

“YOU NEVER KNOW” CAMPAIGN

2010-2011

Arlington Police Department



Arlington Police Department

620 West Division Street

Post Office Box 1065

Arlington TX 76004-1065

(817) 459-5600

CALEA Accredited Since 1989

Theron L. Bowman, Ph.D., Police Chief

YOU NEVER KNOW CAMPAIGN

ARLINGTON POLICE DEPARTMENT

Summary:

PROBLEM

For years, the Arlington Police Department has worked to eradicate prostitution from the streets and city limits. Whether it was through prostitution enforcement or enforcement of other crimes related to prostitution, the department worked diligently to accomplish this lofty goal. After the success of Project Spotlight in 2008, Arlington Police took another look at the prostitution problem and began to see a new trend; using the internet to post ads soliciting sex.

ANALYSIS

To analyze the prostitution problem and its evolution, the Vice Unit simply began to change the way it operated. Instead of automatically considering women as suspects, they were viewed as victims. Vice detectives interviewed each female (or male) encountered during operations or investigations attempting to gain intelligence such as how they got started in the lifestyle, how they were advertising, who was running the “business,” and details of the existing underground network. Enforcement data was analyzed to predict where offenses were likely to occur, and internet sites and street activity were continuously monitored. Field intelligence and surveillance of potential hot spots also played a key role in the continuous analysis of the problem.

RESPONSE

The “You Never Know” campaign was implemented in early 2010 as a continuation of Project Spotlight and as a direct result of the evolution of prostitution in Arlington. The basis of

the campaign is that you never know who you are going to get; a real prostitute or “john,” or a police officer. You never know if the woman you are talking to on the street or on the phone is a real prostitute or an undercover police officer. The “john” you are meeting on the street or going to meet in his hotel room may be the real thing or may be an undercover police officer. The campaign consisted of not only the enforcement component consisting of undercover operations, but media and education components as well.

ASSESSMENT

The degree of impact was somewhat difficult to evaluate statistically. Prostitution arrests are self-driven so merely looking at the number of arrests was not going to give a truly accurate portrayal of our efforts. What the Vice Unit did examine was the number of ads being posted daily for Arlington on various internet sites and the number of trafficking victims rescued. As enforcement continued, we began to see a decrease in the number of ads being posted in Arlington.

YOU NEVER KNOW CAMPAIGN

ARLINGTON POLICE DEPARTMENT

Scanning:

For years, the Arlington Police Department has worked to eradicate prostitution from the streets and the city limits. Whether it was through prostitution enforcement or enforcement of other crimes related to prostitution, the department worked diligently to accomplish this lofty goal. It had long been identified that there was a certain area, or “track” that street level prostitutes frequented in search of clients or “johns.” That area consists of Division St. (State Highway 180) and North Watson Rd., which is the service road for State Highway 360. Both of these streets are main arteries into downtown Arlington and major thoroughfares into our Entertainment District. Overall crime within Arlington’s Entertainment District (Patrol Beat 280) had experienced an increase in FBI – Uniform Crime Reports (UCR) with a total of 1,404 offenses in calendar year 2007 and a total of 1,408 offenses in calendar year 2008. After the success of Project Spotlight in 2008, our UCR for the Entertainment District had a decrease of 13% compared to 1,216 offenses in calendar year 2009. Even with these successes we continued to receive complaints related to prostitution, specifically in our hotels and motels within the Entertainment District. Arlington Police took a fresh look at the prostitution problem and began to see a new trend; using the internet to post ads soliciting sex. Not only was the police department beginning to notice, but local businesses such as hotels and residents were noticing

as well. Also assisting in bringing the trend to the forefront was media coverage on various internet sites depicting escort sections where sex for hire was being advertised.

The Arlington Police Vice Unit began to monitor these internet sites and began to notice there was large numbers of women posting “escort services.” Ads included their rates and available services. Many of the ads would say things like “private discreet upscale hotel” or “hotel friendly”. These ads supported our belief that the internet was now changing the way sex was being sold on the streets and that it had indeed moved off the streets of Arlington and onto the web. In addition, detectives working in a covert capacity began to recognize several dancers from local sexually orientated businesses in ads on the internet. Patrol officers would encounter activity consistent with prostitution during their tour of duty and routinely report the intelligence gained from suspect and citizen contacts to the Vice Unit, which greatly aided in our approach to this issue.

