A Problem Oriented Policing Approach to Illegal Massage Establishments
LEGAL MANDATE

• Identify licensed massage establishments under purview of state Occupation Code & municipal ordinances

• Conduct regulatory inspections and take action on observed violations

• Conduct undercover investigations to identify & arrest individuals engaged in criminal activity (prostitution, human trafficking, etc.)
KNOWN CHALLENGES

Demographic Diversity

• Houston is international city: about 30% of population not born in U.S.

• Nearly every major language (~145) spoken, making communication with police difficult

• Some people from other cultures have different expectations of social norms & laws
Large Geographic Area & Population

1 Million Milestone
U.S. Cities With a Population of a Million or More as of July 1, 2014, and the Number and Percentage of People Added Since July 1, 2013

<table>
<thead>
<tr>
<th>City</th>
<th>Population</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York</td>
<td>8,491,079</td>
<td>0.0%</td>
</tr>
<tr>
<td>Los Angeles</td>
<td>3,928,864</td>
<td>0.8%</td>
</tr>
<tr>
<td>Chicago</td>
<td>2,722,389</td>
<td>1.6%</td>
</tr>
<tr>
<td>Houston</td>
<td>2,239,558</td>
<td>1.6%</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>1,560,297</td>
<td>0.3%</td>
</tr>
<tr>
<td>Phoenix</td>
<td>1,537,058</td>
<td>0.3%</td>
</tr>
<tr>
<td>San Antonio</td>
<td>1,436,697</td>
<td>1.8%</td>
</tr>
<tr>
<td>San Diego</td>
<td>1,381,069</td>
<td>1.6%</td>
</tr>
<tr>
<td>Dallas</td>
<td>1,281,047</td>
<td>1.6%</td>
</tr>
<tr>
<td>San Jose</td>
<td>1,015,785</td>
<td>1.7%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Total Increase since 2010</th>
<th>52,700</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent Increase</td>
<td>0.0%</td>
</tr>
</tbody>
</table>


Mapping Houston
How many major U.S. cities can you fit inside?

- Houston: 1,224,559
- Phoenix: 1,571,557
- San Antonio: 1,436,697
- San Diego: 1,381,069
- Dallas: 1,281,047
- Austin: 1,123,326

U.S. Department of Commerce
Economics and Statistics Administration
U.S. CENSUS BUREAU
census.gov

Brought to you by RENTCafe™
600 sq. mi., 2+ million people
260 possible illegal massage businesses to be policed
47 HPD vice officers. 10+ spoken languages
Crimes linked to illegal massage businesses:

- Human trafficking/prostitution
- Narcotics-related offenses
- Sexual assault
- Assault/aggravated assault
- Robbery/aggravated robbery
- Murder
HUMAN TRAFFICKING

**ACT**
- Recruitment
- Transportation
- Transfer
- Harbour
- Receipt of Persons

**MEANS**
- Threat /use of force
- Coercion
- Abduction
- Fraud
- Deception
- Abuse of power or vulnerability
- Giving payments or benefits

**PURPOSE**
- Exploitation including:
  - Prostitution of others
  - Sexual exploitation
  - Forced Labour
  - Slavery or similar practices
  - Removal of organs
  - Other types of exploitation

== HUMAN TRAFFICKING ==
UNDERSTANDING THE PROBLEM

• Typical spa customer pays $60 entrance fee and can ‘tip’ up to $100 for sex act. Provider may not be allowed to keep ‘tip’.

• Trafficked women often live where they work. See 8-10 men/day.

• Recent case: man running prostitution ring with 7 IMBs, each with 3 providers per location on any given day.

• $160 \times 10 \times 3 \times 7 = $33,600 per day ($12,096,000 gross annual revenue).
The Iron Law of Troublesome Places*

Frequency of troublesome events

A few have a most of the crime

Some have a modest amount of crime

Facilities known to follow this law**
- Apartment complexes
- Banks
- Bars, pubs, and clubs
- Bus stop shelters
- Businesses (various)
- Coffee shops
- Construction sites
- Convenience stores
- Fast food restaurants
- Gas stations
- Health care facilities
- Hotels and motels
- Parking lots
- Places of worship
- Schools
- Sports facilities
- Telephone booths
- Young offender facilities

Most places have little or no crime

* Figure from Wilcox and Eck 2011. The Criminology of the Unpopular. Criminology and Public Policy
** All from Eck, Clarke and Guerette, 2008, except coffee shops and places of worship (Duro, 2010).
More Concentrated Among Owners than Crime Among Apt. Buildings

1,384 owners had 4,615 crimes at their apartment buildings

The worst 10% of owners had 47.43% of crime

64.09% of owners had no crime
Place Managers Control Other Sides of Triangles
IDENTIFYING LOCATIONS

What is a massage establishment?

