CITY OF LONG BEACH

Memorandum

Date: August 28, 2025

To: Mayor and Members of the City Council

From: Thomas B. Modica, City Manager

Subject: **Addressing Human Trafficking and Public Safety Concerns on Long Beach Boulevard in North Long Beach**

On April 22, 2025, the City Council directed the City Manager to coordinate with all relevant City departments and return with a comprehensive report assessing the City's current strategic framework to address human trafficking and public safety concerns along Long Beach Boulevard in North Long Beach. The request also called for proposals to strengthen and enhance this framework moving forward. Specifically, the Council asked for:

- Information on the scope of human trafficking activities and attendant public safety impacts along Long Beach Boulevard in North Long Beach; the City's current efforts and programs to address those activities and assist survivors; any barriers to more effectively counter these activities; and options to more successfully address this issue.

- Exploration of the possibilities for regional coordination with Compton, Lynwood, and other neighboring cities as well as the County of Los Angeles and potential partnership opportunities with relevant State agencies and survivor-focused nonprofits.

- Review and update on the City's Nuisance Motel Regulation and Alcohol Nuisance Abatement ordinances, highlight opportunities to strengthen or expand existing ordinances to address outstanding quality of life issues and present data regarding motels linked to recuring public safety concerns along Long Beach Boulevard in North Long Beach.

- Identify state and federal legislation that focuses on enhancing enforcement tools, expand survivor support services, and provide cities with greater legislative oversight to address these quality-of-life issues, and return to Council with recommendations to adopt formal support positions.

This report responds to the City Council's request, providing both an assessment of existing efforts and potential opportunities for further strategic investment. It reflects the collaborative efforts of multiple City departments and partners, each bringing expertise and insights from their respective roles. The report is organized into the following sections:

1. Background, Definition, and Scope of Human Trafficking and Prostitution
2. Past and Current City Efforts
3. Local and Regional Partnerships
4. Nuisance Motel Regulation and Alcohol Abatement
5. Gaps and Challenges Summary

6. Legislative Advocacy and Opportunities
7. Other Opportunities and Council-Requested Focus Areas
8. Report Recommendations
9. Next Steps

1. BACKGROUND, DEFINITION, AND SCOPE OF HUMAN TRAFFICKING AND PROSTITUTION

The Council's directive covers both human trafficking and prostitution-related issues, which, while related, require different strategies and legal considerations. These are complex issues that intersect with matters of public safety, economic stability, equity, and human rights. This section defines each issue, outlines the scope of the problem along Long Beach Boulevard, identifies key challenges, and highlights data, impacts, and equity implications to inform future action.

Defining the Issues: Human Trafficking and Prostitution

While the terms “human trafficking,” “sex work,” and “prostitution” are often used interchangeably in public discourse, this report takes care to define and distinguish these concepts. Clear definitions are critical to identifying the specific challenges the City is addressing, guiding fair and effective programs and enforcement, and ensuring that implemented approaches are focusing on the actual root cause of the issue. Without this clarity, efforts risk conflating distinct issues, such as consensual sex work and coercive trafficking, potentially leading to misaligned strategies, ineffective resource allocation, and unintended harm to vulnerable populations. By establishing precise terminology, the City can better tailor its interventions and advance meaningful public safety outcomes.

Prostitution is defined under California law, Penal Code Section 647(b), as engaging in, agreeing to, or offering to perform lewd or sexual acts in exchange for money or other form of compensation. Both engaging in and soliciting prostitution are criminal offenses, though enforcement approaches and penalties vary. Importantly, prostitution involves a degree of consent, even if that consent is shaped by economic hardship or systemic inequities.

Human trafficking, on the other hand, refers to the exploitation of individuals, depriving or violating the personal liberty of another, for labor, services or commercial sex through the use of force, fraud, or coercion (Penal Code Section 236.1). It is a violation of human rights and federal and state laws. Human trafficking is broadly categorized into two forms:

- Sex trafficking, which involves coercing individuals into performing commercial sex acts. When the trafficking involves minors (under 18), any commercial sex act is considered trafficking by law, regardless of the presence of force, fraud, or coercion.

- Labor trafficking, which involves compelling individuals to work under exploitative conditions through threats, deception, or abuse – often in industries such as agriculture, domestic work, construction, or manufacturing.

While both prostitution and trafficking are illegal, the legal system treats them differently. Prostitution may result in misdemeanor charges typically directed towards the individual engaged in the act. In contrast, human trafficking, particularly cases involving minors, can lead to felony convictions and significant penalties for those who exploit others, including pimps and facilitators. Evolving policies for prostitution enforcement increasingly emphasize diversion programs and survivor-centered approaches, especially for individuals who may have been trafficked but were initially arrested for prostitution-related offenses.

In assessing commercial sex activity along Long Beach Boulevard, it is essential to distinguish between prostitution, which is consensual sex work, and sex trafficking, which involves an individual being forced into sex work, or involves a minor who is not able to legally provide consent to engage in sex work. This distinction allows law enforcement and service providers to correctly identify perpetrators, avoid criminalizing survivors, and more effectively direct resources toward prevention, survivor support, and long-term community safety.

North Long Beach and Commercial Sex Activities

Quantitative Data: Community Demographics and Statistics

North Long Beach is home to approximately 93,000 residents and represents one of the most demographically diverse areas of the city. A review of key demographic and socioeconomic indicators provides important context for understanding the conditions that may contribute to the prevalence of commercial sex activities in the area. These indicators also help illuminate equity concerns and inform the development of targeted, community-responsive strategies. It is important to note, however, that while demographic and socioeconomic indicators provide important context, they are not the sole drivers of trafficking or commercial sex activity. These issues are shaped by a complex interplay of environmental, systemic, and jurisdictional factors that extend beyond community composition.

The North Long Beach population includes approximately 59.6 percent Hispanic or Latino residents, 17.6 percent Black residents, 10.9 percent Asian residents, and 7.1 percent white residents. The area's median household income is about $70,000 compared to $83,969 for the broader Long Beach area. The poverty rate in North Long Beach stands at 19.6 percent, exceeding the citywide rate of 15 percent. The population with a bachelor's degree or higher is approximately 17.3 percent compared to 34.8 percent citywide. These figures reflect socioeconomic disparities that may intersect with vulnerability to trafficking and exploitation, particularly among this predominantly Latino and Black population.

Commercial sex activities, including both prostitution and human trafficking, have been identified as a persistent concern along Long Beach Boulevard in North Long Beach. This corridor has emerged as a focal point for enforcement, outreach, and community concern. The

issue is not isolated to Long Beach; neighboring jurisdictions such as Compton and Lynwood have reported similar challenges, underscoring the need for coordinated regional strategies and cross-jurisdictional partnerships.

Preliminary data from the Long Beach Police Department indicates a marked increase in service calls pertaining to Penal Code Section 647(b) along the Long Beach Boulevard corridor, rising from 126 calls between January 1 and July 4, 2024, to 453 during the corresponding period in 2025. While this preliminary data helps illustrate the scope of the issue, it is important to note that available data on commercial sex activities and trafficking is inherently limited. The covert nature of trafficking and prostitution, combined with underreporting and inconsistent data collection practices, makes it difficult to fully assess the scale and impact of these activities. Additionally, enforcement data may not distinguish between consensual sex work and trafficking, further complicating analysis.

Qualitative Data: Community Lived Experiences

The impacts of commercial sex activities in North Long Beach extend beyond statistical measures, affecting the daily lives, safety, and well-being of residents. Community testimonies reveal a pattern of distress and disruption tied to the visibility and prevalence of prostitution and trafficking in the area.

Residents have reported that the presence of sex work along public corridors, particularly near schools and residential zones, has compromised the mental health of families and diminished overall neighborhood quality of life. Children commuting to and from school are frequently exposed to lewd behavior, and in some cases, are forced to navigate unsafe alleyways to avoid direct encounters. This proximity has raised serious concerns about grooming and exploitation, with some youth believed to be at heightened risk of being trafficked.

Furthermore, commercial sex activities are often accompanied with heightened criminal activity, including use of illicit substances and violence. Residents describe witnessing altercations between pimps and sex workers, being threatened or shot at, and experiencing property damage in retaliation for speaking out. These conditions can have a cumulative harmful impact: families live under the fear of violence, children are prematurely exposed to sexual content and exploitation, and the broader community suffers reputational damage that deters visitors, investment, and economic development.

Gathering these lived experiences and their root causes helps to understand the full impact of commercial sex activities in North Long Beach. While quantitative data provides a baseline, qualitative insights offer a deeper, more nuanced view of how these issues manifest in everyday life and can help to inform community-based interventions.

On-the-Ground Exploration of Human Trafficking: Economic Development Walk Along

To help further articulate this local perspective, a team from the City's Economic Development (ED) Department invited other City departments to join them in conducting a walk-along on June 24, 2025, covering the stretch between Long Beach and Artesia Boulevards. During this

walkthrough, they interviewed approximately 20 businesses, asking local owners about the lived realities affecting their operations, safety, and ability to thrive in the current environment.

In gathering testimonies along this corridor – home to a variety of small, immigrant-owned businesses such as auto shops, barbershops, and service-based storefronts – ED staff found that the majority of businesses expressed serious concerns related to visible sex work and human trafficking occurring nearby.

Some of the most prevalent issues expressed included: witnessing sexual acts and drug activities, concerns about daytime prostitution being visible to children, increases in shoplifting and loitering at their stores, and fears of retaliation for reporting incidents. Business owners also described anxieties surrounding a significant drop in customer traffic, which they believe is somewhat attributed to ongoing immigration enforcement activity and their proximity to businesses perceived to be engaged in illicit or unregulated activity. One business owner shared, “We’ve invested in this community, but it’s hard to keep the doors open when what’s happening outside drives people away.”

Beyond the immediate concerns voiced by business owners, the walkthrough also revealed patterns in the physical environment that may signal deeper issues. Staff observed that many suspected locations were storefronts disguised as legitimate businesses. In particular, barbershops and massage parlors were flagged as potential sites of commercial sex operations due to their opaque appearance such as blacked-out windows, lack of signage, and minimal foot traffic or public accessibility.

This walk through helped to illuminate the lived experiences of North Long Beach businesses impacted by human trafficking and prostitution, highlighting key concerns and identifying potential sites for further evaluation and focused efforts.

Risk Factors and Vulnerabilities to Human Trafficking

Socioeconomic Vulnerabilities

In examining the scope of human trafficking and prostitution, it is critical to understand the vulnerabilities that traffickers often exploit. The 2023 Federal Human Trafficking Report[1] and the 2023 Polaris Project Annual Report[2] highlight key risk factors that increase susceptibility to exploitation. For minors, common vulnerabilities include running away from home (approximately 51–69 percent), involvement in foster care (around 21–34 percent), prior victimization or trauma, and significant financial insecurity or childhood poverty. Polaris reports up to 83 percent of survivors experienced childhood poverty. Among adults, vulnerabilities frequently include substance abuse (around 51 percent), undocumented status (approximately 34 percent), financial hardship, homelessness or housing instability (about 25 percent or higher), and previous victimization.

[1] Human Trafficking Institute, *2023 Federal Human Trafficking Report*, June 2024
[2] Polaris, *2023 Annual Report: Human Trafficking Hotline & Survivor Data*, 2023

Many survivors come from unstable environments, including being in the foster care system, facing family dysfunction, abuse, or prior trauma. These circumstances can lead them to become disconnected from their homes or support systems, leaving them vulnerable to traffickers who take advantage of these conditions through promises of money or affection, or through coercion and manipulation.[3] It is important to recognize that these traffickers, people and organizations who benefit from and perpetuate human trafficking activities, leverage their power, privilege, and positionality to exploit these vulnerabilities for their benefit and work extensively to maintain this system of oppression. Understanding these vulnerabilities and power structures is essential to contextualizing the broader dynamics of human trafficking.

Economic hardship is another significant contributing factor to being vulnerable to human trafficking. With limited income and few viable options to make a living, individuals may become susceptible to involvement in illicit markets, including trafficking-related activities. Expanding access to economic opportunities may help reduce reliance on these markets. Feeding into this issue, limited access to education is another factor that restricts economic mobility. Improved educational access may reduce vulnerability to trafficking and support long-term economic stability. Lastly, addressing gaps in legal protections and support services, particularly for women, is critical to reducing vulnerability. Strengthening community-based resources and legal safeguards can help individuals better access preventative support.

