



MEMORANDUM

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To: Family and Human Services Committee, Contra Costa County Board of Supervisors
Date: February 25, 2019

From: Devorah Levine, Assistant Director, Employment and Human Services Department

Subject: Update on Human Trafficking, Commercially Sexually Exploited Children & Family Justice Centers

Human Trafficking in Contra Costa County: A Snapshot

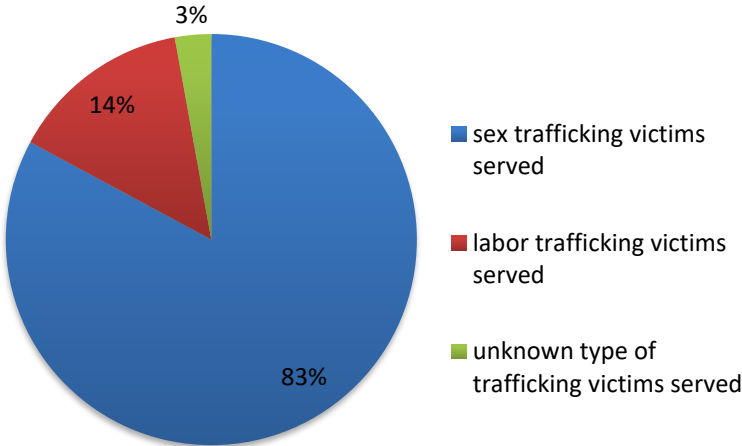
Data on Prevalence

Human trafficking can take many forms, but is generally categorized as either *sex trafficking* or *labor trafficking*. Sex trafficking is defined as the use of force, fraud, or coercion to perform a commercial sex act. Labor trafficking is a form of severe exploitation where individuals are threatened or otherwise compelled into debt bondage or other forced labor for little or no pay. Both sex and labor trafficking happen in Contra Costa County and are not mutually exclusive—a survivor can be subjected to both sex and labor exploitation.

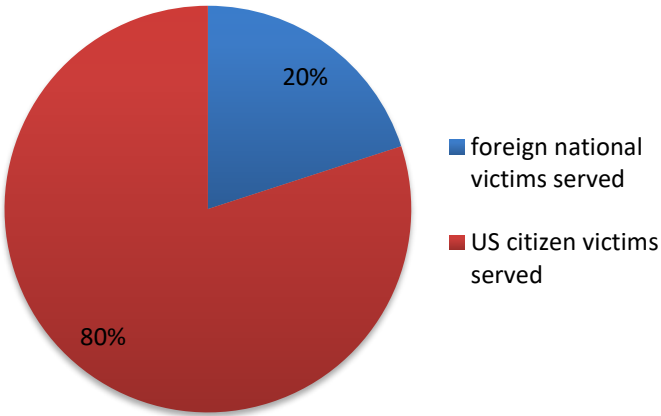
By nature, human trafficking is a hidden crime and is often under reported, especially labor trafficking reports (labor trafficking can be more difficult to identify than sex trafficking). However, six Contra Costa agencies have consistently collected data over the last several years through a specialized human trafficking services grant, providing an important snapshot.¹ This data was collected over a six month period between July 1 and December 31, 2018 and represents 35 new survivors of human trafficking who were identified and served during this time period.

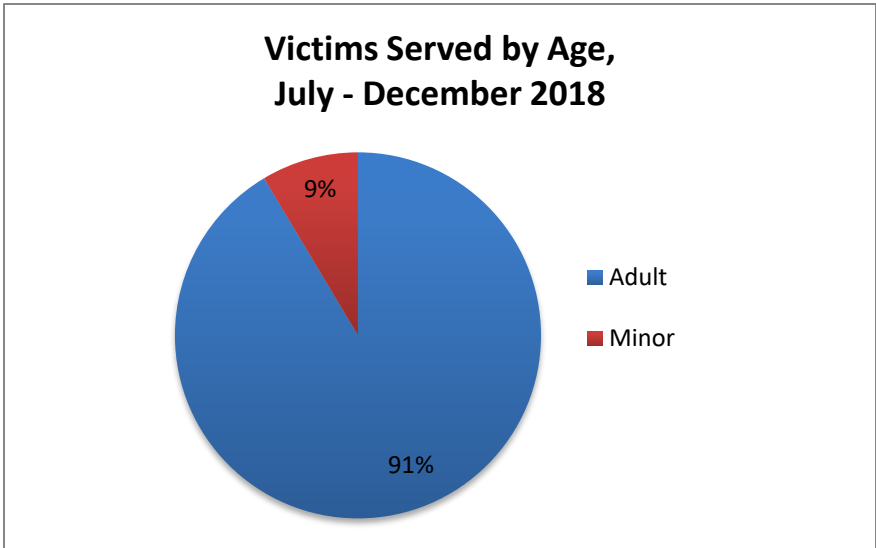
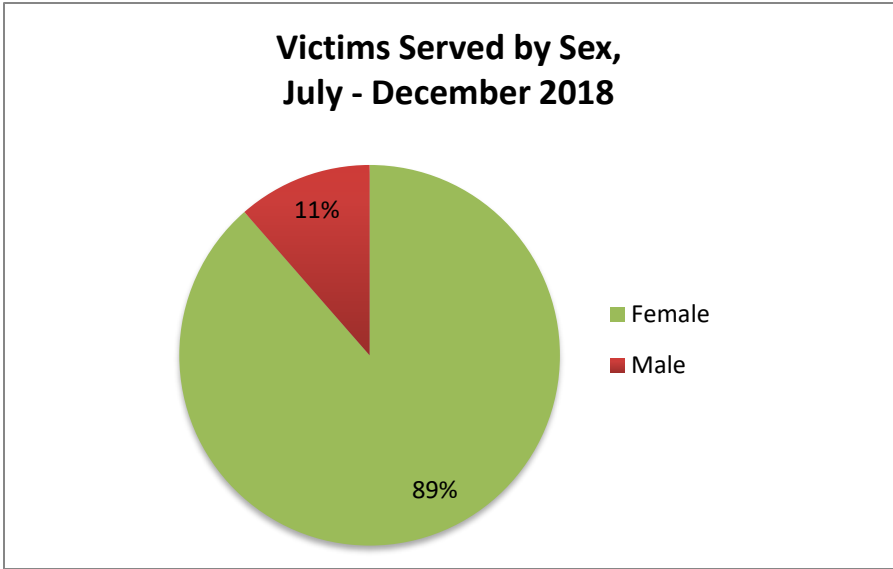
¹ These agencies include STAND! for Families Free of Violence, Community Violence Solutions, Calli House, Bay Area Legal Aid and Rainbow Community Center.

