services, probation, health, and education.

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- d. Task force should develop protocols for interagency communication to facilitate appropriate information-sharing with agencies including San Diego City Attorney's Office, Probation, and Parole.
  - e. Task force should develop protocols to effectively investigate sex and labor trafficking cases using a victim-centered and trauma-informed approach.
  - f. Task force members should be housed in a central location to maximize resources and intelligence sharing.
  - g. Task force should use qualified analysts to enhance the use of evidence-based models for more effective law enforcement and prosecution.
  - h. Task force should explore funding sources including federal and state grants and county-sustainable funding.
2. Increase, update, and standardize comprehensive training on all aspects of human trafficking to law enforcement, first responders, prosecutors, and justice partners to advance protection, prosecution, prevention, and partnerships to effectively combat human trafficking.
    - a. Increase, update, and implement consistent training in all law enforcement and first responder academies with a focus on the detection of human trafficking that may be hiding in plain sight during routine law enforcement contacts.
    - b. Expand training on employing the most effective victim-centered approaches to victim and witness interviews at all stages of investigations cases or court proceedings.
    - c. Educate on the high potential for trauma and PTSD in victims of human trafficking and how to avoid increasing it in the investigative process using a trauma-informed approach.
    - d. Create a process for ongoing training appropriate for all segments, experience, and leadership levels of law enforcement and other justice partners.
    - e. Create a current and user-friendly resource guide to assist law enforcement, first responders, prosecutors, and other justice partners.
    - f. Expand training for vertical and specialized prosecution and district attorney victim services of human trafficking cases.
  3. Strengthen laws and tools to address the demand side of human trafficking, recognizing that the profit from the demand fuels the crime in order to advance the prevention and protection aspects.
    - a. Encourage laws with stricter penalties for demand-side perpetrators.
    - b. Support the provision of resources, tools, and laws for enforcement and prosecution of demand side perpetrators.
    - c. Use media campaigns and community education to change the social acceptability of the demand-side culture, emphasizing that sexual and labor exploitation is not a victimless crime.

- d. Implement and enforce the requirement that certain locations including adult businesses, airports, and buses post the National Human Trafficking Resource Center (NHTRC) hotline, and support legislative efforts to expand the requirement as appropriate to additional establishments such as hotels and motels.
4. Implement effective strategies to increase victim identification in order to advance the 4 P's of combating human trafficking.
    - a. Review the handling of potential victims of human trafficking who are in our court system as perpetrators of prostitution and related crimes and the viability of diversion and human trafficking courts similar to drug courts, veterans courts, and behavioral health courts with a multidisciplinary team approach.
    - b. Expand public awareness campaigns that assist victims in self-identifying and reporting to law enforcement or seeking other services.
    - c. Use best practices learned from the child abuse, sexual assault, and domestic violence areas that share common features with human trafficking such as forensic interviews of child and teen victims, the sexual assault response team model, and a forensic or other medical examination as appropriate.
  5. Partner with schools and after-school programs to provide a systematic approach to the prevention of and intervention in victimization to advance prevention and build partnerships.
    - a. Support legislation or systems that will add education on human trafficking and exploitation to sex education or other curricula no later than junior high school.
      - i. In the absence of legislation, get buy-in from school districts to provide this prevention education as part of the curriculum.
      - ii. Adopt the Grossmont model for intervention by educating teachers and schools and creating a systematic method of identifying, intervening in, and interrupting victimization.
    - b. Include after-school programs, such as Boys and Girls Clubs, as a key area of prevention and intervention.
    - c. Include the potential of human trafficking in the truancy reporting system.
    - d. Simplify appropriate information-sharing between partners.
    - e. Create social media and other tools that include appropriate test target audiences to dispel the myths about the trafficker and victim lifestyle—use schools as an easy avenue for the distribution of the message.
    - f. Provide expertise for training school medical providers, especially school nurses, to detect, report, and rescue potential victims of human trafficking. School nurses are key professionals in the lives of school-aged children and learn critical information that can lead to proper intervention in the lives of young victims.