Homelessness

Homelessness in Long Beach is a significant factor in the vulnerability of individuals to human trafficking and prostitution. People who are unhoused often lack a support system, face economic desperation, and are at higher risk of exploitation by traffickers and those who profit from prostitution. Without access to safe housing, employment opportunities, or essential services, many individuals, especially youth and those aging out of foster care, are coerced or forced into trafficking situations as a means of survival. Root causes such as poverty, history of abuse, mental health issues, and systemic inequities exacerbate this vulnerability, making individuals more susceptible to traffickers offering false promises of safety, shelter, and work. Addressing these root contributing factors by increasing affordable housing, providing mental health services, and improving access to employment and education is crucial in reducing trafficking and preventing individuals from being exploited in prostitution.

Environmental and Structural Risk Factors

In addition to individual and socioeconomic vulnerabilities, environmental and structural conditions play a significant role in shaping susceptibility to trafficking and commercial sex activity. These include the physical layout of neighborhoods, land use patterns, and the availability of public infrastructure and services.

North Long Beach Boulevard, a designated truck route, is intersected by the LA River and two major freeways, the 710 and 91. These features create physical isolation and limit pedestrian activity, reducing natural surveillance and community presence. The corridor's geography also

[3] Rights4girls, Child Welfare and Domestic Child Sex Trafficking, 2025.

makes it a convenient transit point for illicit activity, with traffickers and buyers able to move quickly and discreetly through the area.

The corridor is lined with motels and some retail and industrial sites, but lacks many pedestrian-oriented spaces, public gathering areas, or community hubs. Beyond Coolidge Park and two schools, Starr King Elementary and Colin Powell Academy, the area lacks many libraries, community centers, and other civic institutions that typically support neighborhood engagement. This land use mix contributes to conditions that facilitate solicitation while limiting opportunities for informal oversight or community activation. These environmental conditions do not cause trafficking directly, but they shape the context in which exploitation can occur and persist, particularly when combined with limited oversight and scarce community resources.

Equity Considerations

Another key consideration in examining the scope of trafficking and prostitution in Long Beach is equity. It is important to regard how social identity can compound vulnerability to exploitation within the commercial sex industry. Women, children, and individuals from marginalized identity groups are disproportionately affected by trafficking and exploitation. Black, Latinx, Asian, Indigenous, and other persons of color, as well as LGBTQ+, and disabled community members, in particular, are disproportionately targeted by trafficking. Of note, in LA County, two-thirds of trafficked youth are Black, though only 7.4 percent of the child population in LA is Black.[4] LGBTQ+ individuals have a higher risk of being trafficked due to increased discrimination and a common lack of social support. To support this finding, a study by Covenant House showed that one-third of all unhoused LGBTQ+ youth staying in Covenant House shelters had been involved in a trafficking situation. Furthermore, people with disabilities are statistically more vulnerable to both homelessness and human trafficking, two crises that often go hand-in-hand. Additionally, being homeless or trafficked increases the risk of incurring a disability.[5] Child victims of trafficking are subject to immense hardships. For instance, youth involved in sex trafficking may be unjustly criminalized for prostitution-related offenses despite being legally unable to consent, leaving them vulnerable to further trauma within the justice system. Recognizing how systemic inequities intersect with trafficking vulnerabilities can inform more focused and inclusive approaches to prevention and support.

Looking Forward: Large-Scale Event Planning

Large-scale events, such as sports tournaments, concerts, and conventions, have historically been viewed as potential hotspots for human trafficking and prostitution. As the City looks ahead to having major events such as the 2026 FIFA World Cup in the region and hosting events during the 2028 Olympic and Paralympic Games, and continues to host reoccurring annual events such as the Grand Prix, it is important to consider how these events may intersect with illicit activity.

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[4] Covenant House, "What Is Human Trafficking?" , 2025
[5] invisiblePEOPLE, *Breaking the Cycle: Disabilities, Homelessness, and the Trafficking Connection*, December 2024: https://invisiblepeople.tv/breaking-the-cycle-disabilities-homelessness-and-the-trafficking-connection/

While past narratives have linked major events to spikes in sex trafficking, recent research has increasingly challenged this assumption. For example, a 2019 study published in the *Anti-Trafficking Review* found that available empirical evidence does not support a causal or correlative link between events like the Super Bowl and trafficking for sexual exploitation. The study also noted that media coverage has often amplified this narrative without sufficient data, prompting calls for more evidence-based approaches to public messaging and policy.[6]

Experts emphasize that sex trafficking is a pervasive, year-round problem that is not uniquely tied to large-scale events. Awareness and law enforcement activities typically increase during these times, which can amplify perceived trafficking rates due to heightened attention and reporting, rather than actual violent spikes in sex trafficking activity.[7]

Investigations from previous Super Bowls illustrate this dynamic. For example, during the 2021 Super Bowl in Tampa, although there were over 70 prostitution-related arrests, only 6 individuals were identified as trafficking victims, a very small fraction relative to overall trafficking cases. This suggests that elevated arrests during events veer more towards prostitution activities rather than trafficking and may reflect increased policing rather than true surges in trafficking.[8] Some studies observe temporary increases in local sex market advertisement activity during large events, such as spikes in online escort advertisements. However, these fluctuations are not definitive indicators of increased sex trafficking and should be interpreted with caution.[9]

Labor trafficking, on the other hand, may have stronger evidence that large-scale events can lead to increased risks of labor trafficking and exploitation. The rapid expansion of construction, hospitality, transportation, and service sector jobs to meet event demands, could lend itself to greater risk of labor rights abuses, wage theft, unsafe conditions, and coercion tied to event preparations. International and labor rights organizations have documented cases of wage theft, coerced labor, and labor trafficking tied to preparation for mega-events such as the Olympics and FIFA World Cup.[10]

As Long Beach prepares for future events, strategic planning should be informed by current research, local context, and ongoing monitoring, tailoring response to focus on the issues of prostitution and trafficking (sex and labor) distinctly. This approach can help ensure that public safety efforts are both effective and appropriately focused, while maintaining a commitment to the wellbeing of residents and visitors alike.

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[6] Martin, L. and Hill, A., "Debunking the Myth of 'Super Bowl Sex Trafficking': Media Hype or Evidence-Based Coverage," *Anti-Trafficking Review*, 2019
[7] University of Minnesota Nursing, "Research Shows the Myth of Super Bowl Sex Trafficking," 2020
[8] USF News, "Does the Super Bowl Really Increase Sex Trafficking in Host City?" (2021)
[9] Woodhull Foundation, "The Super Bowl is NOT a Large Human Trafficking Event," April 2025
[10] Loyola Law School, Preventing Labor Trafficking Ahead of Large Scale Events, 2024; Amnesty International, Hundreds of Migrant Workers Hired as FIFA World Cup Marshals Denied Justice for Abuses, June 2023

Legal and Policy Background

Understanding the legal context is essential to shaping effective local responses to human trafficking and prostitution. While the City of Long Beach has taken steps to address these issues through its Municipal Code, state law significantly impacts and, in some cases, limits what local jurisdictions can regulate.

One example of local action came in 2003, when the City enacted Long Beach Municipal Code (LBMC) Chapter 9.40, titled *Seizure, Impoundment and Forfeiture of Vehicles.* This ordinance allowed the City to seize and forfeit vehicles used in connection with acts of prostitution or unlawful drug transactions. However, this provision became unenforceable after the California Supreme Court's 2007 ruling in *O'Connell v. City of Stockton*, which found a similar ordinance preempted by state law. The ruling made clear that such local measures were not permissible because the State had fully occupied the area of law, "leaving no room for further regulation at the local level."

Several sections of the LBMC reference human trafficking as a justification for regulation. For example:

- Chapter 5.34 (Escorts and Escort Bureaus),
- Chapter 5.58 (Massage Establishments), and
- Chapter 5.57 (Nuisance Motel Regulation)

These chapters were designed, in part, to deter or disrupt environments that may facilitate trafficking-related activities. However, it is important to note that no provision in the LBMC directly targets human traffickers themselves. Efforts to create such local ordinances would likely be preempted by state law, given California's comprehensive statutory framework for addressing human trafficking. Notably, Penal Code Section 236.1 outlines state-level penalties for traffickers and provides survivors protections, reinforcing the State's primary authority in this area.

In addition to state preemption concerns, recent legislative changes have further impacted the enforcement landscape. Most notably, in 2022, Governor Newsom signed Senate Bill (SB) 357, the Safe Streets for All Act, into law. This legislation repealed Penal Code Section 653.22, which had criminalized loitering with the intent to engage in prostitution. Proponents of the bill argued that the law was vague and led to discriminatory enforcement, disproportionately impacting transgender individuals, LGBTQ+ community members, and communities of color. While SB 357 did not decriminalize prostitution or solicitation, it has impacted the ability for law enforcement to approach suspected sex work in public spaces.

2. PAST AND CURRENT CITY EFFORTS

The City has approached human trafficking and prostitution through coordinated efforts spanning legal guidance, survivor support, enforcement, outreach, and environmental design. Key contributors include the City Attorney's Office, City Manager's Office, City Prosecutor's

Office, and the Departments of Community Development, Disaster Preparedness and Emergency Communications, Economic Development, Financial Management, Health and Human Services, Police, and Public Works. The Intergovernmental Affairs Office has advanced supportive legislation, while Health and Human Services has led trauma-informed programs focused on prevention and care. The Police Department and 9-1-1 dispatch play frontline roles in enforcement and emergency response, and the Business License Division supports inspections and regulatory compliance. Economic Development and Public Works have enhanced corridor safety through outreach and infrastructure improvements. Community Development has led the efforts around Nuisance Motel Regulation and Alcohol Abatement described in detail in its own section later in this report. Other departments and nonprofit partners have supported collaborative initiatives. While efforts have varied over time due to shifting resources and priorities, the City has made meaningful strides in addressing this complex issue through cross-departmental collaboration.

Policy and Legislative Work

The City's legal and legislative policy work to support addressing human trafficking and prostitution is conducted by the City Attorney's Office and the Intergovernmental Affairs Office in the City Manager's Department.

Over the years, the City Attorney's Office has provided legal guidance and support in updating the Long Beach Municipal Code in alignment with City policy direction. These updates have focused to support the abatement of human trafficking and prostitution, either directly or indirectly, as described in the *Legal and Policy Background* section above. The City Attorney's Office plays an ongoing role in evaluating legal risk, ensuring compliance with state and federal law, and helping shape enforceable, equitable municipal policies.

The Intergovernmental Affairs Office monitors and analyzes federal and state legislative and policy proposals. The Office tracks relevant bills, coordinates the City's policy responses, and advocates for legislation that aligns with priorities identified in the City's adopted Federal and State Legislative Agendas. It also serves as a key advisor to elected officials and senior leadership on legislative matters with citywide impact. Current and potential legislative items related to human trafficking and prostitution, including those the City has supported or may consider supporting, are discussed in more detail in the *Legislative Advocacy* section later in this report.

Services and Programs to Mitigate Prostitution and Sex Trafficking

Over the years, the City of Long Beach has implemented a variety of programs to support individuals vulnerable to or impacted by prostitution and human trafficking. Led by departments such as the City Prosecutor's Office, Police Department, and Health and Human Services, these efforts emphasize trauma-informed, non-enforcement-based approaches. While many programs were time-limited or grant-funded, they reflect a broader shift toward harm reduction, prevention, and survivor support. This section outlines key initiatives and partnerships that have shaped the City's response.

Directed Services Program

Launched in 2015, the Directed Services Program is a collaborative diversion initiative led by the City Prosecutor's Office in partnership with the Police Department and Health Department. This program reflects a cross-departmental effort to approach prostitution and trafficking through a trauma-informed, service-oriented lens, focusing on support over punishment. Designed to assist individuals detained for prostitution, including survivors of human trafficking, the program provides an alternative to traditional prosecution by connecting individuals to critical services focused on long-term recovery and reintegration.

The program is offered pre-filing, meaning eligible individuals may be referred before criminal charges are filed. However, if a case is filed, participants may still enroll and complete the program post-filing. Upon successful completion, which typically includes counseling, job placement assistance, and access to services such as tattoo removal and housing support, the individual's case is dismissed. The program emphasizes job-focused and therapeutic outcomes, focused on reducing recidivism and promoting stability.

The Police Department's Societal Crimes Detail (formerly Vice Detail) played a key role in the program's operation. When probable cause existed to cite individuals for prostitution-related offenses, officers issued a notice to appear in court rather than booking individuals into custody. At the court appearance, City Prosecutor representatives, arresting detectives, and service providers from local nonprofit organizations were present to offer immediate access to social services, counseling, and vocational support. Individuals were informed at the time of citation that services would be made available during their court appearance. The Health Department has also been a key partner in delivering services and facilitating access to care and resources for participants, often coordinating with external organizations to enhance support for program enrollees.