**Victims Served by Type of Trafficking,
July - December 2018**



**Victims Served by Citizenship,
July - December 2018**





Data on human trafficking is hard to come by, and is often not reliable, as agencies and systems often are not tracking clients by trafficking specifically. Clients may first be identified and tracked as experiencing other forms of violence (such as domestic violence, sexual assault or economic abuse). Additionally, agencies that are identifying trafficking clients, may not be collecting details on the type or setting of trafficking. The data represented here does not define the totality of trafficking in Contra Costa County. In fact, it is likely under-representative of the amount of trafficking occurring, especially labor trafficking.

Human Trafficking Intervention and Prevention Efforts

Human Trafficking Coalition

The Alliance to End Abuse, a robust partnership and initiative of the Board of Supervisors, continues to lead and expand the Contra Costa Human Trafficking Coalition by uniting a

diverse, culturally relevant group of community agencies, law enforcement, and social services agencies. The Coalition is made up of over 30 partner agencies including a wide range of service providers, community based organizations, law enforcement, the District Attorney's Office and other local and national governmental departments. As a collaboration of agencies, the Coalition's goals include; conducting public awareness activities; providing training, technical assistance and a forum to share best practices; establishing policies and protocols; and creating a coordinated system of care. Coalition meetings occur quarterly and include a training component, highlighting the work of one partner agency, and the sharing of resources/networking.

The Coalition, in collaboration with the Family Justice Centers, continue to run the human trafficking multidisciplinary teams (MDTs) with a focus on high risk and complex human trafficking cases. This multidisciplinary team includes multiple agencies (law enforcement, District Attorney's office, service providers, and culturally responsive agencies) with a focus on helping survivors meet their personal and family goals. Agencies have reported increased collaboration, increased access to services for survivors and increased relationships built across systems. The human trafficking MDT continues to be the flagship of the Human Trafficking Coalition.

The Contra Costa County Human Trafficking Coalition continues to strengthen its outreach and awareness efforts. In January 2018, the Coalition once again partnered with the District Attorney's office to launch a human trafficking awareness campaign. The campaign focused on labor trafficking, highlighting the restaurant, cleaning service and hotel/motel industries. Awareness ads ran on buses throughout the County including WestCat, Tri-Delta Transit and County Connection. In addition to the awareness campaign, the Coalition hosted two documentary screenings of "Me Facing Life: Cyntoia's Story" (a documentary that highlights the story of a survivor of human trafficking) and put on several human trafficking trainings in collaboration with the Family Justice Center.

Additional Coalition led outreach and awareness projects include the Red Sand Project and Community Awareness Days. The Coalition has now successfully led multiple "Red Sand Project" events in Contra Costa, including two successful events at the Antioch Community Center. The Red Sand Project is an interactive art exhibit in which volunteers spread red sand in sidewalk cracks to raise awareness about survivors of human trafficking who have "slipped through the cracks." The Coalition has also continued its work around "community awareness days", in which volunteers go to local businesses and distribute "Learn the Signs" posters. These events have triggered multiple cities to pass human trafficking related resolutions such as Antioch's recent decision to repeal its 2007 massage business ordinance, replacing it with a revised one that requires massage businesses to register with the Antioch Police Department rather than obtain city permits, as previously required. This will help control the amount of illegitimate parlors that often traffic individuals.

