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**Recommendation to Provide Continuing Funding for Comprehensive Direct Services for Victims of Human Trafficking in California**

**Introduction**

Human trafficking is a form of modern day slavery in which victims are deceived and coerced into providing forced labor or sexual services for the benefit of their traffickers. This dehumanizing crime harms millions of people every year, including thousands of men, women and children in California.[[1]](#footnote-1) Victims include foreign nationals lured by promises of a better life in America, as well as children and young adults born and raised in the United States. [[2]](#footnote-2)

California is particularly vulnerable to human trafficking because of its substantial immigrant, runaway and homeless youth population, proximity to international borders, high number of ports and airports, and large economy that includes industries that attract forced labor and sex trafficking. Such factors have made California one of the recognized “hotspots” for the crime of human trafficking in the United States.[[3]](#footnote-3) According to the National Human Trafficking Resource Center (NHTRC), California currently ranks first in the United States with the highest number of hotline calls of any state.[[4]](#footnote-4) In 2014 the hotline received 3495 calls from California, nearly twice the number of calls from Texas, the next highest with 1876 calls. This trend continued in 2015 with California once again leading the country in the number of calls, reported cases, and number of victims identified during the first half of the year. [[5]](#footnote-5)

According to the Attorney General’s 2012 report, “The State of Human Trafficking in California,” the number of people identified as victims of human trafficking in California is steadily increasing each year. Between 2010 and 2012, anti-trafficking task forces in California reported 2252 investigations, 1798 arrests, and nearly 1300 victims of human trafficking needing assistance. Of these, three times as many victims were reported in the first quarter of 2012 compared to the last quarter of 2010.[[6]](#footnote-6) Between 2012 and 2013, calls from victims in Los Angeles saw an 80% increase and calls from San Francisco saw a 20% increase – highlighting the unprecedented need for expanded services in California.

**EXPANDED SERVICES FOR VICTIMS ARE URGENTLY NEEDED**

While many legislative efforts in California and elsewhere have focused on how best to prosecute and punish traffickers, the difficulties for the victims do not end when the perpetrators are brought to justice. If and when a victim of human trafficking escapes his or her situation, that victim is often suffering from mental and physical health conditions due to his or her enslavement. Whether U.S. citizens or foreign nationals, these victims require specialized, comprehensive, long-term programs offering safe shelter, legal assistance, medical treatment, psychological evaluation, counseling, alcohol and drug treatment programs, education programs and life skills training.[[7]](#footnote-7)

Providing funds to organizations which can provide housing options as well as critical social and legal assistance to victims of human trafficking is essential to ensure victims do not escape their horrific situations only to be re-trafficked. Instead ongoing funding must be provided to ensure comprehensive, trauma-informed services are available to rebuild their lives and move toward healing and stability.

Currently, resources dedicated to the safety and recovery of trafficking survivors in California are very limited. Service providers report long wait lists for trafficking victim services, and law enforcement partners struggle to find shelter for victims they have identified. In fact, service providers report that victims may often be arrested by law enforcement simply because there is no other way to secure services. Foreign victims are particularly vulnerable due to lack of any support network in the United States and inability to access certain public benefits or other programs due to their undocumented status. Additionally, many US citizen victims who have criminal conviction related to their trafficking are also barred from certain supportive services.

**CONTINUING FUNDING WILL ALLOW CALIFORNIA TO GROW A NETWORK OF SERVICE PROVIDERS TO ADDRESS HUMAN TRAFFICKING IN THE LONG-TERM**

In 2014, the California State Legislature took an important first step in improving access to comprehensive services by approving a $10 million, one-time funding request for organizations providing direct services to victims of trafficking. Through this funding, approximately ten organizations will be able to provide comprehensive services to more than 500 survivors in California over two years. To meet increasing demand for services, however, a longer-term strategy is required. California must develop a network of organizations throughout the state with capacity to provide trafficking survivors with the specialized assistance they need. This includes both dedicated anti-trafficking organizations, as well as partner organizations (such as labor rights groups, domestic violence shelters, rape crisis centers, and runaway and homeless youth programs) that can assist victims of trafficking within their broader, existing programs.

An ongoing, stable funding source is essential to achieve this longer-term objective. **We therefore request that California lawmakers establish a Continuing Budget Request for specialized trafficking victim services in the State’s General Fund in the Amount of 15 million annually.** Compared to one time funding, continuing funding would greatly expand the type and number of organizations able to provide services to victims of human trafficking over the longer-term, while leveraging existing resources and expertise. With ongoing funding available, organizations will have far greater capacity to:

* Develop and implement specialized programs,
* Hire and train specialized staff, and
* Create and/or expand the number of shelter beds dedicated soley to victims of human trafficking.