• Any place that offers or advertises MASSAGE and has more than one LMT conducting massages.
Citizen’s Complaints
backpage Houston

Houston classifieds for appts, jobs, and items for sale - backpage.com

- escorts
  - Houston escorts, female models, ...
  - adult entertainment ...

- ts
  - Houston transsexual escorts, transsexual models ...

- body rubs
  - Houston erotic massage, body rubs and ... entertainment ...

- women > men
  - Houston personals for women seeking men. Find a w4m date ...

- Women seeking men
  - Houston personals for women seeking men. Find a w4m date ...

- Massage
  - Houston therapeutic massage, registered massage therapist ...

More results from backpage.com »

South East - escorts - backpage.com

- southeasttexas.backpage.com » South East adult entertainment »
  - Houston Asian Escorts Agency Here Now Playmate To The... Outcall Only .... a latin dream the hottest girls in houston - 21 (houston and surrounding areas).

Free classifieds - backpage.com

- www.backpage.com » Backpage »
  - Abilene · Amarillo · Austin · Beaumont · Brownsville · College Station · Corpus Christi · Dallas · Del Rio · Denton · El Paso · Fort Worth · Galveston · Houston ...
  - You've visited this page many times. Last visit: 8/1/16

South East - women seeking men personals - backpage.com

- southeasttexas.backpage.com » South East dating »
  - Arrows Adult offers posting services that will take the BackPage. .... 21 (Houston All Over Outcalls!!) ... Allie Texas is Back Hablo Español - 23 (North Houston).

South East hobby · escorts · backpage.com
Disclaimer

This section contains sexual content, including pictorial nudity and adult language. It is to be accessed only by persons who are 18 years of age or older (and is not considered to be a minor in his/her state of residence) and who live in a community or local jurisdiction where nude pictures and explicit adult materials are not prohibited by law. By accessing this website, you are representing to us that you meet the above qualifications. A false representation may be a criminal offense.

I confirm and represent that I am 18 years of age or older (and am not considered to be a minor in my state of residence) and that I am not located in a community or local jurisdiction where nude pictures or explicit adult materials are prohibited by any law. I agree to report any illegal services or activities which violate the Terms of Use. I also agree to report suspected exploitation of minors and/or human trafficking to the appropriate authorities.

I have read and agree to this disclaimer as well as the Terms of Use.

I agree
I don't agree
You are now viewing the “Gallery”
CONDUCTING OPERATIONS

You NEVER know what’ll happen.
Massage Pilot Program

- State Occupation Code authorizes police to inspect licensed (or should be licensed) business establishments.

- Municipal ordinance has class “C” violations concerning massage violations authorized by state law.

- Massage establishment violations carry same weight as prostitution cases under civil nuisance abatement lawsuits.

- Uniformed DRT [POP] officers can conduct inspections with different protocol than undercover vice officers.
### Massage Therapy Licensing Program
Inspection Report for Massage Therapy Establishments
Houston Police Differential Response Team

<table>
<thead>
<tr>
<th>Name of Massage Establishment</th>
<th>License#</th>
</tr>
</thead>
<tbody>
<tr>
<td>Address</td>
<td>District/Beat</td>
</tr>
</tbody>
</table>

HPD Incident No. __________________________   __

(C = Compliant - PD = Present but Deficient - D = Deficient - N/A= Not Applicable - R =Recurrent)

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.361(d)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current establishment license prominently displayed?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.303(p)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complaint information available to public?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.307(b)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Massage therapists licensed/licenses prominently displayed?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.304</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Consultation Document?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.303(f)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Written consent for clients under the age of 17?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.361(i)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintains employee/client records for 2 years?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.365</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
</table>
| Has establishment ownership/mgmt. or location changed?  
Lease document on site? |

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.360(c)(9)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meets state and local requirements for fire code?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.360(c)(8)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishment floor plan on site?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.361(c)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential/sleeping quarters separated?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.362</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meets state and local sanitary/health codes?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.306</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertising in compliance?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rule: 25 TAC §140.361(h)</th>
<th>C  PD  D  N/A  R</th>
</tr>
</thead>
<tbody>
<tr>
<td>R</td>
<td></td>
</tr>
</tbody>
</table>
Methods of Investigative Entry

DRT [POP] vs. Vice

• DRT – Officer in plain clothes or uniformed, armed and with ID, no money (prior UC/Plain-clothes training and experience required by policy)

• Vice – Undercover, no ID, no weapon, money for entry, massage & prostitution cases
Things to look for