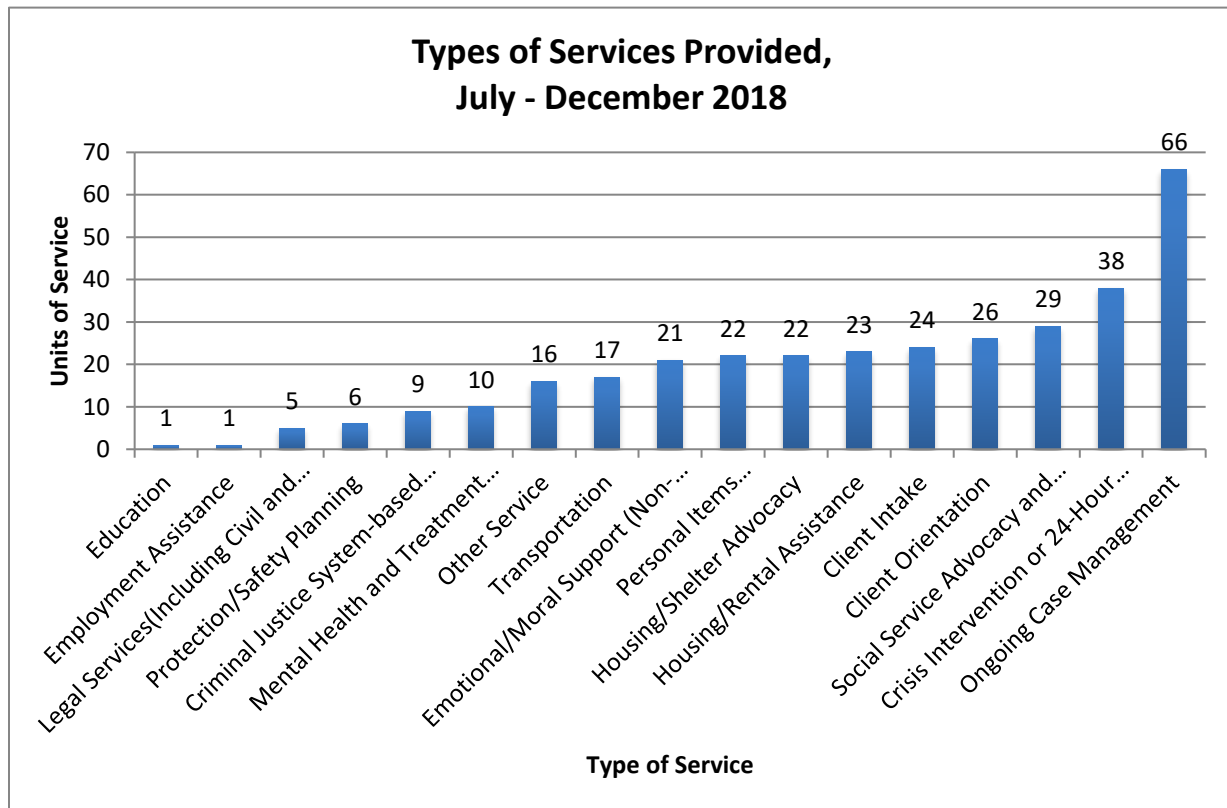
Lastly, the Coalition launched a Train the Trainer program in 2018 to increase the amount of human trafficking trainings happening county-wide. In an attempt to streamline accurate, clear and unified information on human trafficking and trauma informed care, The Alliance developed a Human Trafficking 101 and Trauma 101 curriculum. In spring of 2018, The

Alliance accepted its first train the trainer cohort. These individuals focus on either human trafficking or trauma, and complete the yearlong program in order to become Alliance certified trainers - able to train their own agencies, and respond to community requests for training. This cohort has completed over 50 hours of instructional time and about half of the cohort have now led or co-led human trafficking and trauma trainings throughout the County. This program has increased the capacity to provide trainings on human trafficking. A second train the trainer cohort will launch in 2019.

