



MEMORANDUM

Kathy Gallagher, Director

40 Douglas Drive, Martinez, CA 94553 | (925) 608.4800 | Fax (925) 313.9748 | www.ehsd.org

To: Family and Human Services Committee, Contra Costa County Board of Supervisors Date: July 27, 2020

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

Subject: FHS Report #111 : Human Trafficking and Family Justice Center

This report provides an update on collaborative efforts to address human trafficking and the continuing development of the Family Justice Centers over the course of the last year. The additional social risks brought to light by the COVID-19 emergency underscore the importance of our County's coordinated response, communication, resources distribution and effort to shift toward prevention.

Human Trafficking in Contra Costa County: A Snapshot

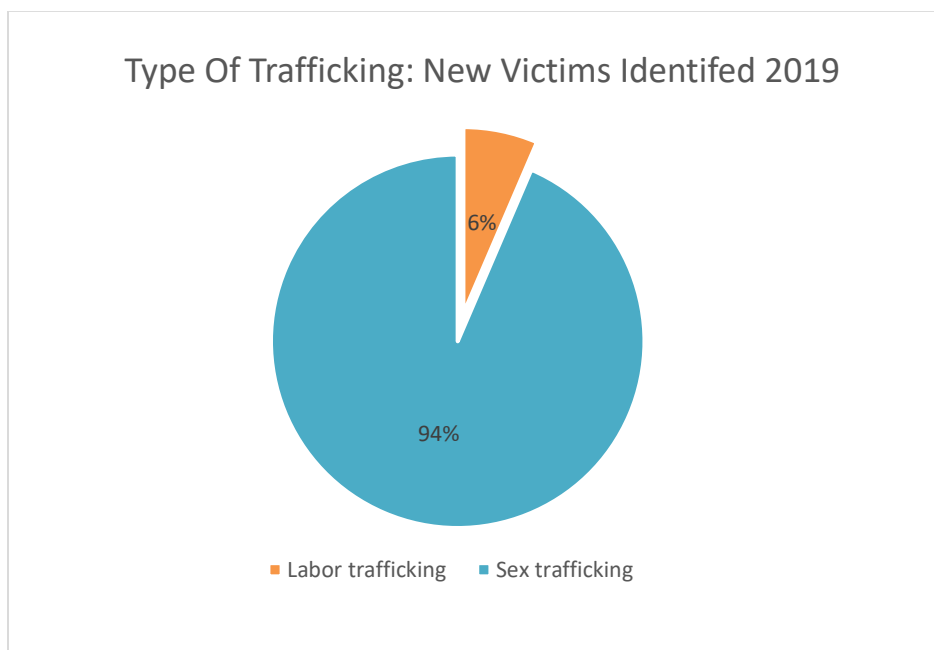
Data on Prevalence

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).¹

¹ 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

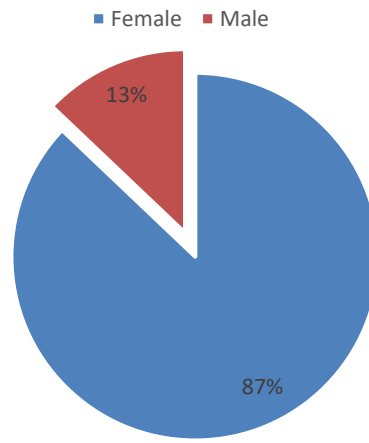
However, five Contra Costa service providers and the District Attorney’s Office have consistently collected data over the last year through a Department of Justice Human Trafficking Task Force Grant, facilitating an important snapshot of victims in our county.² The data was collected over a twelve month period between January 1 and December 31, 2019 and represents more than 30 new survivors of human trafficking who were identified and served during this time period.