- Signs of physical abuse
- Appears fearful, anxious, tense, submissive, nervous
- Signs of emotional anxiety or dependence on trafficker
- Lack apparent freedom of movement
- Lack of knowledge of where he or she is
- Treated in demeaning or aggressive manner
- Noticeably watched, followed by others
Typical illegal massage rooms – example A
Typical illegal massage rooms – example B
Sex Related Items in Room
CITATIONS AND ARRESTS

• Purpose: Reducing human trafficking through commercial sex demand-reduction strategies

ILLEGAL COMMERCIAL SEX DEMAND REDUCTION INITIATIVE
JANUARY 4 – FEBRUARY 26, 2016

• HCSO & HPD Combined – Conducted over 70 operations (street, hotels/motels & illegal commercial sex-focused businesses)

<table>
<thead>
<tr>
<th>HCSO CHARGES (January 4 – February 4)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sex Buyer</td>
</tr>
<tr>
<td>-----------</td>
</tr>
<tr>
<td>121</td>
</tr>
</tbody>
</table>

TOTAL ARRESTS: 144
TOTAL CHARGES: 152

<table>
<thead>
<tr>
<th>HPD CHARGES (January 4 – February 26)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trafficker</td>
</tr>
<tr>
<td>-----------</td>
</tr>
<tr>
<td>6</td>
</tr>
</tbody>
</table>

TOTAL ARRESTS: 249
TOTAL CHARGES: 268
Revolving Door?

A brush with police encourages this patron to swear off IMBs as the location is raided.

However, a little more than 30 hours later, the spa is open and actively advertising again.
Let’s look at what we’re really doing.

- If you get an infection, do you treat the symptoms…..

Or do you cure it?
Community Involvement

Prostitution Diversion Program
Protocols and Procedures

Made Possible through a Partnership between:
Handout Cards in Six Languages

IV. City’s Anti-Trafficking Strategic Plan – Associated Images – Outreach Cards

• Interview possible human trafficking subjects & give pamphlets available in several languages
• Once identified, call in task-force personnel
VICTIMS ASSISTANCE GROUPS

- YMCA
- Rescue Houston
- Free The Captives
- Elijah Rising
- The Landing
- Freedom Church Alliance
- Redeemed Ministries
- Project Girls CIS
Chapter 125s: Nuisance businesses
Community Partners
Management Districts

Greater Southeast District

Spring Branch District

Brays Oaks Management District
(1) discharge of a firearm in a public place  
(2) reckless discharge of a firearm  

(3) engaging in organized criminal activity as a member of a combination  

(4) delivery, possession, manufacture, or use of a controlled substance  
(5) gambling, gambling promotion, or communicating gambling information  

(6) prostitution, promotion of prostitution, or aggravated promotion of prostitution  

(7) compelling prostitution  

(8) commercial manufacture, commercial distribution, or commercial exhibition of obscene material  
(9) aggravated assault  
(10) sexual assault  
(11) aggravated sexual assault
(12) robbery
(13) aggravated robbery
(14) unlawfully carrying a weapon
(15) murder
(16) capital murder

(17) continuous sexual abuse of young child or children
(18) massage therapy or other massage services in violation
(19) employing a minor at a sexually oriented business
(20) trafficking of persons
(21) sexual conduct or performance by a child
(22) employment harmful to a child
CAUSE NO. 2016-46478

THE STATE OF TEXAS  
Plaintiff

VS.

"A" SPA, NEW HAVEN SPA,  
ALEX C. LUK AND THE REAL  
PROPERTY KNOWN AS  
8320 GULF FWY,  
HOUSTON, TX 77017, IN REM,  
DAN MA INDIVIDUALLY AND D/B/A  
OAK SPA, MAM SPA, 249 SPA, PARIS  
SPA AND JC SPA, VO RICHMOND  
PLAZA LLC AND THE REAL  
PROPERTY KNOWN AS  
9344 RICHMOND AVE,  
HOUSTON, TEXAS IN REM, AMPLEX  
WESTHEIMER PLAZA LP AND  
THE REAL PROPERTY KNOWN AS  
13660 WESTHEIMER RD, HOUSTON,  
TEXAS, IN REM, BLUE CREEK  
HOLLISTER LLC AND THE REAL  
PROPERTY KNOWN AS 14901  
STATE HIGHWAY 249, HOUSTON,  
TEXAS, IN REM, BEACON CAPITAL  
INVESTMENTS LP AND THE REAL  
PROPERTY KNOWN AS 2500  
HILLCROFT AVE, HOUSTON, TX  
77053, IN REM,

Defendants

IN THE DISTRICT COURT OF  
HARRIS COUNTY, TEXAS

PARTIAL AGREED  
ORDER GRANTING TEMPORARY INJUNCTION

Filed

Chris Daniel
District Clerk

By:__
Deputy

Time: _

AUG 7 2 2016

SS: 39TH JUDICIAL DISTRICT

Came on for a hearing, August 22, 2016, the application of Plaintiff, the State of Texas, for a Temporary Injunction pursuant to Chapter 125 of the Texas Civil Practices & Remedies Code (Chapter 125) against Defendants "A" Spa and New Haven Spa located at 8320 Gulf Freeway, the Real Property known as 8320 Gulf Freeway, Houston, Texas, in Rem; Karl Todd Frickson,
ADDENDUM

1. Tenant shall not permit or allow all or any portion of the premises to be used for (i) any unlawful purpose, (ii) any improper, immoral or objectionable purpose, as reasonably determined by Landlord, or (iii) any nuisance in or about the premises.