Office of Victims of Crime –Human Trafficking Grants

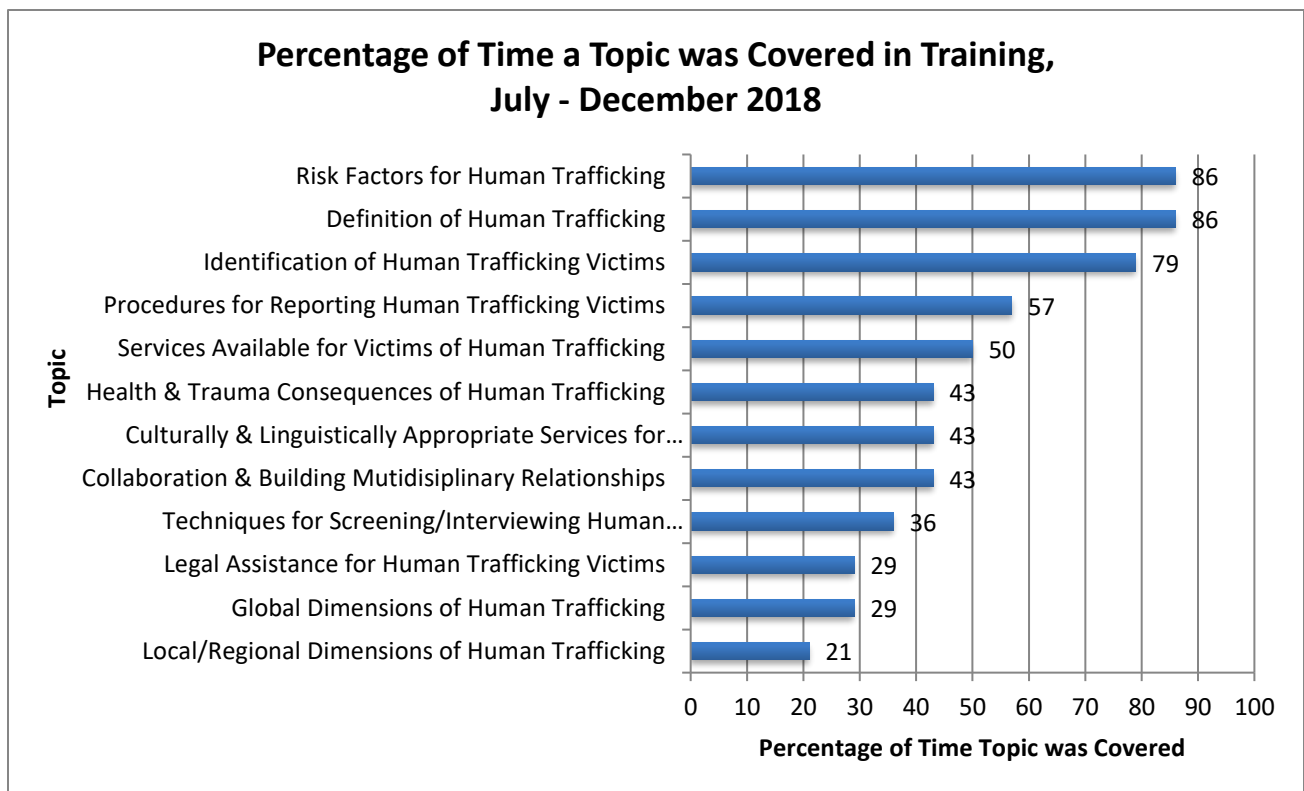
The Alliance continues to manage a Comprehensive Services for Victims of Human Trafficking Grant through the Office of Victims of Crime (Department of Justice). This grant, which the Alliance has managed since 2014, has four main goals: increase the number of trafficking victims served; increase the number of services provided to human trafficking victims; increase the number of professionals trained in human trafficking identification and serving victims; and increase cross-agency collaboration to enhance and expand services for victims of human trafficking.

Grant partners include Community Violence Solutions, STAND! for Families Free of Violence, Bay Area Legal Aid, Rainbow Community Center and Calli House. These agencies work to provide wrap-around services to all victims of human trafficking as well as increase training and outreach. The Alliance has supported the coordination of services, data collection, data analysis and evaluation of programming for this grant.



Grant partners provided 336 units of service to survivors of human trafficking from July – December, 2018. The most frequent service recorded was “ongoing case management” followed by “crisis intervention or 24 hour hotline support.” Additionally, social service advocacy, client orientation and client intake remain some of the top services provided.

In addition to service provision, grant partners provide trainings across the County on human trafficking. Grant partners trained 286 individuals over 14 separate training events, from July – December, 2018. The majority of those trained were schools and educational institutions (60%), followed by social service providers (8%) and mental health/substance abuse providers (8%). Community Violence Solutions and Rainbow Community Center continue to lead training and outreach efforts for this grant.



In October 2018 the Alliance, in partnership with the District Attorney’s Office, was awarded the Enhanced Collaborative Model Task Force to Combat Human Trafficking grant by the Office of Victims of Crime. This three-year grant is focused on creating and supporting a human trafficking task force that is co-led by both law enforcement and victim service providers – working to increase services for survivors and strengthen investigations. The Contra Costa Human Trafficking Task Force will launch in 2019 and will be a collaboration of local, state and federal law enforcement agencies working with victim service organizations to 1) better identify all types of human trafficking victims; 2) enhance investigation and prosecution of all types of human trafficking; 3) address the individualized needs of all identified human trafficking victims by linking them to comprehensive services; 4) enhance awareness of human trafficking among law enforcement and service providers, as well as

within the broader Contra Costa community; and 5) improve trauma-informed practices for human trafficking victims within law enforcement and victim service providers. The Task Force will further enhance the work of the Contra Costa Human Trafficking Coalition and strengthen trafficking investigations and prosecution. In preparation for development of this Task Force the District Attorney's office created its first Human Trafficking Unit.

Responding to Commercially Sexually Exploited Children/Youth (CSEC/Y) involved with Children and Family Services (CFS)

Federal and State regulations and laws require county child welfare agencies to implement policies and procedures for commercially sexually exploited children and youth. These regulations include: identification, documentation, finding appropriate services and providing training.

The Contra Costa County Commercially Sexually Exploited Children (CSEC) Program is now entering its fifth year of implementation. Contra Costa County Children & Family Services (CFS) opted into the California state wide CSEC Program at its inception. Components of the program include training, screening, identification, service provision as well as protocols and policies. Through this program, the Contra Costa County CSEC Interagency Protocol was updated in 2018, and protocol partners were asked to recommit.