Along with monitoring these various sites for activity occurring within our city, we began to get complaints from various hotels/motels about suspicious females that were staying at their establishments and what they believed to be occurring based on their personal observations and evidence found. Women of varying ages were being seen in the hotels with different types of men. While this usually is nothing out of the ordinary for hotels, they began to see the same females over and over with different men each time. A pattern developed at several smaller local motels where the same females would check in every Friday, stay the weekend, and check out on Monday morning. Some even reported the same females checking in and out every two weeks, requesting the same rooms every time.

Arlington Police also began to receive complaints from citizens. Several parents called about their runaway children who were now posting escort services on the internet using false names and ages. Police received complaints about homes or apartments that were experiencing high volumes of visitors, mostly males throughout the day and night that would only stay an hour or so before leaving. Citizens also called 911 anytime they observed similar suspicious behavior occurring in hotels, restaurants, and events being held in the city.

Based on the long history and data on prostitution offenses that has occurred in Arlington and continues to plague our city, this was an obvious choice for continued enforcement and strategies to reduce it. For years, it has been seen as a victimless crime, an act between two consenting adults occurring behind closed doors. We are now seeing that is not always the case. Along with reducing prostitution offenses, locating and rescuing victims of human trafficking is extremely important and is another aspect of the “You Never Know” campaign. Many of these women are suffering from physical or mental abuse as well as drug addiction. Arlington Police realized that getting these victims into services and showing them how they can lead a life away from prostitution would improve their overall quality of life. We also observed unintended consequences with our enforcement efforts in 2008 and 2009 in a reduction of the Uniform Crime Reports within the Entertainment District and a noticeable decrease in demand with the amount of men seeking women for prostitution.

Analysis:

To analyze the prostitution problem and how it had evolved, the Vice Unit simply began to change the way it operated. Instead of automatically considering women as suspects, they were viewed as victims. Vice detectives interviewed each female (or male) encountered

during operations or investigations attempting to gain intelligence such as how they got started in this lifestyle, how they were advertising, who was running the “business,” and details of the existing underground network.

Enforcement data was analyzed to predict where offenses were likely to occur, and internet sites and street activity were continuously monitored. Field intelligence and surveillance of potential hot spots also played a key role in the continuous analysis of the problem.

For years, it was not uncommon to see females walking the track in Arlington soliciting for potential “johns.” Typically, one would see the same females day after day in the same area. Officers and detectives knew many of the females working as prostitutes on a first name basis. Heavy street enforcement under Arlington’s Project Spotlight began to occur in late 2005 through the end of 2008, placing many repeat offenders in jail and forced others to relocate or change their tactics to reach their audience. Social networking sites and adult services forums has made enforcement increasingly difficult. The operations are not the typical undercover operations that were effective in the past. With the focus changing from prostitution to human trafficking, our vice investigators were prepared to proceed with major human trafficking cases that require the victims needing a multitude of services.

Arlington Police had to determine who stakeholders were in this problem and why they chose to stay involved, whether intentionally or unintentionally. The most obvious stakeholder in this issue is the police department, as we stand to gain the reduction of crime occurring in our city and improvement in quality of life issues in the areas we impact. Improved quality of life leads to a safer city for our residents to live in and for people to visit and experience all that Arlington has to offer. Other major stakeholders in the equation are the hotels and motels where these offenses are taking place. While they may be making money by renting to these men and

women engaging in this activity, they stood to lose much more than money. Visitors want to know they are staying at a safe location with minimal to no illegal activities. The reputation of some of the local hotels and motels was being tarnished due to arrests for prostitution and other offenses. This, in turn, led to a lower occupancy level for them along with less income.

Fostering this and other prostitution offenses in Arlington was simply money. With prostitution moving off the street and out of the public eye, the client base was changing along with the women entering the business. The women can literally hide in plain sight, blending in with everyone else. Police were used to seeing them walk the street and they were easily identifiable. Under these new “rules of the game”, their appearance had changed, making them much harder to spot. Also, most women were making \$200 an hour for their services, which is extremely appealing. There was little fear of being caught and prosecuted and even if they were arrested, the cases were typically pled out with little to no jail time. Many felt that the benefits outweighed the risks and were willing to take the chance.