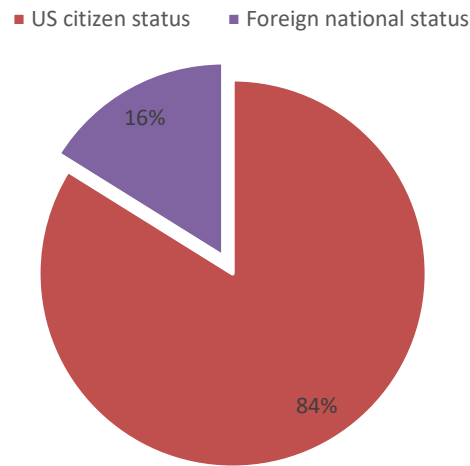
represented here does not define the totality of trafficking in Contra Costa County. In fact, it is likely under-representative of the amount of trafficking occurring, especially labor trafficking

² These agencies include STAND! for Families Free of Violence, Community Violence Solutions, Calli House, Bay Area Legal Aid and International Rescue Committee.

Victim Sex: New Victims Identified 2019



Citizenship Status: New Victims Identified 2019



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 more than 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 Contra Costa County Human Trafficking Coalition continues to strengthen its outreach and awareness efforts. In January 2019 and January 2020, 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.

Human Trafficking Multi-Disciplinary Case Review Team

The Alliance to End Abuse, in collaboration with the Family Justice Centers, continues to run human trafficking multidisciplinary teams (MDTs) with a focus on high-risk and complex human trafficking cases. The 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.

According to surveys, participating agencies have reported increased collaboration, increased access to services for survivors and increased relationships built across systems. In 2019, the Human Trafficking MDT met bi-monthly (6 times) and reviewed 10 "complex" cases of human trafficking. A total of 31 connections were made to human trafficking MDT partners during and after meetings. From January through December 2019, the Domestic Violence MDT convened for 11 monthly meetings and reviewed a total of 19 cases with 102 partners participating. Out of the 19 cases, a total of 15 were closed (meaning, the survivor met the majority of their goals) within the year period.

Human Trafficking Train the Trainer Program

The Alliance to End Abuse launched a Train the Trainer program in 2018 to increase the amount of human trafficking education offered county-wide. In an attempt to streamline information on human trafficking and trauma informed care into accurate, clear and unified formats, the Alliance developed a Human Trafficking 101 and a Trauma 101 curriculum. Members of the first Train the Trainer cohort, formed in Spring of 2018, focused on either human trafficking or trauma. After completing a yearlong program to become Alliance certified trainers, participants were able to train their own agencies and respond to community requests for training. In 2019, the Train the Trainer program accepted another 30 individuals into the cohort. The 2019 cohort completed over 90 hours of instructional time; approximately half of the cohort have now led or co-led trainings throughout the County.

Central to the mission of the Alliance is increasing knowledge and skills on Interpersonal Violence (IPV). To support this mission, the Alliance provided trainings that resulted in increased capacity among professionals. Over 90% of professionals surveyed (post training or

technical assistance) reported an increased ability to respond to interpersonal violence. After trainings and technical assistance on human trafficking, participating organizations conveyed numerous improvements, including improved screening tools to identify people experiencing abuse, better problem solving, enhanced organizational practices and policies, better communication between agencies, and improved client outcomes.