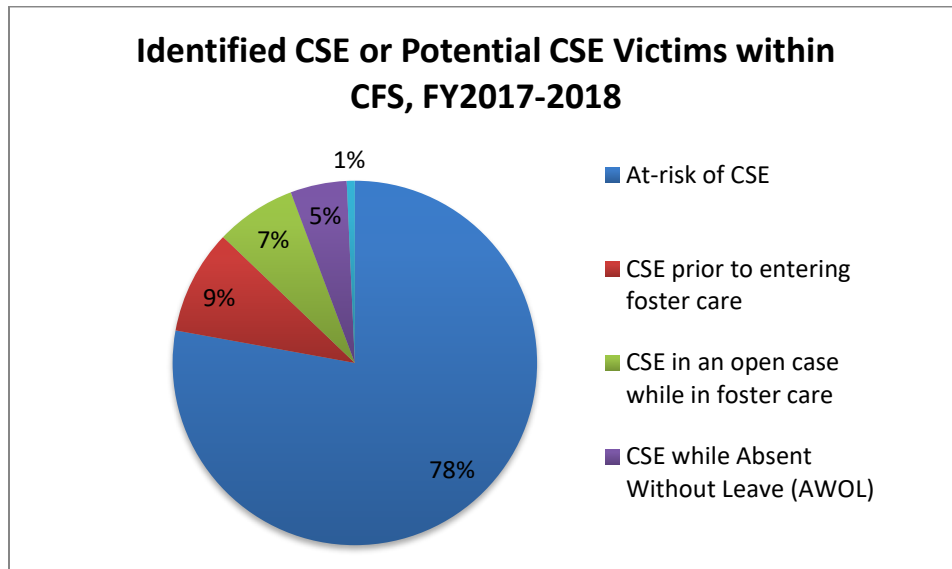
The CSEC Interagency Protocol is utilized to support systemic change both across and within mandated partner agencies, in support of commercially sexually exploited and at-risk children, youth and their families. The Protocol provides a framework for all CSEC Interagency Protocol agency members to standardize best practices in the areas of: 1) identification and assessment, 2) providing services and resources, 3) training, and 4) documentation. The Protocol provides general guidance and reference for existing and new CSEC Interagency Steering Committee members. The indicators of an effective inter-agency protocol include the following actions between agency stakeholders:

- standardized best practices embedded into written inter-agency protocols;
- open and continuing dialog;
- regular attendance at quarterly CSEC interagency Steering Committee meetings;
- an increase in CSEC MDTs;
- an increase in inter-agency cross trainings (including CSEC 101, trauma-informed, harm reduction strategies);
- an increase in available CSEC-specific resources;
- an increase in discussions regarding shared funding and data sharing;
- an increase in collaborative efforts for at-risk and exploited children, youth, and their families, that are timely and effective;
- improved countywide CSEC-related outcomes.

In tandem to the updated protocol, the Contra Costa County CSEC Steering Committee re-launched in 2018 to better uphold, execute and strengthen what the protocol lays out. Over 20 agencies have met three different times to further deepen relationships and learning through the CSEC Steering Committee.

As a part of the CSEC program, CFS keeps data on all CSE youth in their care. Below is a snapshot of the children and youth who are alleged or suspected victims, or at risk of, commercial sexual exploitation (CSE) within the child welfare system. California Department of Social Services requires that counties properly document within the state case management system called Child Welfare Services/Case Management System (CWS/CMS) the children and youth who are alleged or suspected victims or at risk of commercial sexual exploitation (CSE). Data is entered as follows (data below is from FY2017-2018):

- Total number of calls to the hotline/intake alleging that a child/youth is a victim of CSE which resulted in a referral requiring further investigation: 157
- Total number of CSE victims identified: 140
 - Number of children/youth identified as at-risk of CSE: 109
 - Number of identified victims of CSE prior to entering foster care: 13
 - Number of identified victims of CSE in an open case not in foster care (Voluntary Services): 1
 - Number of identified victims of CSE in an open case while in foster care: 10
 - Number of identified victims of CSE while Absent Without Leave (AWOL): 7



CFS serves victims of CSE in a variety of ways including service linkage, case coordination, consultation, and outreach/education. This past fiscal year, CSEC within Child Welfare were served through a layered approach to services. Intensive and comprehensive case management, counseling, and outreach programs within the school districts are provided by Catholic Charities of the East Bay (via Differential Response Path II and After Care) and Community Violence Solutions (concurrent with the open CFS case plan). CSEC case management services support the youth with safety planning, substance abuse services, housing, educational goals, etc. The CSEC case managers also visit Juvenile Hall and provide one-on-one support for those placed in the GIM (Girls in Motion) program. All of the programs follow a model

that is victim centered, trauma-informed, and strength based. Service providers also advocate for treatment that is culturally, linguistically, and age appropriate for the CSE child or youth.