Response:

It was extremely important that we continued with initiatives starting during the 2008 “Operation Spotlight”, specifically, using prostitution arrest postcards, posting mug shots of men and women arrested for prostitution at www.arlingtonpd.org, as well as continued street level enforcement.

Periodic prostitution decoy operations (“john stings”) in the past revealed that many “johns” were married and working in either Arlington or nearby communities. This fact created several concerns and deterrent possibilities. The serious concern was the public health risk to the “john” and his un-expecting and unwitting family members who would be at risk of acquiring

sexually transmitted and other diseases from the prostitutes. We knew that “johns” with a family or some standing in the community could be deterred if their behaviors were brought to public view. Therefore, we began a program of mailing postcards with the photo of the arrested individual to his/her home. This postcard had an urgent message and contact information for the Centers for Disease Control. As previously stated, photos of those arrested for prostitution were posted on the Police Department’s website for 180 days.

In order to truly effect and deter the males who were routinely picking up prostitutes on Division Street and North Watson Road, consistent enforcement operations were necessary to create doubt in the mind of potential “johns”. The goal was to communicate to the general public that men picking up prostitutes in Arlington had a high likelihood of being arrested.

The “You Never Know” campaign was implemented in early 2010 as a continuation of Project Spotlight and as a direct result of the evolution of prostitution in Arlington. The basis of this campaign is that you never know who you are going to get; a real prostitute or “john,” or a police officer. You never know if the woman you are talking to on the street or on the phone is a real prostitute or an undercover police officer. The “john” you are meeting on the street or going to meet in his hotel room may be the real thing or may be an undercover police officer. The campaign consisted of not only our enforcement component consisting of undercover operations, but media and education components as well.

The media component of the “You Never Know” campaign consisted of electronic billboards running twenty-four hours a day, seven days a week on various digital billboards throughout the city in strategic locations. These were put into place in November of 2010 and ran through January 2011. The messages on two separate billboards read, “Not in our city, Fight Prostitution,” and “Dear John, you never know, this could be you.” Mug shots of real convicted

johns from our undercover operations were put on display four at a time, and they would change weekly. Not only were they to serve as a deterrent to the people living in Arlington, they were to serve as a deterrent to the visitors coming to Arlington for vacations and for events like Super Bowl XLV, Big 12 Championship, and the Cotton Bowl. Press releases were also periodically sent out detailing our enforcement efforts with the "You Never Know" campaign.

Detectives noticed that ads being posted on the internet sites all had a call back number and a link to reply to the ad electronically. A short paragraph was drafted that could be sent by text, email, or relayed by phone to the poster of the ads. Vice detectives were tasked with email, text, and phone blasts of these ads informing them their ad was in direct violation of Arlington Sexually Orientated Business Ordinance and they needed to remove it or face prosecution.

We moved our street level operations targeting females into hotels and motels to address the new way of soliciting sex online. Our operations became more detailed in the way they were set up, from location to props to the cover story that went along with it. We also changed who our targets actually were. While we still focused on soliciting the women posting their services, we also targeted other categories such as the male escorts, people posting as massage providers and even the people posting in the S&M and fetish categories on various internet sites.

Examination of the Sexually Orientated Business chapter in Arlington City Ordinances gave us another offense to utilize when charging suspects. The ordinance states that one must have a license to operate as an escort or escort service in Arlington. If not, they are subject to a fine and/or arrest. All of the women posting on the internet were posting under the escort section of various internet sites. When contacted, they were asked if they had a current city license to operate as an escort in our city. This gave us another way to take people into custody and charge them when the prostitution case could not be made.

In order to accomplish our objectives, many resources were utilized. Covert Operations detectives consisting of both Vice and Narcotics personnel, patrol personnel, and SWAT were all used in various roles during the operations throughout the year. Also, local services such as women's shelters were used to house victims of trafficking when they were discovered during operations. Not to be forgotten were the numerous hotels and motels that offered up rooms for us to conduct our undercover operations in. Without these resources both internally and externally, our operations would not have been possible.