Department of Justice Human Trafficking Task Force Grant

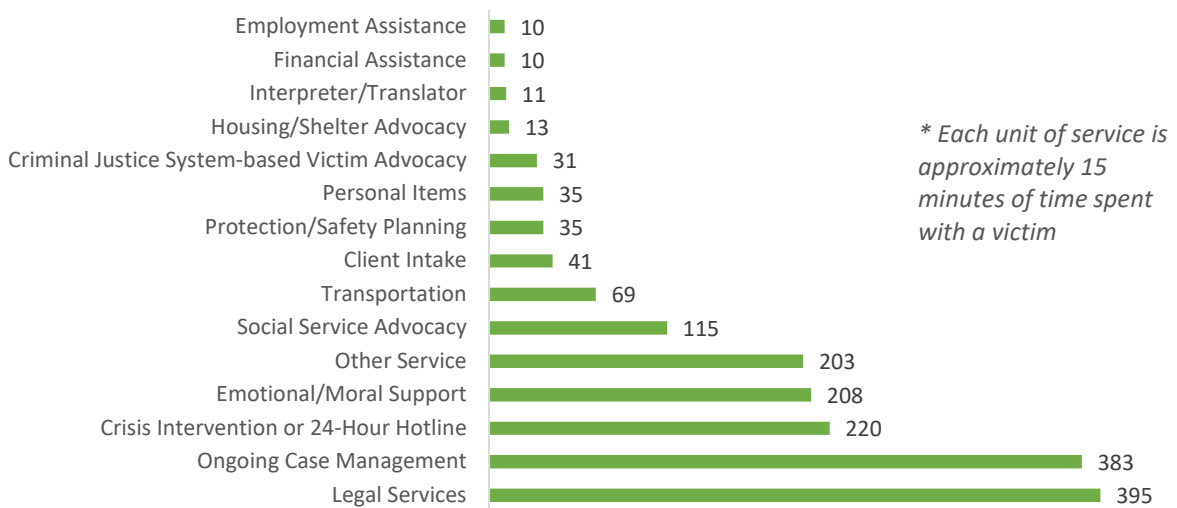
In October 2018, the Alliance, in partnership with the District Attorney's Office, was awarded the Enhanced Collaborative Model Task Force to Combat Human Trafficking grant by the Office of Victims of Crime. This three-year grant is focused on creating and supporting a human trafficking task force that is co-led by both law enforcement and victim service providers – working to increase services for survivors and strengthen investigations.

The Task Force works 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 law enforcement side of the grant was not funded until June 2019, due to the federal budget approval process. In July 2019, the Human Trafficking Task Force held a kick-off meeting for all grant partners and local law enforcement agencies. Since then, the Task Force has met monthly to develop protocols, share and collaborate on cases, and strengthen coordination between agencies. The Task Force Coordinator position, District Attorney investigators, and prosecutor positions were filled by October 2019.

Service providers participating in the grant include Community Violence Solutions, STAND! for Families Free of Violence, Bay Area Legal Aid, International Rescue Committee 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. In the last year, more than 30 new victims were identified and more than 20 new law enforcement human trafficking investigations were opened.

Services Provided to New Trafficking Victims in 2019 (in units*)



Grant partners provided over 1,700 units of service to survivors of human trafficking in 2019. The most frequent service recorded was “legal services,” followed closely by “ongoing case management” and “crisis intervention or 24-hour hotline support.” Additionally, social service advocacy and emotional/moral support remain some of the top services provided.