6. Implement a multidisciplinary response team and protocol specific to sexually based human trafficking of minors to advance the 4 P's model for effectively combating human trafficking.
  - a. Multidisciplinary response protocols should be further implemented to effectively address sexual exploitation of minors to leverage law enforcement, social services, medical treatment, psychological treatment, education, and probation and court where indicated; this would include the use of forensic interviews where appropriate for the age and mental capacity of the minor and sexual assault response team medical examination, rape kit, and examination for and treatment of sexually transmitted diseases.
  - b. Provide short-term safe homes and long-term residential housing and treatment for sexually exploited minors.
  - c. Establish a protocol for mandatory reporting of CSEC whether it arises in the context of school, social services, police contacts, or medical contacts.

(Note that multidisciplinary response teams may be useful in adult sex trafficking and labor trafficking but are more readily available and feasible in the sex trafficking of minors because of intersections with child welfare, schools, and truancy.)

## *Victim Services recommendations*

1. Expand services for survivors.
  - a. Increase public and private funding and awareness to expand comprehensive services addressing human trafficking.
  - b. Create comprehensive, family-centered services for survivors (e.g., case plans, parent education, and support). Necessary services include legal, medical, dental, psychiatric, optometric, ID obtainment, counseling, education, court support, tattoo removal, child care, job readiness, case management, transportation, and transition to independence.
  - c. Create a structured system and action plan for emergency, short-term, and long-term care.
  - d. Develop minor-specific residential rehabilitation including for nonadjudicated CSEC victims.
  - e. Increase fines for customers and traffickers with a percentage of funds dedicated to victim services.
2. Expand housing for survivors.
  - a. Secure funding to allow existing nongovernmental organizations (NGO) and community service organizations (CSO) to expand services to provide more housing for survivors of human trafficking.
  - b. Allocate existing beds in shelters for human trafficking survivors and standardize procedures and protocols.

- c. Expand emergency (2–3-day stay to include medical and psychological evaluation), short-term, and long-term housing availability for minors, adults, and adults or minors with children.
    - d. Increase fines for customers and traffickers with a percentage of funds dedicated to providing housing to survivors.
  3. Develop an organizational alliance between victim services workers and law enforcement to form a countywide multidisciplinary human trafficking response team (HTRT) to work with survivors from rescue (or arrest) through treatment.
    - a. Focus on the demand side of human trafficking.
    - b. Consult other jurisdictions that have already established an HTRT including Cook County, Illinois, and tri-county Florida, along with SART San Diego.
    - c. Provide a victim advocate or trained human trafficking survivor to respond with law enforcement at initial contact to improve identification and engagement of survivors.
    - d. The HTRT should include survivors, court liaisons, mental health providers, addiction specialists, health services providers, case workers, and law enforcement.
  4. Centralize human trafficking case management in a single location (i.e., a human trafficking resource center) modeled after the family justice center.
    - a. Coordinate emergency housing, medical evaluation, and psychological evaluation of victims upon arrival.
    - b. Provide the following services: case management; legal assistance; court support; counseling; education; job readiness and training; child care; “dress for success;” and referrals for medical, dental, psychiatry, optometry, and tattoo removal.
    - c. Collaboration with law enforcement, prosecutors, and public defenders.
  5. Develop partnerships with the Research and Data subcommittee to improve the identification and implementation of best practices and to create a document on the latest findings.
  6. Create protocols and best practices that permit service providers to become subcontractors for probation, child welfare services, and the courts.
  7. Create more transparency and accountability in victim services operations.
  8. Review policies for human trafficking hotlines.
  9. Develop a program design for family practitioners that includes peer-to-peer mentoring.