Since its inception, the Directed Services Program has connected over 100 individuals, many of whom were identified as human trafficking survivors, with counseling, job assistance, tattoo removal, and other support services. However, following the 2022 repeal of Penal Code Section 653.22 (loitering for the purpose of engaging in prostitution), referrals to the program have declined significantly. Prior to the State's repealing of the law against loitering for the purpose of prostitution, approximately 500 cases resulted in Directed Services Program services. After the law changed, that number dropped to two.

The 2022 legislative changes have reduced referrals to the Directed Services Program. However, human trafficking survivors have continued to be rescued by Police employees. These rescue operations have occurred when uniformed field personnel have been contacted by human trafficking survivors seeking assistance or when a person has been reported as missing and an investigation has led to the discovery of an individual being trafficked.

LEAD Program (2017-2019)

In addition to the Directed Services Program, the City previously participated in the Law Enforcement Assisted Diversion (LEAD) pilot program, a national initiative focused on pre-

booking diversion for individuals with frequent, low-level arrests tied to behavioral health issues, including sex work. While the pilot concluded in 2019, LEAD remains a relevant example of harm-reduction strategies focused on long-term public safety and health outcomes.

The LEAD program launched in Long Beach in November 2017 as part of a 2.5-year initiative spanning both Los Angeles County and San Francisco. The goal was to divert individuals, particularly those involved in drug offenses and commercial sex work, away from jail and toward supportive social, health, and behavioral services. Rooted in principles of harm reduction, housing first, and intensive case management, the program intended to decrease recidivism and reduce criminal justice system costs by addressing the root causes of repeated low-level offenses.

In partnership with the City Prosector's Office and Police Department, the City of Long Beach has conducted the LEAD program as follows: 1) Police officers identify eligible individuals (involved in drug offenses or sex work) and decide to divert them to community-based services as opposed to sending them jail; 2) the program offers individualized intervention plans for participants based on immediate needs to reduce the harms associated with drug use and sex work; 3) LEAD provides permanent housing, without conditional requirements to enroll in drug or mental health treatment, to support the stability of clients' lives, allowing them to focus on addressing their problems, traumas, and challenges; and 4) through constructing individualized plans and maintaining frequent case manager-client contact, the program works to improve the clients' quality of life through the provisions of services based on assessments of client's needs.

An external evaluation conducted by California State University, Long Beach,[11] found that participants in the program had significantly lower rates of recidivism compared to a similar population not enrolled in LEAD. Additionally, the evaluation showed that LEAD participants generated lower post-enrollment criminal justice costs, underscoring the program's potential for positive long-term impact.[12]

Health and Human Services Department Programs

The Health and Human Services Department has historically implemented a variety of programs focused on mitigating human trafficking through intentional, trauma-informed services that support survivors, vulnerable populations, and the broader community. These efforts have included intervention and diversion programs, as well as violence prevention and victim support initiatives, each contributing to a broader anti-trafficking strategy. While programs have been successful in the past, the Department has been unable to continue many

[11] California State University Long Beach LEAD Program Evaluation, Report to the California State Legislature Board of State and Community Corrections, 2020.
[12] Note: Outcome and costing findings for the Long Beach LEAD program are part of a multi-site evaluation including Los Angeles County and San Francisco. Some data were extrapolated, and Long Beach-specific post-enrollment criminal justice history data were incomplete at the time of report submission. The California State University Long Beach evaluation report indicates follow-up analyses are pending to isolate Long Beach outcomes more precisely.

of them in recent years due to a loss of funding. However, they remain important reference points for understanding the City's past approaches to prevention and care.

Notable efforts included:

- My Sister's Keeper – In January 2015, the Long Beach City Council accepted a three-year, $1.5 million grant from the California Gang Reduction, Intervention, and Prevention (CalGRIP) Program to prevent gang membership and gang victimization among at-risk females between the ages of 10 and 24. The program focused on preventing violence and trafficking among vulnerable populations by offering human trafficking awareness, mental health treatment, housing assistance, and mentorship.

  In 2018, the City was awarded an additional $694,903 from the U.S. Department of Justice (DOJ) Office for Victims of Crime through its FY 18 Specialized Services for Victims of Human Trafficking initiative. This funding expanded My Sister's Keeper and supported a continued focus on reducing gang membership and gang victimization among at-risk female youth ages 12–24 within Long Beach. The expanded program adopted a three-pronged approach, prevention, intervention, and suppression, and was rooted in DOJ-supported, evidence-based strategies.

  The My Sister's Keeper program also conducted work to support survivors. In partnership with Goodwill, GEMS Uncovered, and the Long Beach Trauma Recovery Center, the Health Department and City Prosecutor's Office provided free, trauma-informed support services for survivors of human trafficking in a safe and confidential setting. These services included counseling and trauma therapy, court advocacy, career readiness training, GED and educational resources, human trafficking awareness workshops, employment support, tattoo removal, and food and transportation incentives. These programs dedicated specifically to supporting human trafficking survivors are currently no longer active or funded.

- Safe Passage Program – The Health Department supports student and community safety through the Safe Passage Program, which places trained adult monitors along common walking routes to and from schools, parks, and other public spaces. The program operates under two models: a Volunteer Model, which is led by parents, residents, and local businesses to foster a community-driven presence; and a Paraprofessional/Professional Model, which employs trained Community Intervention Workers, often from the surrounding neighborhoods, to monitor higher-risk areas and engage older youth. Several neighborhoods throughout Long Beach have implemented one or both models. In North Long Beach, 2nd Call operated the professional model, providing coverage around Jordan High School and Houghton Park from April 2024 through June 2025, supported by a $408,000 investment from the Long Beach Recovery Act and one-time funds. The Health Department serves as the contract manager providing oversight to the vendors providing Safe Passage services. The volunteer model was led by DAYS Long Beach, serving Franklin Middle School, Lincoln Elementary, and Whittier Elementary from August 2024 to June 2025 with a $160,000

budget. Habitat for Humanity also implemented the volunteer model at Washington Middle School and within the Washington neighborhood, supported by $40,000 in funding from May to September 2025. The funding for these programs have concluded but the Mayor's Proposed FY 26 Budget Recommendations includes an allocation of $285,000 to continue the Safe Passages Program.

Alongside the programs they have directly led, partnership-based efforts have played a critical role in the Health Department's ability to address human trafficking in North Long Beach. In addition to the service-focused initiatives described above, the Health Department has also participated in broader collaborative efforts such as the Human Trafficking Task Force, a partnership with community volunteers and organizations, outlined further in the *Local and Regional Partnerships* section later in this report.

Police Department Support for Survivors of Human Trafficking

In addition to its enforcement responsibilities, the Police Department plays a key role in connecting human trafficking survivors, particularly minors, to supportive services. When patrol officers identify a juvenile who appears to be a victim of trafficking, specialized detectives are contacted to initiate the Los Angeles County Commercially Sexually Exploited Children (CSEC) Law Enforcement First Responder Protocol. This multi-agency protocol, coordinated with the County Probation Department, Department of Health Services (DHS), and Department of Children and Family Services (DCFS), ensures that a DCFS representative responds to take custody of the juvenile and that the child is connected to immediate care and longer-term support. Detectives continue to investigate the circumstances, pursue any applicable criminal cases, and coordinate with county partners through the court process.

The Police Department also works closely with nonprofit partners to provide after-hours care and support. No Forgotten Children operates 24/7 to provide shelter and critical resources to survivors, while GEMS Uncovered, a local nonprofit, assists individuals seeking to exit prostitution or recover from trafficking. Recent initiatives, such as GEMS Uncovered's backpack giveaway for survivors, highlight the ongoing importance of community-based support alongside law enforcement efforts.

Enforcement Efforts

The City of Long Beach has established coordinated response protocols for suspected human trafficking and prostitution. When 9-1-1 dispatchers receive a call related to these concerns, they initiate a service response by collecting critical details such as the exact location, a description of the individual, the time they were last seen, and any reported weapons or activities. If the individual appears to be underage, the call is prioritized and dispatched with urgency. In cases that may involve trafficking, dispatchers probe further, asking questions to assess signs of control, neglect, substance use, abuse, or visible fear. All dispatchers are trained during their POST Academy, including curriculum covering human trafficking and missing persons.

While the Police Department leads the criminal enforcement efforts of prostitution, direct enforcement under the Penal Code Section 647(b) presents ongoing challenges. Arrests typically require covert strategies to capture the elements of the crime, which often involve high risk interactions.

To address the broader impacts of prostitution, the Police Department has increased visibility and enforcement in high-activity areas of North Long Beach, focusing on vehicle and pedestrian violations to support deterring illegal activity. The Police Department also utilizes data from calls for service and complaints from the public, along with police officer and detective observations to identify high-risk areas to prioritize enforcement. Currently, Long Beach Boulevard, between Greenleaf Avenue and Victoria Street, has been identified as an active area for street prostitution.

The Financial Management Department's Business License Division supports enforcement efforts by inspecting establishments such as motels and massage parlors. When requested by the Police Department or during routine inspections, inspectors can issue citations for business license violations, helping to ensure compliance and address nuisance activities. While the City does not currently track human trafficking-related data separately, staff have observed a rise in unpermitted personal services businesses, such as unpermitted massage parlors. As an additional observation, the Business License team is also involved in enforcing sidewalk vending regulations and have observed potential labor trafficking indicators during enforcement. Staff have identified the need for additional training to improve recognition of trafficking-related red flags and to ensure appropriate knowledge of response and referrals.

Supporting Efforts that Address Contributing Factors

In addition to providing direct services and enforcement, the City is advancing a range of efforts to address environmental and systemic conditions that can enable or conceal human trafficking. These initiatives focus on improving property regulation, strengthening community partnerships, and enhancing the built environment to foster long-term safety and resilience.

Nuisance Motel Regulation and Alcohol Abatement

The City has implemented two regulatory tools, its Nuisance Motel Ordinance and Alcohol Nuisance Abatement Ordinance (ANAO), to address properties with chronic nuisance activity, including those that may contribute to conditions conducive to human trafficking. These efforts focus on establishing performance standards, enabling enforcement, and encouraging long-term land use transformation. A full discussion of these ordinances, their origins, outcomes, and recommendations for strengthening implementation, is provided later in this report.

Business Outreach and Partnership

In light of their June 24th Business Walk along Long Beach Boulevard, the Economic Development Department has committed to continue conducting corridor walks and regular outreach to identify businesses that may be struggling or vulnerable. Through this on-the-ground engagement, they are able to build relationships with community members and

proactively offer support where it is most needed. In partnership with the Police Department, Code Enforcement, and the Health Department, the Economic Development Department is also working to investigate and address businesses that may be operating as fronts for trafficking or other illicit activity. Additionally, to support legitimate businesses and enhance the safety and appearance of our corridors, Economic Development is promoting and expanding access to the Visual Improvement Program (VIP) grants. These grants help increase visibility, improve storefronts, and discourage criminal behavior. Lastly, staff are focused on helping small businesses build long-term resilience through direct communication, trust-building, and more streamlined access to city services to help them grow and prosper.

Infrastructure Improvement

To enhance safety and reduce conditions that enable illicit activity, the Public Works Department is applying Crime Prevention Through Environmental Design (CPTED) principles to planned infrastructure investments along Long Beach Boulevard and Artesia Boulevard. CPTED is a long-standing urban design approach that reduces crime and fear of crime by shaping the physical environment. Through its Elevate '28 initiative, Public Works is leading several corridor improvement projects with the goal to deter prostitution, trafficking, and other illegal activity by improving lighting, visibility, pedestrian access, and overall design. Key projects include:

- The Artesia Great Boulevard Project **–** A $45 million generational project, completed earlier this year, that transformed Artesia Boulevard into a safer and more accessible multimodal corridor along a 3.2-mile stretch between Harbor and Downey Avenues. The project consisted of roadway improvements such as asphalt roadway removal and replacement, concrete sidewalk, curb replacement, median and median fencing improvements, traffic signal enhancements, installation of ITS (Intelligent Transportation System) equipment, street lighting, pedestrian lighting improvements, stormwater bio-retention treatments, Class IV bike lanes, bulb-outs, landscape improvements, new street furniture, and wayfinding signage.