With SB XLV being held in Arlington, a regional task force was established, spearheaded by Arlington PD with numerous agencies assisting to address the issue of prostitution and human trafficking in the region. The participating agencies consisted of Arlington PD, Fort Worth PD, Dallas PD, Grapevine PD, and Irving PD, the Office of the Attorney General and the Immigration and Customs Enforcement Human Trafficking Taskforce. Numerous nonprofit organizations conducted various types of outreach during this time as well, attempting to help locate any trafficking victims, and Child Protective Services was briefed and ready to assist if needed. A nine-day initiative was conducted by all agencies involved consisting mainly of hotel in-call/out-call undercover operations.

In-call/Out-call Sting:

The focus of this type of operation was to solicit persons advertising escort services on www.backpage.com or other various internet sites in the Arlington and metroplex area. For operations conducted in Arlington, hotel rooms were donated or rented from various hotels throughout the city. At each location, two adjoining rooms were utilized for operational reasons. One room was used as the decoy room and the other room was utilized as the surveillance and processing room. The decoy room was wired for audio and video with recordings being made of

all suspect contact. Pay-as-you-go phones were also utilized to contact potential suspects and for “johns” to solicit based on the ads.

Both male and female undercover officers were used for this operation, targeting all genders posting on the internet sites. We also posted our own ad in an attempt to solicit “johns.”

Concerning the solicitation of prostitutes from the ads posted on the internet, the assigned undercover (UC) case agent was in the decoy room with a laptop browsing the ads on the listed websites. All categories were targeted, including female escorts, male escorts, transsexual escorts, and persons listed under the fetish/dominatrix category. The case agent (UC) would attempt to make contact with the person listed in the ad and set up an appointment at the location we were using. Once there, a prostitution case would be attempted and if the probable cause was not established for a prostitution case then the person would be arrested for Operating a Sexually Oriented Business (SOB) without a license; to wit, an Escort Agency.

Ads targeting potential “johns” were also posted by female UCs. When the “john” would call the listed number, the UC would talk to him on the phone and give him instructions on how to get to the location and what to do upon arrival. The “john” would go to the designated room and contact the female UC who was staged in the room. The “john” and the female UC would discuss varying sex acts in exchange for money or other items of value.

In all instances, when the arrest signal was given by the “UC,” the arrest team, entered through the adjoining door and placed the suspect under arrest for the offense that had been established. The arrestee would be charged with Prostitution, or a Class C offense of either Operating an SOB without a valid license or Manifestation of Prostitution.

(Problems were encountered throughout the year with the You Never Know campaign. The biggest one was that many prominent persons in the city objected to the image of the city

that was being portrayed. They felt as if we were admitting that we had a prostitution problem here and that visitors would not want to come and stay if they felt there was a chance their family would be exposed to that or any type of police activity. There was much resistance to the electronic billboards going up around the Entertainment District. This again was due to the sentiment that Arlington was being portrayed in a negative light. They felt as if we were advertising a problem that was nonexistent for the entire world to see.)

Assessment:

The degree of impact was somewhat difficult to judge statistically. Prostitution arrests are self-driven so merely looking at the number of arrests made was not going to give a truly accurate portrayal of our efforts. What the Vice Unit did analyze was the number of ads that were being posted for our city on a daily basis on various internet sites. In the beginning, the ads were still being posted on a regular basis, typically 50-60 a day. The Vice Unit came back several times and reanalyzed and re-responded to the problem to be more effective. We changed our tactics during operations, whether it was locations or cover stories or even the props utilized. In 2010, a total of 60 arrests were made during 16 covert operations for prostitution related offenses. Five victims of trafficking were rescued and placed into services, with two of them being juveniles. Six pimps were identified and charges were filed against four of them, including one pimp being charged at the federal level. So far in 2011, 64 prostitution related arrests have been made with two females being rescued from trafficking situations. One pimp has been identified and charged with two counts of trafficking.