## *Child Welfare recommendations*

1. Develop a formal protocol for CSEC victims.
  - a. Implement a universal screening tool for service delivery, placement decisions, and identification.
  - b. Identify a central point of contact to oversee and coordinate the efforts of child welfare services and collaborate with other stakeholders to meet the needs of CSEC victims.
2. Expand services and placements for CSEC victims.
  - a. Provide a letter of support to community service organizations to expand services and placement options for commercially sexually exploited youth.
  - b. Create a multidisciplinary team to provide timely and appropriate services.
3. Expand CSEC and human trafficking awareness training.
  - a. Develop training opportunities for county departments and community partners working with CSEC and human trafficking victims.
  - b. Educate the community on the importance of reporting suspected or known CSEC or human trafficking victims to the child abuse and neglect hotline.
4. Collect and share data.
  - a. Collect child welfare services data and share across systems to better understand the prevalence of CSEC victims that come to the attention of child welfare services.

## *Education recommendations*

1. Develop human trafficking awareness training (including handouts and resource materials) for all school staff, parents, and students. Expand existing training and response protocols countywide to all schools and districts.
  - a. Develop training opportunities for all school staff including summits, workshops, in-services, handouts, and resource materials. Ensure that administration and nurses are included in the trainings.
  - b. The Education subcommittee may coordinate multidisciplinary trainings across regions within the county beginning with the 2014–2015 academic year.
  - c. The Education subcommittee will maintain a library of handouts and resource materials to be posted online for equitable access. This library may be housed in a human trafficking resource center.

2. Promote countywide participation in information sharing among all relevant agencies. Establish procedures for collaboration between school districts and case managers in existing services or other local coalitions with similar missions (e.g., Healthy Start and the Spring Valley Family Coalition).
  - a. The GOALS leadership team and San Diego County Office of Education will continue to promote the participation of the GOALS MOU across the county with various school districts and agencies.
  - b. Promote systematic change at the district level; encourage districts to adopt new human trafficking policies, not just host trainings.
3. Explore age- and developmentally appropriate small group prevention and intervention curricula.
  - a. The Education subcommittee will identify a program (such as PLAYGROUND<sup>40</sup>) to pilot with a small group of students.
  - b. Support the adoption of school district policies that address human trafficking.
    - i. Promote human trafficking being appropriately placed within curriculum.
    - ii. In the absence of legislation, get buy-in from school district to provide this prevention education as part of the curriculum.
4. Encourage school districts to train all staff including after-school personnel on human trafficking and CSEC.
5. Collaborate with the other subcommittees to develop a standardized and research-informed CSEC training for school personnel that is culturally sensitive, trauma-informed, and inclusive of all victims and survivors.

## *Community recommendations*

1. Assist San Diego HTTF and victim service providers in obtaining increased public and private funding.
  - a. Identify the gaps between the number of cases and available services; determine specific funding needs to close those gaps.
  - b. Lobby for increased and sustained funding for the task force and human trafficking victim service providers.
  - c. Identify private funders (such as individuals, NGOs, foundations, and grants). Engage local banks, businesses, homeowners, and associations to donate homes for the purpose of creating “safe homes” for survivors.
  - d. Establish a collaborative and coordinated approach to grant writing, foundation outreach, and innovative fundraising strategies. Create a team of volunteer grant writers and pay for volunteers to receive professional training (available at San Diego State University (SDSU), Point Loma Nazarene University (PLNU), and the San Diego Foundation).

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40. “Nest Foundation,” End Slavery Now, accessed May 7, 2018, <http://www.endslaverynow.org/nest-foundation>.