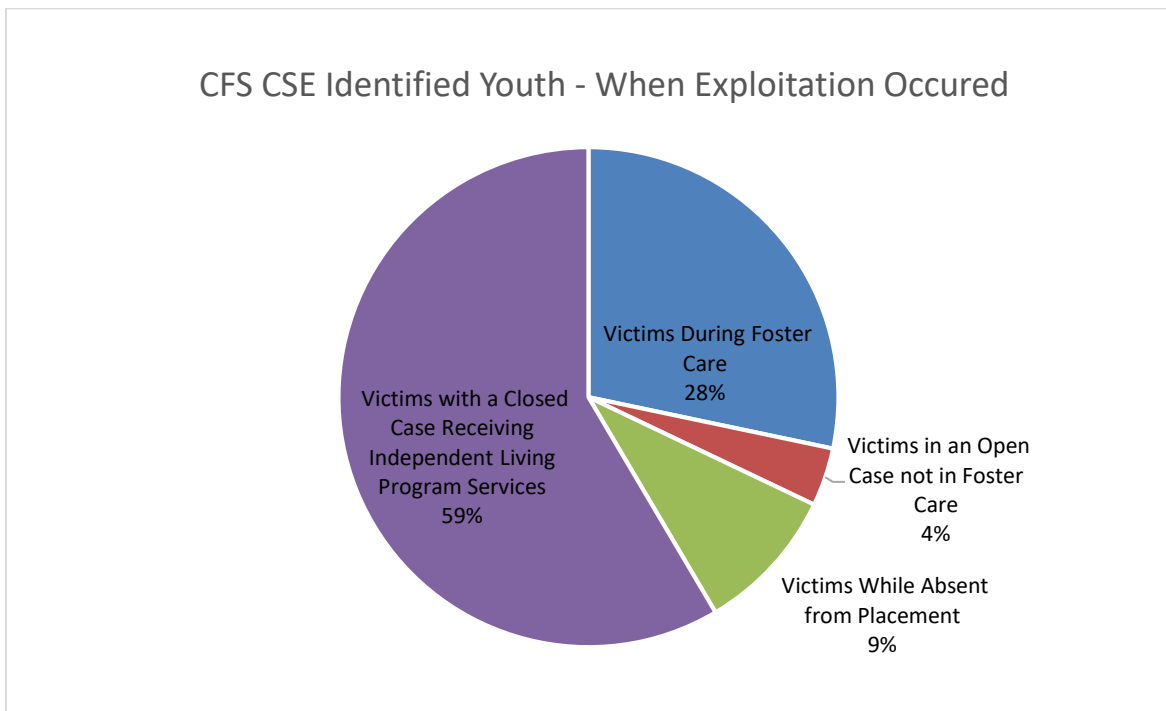
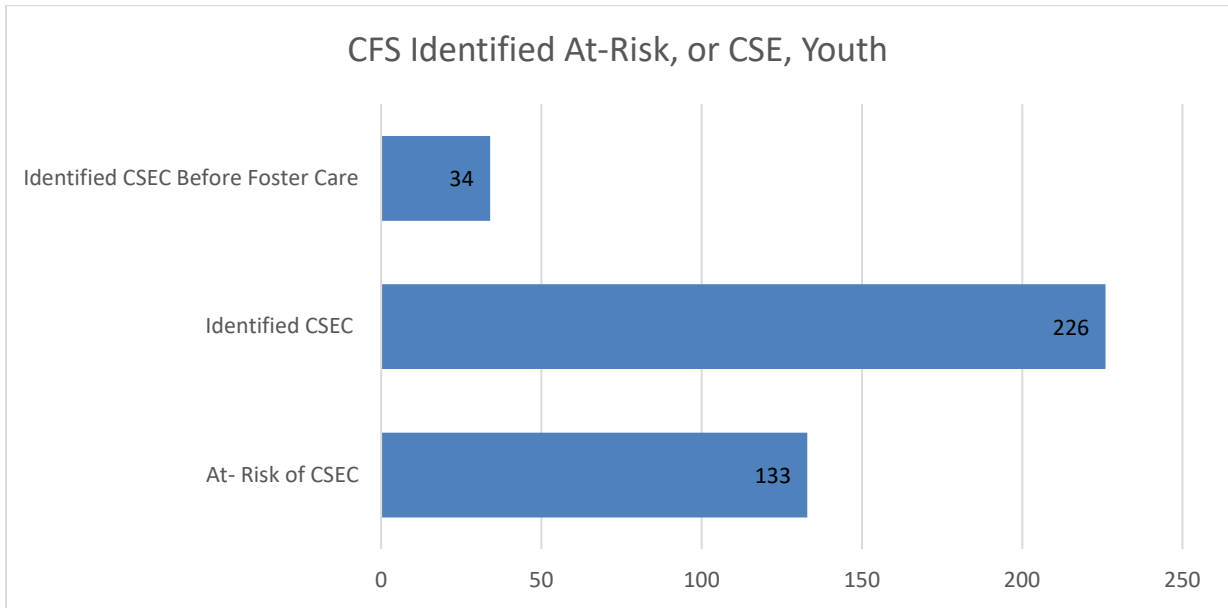
Responding to Commercially Sexually Exploited Children/Youth (CSEC/Y) involved with Children and Family Services (CFS)

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.