Combined with existing services, this will lead to a more sustainable, long-term response to the problem of modern slavery in our state.

**CONTINUING BUDGET REQUEST**

Estimates from service providers in California show that it costs about $19,608 annually to serve one human trafficking survivor comprehensively with wraparound services that include case management, shelter, basic needs, and legal services. Each program can serve on average 40 survivors per year, at a total cost of $784,320 per program per year. With $15 million invested on a continuing annual basis, California would be able to fund a comprehensive package of shelter and services for 16 organizations per year, serving upwards of 3,520 victims over six years. Of the $15 million, approximately $2.45 million per year would be used for technical assistance, training, program evaluation and data collection to strengthen programs and contribute to trafficking prevention.

**Number of Programs and Victims To Be Served Annually with Continuing Funding**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Year** | **Year 1**  **FY 2017** | **Year 2**  **2018** | **Year 3**  **2019** | **Year 4**  **2020** | **Year 5**  **2021** | **Year 6**  **2022** |
| Funding request  (in millions) | $12.55 over  2 yrs | $12.55 over  2 yrs | $12.55 over  2 yrs | $12.55 over  2 yrs | $12.55  over 2 yrs | $12.55 over  2 yrs |
| # Programs funded\* | 8 | 16 | 16 | 16 | 16 | 16 |
| # Victims served \*\* | 320 | 640 | 640 | 640 | 640 | 640 |

**Total Victims Served Over 6 Years: 3520\***

**\***This number does *not* include victims or services to be funded under the 2015 one time budget funding for two years, currently pending through CaLOES, See: <http://www.caloes.ca.gov/pages/GrantDetails.aspx?itemID=47&ItemTitle=201516%20Human%20Trafficking%20Victim%20Assistance%20(HV)%20%20Program%20RFP>. Together, a total of 16-18 programs per year will receive funding and serve approximately 3030 victims over 6 years.

\*\*note some victims may need to be served longer than one year period, but others may also be served less than a one year period so these figures show estimate numbers overall.

**Costs By Program**

|  |  |  |
| --- | --- | --- |
| Need | Cost | Survivors Served |
| Case Manager | $53,760 Annually with with overhead | 20 |
| Case Manager | $53,760 Annually with with overhead | 20 |
| Staff Attorney | $76,800 Annually with with overhead | 40 |
| Shelter bed | $9,000 X 40=360,000 | 40 |
| Direct Service Costs | $6,000 x 40=240,000 | 40 |
| Total per program | $784,320 | 40 |
| Total cost over two years | $1.57 Million | 80 |

Programs must be accessible across the state so during two-year cycle in total 16 programs will be funded

|  |  |  |
| --- | --- | --- |
| Total cost for 8 programs  To be funded for two years | $12.55 Million | 640 Survivors Served with with comprehensive services |

**Cost for training and technical consult**

Activity Budget Outcome

|  |  |  |
| --- | --- | --- |
| Ongoing training | $500,000 | Thousands of human trafficking  cases prevented |
| Ongoing technical consultation | $1.5 Million | Hundreds of human trafficking  cases identified earlier/  existing programs able to  serve survivors more effectively |
| Prevalence report of  human trafficking in CA/  Evaluation of programs providing  victim services | $450,000 | In three years CA will have a  better understanding of the  extent of human trafficking in CA  and after three years CA will  have budgeted to thoroughly  evaluate these 16 grant programs |
| Total | $2.45 Million |  |

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| |  |  | | --- | --- | | **TOTAL REQUEST** | **$15 Million per year** | |  |  |  |  |  |
|  |  |  |  |

**Explanation of Program Costs**

**Trafficking survivors have unique needs that differ from other crime victims. Therefore there is a need for specialized programs to serve these victims For example a trafficking survivor placed in a support group for victims of sexual assault, may benefit from this experience but would benefit more from a group that explored the specific nature of commercial exploitation. Additionally, trafficking survivors often have to stay longer in shelter programs than other crime victims or have larger ongoing safety concerns that cannot be addressed in many domestic violence shelter program models without significant modification. For these reasons, the services itemized below need to have dedicated staff and resources to allow existing programs to build specialized services for victims of human trafficking and institutionalize these unique models.**

1. **Case management Resources**

A 2015 survey of specialized trafficking service providers demonstrated that a human trafficking caseworker in California’s case load is anywhere between 10 and 30 victims. Salaries and overhead costs for a specialized case manager average $53,760.00 per year. Acknowledging that often times serving trafficking victims requires emergency response and 24 hours services, at a minimum programs should have two full-time human trafficking case managers funded to ensure full coverage and victim and staff safety.