- The Artesia Boulevard Adjacent Place Based Initiative Street and ROW Improvements **–** A $1.8 million project dedicated towards street and public right of way improvements adjacent to Artesia Boulevard. Currently in the planning stage, these improvements may include additional pedestrian safety lighting, street furniture, and initiatives that will address community needs, promote safety, and enhance the overall quality of life in a particular area.

- The Long Beach Boulevard Improvement Project – A $1.8 million project designated for safety improvements along Long Beach Boulevard, between Del Amo to Greenleaf, in North Long Beach. Improvements may include pedestrian safety lighting, additional street lighting, and improved streetscape along the corridor. This project is also identified as a Safe Streets Long Beach priority project focused to eliminate traffic-related fatalities and serious injuries. Additionally, the Public Service Bureau – Traffic Operations

Division is scheduling an inspection of all street lighting on this portion of Long Beach Blvd and will make repairs as necessary.

3. LOCAL & REGIONAL PARTNERSHIPS

Effectively addressing human trafficking requires collaboration across local, regional, and cross-sector partners. The following section highlights past work, existing efforts, and emerging opportunities that can be strengthened with continued attention and support.

Local Efforts

The Long Beach Human Trafficking Task Force

One of the preeminent community partners leading work related to human trafficking in Long Beach is the Long Beach Human Trafficking Task Force. Founded in 2012, The Human Trafficking Task Force (HTTF) is a multidisciplinary collaboration of City staff and community members (volunteers, school district members, homeland security representatives, victim advocates, social service providers, etc.) partnered to address human trafficking through prevention, protection, and prosecution. This task force serves as a resource hub for the community and stakeholders engaged in fighting human trafficking in Long Beach with a vision of creating a city free from human trafficking, where all individuals are safe, supported, and empowered. The work of the HTTF revolves around three key areas: 1) Engagement – provide networking and information sharing opportunities and connect people with volunteer opportunities; 2) Awareness – provide training and educational events; and 3) Survivor Support – provide comprehensive services and support to all survivors.

The group is comprised of a Core Team (up to 12 members), representing various disciplines, that provide leadership and guidance to the task force, coordinate monthly meetings and trainings, organize the annual Youth Empowerment Safety Symposium (YESS), and provide support to survivors. The Salvation Army Long Beach Citadel Corps (SA) serves as the fiscal agency for HTTF, offering limited administrative support and managing any financial transactions for the group.

The group hosts awareness events, monthly meetings, trainings, and collaborates on programs to provide victim services. Some notable work they have conducted includes presenting to the Commission on Women and Girls to elevate the issue of human trafficking, connecting with businesses to educate them on human trafficking and distribute stickers to place in their bathrooms with the human trafficking support hotline, and outreaching to trafficking survivors to provide them support and services.

In past years, the Task Force was able to carry out substantial programming in support of human trafficking awareness, community engagement and victim services. However, in more recent years, some of these programs have halted, due to losses of funding and staff support. In light of this, the Task Force has identified the following recommendations and needs going forward:

1) *Sustainable Funding & Staffing:* Currently, there is a lack of personnel to coordinate efforts. To effectively carry out its work, the HTTF needs a paid staff member to manage operations, grant writing, and event coordination. Investment from the City to sustain staffing would allow the HTTF to provide adequate support to the community.

2) *Public Awareness & Education:* Many community members and businesses fail to recognize trafficking signs. The HTTF recommends a city-wide awareness campaign and training for businesses, schools, hotels, and first responders.

3) *Stronger Law Enforcement & Safety Efforts:* The City needs increased patrols and support in high-risk areas. The Task Force recommends improving lighting and safety infrastructure in high-risk areas, particularly in North Long Beach as well as investment in a Safe Passage Program for children walking to/from school in high-risk areas.

School District Partnerships

School districts can be key partners in the City's efforts to address human trafficking and support youth who may be at risk. As trusted institutions embedded within the community, schools often serve as early points of contact for students experiencing vulnerability, exploitation, or instability at home. Strengthening collaboration between the City and local school districts offers an important opportunity to align prevention, education, and intervention efforts with the broader system of care. The City Manager's Office, the Library, Arts and Culture Department, and the Health Department staff meet monthly with LBUSD leadership to collaborate and coordinate efforts on a wide range of issues affecting all the involved entities. These meetings provide a vital space for teams to align their efforts and ensure the best possible support for youth and families in Long Beach. Specifically, in the area of human trafficking, all parties are committed to supporting anti-trafficking initiatives, including exploring Human Trafficking 101 training for LBUSD staff, enhancing Safe Passage efforts, and seeking additional community partnerships to improve student safety at schools most impacted by trafficking concerns.

City Partnerships: Compton and Lynwood

The City of Long Beach recognizes that human trafficking and related activity along Long Beach Boulevard do not adhere to jurisdictional boundaries. The corridor, which stretches through multiple cities including Compton and Lynwood, has long been a location of concentrated street-level activity. As such, local enforcement or outreach efforts conducted in isolation risk simply displacing the issue from one area to another, rather than resolving it in a sustainable or equitable way.

To better coordinate across jurisdictions, the Long Beach City Prosecutor's Office has initiated conversations with the cities of Compton and Lynwood to better understand each city's current efforts and strategies in addressing human trafficking and prostitution. These early-stage discussions represent a foundational step toward building stronger cross-city alignment on both policy and enforcement approaches.

While this coordination remains in its early phases, there is shared recognition that sustained collaboration across cities is essential to achieving long-term impact. Establishing clear channels for information sharing, aligning enforcement strategies, and potentially coordinating service provision and outreach programs will be key areas for future development. Continued dialogue and partnership will be necessary to ensure that regional efforts are mutually reinforcing rather than fragmented.

This regional collaboration represents a promising opportunity to approach human trafficking not just as a local public safety concern, but as a broader systems-level issue that requires coordination, shared resources, and joint accountability across municipal lines.

Regional Partnerships: LA28

In light of the upcoming 2028 Olympic and Paralympic Games, LA28 has selected Ambassador (ret.) Julieta Noyes as Senior Advisor for Human Rights to lead efforts in managing human rights issues associated with the Games. International sporting events like the Olympic and Paralympic Games draw massive crowds from all over the world. While international sporting events are global celebrations, they can also draw attention to vulnerabilities in public safety systems, particularly around issues such as human trafficking and exploitation. Large-scale events can create conditions that warrant heightened coordination, monitoring, and community engagement.

To this end, Ambassador Noyes will be developing a human rights strategy for the 2028 Games based on extensive research and consultations with numerous stakeholders. The strategy will identify key risks, mitigation measures, and redress mechanisms for people who may experience human rights violations or issues. While the strategy will be formally delivered to the City of Los Angeles as the host, it will include guidance and recommendations relevant to all venue cities, including Long Beach.

The City of Long Beach is actively coordinating with LA28 and has assembled an interdepartmental team to ensure Long Beach's local priorities, community voices, and public safety concerns are reflected in regional planning. This team has met with Ambassador Noyes to review and provide input on the human rights strategy for the Games and will continue to work together once the strategy is fully developed to craft implementation plans. This collaboration represents an important opportunity to align local public safety and human rights efforts with the broader commitments being made across the region in advance of the Games.

Other Opportunities

Beyond the partnerships outlined above, there are numerous additional avenues for collaboration that can strengthen the City's impact and ongoing efforts. Opportunities exist to engage with regional entities such as Los Angeles County, as well as with local nonprofit organizations and community-based groups. Successfully exploring and cultivating these partnerships will require dedicated resources to strategically research, coordinate, and connect across sectors. While the City currently does not have staff assigned specifically for this

purpose, identifying these potential partnerships is an important step toward building a more coordinated and impactful regional response.

4. NUISANCE MOTEL REGULATION AND ALCOHOL ABATEMENT

While human trafficking is often addressed through survivor services and law enforcement strategies, the physical and regulatory environment in which trafficking occurs also plays a critical role. Chronic nuisance conditions that can occur at places such as motels and alcohol-serving establishments, can create settings that enable exploitation, conceal illicit activity, and strain public safety resources. In response, the City has developed targeted regulatory tools to address certain nuisance uses, including the Nuisance Motel Ordinance and the Alcohol Nuisance Abatement Ordinance (ANAO). The following sections examine how these ordinances function, their implementation to date, and opportunities to strengthen their impact as part of a broader strategy to improve safety and quality of life along Long Beach Boulevard and citywide. More recently, city staff have noticed a significant increase in activity related to human trafficking associated with massage parlors and recommends that future work be focused on massage establishments.

Nuisance Motel Ordinance and Related Policies

In April 2017, at the request of the Mayor and City Council, the City Manager directed the Office of Civic Innovation to coordinate an interdepartmental team to explore strategies to address nuisance activities of motel uses that affect the quality of life in the City of Long Beach. The interdepartmental team consisted of staff from the City Prosecutor's and City Attorney's Offices, and the Community Development, Health and Human Services, Police, Fire, and Financial Management Departments. The team subsequently developed and tested a nuisance motel compliance plan at six select locations as part of a nine-month Citywide pilot program. The six motels included in the pilot program were selected based on analysis of data from the Police Department for all hospitality locations in the City, using calls for service and incident reports to determine locations with high rates of police activity relative to their size. Compliance plans were developed for the motels that were focused on reducing crime and calls for service, as well as nuisance activities at these locations. The compliance plans incorporated best practices for motel operations, as well as existing City regulations, with a focus on property security measures, and the use of crime prevention through environmental design (CPTED) tools and techniques.

In September 2022, the City purchased the Luxury Inn (5950 Long Beach Blvd) to be converted into 78 rooms of interim housing for people experiencing homelessness, after being awarded $21 Million in grant funding from the State of California Homekey Program Round 2. During the Nuisance Motel Ordinance pilot, this 78-room motel was identified as one of the six biggest nuisance motels in terms of calls for service and criminal activity. Notoriously, the motel was also the site of a murder in 2017, and activity in the large motel facility continued to impact feelings of safety in the area. The purchase and conversion of the motel thus created two major benefits to the health and safety of the surrounding community – taking a nuisance motel offline by taking full supervision with an on-site contracted service provider while further increasing the capacity of the City to provide shelter and services to people experiencing homelessness.

While the high cost of acquisition and conversion of motels make this a limited solution, the conversion of the Luxury Inn does represent a model of re-purposing outdated facilities into more community-serving assets. (Note: The former Luxury Inn is set to reopen in fall 2026 as a new housing site through Project Homekey. When it opens, the City will welcome individuals who are already connected to services through our Multi-Service Center, giving people experiencing homelessness a safe place to live and the support they need to get back on their feet.)

Following the end of the pilot program and successful interventions at the selected motel locations, City Council adopted the City's first Nuisance Motel Ordinance in Chapter 5.57 of the City's Municipal Code. The ordinance included the following provisions:

1. Established an Interdepartmental City Team (ICT) to administer the program
2. Identified a range of potential measures that could be included in future compliance plans for identified motels that would be applied based on the type and severity of the nuisance activities
3. Established an administrative review process for motels that receive complaints from the public or City staff. The ICT was envisioned to oversee this process and monitor the effectiveness of compliance plans at targeted locations.

Unfortunately, the ordinance created an unfunded mandate with the ICT, and the team was never formally structurally funded or established following the ordinance's adoption. Additionally, the administrative review process and corresponding fee schedule were also not detailed in the ordinance. Still, an intradepartmental team within Community Development primarily comprised of Planning and Code Enforcement staff worked together on an ad-hoc basis to respond to complaints and as staffing levels allowed.

Staff recommend that a formal cross-departmental team be brought together to develop recommendations for strengthening the nuisance motel ordinance, designing a feasible process for sustained interdepartmental monitoring and enforcement actions, and developing and adopting appropriate fees to support proactive inspections such as through an annual registry requirement tied to business license renewals. The registry fees could pay for proactive inspections similar to how the City's Proactive Rental Housing Inspection Program (PRHIP) currently works, which also serves to address potential life, safety, and health issues as motels continue to be used as housing of last resort both formally through governmental subsidies and informally by housing-insecure residents. In addition to improving oversight, the fee and monitoring framework could also serve as a redevelopment incentive, encouraging motel operators to transition properties toward more compatible, community-serving uses by increasing the regulatory and financial costs of maintaining nuisance conditions.