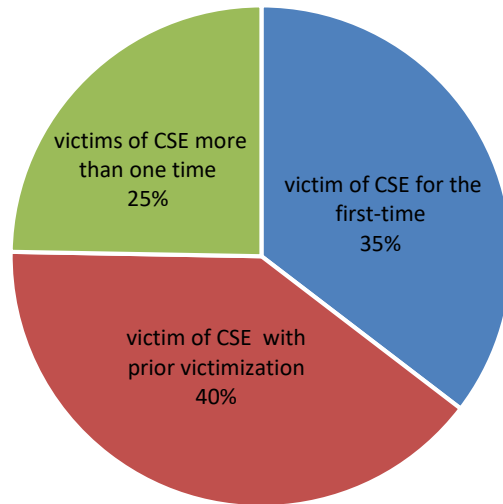
The Contra Costa County Commercially Sexually Exploited Children (CSEC) Program is now entering its sixth year of implementation. Contra Costa County Children & Family Services (CFS) opted into the California state wide CSEC Program at its inception. Components of the program include training, screening,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

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. In tandem to the protocol, the Contra Costa County CSEC Steering Committee was re-launched in 2018 to better uphold, execute and strengthen what the protocol lays out. The Steering Committee has met on a regular basis since 2018 and consists of over 30 agencies.

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 FY2018-2019):



CFS CSE Identified Youth - Prior Victimization & Frequency



CFS serves victims of CSE in a variety of ways, including service linkage, case coordination, consultation, and outreach/education. During the 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.

Challenges and Needs in Addressing Human Trafficking

While awareness of sex trafficking has increased, understanding, identification, and training on labor trafficking has not continued at the same pace. More resources and attention are required in order to achieve a better understanding of this complicated issue, including looking at the overlap with tax evasion and fraud, wage and hour violations, building code inspections, and health inspections. 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. Historically, sex trafficking cases have been

prosecuted in Contra Costa County, but not labor trafficking cases. The Human Trafficking Task Force hopes to increase labor trafficking efforts among law enforcement agencies and support from victim service providers in the future.

For commercially sexually exploited youth, one of the challenges partners like Calli House have faced, is that traffickers usually know where the victims are staying, and come into the vicinity of the housing facility (like Calli House) to try to re-engage them. This also occurs at foster homes and group homes.

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

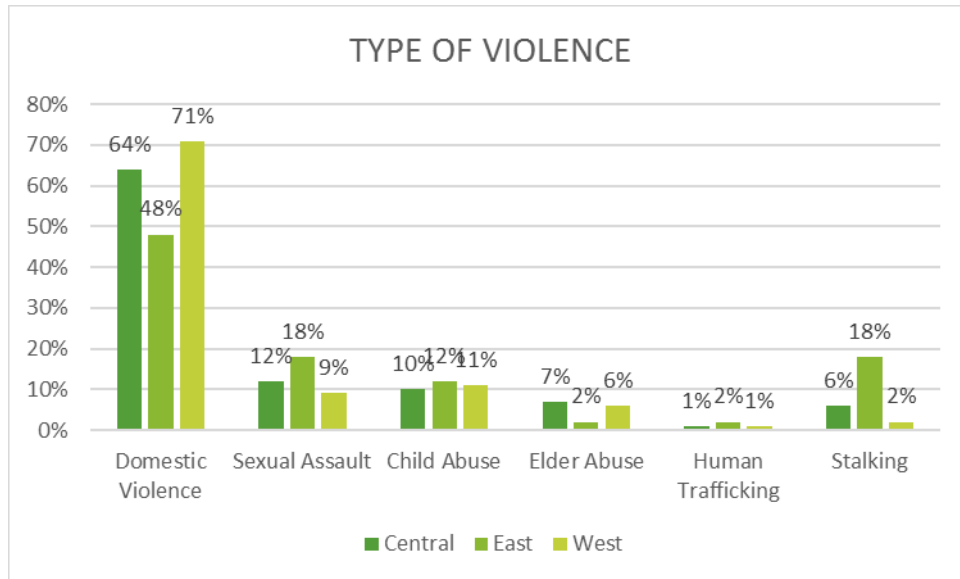
The Family Justice Center

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.