As the enforcement continued, we began to see a decrease in the number of ads being posted in Arlington. In monitoring several adult forums, we also began to see chat threads

warning not to work in Arlington or they could get “busted” by Arlington PD. In the days just prior to the Super Bowl and on the day of the event itself, there was a dramatic decline in ads posted. The day of the game there were only six ads posted in Arlington. During a two week enforcement operation prior to and the day of the Super Bowl, Arlington PD made a total of 64 arrests for a total of 84 offenses. Of those, 59 arrests were prostitution related offenses. Three possible pimps were arrested and two females were rescued and placed into services.

We are still seeing a dramatic decrease in the number of ads posted in Arlington to this day. We also observed that for those ads that included Arlington in their service area, when we would contact them during undercover operations to come to our location, they would refuse when they would hear it was in Arlington, citing the police department runs undercover stings all the time and they did not want to get caught. We are not naive enough to believe that we have eradicated prostitution from Arlington. However, the most significant result of our efforts were seen with the reduction in the FBI Uniform Crime Report within the Entertainment District during calendar year 2010. Compared to calendar year 2009 we saw a 26% decrease in UCR in 2010.

UCR	Arlington Entertainment District Beat 280			
Calendar Year	2007	2008	2009	2010
Murder	2	0	1	0
Rape	13	9	5	4
Robbery	22	22	22	16
Assault	24	35	20	16
Burglary	114	105	83	82
Theft	1110	1073	950	696
Vehicle Theft	123	160	135	83
Percent Decrease		-0.02	-13	-26

We realize that we may have displaced crime to locations outside our city and even some inside our city. This problem will take continuous monitoring both now and in the future to ensure that the problem does not increase and/or grow to a level that is out of control.

Agency and Officer Information:

The City of Arlington, as a whole, with approval from the City Manager's Office adopted this project. This collaborative effort involved the teamwork and assistance of several police department units, multiple city departments, and various community resources.

All Arlington officers and supervisors have been trained in problem-oriented policing and problem-solving techniques. Our Field Operations Manual supports the problem-solving process through the application of the SARA model. No issues were identified using this problem solving model. No additional incentives were given to any of the officers or city employees who engaged in this project.

Resources and guidelines used included a literature review of several publications from the U.S. Department of Justice Office of Community Oriented Policing Services, including *Street Prostitution 2nd Edition* (November 2006), *Disorder at Budget Motels* (January 2005), and *Panhandling* (September 2003).

No capital expenses were associated with the project and all other expenses were covered under the existing budget. In review of the reductions associated with the project, existing resources have been reallocated to other problem areas.

Key Project Team Members:

Sergeant Carol Riddle, Vice Unit

Lieutenant Jerry Hataway, Covert Operations Section

Deputy Police Chief Jaime Ayala, Central Investigations Division

Project Contact Person:

Deputy Police Chief Jaime Ayala

Arlington Police Department

620 W Division Street

Arlington, Texas 76011

817-459-5621

Digital Billboard Ads

NOT IN OUR CITY!

Fight Prostitution

POLICE ARLINGTON TEXAS

POLICE ARLINGTON

To Report Suspicious Activity Call 911

Dear John,
You Never Know!

FIGHT PROSTITUTION

This could be you.

POLICE ARLINGTON

To Report Suspicious Activity Call 911

Ad handed out to hotel/motels for display

Be On The OFFENSIVE

POLICE ARLINGTON TEXAS

To Report Suspicious Activity Call 911



COME JOIN US FOR LUNCH!

Arlington Police Department Prostitution Initiative Presentation

Wednesday, October 20, 2010

11:30 AM to 1:30 PM

2201 New York Ave

East Arlington Police Station



Arlington hotel/motel representatives are cordially invited to attend a luncheon hosted by the Arlington Police Department Vice Unit. This presentation will outline the efforts by APD to combat prostitution, human trafficking, and other issues related to these types of offenses and our preparation for the upcoming Super Bowl. Representatives from the FBI, Immigration and Customs Enforcement, Arlington PD's Homeland Security Unit as well as Gang/Robbery Investigations will be on hand to answer any questions.