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- e. Coordinate a countywide campaign to introduce service, professional, business, NGO, and community organizations to the current anti-trafficking work of law enforcement, victim services, and NGOs.
  - f. Increase community buy-in to combat trafficking.
  - g. Maintain a community-wide calendar of events on the San Diego County website.
  - h. Publicize the (NHTRC) hotline number on the San Diego County website.
  - i. Identify high-profile “champions” for the cause to help build momentum and awareness of current issues (e.g., celebrities, politicians, media personalities, and business and community leaders).
  - j. Provide a platform for survivors to be able to share their testimonies to promote compassion and understanding.
  - k. Promote awareness and disperse hotline numbers using diverse platforms such as billboards, magazine ad campaigns, or reality TV shows. Use high profile events such as the Super Bowl or award shows to increase visibility of the issues. For example, continue and expand the current billboard and bus shelter awareness campaigns.
  - l. Increase collaboration with community groups, faith leaders, and local organizations to fully engage them as stakeholders in addressing human trafficking. (Note: As a result of our efforts to gather community leaders, Churches Against Trafficking [CAT] was formed in 2013 with eight county churches represented. As of July 2014, more than 50 churches are represented, and CAT has hosted trainings and poster outreach campaigns. In addition, this model has been replicated in two other California counties.)
2. Provide community training on human trafficking prevention and identification.
    - a. Host a public announcement campaign to raise awareness among parents and students. This campaign may include news outlets, billboards, bus signs, and school communications; on-campus student groups may promulgate the campaign as well.
    - b. Host community forums, parent-teacher association (PTA) meetings, and other civic meetings joining teenagers and parents to address the needs that lead to vulnerability. Empower teenagers to be a part of the solution through peer-to-peer education programs and by providing safe, confidential means of reporting.
    - c. Develop IT safety awareness and training to educate children, teens, parents, and the broader community.
    - d. Structure initiatives to encourage male involvement and peer-to-peer education to reduce sex trafficking.
    - e. Provide awareness and preventative education for at-risk populations such as foster youth, gang-vulnerable youth, and migrant and immigrant families on their legal rights and services.
    - f. Develop culturally sensitive materials for undocumented citizens and underserved populations.

3. Create a human trafficking volunteer corps. Recruit volunteers to help build awareness initiatives, improve access to services, and develop or sustain quality recovery programs for survivors.
  - a. Host “train-the-trainer” workshops for speakers, student leaders, and student groups to facilitate consistent and quality human trafficking presentations.
  - b. Develop training and education opportunities for community-based organizations on how to advocate for services for at-risk youth.
4. Address the demand and distribution side of commercial sexual exploitation.
  - a. Enforce current laws against the purchasers of sex and publish their names on public crimes list.
  - b. Sponsor and support legislation that would increase penalties for buyers of sex similar to driving under the influence (i.e., mandatory jail time and education, increased fines, and crime publication).
  - c. Explore reintegration and recidivism prevention options for traffickers and sex purchasers using best evidence-informed practices. Consider models of peer-led programs.
5. Use a multimedia campaign to promote more positive imagery of women to help reduce exploitation, confront the glamorization of violence, and address the demand side. This campaign may include the following:
  - a. Billboards and transit signs
  - b. News articles (in print, online, or both)
  - c. Social media (recognizing positive role models and champions)
  - d. Public service announcements

## *Research and Data recommendations*

1. Empower the (HT-RADAR) as a centralized clearinghouse for human trafficking related research in the San Diego/Tijuana region.
  - a. Base HT-RADAR at PLNU as the leader of a regional coalition of interested universities, law enforcement, and community-based researchers.
  - b. Fund an administrator or administrative assistance to support the logistics of organizing HT-RADAR, perhaps as a private-public partnership.
  - c. Empower HT-RADAR to set its research agenda in coordination with active advisory council members and partners.
  - d. Provide avenues for HT-RADAR to appropriately disseminate its research and recommendations to the advisory council, relevant agencies, funders, and the public. HT-RADAR could offer research-based consultation (e.g., for media campaigns and human trafficking training programs among public schools).