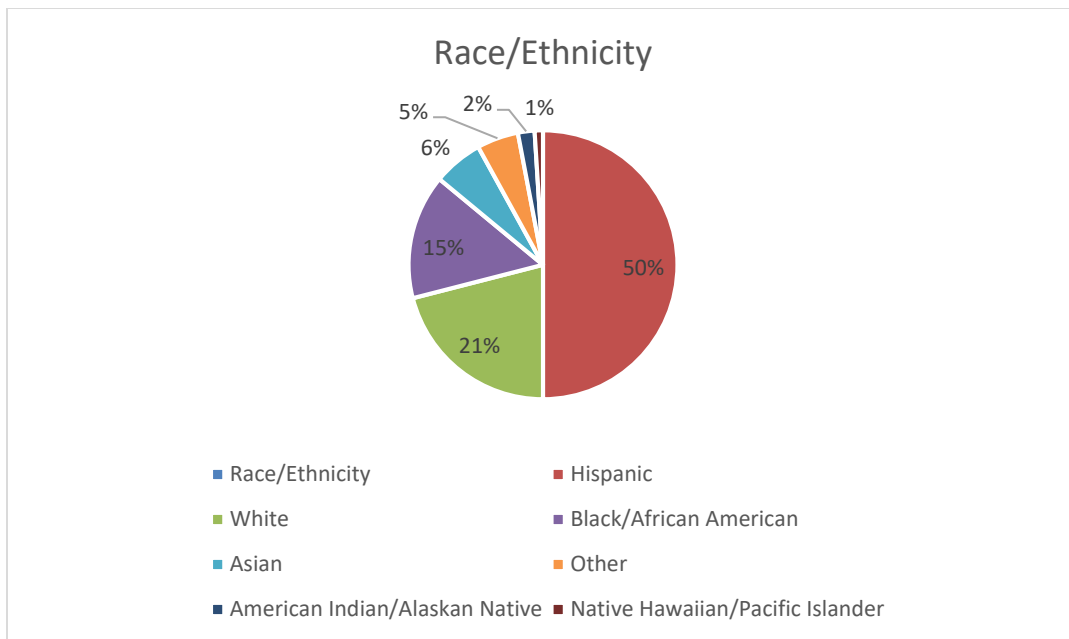
In 2019, the Family Justice Centers provided services to 3,926 individuals who experienced interpersonal violence (2,101 clients from Central Center, 1,588 clients from West Center and 237 from East Center). Those services impacted an additional 3,040 children living with these clients. FJC is able to provide comprehensive and integrated services by working together with their 52 on-site partners.

In 2019, the FJC opened its third site, East Center in Antioch. It welcomed 7 new partner agencies including the Brentwood, Antioch and Oakley Police Departments, the Contra Costa Office of Education, Hope Solutions, JFK Counseling and Tandem. The FJC also started two new programs for clients and their children: Healing Conversations, which provides mental health counseling for clients, and Success Academy, a tutoring program for children who have experience or witnessed interpersonal violence. Below is a snapshot of FJC clients:

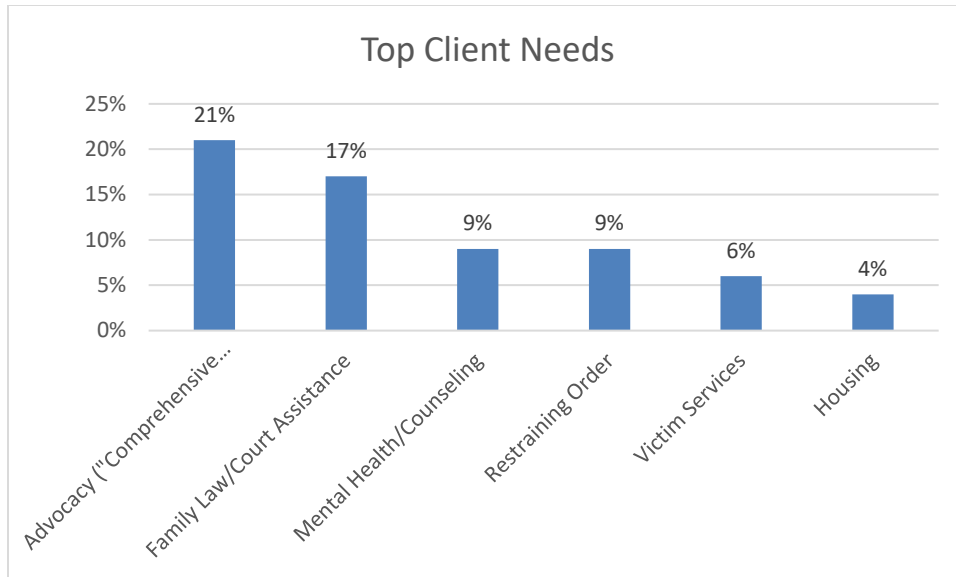
Types of Violence, Family Justice Center Clients, 2019



Race/ Ethnicity, Family Justice Center Clients, 2019



Top Client Needs, Family Justice Center Clients, 2019



Additional information about FJC clients in 2019:

- 98%** are worried about safety
- 84%** have prior history with DV, CFS, APS, RO, custody, or law enforcement
- 63%** earn less than \$2,000 per month
- 54%** have children
- 31%** speak Spanish as a primary language
- 22%** are referred by law enforcement
- 19%** have no medical insurance
- 18%** lack immigration status
- 18%** are disabled
- 14%** are male
- 14%** are referred by friends or family
- 15%** live with a substance abuser
- 11%** are over 60 years old
- 7%** 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 2019:

- The number of IPV clients served (3,926) increased by 27% compared to the previous one-year period.
- FJC expanded their partnerships by adding more (7 new partners) on and off site.

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:

- Between January 2019 and November 2019, FJC convened 11 domestic violence multidisciplinary team meetings with 102 partners to discuss high risk domestic violence cases. 19 cases were nominated and discussed. Of the reviewed cases, 100% of the victims experienced verbal threats, 12 of the 19 victims share a child with their abuser, and 49 connections were made to partner agencies.
- In 2019, the Family Justice Institute offered 20 workshops and/or trainings, attended by 650 individuals. FJC developed and recruited trainers for these workshops and trainings in response to training needs identified by partners. The topics included Suicide Prevention and Risk Assessment, a 3-part training on immigration, and Elder Abuse and Legal Remedies.

Impact of COVID-19 on Human Trafficking and Interpersonal Violence³

During natural disasters and other emergencies, rates of interpersonal violence and human trafficking can increase dramatically. During shelter-in-place, tensions in relationships, lack of support systems and exploitation may increase. Increased financial and medical stress, unemployment, as well as generalized anxiety, can lead to more violence and abuse at home and lead individuals to take jobs that may be induced by force, fraud or coercion.

COVID-19 has left many individuals without work and in need of money to pay for basic needs such a utility bills, rent and food. This has created a situation in which employers have a lot of power over employees/workers, and there has been heightened fear that exploitation, sex and labor trafficking will rise during Shelter-in-Place. Companies and businesses need to lower

³ Interpersonal violence consists of domestic violence, human trafficking, sexual assault, elder abuse and child abuse

production costs and labor costs as they navigate the economic uncertainty – which can lead some to seek cheap or free labor. As individuals are in need of money, they might be more likely to take a job that is under paid, paid only through tips, or may have an element of force, fraud or coercion at play.