Please RSVP by October 6th, 2010

817-804-2780

Lunch provided by Colters BBQ



“You Never Know” Internet Ad Verbiage

Phone Call

Hello. You are hereby informed that your escort service posting on (insert website here) is in violation of Arlington’s Sexually Orientated Business Ordinance and other laws. The Arlington Police Departments will investigate any law violations and encourages you to terminate this activity without the proper license.

Email Reply

Hello. You are hereby informed that your escort service posting is in violation of Arlington’s Sexually Orientated Business Ordinance and other laws. In order to operate as an escort in the City of Arlington, you are required to obtain a license and present that license upon request. If you are caught operating without that license, you may be arrested and fined an amount up to \$2000.00. For further information, please contact the Arlington Police Department Vice Unit. **IF YOU ARE A VICTIM OF HUMAN TRAFFICKING, WE CAN HELP. Call 817-804-2780**

Sincerely,

You Never Know.....

Arlington Police Department



Texting

You are hereby informed that your escort service posting on (insert website here) is in violation of Arlington’s Sexually Orientated Business Ordinance and other laws. For further information, please contact the Arlington Police Department Vice Unit.



Arlington Police



www.arlingtonpd.org

You were recently arrested by Arlington Police for Prostitution. Please visit the public information site below for **URGENT PROSTITUTION RELATED HEALTH INFORMATION.**

Center for Disease Control
Website: www.cdc.gov/std

1-800-CDC-INFO

NOTICE



Arlington Police



www.arlingtonpd.org

You were recently arrested by Arlington Police for Prostitution. Please visit the public information site below for **URGENT PROSTITUTION RELATED HEALTH INFORMATION.**

Center for Disease Control
Website: www.cdc.gov/std

1-800-CDC-INFO

NOTICE



City of Arlington Police Department

620 W. Division St.
Arlington TX 76011

PLEASE
PLACE
STAMP

GERALD QUEBEDEAUX

711 DUGAN ST

City of Arlington Police Department

620 W. Division St.
Arlington TX 76011

PLEASE
PLACE
STAMP

DERRICK WILLIAMS

39 CONNELLY AVE



Arlington Police



Prostitution-Related Arrests

January 2011



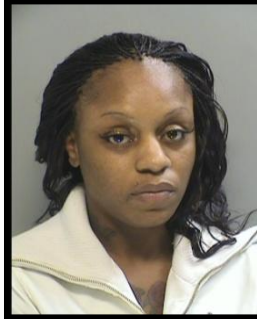
Sheila Coleman

Arrested on 01/27/11 at 117 S Watson Rd for Prostitution.



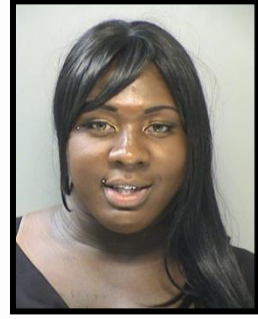
Bailey Cummings

Arrested on 01/28/11 at 1100 E I 20 for Prostitution.



Amie Davis

Arrested on 01/28/11 at 117 S Watson Rd, for Prostitution.



Deviere Deamon

Arrested on 01/27/11 at 117 S Watson Rd. For Prostitution.



Kari Goldesberry

Arrested on 01/27/11 at 117 S Watson Rd for Operating an SOB w/o a License.



Nabel Medina

Arrested on 01/27/11 at 1100 E I 20 for Prostitution.



Whitney Powell

Arrested on 01/27/11 at 117 S Watson for Manifestation



Victor Sanchez

Arrested on 01/27/11 at 1507 N Watson Rd. for Prostitution.



Victor Serrano

Arrested on 01/28/11 at 314 N Collins Rd. for Prostitution.



Damon Smith

Arrested 01/27/11 at 1100 E I 20 for Prostitution



Leondra Smith

Arrested 01/28/11 at 4024 Melear Dr for prostitution.



Robert Zeminick

Arrested 01/28/11 at 314 N. Collins for prostitution.



Kentrell Claiborne

Arrested 01/28/11 at 4024 Melear for prostitution.



Asia Thomas

Arrested 01/28/11 at 4024 Melear for Operating an SOB w/o a



Janelle Harris

Arrested 01/28/11 at 4024 Melear for Operating an SOB