As part of the City's nuisance motel pilot program, staff explored whether it would be legally and financially feasible to phase out older motels, particularly in North Long Beach, through a process known as "amortization." In this context, amortization refers to gradually reducing or eliminating a property's use over time, often by limiting upgrades or redevelopment until the business eventually closes. However, this involves extensive analysis and documentation of

the potential value of businesses to determine how long they should have the right to continue operating in order to earn back the cost of their investment in a property before new land use rules take effect. Given the number of motels in the area the time and cost associated, and the lack of ability to create short-term change due to the many years amortization typically takes, staff did not move forward with this option.

Instead, through the Uptown Land Use Planning and Neighborhood Strategies (UPLAN) initiative, the City adopted new zoning rules in 2020 that prohibit new motels along major corridors in North Long Beach. These rules also restrict how existing motels can expand or renovate, and prevent them from reopening if they close for more than a year, effectively limiting their long-term presence. While the City Council could revisit amortization in the future, it is a lengthy and costly process that carries legal risks and can take years or even decades to implement.

Importantly, at the same time that motel uses were restricted, the City expanded redevelopment opportunities for those same properties. Motels in North Long Beach can now be converted to a wider range of uses, including residential, commercial, or mixed-use, and are subject to reduced parking requirements, making redevelopment more feasible. Citywide, it is generally more effective to encourage property owners to transition to higher-value uses than to regulate motels out of existence. To further support this shift, the City could consider offering additional incentives, such as allowing taller buildings or greater density, especially for projects that include affordable housing. Currently, properties along Long Beach Boulevard are limited to two or three stories in height, depending on the site. Restrictive height limits translate to less likelihood of properties redeveloping.

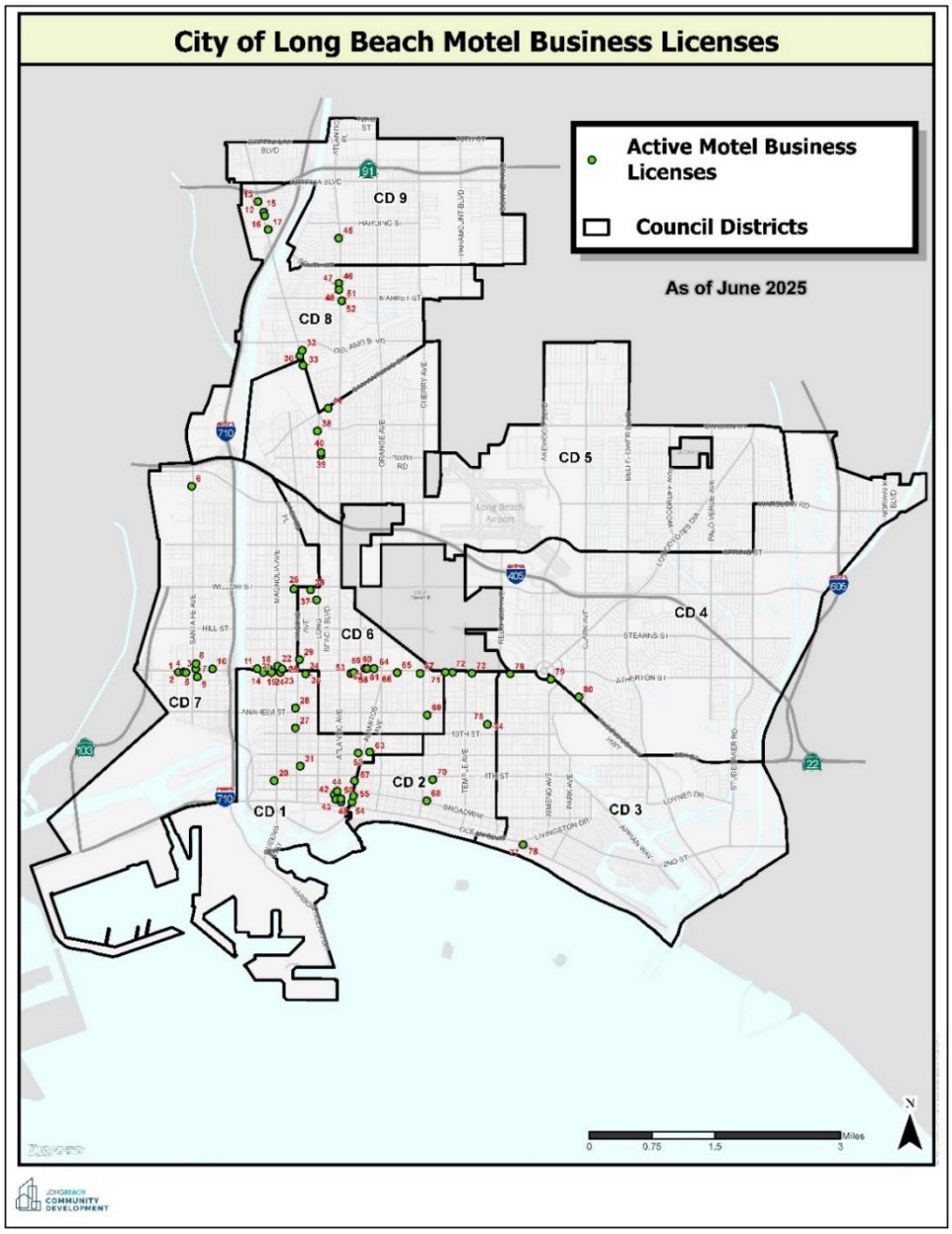
In September 2020, the City adopted its Interim Motel Conversion Ordinance (Ordinance) to allow for the voluntary and non-permanent conversion of motels to supportive or transitional housing. The Ordinance amended the Zoning Code by adding Chapter 21.65 to establish new regulations to allow existing hotels, motels, and other transient occupancy residential structures to be used for an interim (5-15 years) period as supportive or transitional housing through a ministerial process. The Ordinance was designed to eliminate burdensome regulatory barriers in order to facilitate the conversion of motels and similar structures to interim housing uses to help address the City's housing crisis.

In conjunction with the ordinance, the City successfully lobbied for the state legislature to pass SB 450 in May 2019, which created a statutory exemption in the California Environmental Quality Act (CEQA) for interim motel conversions through amendments to Public Resources Code Section 21080.50. The ordinance and CEQA exemption preceded and supported the subsequent launch of statewide programs like Project Homekey in response to the COVID-19 pandemic. Ultimately, the nuisance ordinance and conversion ordinances were intended to work in tandem to address and ideally transition motels that were no longer operating primarily as tourist infrastructure to either revert operations to their originally intended purposes or convert or redevelop into a different use.

Staff have begun reviewing local ordinances for other cities that have been passed more recently, including for the Cities of Lancaster and Claremont, which both focused much more

directly on addressing perceived human trafficking activities. During the preliminary research for its Hotel/Motel Ordinance, the City of Claremont engaged Long Beach Planning staff in informational meetings to review Long Beach's own ordinance as a case study example. Though the framing for and context behind each respective ordinance differs from Long Beach's own, the actual regulations themselves are largely similar, with minor but impactful differences including established fine and citation amounts and additional penalties for locations that remain noncompliant and proactive Building and Safety inspections. As described above, the convening of a cross-departmental team could allow for more comprehensive analysis on potential revisions to the Nuisance Motel program, including additional requirements, clarification of processes, and development and implementation of fees necessary to support this work effort. This would also include analysis of the maximum potential penalties that could be imposed and escalatory measures up to and including revocation of a motel's business license.

Since 2023, Planning staff has begun work to integrate nuisance motel and ANAO (see below) monitoring efforts into a coordinated approach that holistically assesses potential nuisance and criminal "hot spots", particularly in regard to trafficking activities. Staff have established preliminary databases for each respective business license category and are working on spatial analysis to inform proactive compliance strategies; see below for the most recently updated map of motel licenses in Long Beach. Based on multiple recent cases involving massage parlors that appear to be associated with human trafficking, staff recommends adding massage uses to this coordinated approach.



Alcohol Nuisance Abatement Ordinance (ANAO)

The purpose of the Zoning Regulations are to promote and preserve the public health, safety, comfort, convenience, prosperity, and general welfare of the people of Long Beach. The regulation of alcohol beverage sales is an important topic of concern to the City, since without proper regulation, these land uses could directly affect the general welfare of those in proximity to these uses. Improperly regulated alcohol beverage sales can lead to increased public safety issues, such as higher rates of crime, noise, and disturbances, as well as negative impacts on community health, all of which can diminish the quality of life for residents and businesses nearby. Zoning Regulations generally differentiate alcohol sales into on-premises and off-premises sales. The typical on-premises sales are those where alcohol consumption occurs

on the premises where sold, such as in a restaurant, nightclub, hotel, etc. By contrast, the typical off-premises sales are those that function in a retail capacity for consumption off the premises where sold, such as supermarkets, liquor stores, pharmacies, etc.

In July 2012, the City Council requested that the Planning Commission review current zoning regulations as they relate to existing liquor stores that have Type 21 licenses (beer, wine and distilled spirits for off premises consumption). The regulations called for implementing performance standards and/or a Conditional Use Permit (CUP) requirement for those liquor stores not being held to the same standards that new retail establishments would be required to comply with today. CUPs are considered and granted through a discretionary process open to the public through which the City may grant approval for certain land uses only with associated conditions of approval for the construction and/or operation of the use. This process provides the City the ability to impose appropriate operating conditions, such as limiting operating hours, or ensuring sufficient lighting and visibility into a liquor store for safety purposes. If an operator does not maintain its business pursuant to the conditions, a use permit could be revoked.

Many liquor store locations in Long Beach have been operating since before a CUP was required, so although they are operating legally, they are not required to operate to the same standards as a new location would be today under a CUP. The 2012 action also directed staff to consider possible incentives that could be offered to existing businesses willing to immediately accept the imposition of appropriate regulations; and finally, that North Long Beach be established as a pilot study area for the proposed action due to its high concentration of liquor stores without CUPs.

The ANAO ordinance was approved by Planning Commission and City Council in 2013. This ordinance was informed by best practices across the country and throughout California and through collaboration with the City Attorney's office and the Police Department. The ANAO allows the City to implement meaningful and reasonable performance standards on existing legal nonconforming liquor stores. Additionally, it establishes a process to ensure continued compliance with performance standards, including the possibility of revoking the store's deemed approved status after continued noncompliance with the standards.

The ANAO implements the following core objectives:

- The ANAO eliminates the "legal nonconforming" status of existing liquor store activities and automatically grants these activities "deemed approved" status, contingent on compliance with performance standards set forth in the ANAO.

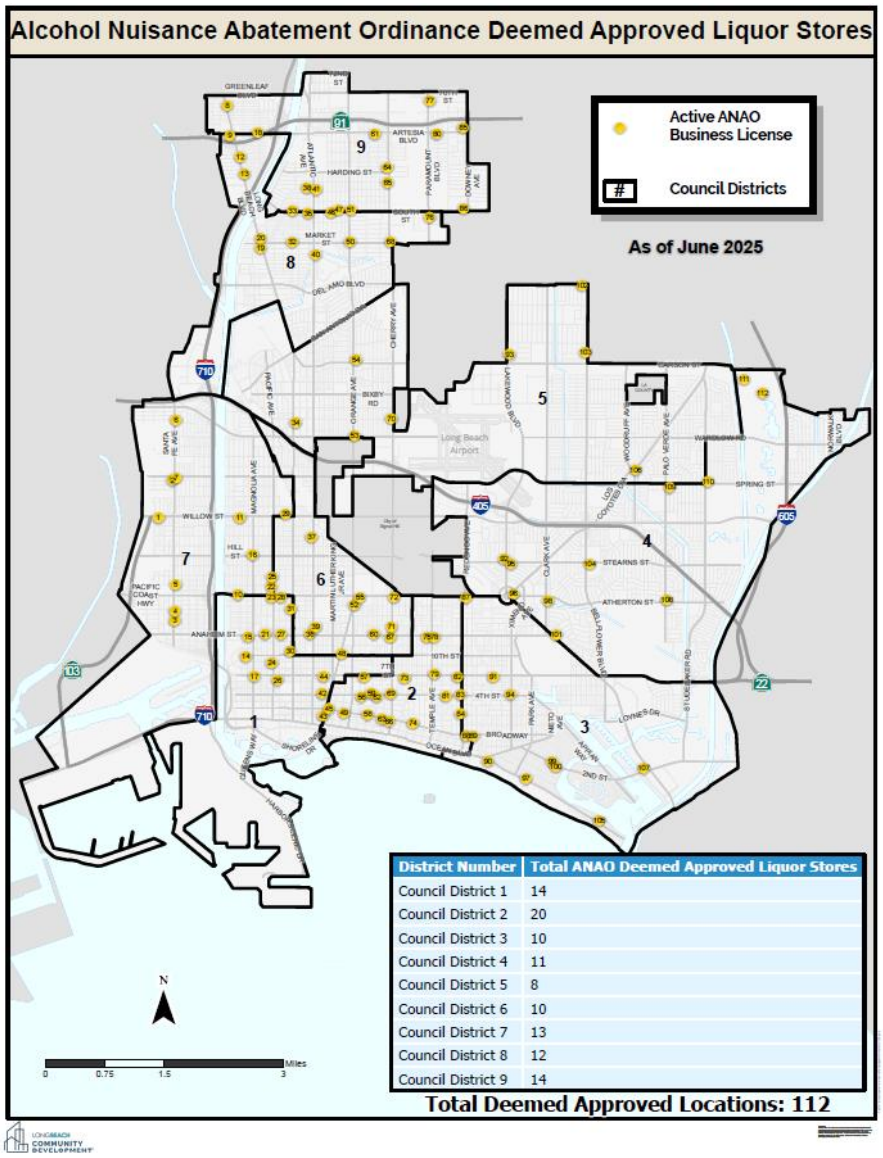
- The proposed performance standards are intended to reduce or eliminate nuisance behavior through reasonable and meaningful operating and aesthetics standards.