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- e. Develop a research brief to be disseminated quarterly regarding findings. The research brief should be no more than two pages (sent out in PDF format) capturing kernels of the research findings and announcing new research projects.
  2. Empower and assist HT-RADAR to improve regional human trafficking-related data access and data collection methods so results are more reliable and valid with a goal toward more effective impacts on the community.
  3. Support an annual human trafficking research summit focused on reporting to all interested parties the latest findings of human trafficking-related research.
    - a. While HT-RADAR will meet quarterly to engage in the purposes stated here, researchers and all engaged against human trafficking would benefit from a public annual update on the state of human trafficking related research for the San Diego/Tijuana region.
    - b. Goals of the annual summit will include
      - i. sharing progress on active research projects;
      - ii. identifying gaps in the research;
      - iii. identifying trends;
      - iv. producing an annual report;
      - v. establishing a collective body of research data (on both victims and perpetrators).
    - c. Leverage funds for this summit from participating universities, participants, public funds, foundation grants, etc.
  4. Support the creation of a human trafficking research institute for undergraduate and graduate researchers to help develop the next generation to engage against trafficking.
    - a. Host the institute at SDSU, the key minority-serving institution in town with the capacity to manage the programming. Other universities will collaborate.
    - b. HT-RADAR will coordinate mentoring of younger scholars by experienced researchers across multiple disciplines.
    - c. Identify and support applications for research funding from sources such as the National Science Foundation, National Institute for Justice, Humanity United, Qualcomm Foundation, the San Diego Foundation, etc.
  5. Assist HT-RADAR to create and host a database of regional persons and institutions working against trafficking as a communal resource.

6. Examples of the type of research topics HT-RADAR could encourage include the following:
- a. Develop an evidence-based, standardized method of collecting data and create a standardized method of interview format (for victims, perpetrators, and consumers) based on gender and age groups.
  - b. Measure the magnitude, nature, reach, and impact of the problem.
  - c. Estimate the monetary cost to society of the arrest of victims versus the arrest of traffickers (e.g., the arrest of one trafficker can save 25 victims).
  - d. Develop a victim profile to better prevent and identify victimization. Identify risk and protective factors including pathways to exploitation. Identify local and regional contributing factors—physical conditions, social attitudes, pop culture, and community norms that either contribute to the problem or help sustain it.
  - e. Analyze the role of technology in engaging against human trafficking.
  - f. Analyze the role of social media in the promotion of and engagement against human trafficking.
  - g. Examine the nexus between human trafficking and the military in the San Diego/Tijuana region.
  - h. Analyze the cost to society of rescuing (supportive services) versus not rescuing the victim. Example: To keep a person in state prison costs approximately \$71,000 per year versus \$25,290 for the average cost of one year at a 4-year, in-state, on-campus student, so there is no need for foster care, food stamps, welfare, etc.<sup>41</sup>
  - i. Analyze correlations and connections between CSEC and school performance, dropout, truancy, gangs, Internet, sexting, alcohol and drug use, runaways, child abuse, etc.
  - j. Identify effective treatment models as well as measuring the impacts of intervention and prevention strategies.
  - k. Develop a perpetrator profile (traffickers and other related perpetrators) in order to better prevent and identify perpetrators.
  - l. Create a psychosocial evaluation of traffickers (to find a way to increase their buy-in and empathy with victims).
  - m. Collect and analyze data obtained from customer sweeps and prostitution impact panel (i.e., “john school”) to identify characteristics of consumers and predictors of recidivism.
  - n. Assess the nature of indoctrination—traumatic bonding, grooming, and psychological manipulation.
  - o. Research current laws and policies in place and proposed legislation.
  - p. Understand bi-national and international factors and impacts.

41. Legislative Analyst’s Office, “How Much Does It Cost to Incarcerate an Inmate?” California State Legislature, accessed May 7, 2018, [http://www.lao.ca.gov/PolicyAreas/CJ/6\\_cj\\_inmatecost](http://www.lao.ca.gov/PolicyAreas/CJ/6_cj_inmatecost); “Average Estimated Undergraduate Budgets, 2017–18,” Trends in Higher Education, accessed May 7, 2018, <https://trends.collegeboard.org/college-pricing/figures-tables/average-estimated-undergraduate-budgets-2017-18>.