The following is a list of CFS contracted services within Contra Costa County that currently support CSEC:

Catholic Charities of the East Bay:

- Clinical case management for preventative at-risk CSEC identified cases (pre- and post-CFS involvement)
- Counseling from Master's level clinicians

Community Violence Solutions:

- Case management services and direct services (concurrent and post-CFS involvement)
- Drop in Center (located in two regions of the county)
- Group counseling support for youths
- School outreach programming throughout the county
- Humanitarian bags (including personal hygiene products, school supplies)
- 24/7 Crisis Line

CSEC Coordinator:

- Coordinate efforts of CFS CSEC/Y Community Liaisons
- Serve as a Liaison with Human Trafficking Coalition and other Human Trafficking staff
- Monitor the CSEC Interagency Protocol
- Ensure and manage data tracking

CSEC Liaison:

- Support for, and liaison with, CFS social workers
- Support for CSE child/youth

Contra Costa County Community College District:

- Training for foster parents throughout the county

Challenges and Needs in Addressing Human Trafficking

While incredible progress has been made on identifying and serving victims of human trafficking, significant barriers remain.

One of the main challenges is identification of, and training on, labor trafficking. While awareness on sex trafficking has increased, understanding on labor trafficking has not continued at the same pace. More resources and attention is needed to focus on this complicated issue including looking at the overlap with tax evasion and fraud, wage and hour violations, building code inspections, health inspections, etc. Highlighting and bringing in efforts that increase the level of training, awareness, and funding to address promising

practices related to labor trafficking is needed. This includes special attention to the hospitality industry, restaurants, salons, and other industries known to have large numbers of trafficked workers.

Another ongoing challenge is consistent, cross-agency data collection on human trafficking. This data is needed to be able to accurately understand trends, gaps and emerging needs. A key gap in our ability to respond to human trafficking as a County has to do with a lack of coordinated, integrated and reliable data. Many agencies and systems are not collecting the data that is needed, and if they are, they are unable to share or coordinate data in a way that allows us to aggregate it or compare it.

Recognizing the need for robust data and evaluation, the Alliance contracted with external evaluators in early 2018 to develop a pilot database that allows Alliance human trafficking grant partner agencies to enter human trafficking data within a single system. The hope is that eventually this database will be expanded beyond human trafficking in years to come. In this pilot phase human trafficking data is used for grant reports and County-wide human trafficking briefs. The database integrates a number of agency and non-profit-sourced quantitative data. In addition to providing a baseline, the database eventually will also provide statistics and other data required for the development of grant proposals, and the procurement of other funding streams. The human trafficking database was launched in August of 2018 and is in the beginning phases of testing.

While there is great promise for this new database, ongoing tracking of this issue, and all issues of interpersonal violence, are difficult to track across the County consistently. Doing so requires pulling information and data from systems over which the Alliance has little control or authority. Many of the data points necessary to answer questions related to the impact violence intervention and prevention efforts are either not currently collected, or if they are, they are not easily extracted. It is important to identify, extract and coordinate those data elements that are critical for the Alliance to understand and help inform strategies to addressing human trafficking, as well as where to invest limited resources.