- The performance standards cannot regulate the sale of alcohol, including container size, number of units per sale, or hours of operation.

- Non-compliance can result in the addition of or modification of performance standards or revocation of deemed approved status.

- Revocation will not necessarily or immediately result in the loss of a business license; rather, the business would be required to obtain a CUP in order to sell alcohol.

Based on 2025 data, there are 112 establishments across Long Beach that meet the definition of having a deemed approved status per the ANAO definition of a liquor store. See below for the most recently updated map of ANAO deemed approved locations in Long Beach and their distribution across council districts.



Since adopting the ordinance in 2013 and implementing the regulations, staff have identified opportunities for improvement to ensure the efficient application of these regulations.

- **New Definitions**: While the purpose is to regulate nonconforming liquor stores, the wide definition of a liquor store in the zoning regulations inadvertently includes supermarkets and pharmacies, which was not necessarily the intent of the regulations. Furthermore, the definition explicitly excludes establishments selling beer and wine only under an ABC Type 20 (Off-Sale Beer and Wine) License. Therefore, there is opportunity to refine the definitions applicable to ANAO in order to efficiently regulate the establishments intended to be addressed by the ordinance, which may include expanding the definition to include establishments that sell beer and wine only.

- **Current Data Limitations**: In order to operate in the city legally, an establishment is required to have an ABC License and a Long Beach Business License. The current process to verify if an establishment is properly licensed at the state and local levels requires a manual search and comparison using multiple databases. Additionally, the City of Long Beach Business License categories include a wide variety of use types that do not uniformly fit within the ANAO definitions. The current system does not differentiate alcohol sale categories of off-sale uses. While the Community Development and Financial Management Departments have initiated development of a new enterprise land management software program, the current system has inherent challenges to automate this initial step of the process to verify applicability of the ANAO. Staff recommend exploring refinement to the business license categories to match ANAO uses to assist in the efficiency in reporting and monitoring.

- **Administration Procedures**: The ANAO was adopted in 2013 with a majority of the initial public and business outreach occurring in 2012 or earlier. In the last decade, businesses have changed ownership and the ANAO does not include a requirement or funding source to support proactive inspections and annual reminders to business owners of their obligations, including compliance with performance standards, under the ordinance. This challenge of awareness is reinforced by the fact that the ordinance is based on a complaint-driven model, rather than a proactive model. Per Section 21.57.070 (Administration and Enforcement.) of the Zoning Regulations, the ordinance provisions are enacted upon receiving a complaint from the public, Police Department, Code Enforcement, or any interested person. To address this, the City could require an ANAO registry or annual notification. In addition, creating formal website resources, complaint links, and formal procedures to inform business license transfers of the performance standards will enhance awareness of the ordinance and its requirements.

- **Inspection Procedures**: The ANAO administration section includes staff review of the validity of complaints, investigations, notifications, and presentations to the City's Site Plan Review Committee, which oversees design review for entitlements. In addition, the ordinance gives discretion to the Site Plan Review Committee to add or modify performance standards to ensure that nuisance activity or conditions are eliminated. Typically, zoning procedures that require substantial staff time in preparing and presenting to the Site Plan Review Committee include a fee that covers the staff time for that work, given that the processing of entitlements by the Planning Bureau is funded through the Development Services Enterprise Fund. Unfortunately, the administration of

this ordinance did not contemplate or include fees to cover the substantial staff time needed to complete the administrative steps. While the ordinance states that the administrative citation process described in ANAO does not preclude the City from recovering any other code violation or nuisance abatement costs incurred by the City in performing its code enforcement efforts, the citation fees do not cover the staff time described above. The lack of a defined inspection and violation procedure – along with the lack of an associated fee structure – limits the City's ability to ensure compliance.

Furthermore, the defined performance standards do not address specific operations of a liquor store (such hours of operation, beverage sizes, etc.) but rather govern aesthetic concerns such as coverage of windows and lighting. In addition, some of the performance standards, such as the security camera registry, need updating for compliance with current protocols. Future opportunities could include adopting appropriate fees for cost recovery, which may include an annual inspection fee and citation timing that would fund Code Enforcement implementation of both proactive and complaint-based inspection processes. In addition, the performance standards could be updated and expanded.

- **Reduce the High Number of Liquor Stores:** A final, fundamental challenge with ANAO is that the ordinance is designed to improve compliance at existing liquor stores, an important tool; however, it does not address the fact that the total number of liquor stores in the City, in the aggregate and in specific corridors, is high. In the long-term, the City needs zoning and other new tools to provide incentives and enforcement mechanisms to limit the prevalence of liquor stores (and motels) and provide a wider range of uses on corridors to promote a greater variety and balance of businesses in heavily impacted areas.

The summary of recommendations reflects potential refinements to assist in the efficient and consistent administration of the ANAO regulations with the hope of directly addressing nuisance activities in the City. These improvements can also be paired with incentives for those deemed approved liquor stores to voluntarily obtain CUPs to bring their uses into compliance with the current zoning regulations.

5. GAPS AND CHALLENGES SUMMARY

While the City continues to look towards ways to better address human trafficking and related activity, several ongoing challenges hinder the full implementation and impact of enforcement strategies and support services.

One of the most significant recent shifts has been the 2022 repeal of California Penal Code Section 653.22, which previously allowed law enforcement to detain individuals suspected of loitering for the purposes of prostitution. Although controversial, this statute once served as a touchpoint through which individuals, often survivors of trafficking, were identified and connected with services. Its repeal has fundamentally changed how law enforcement can respond. Officers are now required to observe explicit solicitation or lewd acts in progress to make an arrest under Penal Code 647(b), a threshold that is often difficult to meet in practice.

As a result, the proactive engagement that once connected individuals to services has been significantly curtailed.

Since the repeal, both Long Beach and cities across California have seen a noticeable increase in visible street-level activity associated with trafficking. In Long Beach, residents have reported a rise in loitering, accumulation of trash, suspected drug use, and a general decline in quality-of-life conditions around known hotspots, including residential neighborhoods and areas near schools. Law enforcement's tools to respond to and divert these concerns have become more limited, leading to growing frustration from the community and fewer opportunities to intervene early.

Data collection on human trafficking is also challenging due to several factors. Trafficking increasingly occurs through online platforms, making it harder to track locally. Human trafficking often operates in secrecy, deliberately concealed by traffickers. Many survivors are kept out of public view, locked in homes, brothels, or forced labor sites. People are often too afraid to report abuse due to threats, trauma, or fear of deportation or arrest. Some survivors may not even realize they are being trafficked. Cultural and language barriers can further prevent people from seeking help or understanding that help is available, particularly in immigrant or marginalized communities where distrust of police or government services is common. Additionally, survivors and traffickers frequently move between cities, states, and countries, complicating efforts to monitor and intervene.

In addition to enforcement limitations, general resource and capacity constraints pose a challenge to mitigating human trafficking and prostitution. Programs that were once operated by the Health Department, such as direct outreach, health education, and street-based intervention services, are no longer active due to the expiration of grant funding and the lack of a dedicated city budget to sustain them. These programs were critical in reaching vulnerable individuals who may not otherwise seek services through formal channels. Other supportive efforts, such as the Safe Passages Program, also depend on available funding and staff capacity. As with many City programs, staff must continuously assess how best to align available resources with evolving community needs.

Related efforts to address nuisance activity through regulatory tools, such as the Nuisance Motel Ordinance and the Alcohol Nuisance Abatement Ordinance (ANAO), face a range of implementation challenges. These include the absence of clearly defined inspection and violation procedures, lack of dedicated cost-recovery mechanisms, and reliance on a complaint-driven enforcement model rather than proactive monitoring. Both ordinances were adopted without sustained funding or staffing, and the interdepartmental coordination envisioned in the motel ordinance was never formally established. Data limitations and outdated business license categories further complicate efforts to identify and track applicable establishments.

In the case of ANAO, vague definitions have inadvertently excluded some alcohol retailers while including others not originally intended. Public awareness of compliance obligations remains low, and enforcement activities are labor-intensive and limited in authority and potential impact. More recently, staff have identified massage parlors as another common land

use associated with trafficking and recommend future efforts to address this issue. Finally, the most powerful land use tool available to the city is the ability to incentivize redevelopment of properties that profit from illicit activity. The City has yet to fully leverage zoning and redevelopment incentives to encourage the transition of nuisance-prone properties to more compatible and community-serving uses such as housing. Given that housing insecurity and housing cost are primary driving factors that creates economic hardship, incentivizing the redevelopment of nuisance land uses to housing can address both immediate nuisance issues and the long-term need for more housing, particularly affordable housing, to prevent these issues in the future.

Efforts to raise community awareness and address public concerns have also been limited by the absence of a coordinated outreach strategy. While residents report issues such as student safety, threats of violence, and visible street-level activity, many are unaware of the broader dynamics of trafficking or the City's available tools and services. This gap in understanding can lead to misdirected complaints and missed opportunities for early intervention. Cross-departmental collaboration, particularly between public safety, youth services, and neighborhood engagement teams, could help strengthen outreach, clarify reporting pathways, and build trust with affected communities. Importantly, the root causes of trafficking and related nuisance activity are deeply complex, often tied to systemic issues such as poverty, housing instability, substance use, and exploitation. Addressing these challenges requires a holistic, long-term approach that goes beyond enforcement to include prevention, education, and sustained community investment.

These broader challenges highlight the importance of dedicated resources, updated tools, and strong cross-sector collaboration. Addressing human trafficking is a complex, long-term undertaking that calls for a balanced approach, integrating public safety, prevention, outreach, and survivor support, while remaining responsive to changes in the legal and policy environment. In addition to enforcement and service gaps, the absence of a dedicated staff role focused on strategic partnerships and regional coordination also limits the City's ability to build and sustain relationships with key external partners, including the school district, neighboring cities, LA County agencies, and nonprofit organizations. Strengthening this capacity would help align local efforts with broader systems of care and elevate the overall impact of the City's anti-trafficking strategy.

6. LEGISLATIVE ADVOCACY AND OPPORTUNITIES

Addressing human trafficking through policy change requires not only local coordination, but also consistent engagement at the county, state, and federal level. The City of Long Beach, in partnership with its state legislative advocate ARC Strategies, monitors and supports legislation that strengthens protections for survivors, enhances diversion and support services, and responds to emerging public safety needs.

The Government Affairs team engages in advocacy aligned with the City Council-approved Legislative Agenda, which is reviewed annually with input from all departments. If pressing issues arise outside the regular update cycle, the Intergovernmental Affairs Committee may convene to amend the agenda and authorize action. While the Government Affairs team is

limited to positions within the approved agenda, individual Councilmembers may take personal positions on legislation outside of it.

Throughout the legislative process, the City participates through letters of support or opposition, legislative meetings, testimony, and direct advocacy in Sacramento, often in collaboration with ARC Strategies. ARC also supports department staff in monitoring key bills and remains available to provide updates during Council or committee meetings.

In the current legislative cycle, the City has submitted letters of support and participated in ongoing advocacy for the following bills:

- **AB 379 (Schultz) – Crimes: prostitution**
  This bill increases the penalty for solicitation of a minor in specified circumstances; makes it a misdemeanor for any person to loiter in any public place with the intent to purchase commercial sex, as specified; creates the Survivor Support Fund to fund grant programs to community-based organizations (CBOs) that provide direct services and outreach to victims of sex trafficking and exploitation; creates the human trafficking vertical prosecution grant program; and increases civil penalties for specified human trafficking-related violations by businesses. This bill would make the increased punishment applicable if the solicited minor was more than 3 years younger than the defendant at the time of the offense.