According to the Polaris Project, the agency that runs the National Human Trafficking Hotline, “the number of crisis trafficking cases handled by the Trafficking Hotline increased by more than 40 percent in the month following the shelter-in-place orders compared to the prior month (from approximately 60 in a 30 day period to 90). Crisis cases are those in which some assistance – such as shelter, transportation, or law enforcement involvement – is needed within 24 hours. The number of situations in which people needed immediate emergency shelter nearly doubled (from around 29 cases in Feb. 14th – March 15th, 2020 to 54 in April 2020).”⁴ Economic upheaval and a situation in which many are now without work and in need of cash, has created a situation in which trafficking may thrive. Furthermore, those who may be trafficked during this time are more exposed to the virus and have less resources to recover from it.

Furthermore, racism and oppression are deeply embedded in the dynamics of human trafficking. Many trafficking victims have multiple vulnerabilities that make them more susceptible to trafficking, such as poverty, immigration status, or involvement with the child welfare or criminal legal system. We know that these vulnerabilities predominately impact Black individuals, Indigenous individuals and People of Color because of institutionalized systems and policies that have historically disenfranchised and left out this population. In order to address the root causes of human trafficking and interpersonal violence, we must address racial and gender inequities. A public health approach to trafficking looks upstream at the root causes of violence and creates environments that support and foster wellness.

Contra Costa County’s Call to Action: Preventing Interpersonal Violence

The Alliance and the Contra Costa County Public Health are co-leading a planning and capacity-building process to develop and implement a countywide ‘[Call to Action](#)’ to promote safety and reduce interpersonal violence, including human trafficking. It was informed by countless community members and services providers who participated in the planning and development process. The Call to Action provides vision and values, and identifies goals and strategies to create a unified direction for multiple stakeholders. It is grounded in prevention and public health principles, and acknowledges that multiple forms of violence and abuse are preventable sources of harm in our communities, shaped by structural and community conditions, that can be significantly reduced through collective, strategic action.

The Call to Action serves as a guide for coordinated and strategic action to correct the epidemic of interpersonal violence. By developing a lasting framework that promotes equity, expands and strengthens partnerships, fosters economic opportunity and ensures community connectivity, the County is better able to address the root causes of interpersonal violence and human trafficking. Officially revealed in February 2020, the Call to Action highlighted four goals and accompanying strategies, to move the County towards a more targeted, upstream public health

⁴ <https://polarisproject.org/press-releases/human-trafficking-during-the-covid-19-pandemic/>

approach to violence prevention. A Task Force was convened in Summer 2020 to begin implementation of these goals.

When COVID-19 hit the Bay Area in March 2020, the Alliance revisited its approach to interpersonal violence in light of a national pandemic and emergency. Furthermore, it became clear that a space was needed to address and respond to immediate COVID-19 needs related to interpersonal violence. As we face both social and physical isolation during shelter-in-place orders, leading to increased anxiety and increased inequity, we need to create protective environments in order to prevent violence. Because of this, the Alliance has identified three specific prevention goals and strategies to focus on during this time, including:

1. Building sustainable, race conscious and value driven prevention infrastructure
 - Racial equity trainings, workshops and agency specific technical assistance
2. Fostering early childhood development and whole family supports
 - Community engagement and education campaigns
3. Encouraging community connectedness
 - Multi-generational community building

Investing in these strategies is key to ensuring the safety and well-being of all and is a primary approach the Alliance and Public Health will support in the coming year.

Resources

- [Contra Costa County's Call to Action: Preventing Interpersonal Violence](#)
- [Contra Costa County Family Justice Centers](#)
- [Contra Costa Alliance to End Abuse](#)