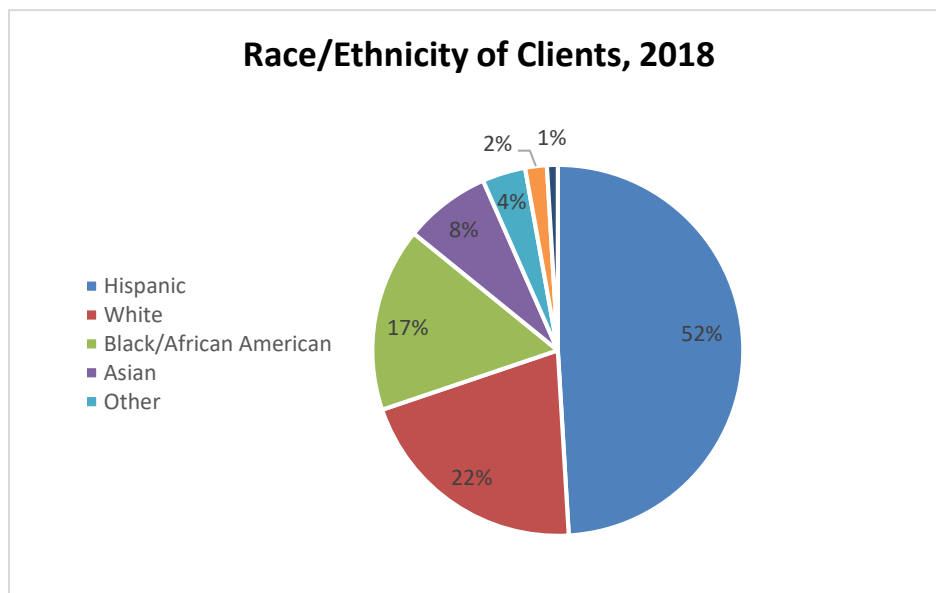
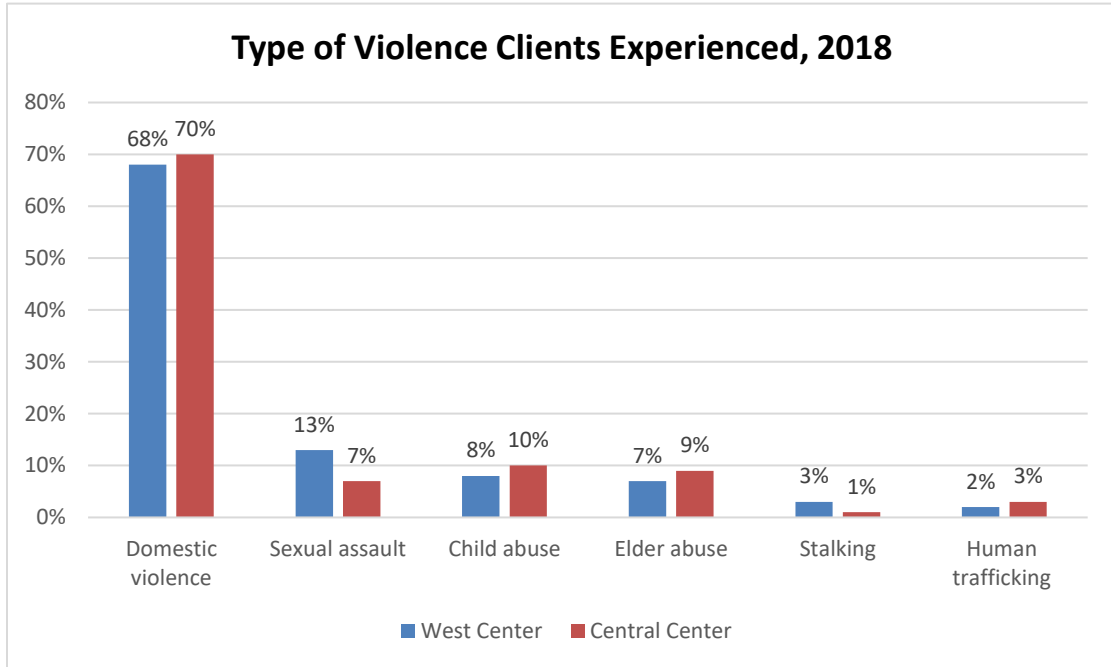
Additional challenges remain related to flexible and timely housing and shelter options, language capacity, and culturally relevant and responsive services for victims.

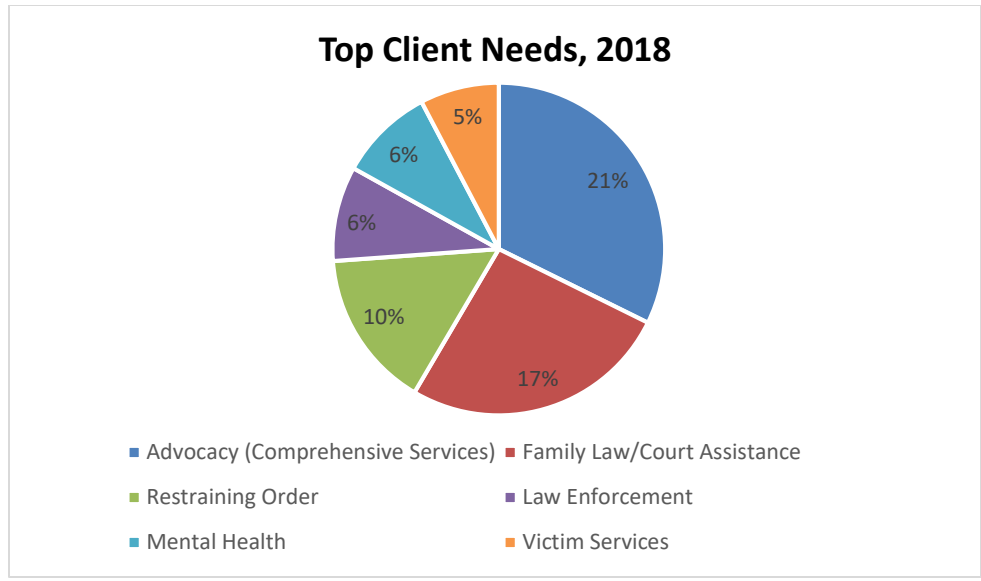
The Family Justice Center

The Family Justice Center (FJC) continues to be a one-stop center for families affected by domestic violence, sexual assault, elder abuse, child abuse, and human trafficking. The Family Justice Center coordinates with on-site partners so clients can get safer sooner. The Alliance continues to support the development of the FJC and County departments remain essential partners among many, supporting residents who are accessing the centers.