- **AB 562 (Solache) – Foster care: placement: family finding**
  This bill, the Justice through Placing Foster Children with Families Act, would require each county to review publicly available data comparing the statewide national average rate of placing children with relatives in the prior year for comparison with the county's placement rate during the same period, and, in the case of Indian children, the statewide average rate according to the federal Indian Child Welfare Act of 1978 placement preferences, as specified. If the county's placement rate is less than the statewide average, the county welfare director, or their designee, will consult with the Center for Excellence in Family Finding, Engagement, and Support to identify best practices that may be adopted by the county to improve its placement rate, as specified.

In addition, the City is closely monitoring several two-year bills that may re-emerge in the next legislative session. These bills address enforcement tools, human trafficking prevention, and large-scale event safety, all key areas of interest for local jurisdictions.

- **AB 63 (Rodriguez) – Loitering with intent to commit prostitution**
  This bill would reinstate the law prohibiting loitering with the intent to commit prostitution and classify it as a misdemeanor. The bill would prohibit law enforcement from making an arrest pursuant to these provisions solely based on the individual's gender identity or sexual orientation and would require law enforcement, prior to making an arrest of the individual, to document their attempts to offer the individual services.

- **AB 549 (Gabriel) – Emergency services: human trafficking**
  The California Emergency Services Act establishes the Office of Emergency Services (Office) within the Office of the Governor, under the charge of a Director of Emergency Services appointed by the Governor. This bill would require the Office, in collaboration with host counties, host committees, and partners, to prepare for the planning, resourcing, management, and delivery of safety and security at mega sporting events and official watch parties, including the 2026 FIFA World Cup games, Super Bowl LXI 2027, the Summer Olympic Games 2028, and the Paralympic Games 2028. The bill would require the Office to, among other things, consider ways to increase safety around and reduce the risk of, among other things, human trafficking at the mega sporting events. Strategies include working with businesses involved in the events, posting the Department of Justice's trafficking hotline numbers, training hotel staff to recognize and report signs of human trafficking, and encouraging multijurisdictional collaboration.

The City has not taken a formal position on the following bills but is actively tracking their progress due to their potential relevance to human trafficking survivors, diversion, and criminal justice reform:

- **AB 938 (Bonta) – Criminal procedure: sentencing**
  Current law allows a person who was arrested or convicted of a nonviolent offense while they were a victim of human trafficking, intimate partner violence, or sexual violence, to petition the court, under penalty of perjury, for vacatur relief. Current law requires, to receive that relief, that the crime for which the person was arrested or convicted was a nonviolent offense and that the person establish, by clear and convincing evidence, that the arrest or conviction was the direct result of being a victim of human trafficking, intimate partner violence, or sexual violence. This bill would allow for a victim arrested or convicted of any offense, except murder, as specified, to seek vacatur relief.

- **AB1231 (Elhawary) – Criminal procedure: Safer Communities Through Opportunities Act**
  This bill would authorize a court to exercise its discretion to grant pretrial diversion on a felony offense, subject to certain exceptions. The bill would authorize the court to consider information from the prosecutor and the defendant in determining whether or not to grant diversion and would prohibit a court from granting diversion unless it finds that the diversion plan mitigates any unreasonable risk of danger to public safety and that the defendant is likely to benefit from the services provided in the diversion plan. A history of having survived human trafficking, domestic violence, or sexual assault shall be given great weight as mitigating factors that indicate diversion is appropriate.

  The bill would authorize a diversion plan to be administered by a treatment agency, as defined, subject to court approval, and would authorize a court to consider reinstating criminal proceedings in certain circumstances, such as the commission of a misdemeanor committed while the defendant is receiving pretrial diversion services that shows a propensity for violence, among others.

The City is also monitoring several pieces of legislation at the Federal level that would improve national coordination and support for victims of human trafficking:

- **H.R. 1144 (Smith) – Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2025**
  This bill reauthorizes the Trafficking Victims Protection Act of 2000, which funds education programs, enforcement capacity and support resources for human trafficking programs across several federal agencies, including the State Department, Department of Justice, Department of Homeland Security, and Department of Health and Human Services. This reauthorization additionally promotes anti-trafficking strategies and situational awareness training for instructors and students within elementary and secondary schools.

- **S.61 (Blackburn) – National Human Trafficking Database Act**
  This bill establishes a framework to collect comprehensive data on human trafficking. At the federal level, the bill requires the Office for Victims of Crime (OVC) within the Department of Justice to establish an online database that includes human trafficking data for each state. The bill authorizes grants for covered state agencies (e.g., a state bureau of investigation or similar law enforcement agency) to collect and report human trafficking data to the OVC.

- **H.R. 1379 (Schmidt) – Trafficking Survivors Relief Act of 2025**
  This bill would establish an affirmative defense to provide survivors of human trafficking with the opportunity to defend against charges that arose directly from their trafficking. This legislation would provide critical relief through vacatur, expungement, and sentencing mitigation for survivors who have already been convicted because of their trafficking victimization.

Additional advocacy opportunities include:

- Collaborate with peer cities and survivor-serving organizations to shape legislation responsive to local needs.
- Engage with bill authors to refine proposals – e.g., ensuring AB 63 balances enforcement with service referrals.
- Coordinate advocacy through groups such as the Big City Mayors Coalition, U.S. Conference of Mayors, and the California League of Cities.
- Facilitate opportunities for survivors and impacted communities to provide testimony during hearings.
- Share local data and experiences with legislative delegations to inform policy development.
- Host a legislative summit to foster collaboration between City departments and legislative offices.

7. OTHER OPPORTUNITIES AND COUNCIL-REQUESTED FOCUS AREAS

This section outlines some opportunities to enhance the City's efforts to address human trafficking and associated public safety impacts. These recommendations stem from interdepartmental discussions and observations in the field. Together, they reflect a growing recognition that the complexity of trafficking and its root causes requires both cross-sector coordination and sustainable investment over time.

Most of the opportunities described below will require additional resources, additional research and feasibility analysis, and sustained interdepartmental coordination to implement effectively. Some efforts may be feasible within existing capacity or are already underway, and these have been noted where applicable. The examples are not intended to serve as a comprehensive plan, but rather as illustrative opportunities that could be explored or strengthened in the near future. A more robust, strategic plan with clear priorities for resource allocation could be developed with dedicated staffing and increased coordination capacity.

Sensitive Zone Opportunities

In parallel with legislative efforts, the City Attorney and City Prosecutor's Offices are currently exploring local ordinance options that could address problematic behavior in specific locations without reinstating repealed provisions of state law and without running into pre-emption concerns. One concept under review is the creation of "sensitive zones" around areas such as schools or elder care centers, where specific loitering-related conduct could be regulated. While such an ordinance would not recreate the former state Penal Code, it could help reduce harmful activity in high-impact areas if carefully tailored. Should this approach prove legally and operationally viable, staff will return to City Council with ordinance options for consideration.

Internal and External Trainings and Educational Campaigns

Improving knowledge and awareness across departments and within the community is essential to any citywide effort to reduce human trafficking. The City could explore any available training and awareness resources for fit and feasibility. Some areas to explore could include the following, with the note that all these efforts other than the first item would require additional resources to be identified:

- A contact at the U.S. Department of Justice has offered to provide a general trafficking awareness training for a small group of staff at no cost but will depend on availability and scheduling.

- The Denise Amber Lee Foundation offers specific courses for dispatchers to identify trafficking situations. Courses are approximately $5,000 for a 50-person, 8-hour session.

- The Community Development Department has previously provided Crime Prevention Through Environmental Design (CPTED) training to select City departments involved in development projects. Expanding this training citywide could help equip staff across departments, including Code Enforcement, Parks, Public Works, and the Police

Department, tools to identify and mitigate environmental factors that contribute to trafficking and nuisance activity. This expansion could also support coordinated canvassing operations and hotspot interventions. Additional resources would be needed to scale and sustain this effort.

- A citywide public education campaign, in partnership with the school district, could include training for parents, teachers, school bus drivers, school security, administrators, and students on how to recognize and respond to signs of trafficking. This would require additional resources to help coordinate and implement.

- Public transit agencies and providers encounter human trafficking victims in a variety of ways. A citywide education campaign, in partnership with Long Beach Transit, METRO, Long Beach Yellow Cab, Uber, and Lyft, could include Truckers Against Trafficking's (TAT) anti-trafficking resources for the transit industry including information and training on training for bus and transit employees, and victim-centered posters that can be displayed on and in buses, at bus stops, and in transit centers. In addition, TAT provides free templates for wallet cards and a human trafficking response policy procedure and webinar.

Nuisance Motel Ordinance and Alcohol Nuisance Abatement Ordinance Opportunities

As noted earlier in this report, the City has opportunities to strengthen enforcement and regulation through enhancements to existing ordinances. Based on staff analysis and recommendations detailed in the *Nuisance Motel Regulation and Alcohol Abatement* section, the following opportunities are highlighted below. While some of these items could be advanced using existing staff capacity, progress may be limited or delayed due to competing departmental priorities. To ensure timely and sustained implementation, these efforts would likely require formal prioritization and/or the identification of additional resources.

- **Establish a formal cross-departmental team** to coordinate nuisance motel oversight and consider using this same structure for implementing ANAO and other nuisance land uses such as massage parlors. This team would be responsible for developing recommendations to strengthen the nuisance motel ordinance, designing a sustainable and feasible process for ongoing interdepartmental monitoring actions, and establishing appropriate fees to fund proactive inspections. This would depend on resources available across departments and would likely require additional resources or capacity to be identified.

- **Implement an annual motel registry tied to business license renewals** with fees designed to support proactive inspection programs similar to the City's PRHIP initiative. These fees would assist in addressing life, safety, and health concerns at motel properties that serve as housing of last resort for vulnerable residents.

- **Leverage fees and monitoring to incentivize redevelopment of nuisance properties including motels, liquor stores and massage parlors,** encouraging conversion to community-serving uses such as affordable housing. Opportunities

include granting additional height or density bonuses for qualifying redevelopment projects, particularly in North Long Beach.

- **Continue integrating nuisance motel and Alcohol Nuisance Abatement Ordinance (ANAO) data** across departments to support coordinated identification of hotspots and more strategic enforcement.

- **Refine ANAO definitions and license categories** to better target intended establishments, including potential expansion to beer and wine-only licensees. Aligning business license categories would improve tracking and regulatory clarity.

- **Establish proactive inspection and administration procedures** for ANAO-regulated businesses, including a registry or annual notification system, formal complaint processes, and transfer-of-license protocols to increase awareness and compliance.

- **Adopt appropriate fees for ANAO enforcement,** including annual inspection fees and updated citation structures, to cover the cost of both proactive and complaint-based inspections.

- **Update and expand ANAO performance standards,** moving beyond outdated aesthetic requirements (such as security camera registries) to include operational aspects that reduce nuisance activities.

- **Create incentives for liquor stores to voluntarily obtain Conditional Use Permits (CUPs),** encouraging compliance with modern standards through regulatory and operational conditions.

- **Develop recommendations for addressing nuisance massage parlors** given recent trends in business license violations and alleged associated human trafficking.

- **Develop incentives for liquor stores, motels and massage parlors to close** and transition to more-appropriate community-serving uses. This may include revisiting zoning and general plan designations in uptown in order to incentivize changes in use.

These opportunities reflect the City's intent to build upon lessons learned from the pilot program and initial ordinance adoption, moving toward a more coordinated, adequately resourced, and effective nuisance motel and alcohol nuisance abatement program.

Data and Research Growth

Human trafficking is a deeply complex issue that intersects with housing insecurity, substance use, poverty, immigration, and systemic inequities. While the City has taken important steps to address visible impacts and nuisance activity, there remains a significant gap in dedicated research and data analysis capacity to evaluate the effectiveness of current approaches and guide future interventions.

A more robust data and research effort could help answer critical questions, such as:

- Are current strategies related to human trafficking addressing root causes or only surface-level symptoms?
- How do nuisance-related interventions impact vulnerable populations, including survivors?
- What environmental, geographic, or social factors contribute to trafficking hotspots?
- Which prevention and diversion efforts yield the most sustainable outcomes?
- What are best practices for sustained survivor support?

