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CITY OF SACRAMENTO

ANNE RUDIN
Mayor
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915 I Street, Room 205
Sacramento, California 95814
(916) 449-5407

CITY OF SACRAMENTO
MAY 8 1985

May 3, 1985

Transportation and Community Development Committee
Sacramento, California

Honorable Members in Session:

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

SUMMARY

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

RECOMMENDATION

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

Respectfully submitted,

Lia Langley

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

For Transmittal to Transportation and
Community Development Committee:

Solon Wisham, Jr.

Solon Wisham, Jr.
Assistant City Manager

LL:jb

Attachments



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Honorable Members in Session:

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

SUMMARY

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

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

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

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

BACKGROUND

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

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

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

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

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

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

In continuing to define the problem of street prostitution, a mutually agreeable plan of cooperation with the Sacramento Police Department was devised. The department has supplied statistics on the activities of the vice detail, the District Attorney's Office and the Municipal Court. A disposition of 723 prostitution related arrests were tracked for 1984 as noted by tables and chart in appendix¹. The statistics were reported by type of crime, area where arrest was made, and disposition whether by dismissal, monetary fine, or jail sentence. The information was monitored to detect any reportable trends.

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

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

FINANCIAL DATA

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

RECOMMENDATIONS

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

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

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

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

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

Respectfully submitted,

Lia Langley

Lia Langley, Chair
Mayor's Task Force Against
Prostitution

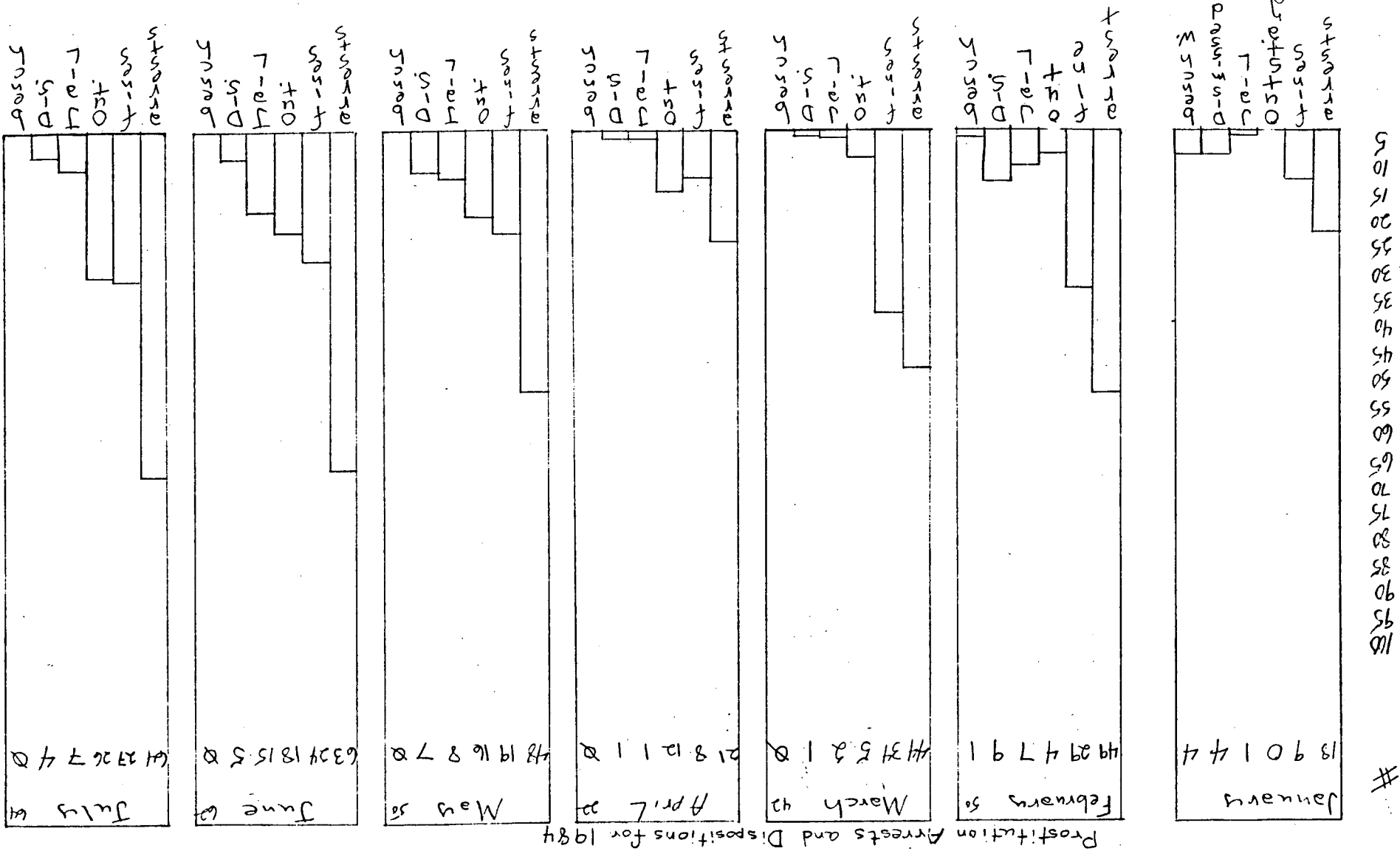
For Transmittal To City Council:

Walter J. Slipes, Jr.