In 2018, the Family Justice Centers provided services to 3,074 individuals who experienced interpersonal violence (1,865 clients from central center and 1,210 clients from west center). Those services impacted an additional 2,368 children living with these clients. FJC is able to provide comprehensive and integrated services by working together with their 48 on-site partners. In 2018 the FJC welcomed 6 new partner agencies including Early Childhood Mental

Health, International Rescue Committee and Lao Family Community Center. Below is a snapshot of FJC clients:





Additional information about FJC clients in 2018:

- 98% are worked about safety
- 80% have prior history with domestic violence, the child welfare system, adult protective serves, restraining orders or law enforcement
- 64% earn less than \$2,000 per month
- 60% have children
- 30% speak Spanish as a primary language
- 22% are referred by law enforcement
- 21% have no medical insurance
- 20% lack immigration status
- 18% are disabled
- 16% are men
- 15% are referred by friends or family
- 13% live with a substance abuser
- 135 are over 60 years old
- 6% have no place to stay tonight

Coordinate Integrated Services

FJC’s services are organized into two groups: crisis support and long term safety. Crisis support services are coordinated through FJC Navigators, who connect clients to the services they need to leave their abusive situations or deal with their present crisis. After dealing with crisis, FJC staff offer services to get clients to long term safety and independence by working on four domains: health, education and training, wealth and community. Below are highlights from FJC’s work to integrate services in 2018:

- The number of IPV clients served (3,074) increased by close to 26%, compared to the previous one-year period.
- FJC expanded their partnerships by adding more (6 new partners) on and off site partners.
- Out of the 566 clients who filled out the 2018 client survey, 98% were satisfied with the services, 99% felt safe and comfortable at the FJC, and 98% would recommend the FJC to a friend in need.

Project Highlights

Lawyers for Family Justice

A few years ago the FJC launched a legal incubator project where attorneys can gain experience in the practice of law and how to manage a law practice while providing pro-bono and low bono services to clients of the FJC. This program was an attempt to better meet clients' legal needs. Between January 2018 and December 2018 the lawyers for family justice program provided pro bono legal services to 469 clients of the Family Justice Center. These services were provided by 10 attorneys working in the Lawyers for Family Justice Program. The most frequent legal advice and assistance given was (in order); child custody; divorce; restraining orders and; immigration.

Noteworthy statistics on the Lawyers for Family Justice Center:

- 1,440 hours of pro-bono office hours
- 35 low bono representation cases
- 13 pro bono representation cases
- 6 bilingual attorneys
- 5 legal trainings for incubator attorneys
- 5 ex parte child custody orders filed
- 3 new attorneys in 2018
- 2 sexual assault civil suit consults

Community Restorative Justice Solutions

The FJC in partnership with several other agencies launched a restorative justice program in 2018 as a two-year pilot, funded through a CalOES Victim Services Innovation grant. The five program partners (in addition to FJC) include Community Violence Solutions, Latina Center, Rainbow Community Center, RYSE Youth Center and Narika. Community Restorative Justice Solutions fosters restorative justice solutions for survivors, those who have harmed, their families and communities through Circle and Family Group Conferencing. The restorative justice process creates a space to listen and respond to the needs of the person harmed, the person who did harm, their children, families, and their communities; to encourage accountability through personal reflection and collaborative planning; to integrate the person causing harm into the community; to empower families to address violence and abuse; and to create caring climates that support healthy families and communities.

Capacity Building and Partnership Support

FJC's capacity building and partnership support strategy includes hosting monthly multidisciplinary team (MDT) case reviews of high danger domestic violence and human trafficking cases and law enforcement training coordination. In addition, through the Family Justice Institute, FJC offers trainings and workshops to educate service providers and the public about issues related to IPV. Below are highlights from FJC's work in capacity building and partnership:

- Of the 45 partners who completed partner surveys in 2018, 86% stated that they could connect clients to more resources, compared to 84% who shared that view in 2017 and 77% who shared that view in 2016.
- 95% of partners who completed the partner survey in 2018 believed that it was easy to work with FJC navigators to meet the needs of their clients; and 93% of respondents felt FJC was responsive to their needs and requests
- Between January 2018 and November 2018 FJC convened 10 domestic violence multidisciplinary team meetings with 133 partners to discuss high risk domestic violence cases. 30 cases were nominated and discussed. Of the reviewed cases, 97% of victims were women, 63% had children and 20% were still married to their abusers. 63% of victims nominated were connected with a law enforcement agency; 25 of the victims nominated were connected to 56 partner agencies.
- In 2018 the Family Justice Institute offered 26 workshops and/or trainings, attended by 850 individuals. FJC developed and recruited trainers for these workshops and trainings in response to training needs identified by partners. The topics include Interpersonal Violence 101, Trauma 101 and Human Trafficking 101.

Community Building

FJC strives to support resident-centered and community-based prevention strategies. They aim to engage residents and foster resident ownership of the Family Justice Center, build on community assets, and improve connections among residents, public agencies and non-profit organizations. FJC's Community Fellowship Program has advanced this approach, engaging local resident survivors with leadership development training and opportunities through a 4-month long stipend. In turn, these Community Fellows have brought community input and survivor insight to FJC's work. They have been involved in every facet of FJC's work and have made significant contributions.

FJC also hosts monthly Project Connect gatherings, intended to build community, offer learning opportunities and share stories. 202 individuals, many of them current or former clients, came together for Project Connect events in 2018.

Resources:

- [Family Justice Center 2018 Report](#)
- [Contra Costa Human Trafficking Coalition](#)
- [Alliance to End Abuse](#)