This body of work would benefit from specialized expertise in public health, criminology, urban planning, and survivor-informed research methods. While the City currently lacks the internal resources to lead this effort as a focused priority, it can continue exploring partnerships with academic institutions, research organizations, and philanthropic funders to build capacity for long-term data collection, analysis, and evaluation as resources allow.

Visual Deterrence and Environmental Design Strategies

Informed by field observations and successful practices in other cities, the City could explore visual and environmental strategies to discourage trafficking-related activity and improve public safety. These approaches are often scalable and can be tailored to specific hotspot areas. Many of the concepts outlined below are exploratory and require further vetting, interdepartmental coordination, and feasibility analysis, including the identification of appropriate funding and staffing resources, before implementation. For some, there are options for initial implementation of strategies and resources through the City's Housing & Neighborhood Services Bureau in the Community Development Department.

- Strategic Signage Campaigns: Install signs in high-impact areas that signal community vigilance and discourage solicitation or trafficking-related behavior. Examples include "No Dumping" signs used in the Hamilton neighborhood that successfully reduced illegal dumping, or billboards that prompt potential buyers to reconsider their actions and/or publicize helplines and websites. Messaging should be trauma-informed and avoid stigmatizing survivors.
- Environmental Design Interventions: Expand the use of Crime Prevention Through Environmental Design (CPTED) principles to reshape physical spaces in ways that deter criminal activity. This could include improved lighting, visibility, and activation of underutilized areas. These strategies can be integrated into existing infrastructure projects or targeted hotspot interventions.
- Community-Informed Visual Cues: Engage residents and local businesses in identifying areas where visual cues, such as murals, community signage or design enhancements such as exterior lighting, could signal safety, belonging, and deterrence. This participatory approach can help build trust and reinforce neighborhood resilience.

- Support community countermeasures such as “Call to Action Against Human Trafficking and Prostitution” monthly walks around the neighborhood and business corridor, clean-ups, beautification projects, and neighborhood events.
- Expand use of traffic cameras in hotspot areas. Explore installing livestreaming web cameras with signage.
- Direct Code Enforcement to prioritize addressing vacant abandoned properties in hotspot locations that are being used for prostitution.

In terms of immediate resources to begin implementing some of the efforts outlined above, the Neighborhood Resource Center (NRC) within the Housing and Neighborhood Services Bureau in the Community Development Department could act as a conduit for providing signage to neighborhood associations and property owners to install on private properties and other sites as they gain permission for installation. Resources would be needed to produce the signs in order to provide to the public free of charge. The NRC can also connect neighborhood groups and community members with Southern California Edison’s lighting program that can add lighting to their existing wood power poles – including in alleys – for a low monthly fee (about $22 per month).

In terms of community countermeasure events, the NRC can assist neighborhood associations with technical assistance to organize neighborhood events and projects and provides free publication assistance to neighborhood associations to provide copies of event flyers to help them invite neighbors to participate in monthly walks or other events and activities. The Neighborhood Clean-Up Assistance Program can provide free tools, supplies, and an industrial-sized dumpster to host neighborhood clean-ups.

Capacity Needs and Investment

Many of the City Council’s requested focus areas noted in the April 22, 2025 Council letter, such as expanded survivor services, improved data systems, environmental design interventions, and business/infrastructure incentives, require dedicated staffing and sustained coordination. While interdepartmental teams have taken initial steps to collaborate on these issues, a centralized leadership structure could improve accountability, strategy, and continuity.

If these efforts were to be prioritized, the City Council may wish to explore the creation of a dedicated Human Trafficking Office or Program Team, modeled on similar efforts in other major cities. For example, the City of Houston released a comprehensive anti-trafficking strategic plan that was guided and implemented by a designated team. A potential staffing model in Long Beach could include:

- One full-time Program Officer, to lead interagency coordination, partnerships, and policy development (An estimated fully loaded cost of $219,664)
- One Analyst, to manage strategic planning, performance tracking, and data integration (An estimated fully loaded cost of $156,559)

Investing in this structure would position the City to:

- Address root causes rather than surface-level symptoms of trafficking.
- Advance equity, trauma-informed practices, and survivor-centered approaches.
- Leverage regional partnerships and scale local impact.
- Pursue permanent, sustainable funding for survivor services, public education, and enforcement alternatives.
- Coordinate a comprehensive, citywide strategy that aligns enforcement, prevention, outreach, and policy across departments and external partners.
- Produce effective, sustainable solutions that address the complex and multifaceted issue of human trafficking long-term.

Allocation of $150,000 in the Proposed FY 26 Budget

As part of the Proposed FY 26 Budget, the City has identified an estimated $150,000 in one-time funding for Anti-Human Trafficking Corridor Initiatives. This allocation is part of a broader investment of Economic Redevelopment Proceeds, generated from former Redevelopment Agency (RDA) land sales, which aims to support inclusive economic development and neighborhood revitalization across Long Beach. This funding presents a timely opportunity to advance select recommendations outlined in this report.

To support anti-trafficking efforts, staff recommend allocating the $150,000 in one-time funding across three strategic focus areas: environmental deterrence, community activation, and education and awareness. While these proposed allocations reflect a proactive step toward implementation, it is important to note that many of the initiatives described above will require additional staff coordination, capacity, and time to execute effectively. Without new dedicated positions, departments will need to assess feasibility and prioritize efforts alongside existing work programs. As such, some initiatives may proceed more slowly or require phased implementation.

Community Activation and Presence ($25,000)

- Launch a “Call to Action Against Human Trafficking” campaign to support monthly walks, clean-ups, beautification projects, engagement with local businesses, and neighborhood events. This initiative, funding both materials and staff time as needed, can be coordinated through NRC and is designed to increase visible community presence in impacted areas. These events and outreach can also inform the built environment interventions outlined below.

Environmental Changes and Visual Deterrence ($80,000)

- Funding could be used to facilitate minor but impactful changes to the built environment to deter sex trafficking activities based on further community input and feasibility/cost analysis. Potential changes could include deterrence signage, landscaping, murals,

lighting, beautification, infrastructure and/or other visual improvements to the public right-of-way or on private-property that signal vigilance and promote deterrence, safety and beautification.

Education, Training and Awareness ($45,000)

- Citywide public education campaign in partnership with the HT Task Force, school district, and transit providers. This campaign would require additional staff support to coordinate the effort to be identified before being able to move forward. This may include:
  - Training for parents, teachers, school bus drivers, school security, administrators, and students on how to recognize and respond to signs of trafficking.
  - Outreach to local businesses educating them on how to recognize and respond to signs of trafficking as well as providing support materials for survivors to post in their shops and bathrooms.
  - Collaboration with Long Beach Transit, METRO, Yellow Cab, Uber, and Lyft to distribute Truckers Against Trafficking (TAT) resources, including victim-centered posters, wallet cards, and training materials for transit employees.

- CPTED training for about 20 multi-departmental staff (40-hour course), coordinated by the Community Development Department as a training brought to the City, allowing for staff across relevant departments and also other agencies to participate and be trained, thereby also building intra- and interagency capacity and partnerships.

- Denise Amber Lee Foundation dispatcher training to help identify trafficking situations during emergency calls. This is a low-cost, high-impact training that complements broader education efforts.

8. REPORT RECOMMENDATIONS

This report outlines a range of potential opportunities to address human trafficking and associated public safety impacts in Long Beach. Many of these opportunities will require additional resources, staffing, and Council direction to advance. To support meaningful progress, staff recommend the following action plan. These recommendations reflect areas where Council may wish to:

- Direct staff to prioritize or initiate feasibility analysis
- Allocate or identify resources to support implementation
- Affirm or adjust direction based on available capacity and priorities

Recommended Action Plan

1. **Aggressively Support State and Federal Legislation.** Continue active engagement in the legislative process, including support for bills that strengthen survivor protections,

expand diversion programs, improve enforcement tools, and continued support for upstream solutions such as affordable housing and homelessness prevention and services. Coordinate advocacy through ARC Strategies and relevant coalitions.

2. **Explore a Structural Budget Enhancement for the Creation of a Dedicated Human Trafficking Program Team.** Consider staffing enhancements (Program Officer and Analyst) as outlined in this report to lead coordination, data research and integration, and strategic planning. This would require the identification of offsets if included in the FY 26 Budget, which may involve deprioritizing or reducing other services.
3. **Strengthen Interdepartmental Coordination.** Formalize and enhance the working group structure to support implementation, track progress, and align efforts across departments.
4. **Continue Corridor, Business, and Neighborhood Engagement Efforts.** Support ongoing outreach, clean-ups, beautification projects, and business engagement to build trust and community resilience.
5. **Pursue and Strengthen Regional and Cross-Sector Partnerships.** Continue cultivating partnerships with key entities such as the Long Beach Human Trafficking Task Force, LBUSD, LA28, Los Angeles County, and neighboring cities. These collaborations are essential to aligning efforts, sharing resources, and addressing trafficking as a regional systems-level issue.
6. **Extend the Safe Passages Program.** Continue the program for another year if funded through the FY 26 Budget, with North Long Beach identified as the highest-priority area for youth safety and engagement.
7. **Pursue Feasibility of Sensitive Zone Ordinance.** Continue legal and operational review of a potential ordinance to regulate loitering-related conduct in designated “sensitive zones” near schools, elder care centers, and other high-impact areas. This approach is under preliminary exploration by the City Attorney and City Prosecutor’s Offices and requires further analysis to ensure legal viability and operational feasibility.
8. **Prioritize the Nuisance Motel Ordinance and Alcohol Abatement Ordinance Improvements and Other Planning/Zoning Recommendations.** Move forward with working to implement the opportunities listed in this report, including fee structures, inter and intra-departmental teams, inspection protocols, ordinance updates, addressing nuisance massage parlors, and increased incentives to encourage redevelopment of land uses with a focus on incentivizing redevelopment that increases access to community resources and/or helps support prevention measures such as affordable housing or supportive housing with wraparound services. This may require identifying resources and feasibility, which may involve deprioritizing or reducing other services.
9. **Activate the Former Luxury Inn Site.** Support plans to reopen the site later this year as a staffed activation point along the corridor, enabling real-time observation, reporting, and engagement in a high-impact area.

10. **Accelerate Long Beach Boulevard Improvements.** Explore opportunities to incentivize redevelopment of properties along Long Beach Boulevard and expedite planned infrastructure and beautification investments to support corridor revitalization and deterrence.
11. **Explore Corridor Camera Planning.** Assess the feasibility of installing additional traffic and livestreaming cameras in hotspot areas, including operational requirements, privacy considerations, and integration with existing infrastructure. This may require identifying resources and feasibility, which may involve deprioritizing or reducing other services.
12. **Approve the $150,000 Anti-Human Trafficking Corridor Funding Recommendations to support community activation, visual deterrence strategies, and training and education campaigns.** Prioritize these efforts as outlined in the report, or provide alternative direction during the FY 26 budget process. Implementation of these efforts may require identifying additional staff capacity, which may involve deprioritizing other services.

9. NEXT STEPS

While advancing a more robust, sustained, and coordinated response will ultimately require greater investment, City departments remain committed to strengthening efforts within existing scopes and available resources. In the near term, departments will continue to:

- Identify opportunities to enhance internal practices and interdepartmental coordination
- Cultivate external partnerships that expand capacity and align regional effort
- Develop policy and programmatic approaches that reflect community need and operational resources.

These incremental actions, taken in parallel with any City Council direction and prioritization, will contribute to a more informed, responsive, and unified City strategy. Staff will continue to document progress, challenges, and emerging opportunities to support future decision-making and strategic approaches to address human trafficking and public safety concerns along Long Beach Boulevard in North Long Beach.

For any questions, please contact Grace H. Yoon, Deputy City Manager at Grace.Yoon@longbeach.gov or Teresa Chandler at Teresa.Chandler@longbeach.gov.

CC: DAWN A. MCINTOSH, CITY ATTORNEY
DOUGLAS P. HAUBERT, CITY PROSECUTOR
LAURA L. DOUD, CITY AUDITOR
APRIL WALKER, ASSISTANT CITY MANAGER
TERESA CHANDLER, DEPUTY CITY MANAGER
MEREDITH REYNOLDS, DEPUTY CITY MANAGER
GRACE YOON, DEPUTY CITY MANAGER
TYLER BONANNO-CURLEY, DEPUTY CITY MANAGER
KEVIN LEE, CHIEF PUBLIC AFFAIRS OFFICER
MONIQUE DE LA GARZA, CITY CLERK (REF #25-55031)
DEPARTMENT HEADS