For:

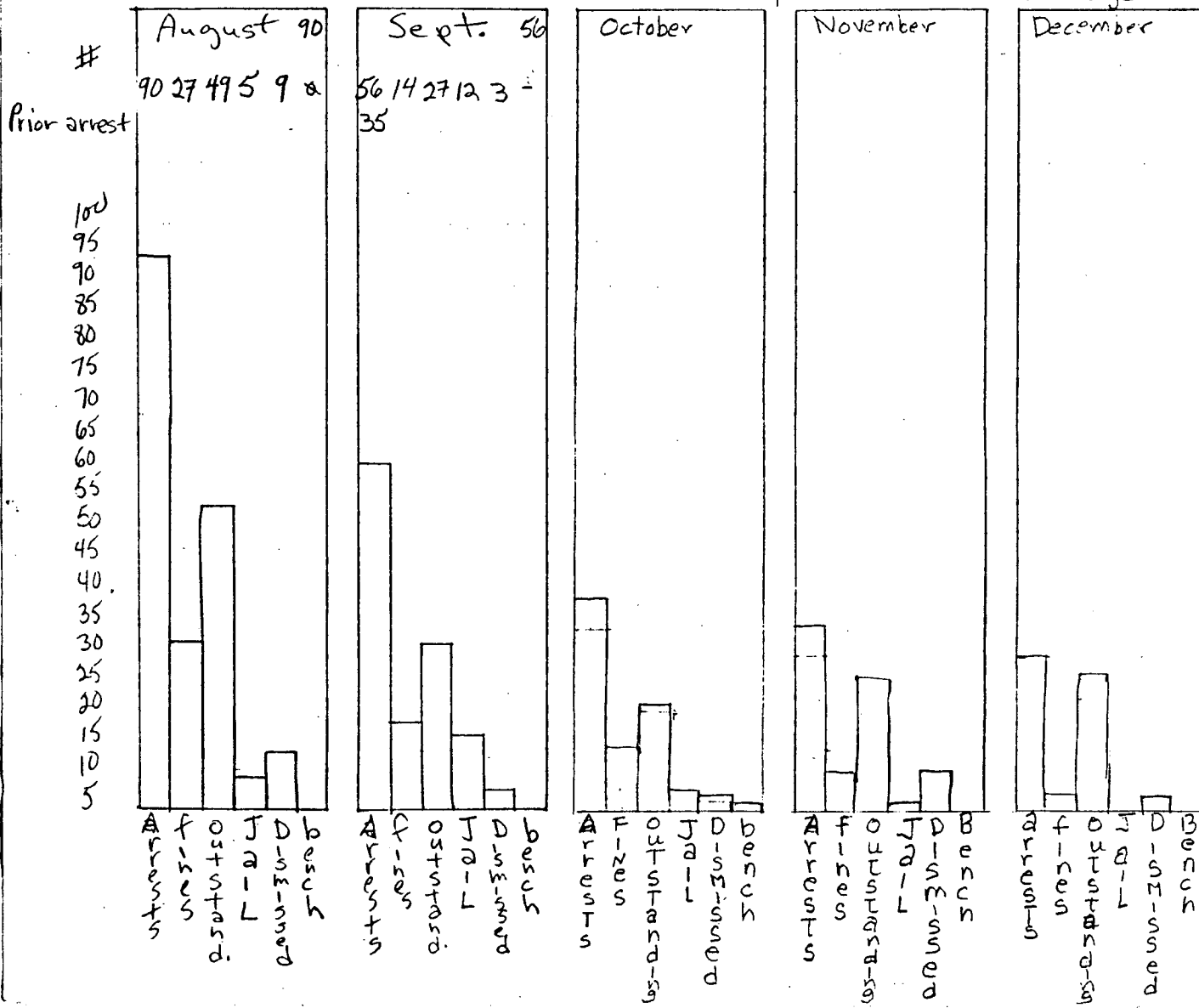
Walter J. Slipes, City Manager

Attachments



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Prostitution Arrests and Dispositions for 1984 Page 2



PROSTITUTION AS OF 1-7-85

647(b)

Arrests & Dispositions for 1984

12- Month Totals

(See attached two sheets for Monthly Details)

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

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

647(b) PC

AS OF: 28 DEC 84

1984

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

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

647(b) PC

AS OF: 3 JAN 85

1984

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

LAST ENTRY
12-27-84

PROSTITUTION ARRESTS BY AREA 1984

1984	16 th & 17 th St. Stockton				12 th other				COMMERCIAL					
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
JAN	12	5		3							1			
FEB	35	10		16							7	3		
MAR	42	3		14							1			
APR	14	2		18	1						2	2		
MAY	21	14		12			1				4	10		
JUN	28	32		7	1	2					3	2		
1/2 year	152	96		70	2	2	1				18	17		
JULY	40	12		3	12	2					2			
AUG	40	34			3	12		4			5	10		0-2
SEPT	11	19	1		11			6			5	1		
OCT.	18	12			2	9		3			8			
NOV	14	21			8			2			1	3		
DEC	4	6			6	7	2	2			2			0-1

279-2001 73 11-61 4 18 41 2-30 03

Total for 1984

293 - male arrests
 430 - female arrests
 723

Prostitution
 Arrests by
 Area 1984