2. Tenant shall comply with, and faithfully observe, all applicable federal, state and local laws, ordinances, orders, rules and regulations now in force or which may hereafter be in force pertaining to the premises.

3. Tenant, and any occupant, invitee, guest or any other person affiliated with Tenant, shall not engage in, or permit the premises to be used for, any criminal activity, including, but not limited to, (i) public indecency, as set forth in Texas Penal Code Chapter 43, including, but not limited to, prostitution (including promotion and compelling of prostitution), as defined in Texas Penal Code Chapter 43, (ii) criminal street gang activity or engaging in organized criminal activity as defined in Texas Penal Code Chapter 71 - Organized Crime, or (iii) threatening, intimidating, or committing assault as prohibited in Texas Penal Code Chapter 22 - Assaultive Offenses, or (iv) trafficking of persons, as defined in Texas Penal Code Chapter 20A - Trafficking of Persons.

4. ANY VIOLATION OF THE ABOVE PROVISIONS SHALL BE A MATERIAL AND IRREPARABLE VIOLATION OF THE LEASE AND GOOD CAUSE FOR IMMEDIATE TERMINATION OF THE LEASE OR THE RIGHT OF POSSESSION OR TENANCY. The reasonable judgment of the Landlord that Tenant has breached any of the terms and provisions of this Addendum shall be conclusive of that fact as between Landlord and Tenant. If Tenant breaches any of the terms and provisions of this Addendum, then Tenant shall be in immediate default (with no cure periods) under this Lease, and notwithstanding anything in the Lease to the contrary, Landlord shall have the right to exercise any and all remedies available to Landlord at law or in equity, including, without limitation, the right to immediately terminate Tenant’s possession of the premises and/or terminate this Lease.

5. In case of conflict between the provisions of this Addendum and any other provisions of the Lease, the provisions of this Addendum shall govern. This Addendum is incorporated into the Lease effective as of the Effective Date.

__________________________________________  ___________________________, 201__
Tenant Signature                                      Date executed by Tenant

__________________________________________  ___________________________, 201__
Landlord Signature                                   Date executed by Landlord (being the “Effective Date”)
## Locations of interest tracking numbers

<table>
<thead>
<tr>
<th>Description</th>
<th>No. of locations</th>
<th>% of Total locations tracked</th>
<th>% of Spa locations tracked</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of locations identified as spa/possible</td>
<td>260</td>
<td>54.39%</td>
<td></td>
</tr>
<tr>
<td>IMB</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of locations submitted for filing of Civil Nuisance Abatement Actions Law Suits</td>
<td>27</td>
<td>5.65%</td>
<td>10.38%</td>
</tr>
</tbody>
</table>
# Possible IMB Tracking

<table>
<thead>
<tr>
<th>No. of tracked individual spa locations that saw vice operations:</th>
<th># of locations</th>
<th>% of Total locations tracked</th>
<th>% of Spa locations tracked</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>60</td>
<td>12.55%</td>
<td>23.08%</td>
</tr>
<tr>
<td>2015</td>
<td>39</td>
<td>8.16%</td>
<td>15.00%</td>
</tr>
<tr>
<td>2014 (Est.)</td>
<td>11</td>
<td>2.30%</td>
<td>4.23%</td>
</tr>
</tbody>
</table>

Percentage of Identified suspected IMBs visited over 3 years* 42.31%
# IMBs Facing Civil Abatement Actions

<table>
<thead>
<tr>
<th></th>
<th>No. of locations</th>
<th>Closures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Submitted (by Vice)</td>
<td>27</td>
<td>16</td>
</tr>
<tr>
<td>Filed</td>
<td>16</td>
<td>13</td>
</tr>
</tbody>
</table>

**Resulting In:**
- Temporary Restraining Orders: 2, 1
- Temporary Injunctions: 9, 8
- Permanent Injunctions: 2, 2
You didn’t do it if nobody knows about it.

DON'T KEEP QUIET AND TELL SOMEBODY
Questions?

Sergeant Mike Hill

Houston (Texas) Police Department
(713) 308-8600
mike.hill@houstonpolice.org