# Abbreviations

ATV	all-terrain vehicle
BJA	Bureau of Justice Assistance
CAPE	community awareness and police enforcement
CAT	Churches Against Trafficking
COP	community-oriented policing
COPS Office	Office of Community Oriented Policing Services
CSEC	commercial sexual exploitation of children
FBI	Federal Bureau of Investigation
GOALS	Global Oversight Analysis Linking Systems
HT	human trafficking
HT-RADAR	Human Trafficking Research and Data Advisory Roundtable
HTRT	human trafficking response team
HTTF	human trafficking task force
IACP	International Association of Chiefs of Police
ICE	Immigration and Customs Enforcement
MOU	memorandum of understanding
NGO	nongovernmental organization
NHTRC	National Human Trafficking Resource Center
NIJ	National Institute of Justice
PLNU	Point Loma Nazarene University
POP	problem-oriented policing
POST	Peace Officer Standards and Training
SAI	Strategic Applications International

SARA	scanning, analysis, response, assessment
SART	sexual assault response team
SPI	Smart Policing Initiative
UCR	Uniform Crime Reports
UTV	utility terrain vehicle



## About SAI

**Strategic Applications International (SAI)** facilitated the Task Force on 21st Century Policing established by then President Barack Obama in 2014. SAI provides training, technical assistance, and organizational development strategies for domestic and international nongovernmental organizations; nonprofits; and local, state, national, and international government organizations responding to crime, violence, and substance abuse. SAI provides facilitation and mediation services and brokers relationships between public and private sectors to address critical issues facing communities.

In partnership with the U.S. Department of Justice and the Substance Abuse Mental Health Services Administration of the U.S. Department of Health and Human Services, SAI has facilitated 22 governors' summits on methamphetamine and, in collaboration with state and local agencies, developed comprehensive strategies with measurable outcomes. With funding from the COPS Office, SAI worked with 40 tribal law enforcement agencies seeking to address drug abuse in tribal nations.

SAI is a global firm with projects to prevent and treat HIV and AIDS in South Africa and Swaziland; gender-based violence in Kenya, South Sudan, Ethiopia, and Rwanda; and criminal justice reform, counterterrorism, and deradicalization in Kenya. Globally, SAI addresses development issues around community policing, substance abuse, gender empowerment, climate and the environment, and youth employment.

SAI builds capacity, supports research, develops publications, and promotes community action with all its partners and clients.

To learn more, visit SAI online at <http://sai-dc.com>.



## About the COPS Office

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem-solving approaches based on collaboration. The COPS Office awards grants to hire community policing officers and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Since 1994, the COPS Office has invested more than \$14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing. Other achievements include the following:

- To date, the COPS Office has funded the hiring of approximately 130,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs and flash drives.
- The COPS Office also sponsors conferences, round tables, and other forums focused on issues critical to law enforcement.

COPS Office information resources, covering a wide range of community policing topics such as school and campus safety, violent crime, and officer safety and wellness, can be downloaded via the COPS Office's home page, [www.cops.usdoj.gov](http://www.cops.usdoj.gov). This website is also the grant application portal, providing access to online application forms.



The Below Ten project focused on three cities located on or below Interstate 10— (1) Nogales, Arizona; (2) Pharr, Texas; and (3) San Diego, California—and their efforts to respond to a wide range of problems related to guns, drugs, and human trafficking. A key component of the project was the series of summits held to develop stakeholder-led plans to respond to the wide range of humanitarian, commercial, and enforcement issues. This publication describes the outcomes of these summits, which brought community members together with local, state, federal, and tribal law enforcement; public health providers; social services; and other groups to identify problems, challenges, and solutions. It also provides detailed information on the approach adopted by each community and the activities that have been sustained since the project ended.



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Visit the COPS Office online at [www.cops.usdoj.gov](http://www.cops.usdoj.gov).



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