1. **Legal Resources**

Case management programs need the support of a full-time attorney given the complex legal needs of trafficking survivors. A specialized attorney with overhead costs about $76,800.00 annually. With this funding, programs could either contract with existing legal services programs for a full-time staff attorney to support their clients or hire an attorney to support legal services in-house. Since attorney case loads are traditionally higher than case management services, only one attorney is needed per two case managers.

1. **Shelter Resources**

The largest unmet need of trafficking victims in California is for safe shelter immediately following rescue/identification and during the process of recovery. To secure a shelter bed in an appropriate venue for an adult victim costs about $9,000 annually. An average length of stay at a shelter is 6 to 18 month. This funding will provide shelter to approximately 640 victims each year and will allow organizations to significantly expand the number of shelter beds dedicated to trafficking survivors in California.

1. **Prevention & Training Resources**

To develop and present a statewide curriculum on all forms of modern slavery and effective identification and service provision for this population will require $500,000. This number is based on past costs associated with training law enforcement agencies on sex trafficking of minors. An additional $1.5 million per year is requested to provide ongoing technical support to the 16 newly-funded trafficking programs and other programs identifying trafficking victims across California. Included in the $1.5 million is an estimated cost of hiring four survivor consultants at $60,000 annually to ensure human trafficking survivors can be included in training/outreach and technical consultation under this program.

**V. Monitoring & Evaluation By CaLOES**

Finally, continuing funding in the amount of $450,000 per year is requested to improve data collection and better estimate the prevalence of human trafficking in California. Currently California has no idea of the number of individuals enslaved at any given time in the state of California. Over 3 years with an investment of 1.3 million California should be able to better understand this problem in our state. Additionally, after three years CaLOES will have appropriate funding to evaluate the success of the newly funded trafficking programs and adjust its Request for Proposal (RFP) process to ensure that the best programs using evidence based and trauma informed practices are receiving on-going funding and that they models can be more fully implemented across California.

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**Coalition to Abolish Slavery and Trafficking**

Systemic change is at the core of CAST’s mission. Taking a survivor-centered approach to ending modern slavery, CAST has a proven track record of working directly with survivors of human trafficking which builds an important bridge between practice and policy to inform effective policy initiatives. . By developing broad-based partnerships, CAST effectively advocates for policies that work to end human trafficking and help survivors rebuild their lives.

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1. In 2005 the U.S. State Department estimated that between 14,500 and 17,500 people are trafficked to the United States every year. It estimated also that 80% of trafficking victims are women and up to 50% children. While no official estimate exists of the total number of trafficking victims in the United States, the Polaris project currently estimates that the number of victims nationally reaches into the hundreds of thousands. This number is based on the combined estimates of both adults and minors and sex trafficking and labor trafficking. See [www.polarisproject.org/resources/2014-statistics](http://www.polarisproject.org/resources/2014-statistics). [↑](#footnote-ref-1)
2. See, e.g. California Dept. of Justice, Office of the Attorney General, “The State of Human Trafficking in California,” 2012, reporting that the majority of sex trafficking victims identified in California are U.S. citizens. <http://oag.ca.gov/sites/all/files/agweb/pdfs/ht/human-trafficking-2012.pdf>. See also, Sewell, Abby. (November 27, 2012). Most of L.A. County youths held for prostitution come from foster care. *Los Angeles Times*. Available at: <http://articles.latimes.com/2012/nov/27/local/la-me-1128-sex-trafficking-2012>. [↑](#footnote-ref-2)
3. California Against Slavery, <http://caseact.org/learn/humantrafficking/>. See also, U.S. Dep’t of Justice, The Federal Bureau of Investigation’s Effort to Combat Crimes Against Children, Audit Report 09-08, Ch. 4 (2009), available at <http://www.justice.gov/oig/reports/FBI/a0908/final.pdf> (Los Angeles, San Francisco and San Diego identified as three of the nation’s thirteen “High Intensity Child Prostitution Areas.”) [↑](#footnote-ref-3)
4. National Human Trafficking Resource Center, available at [www.traffickingresourcecenter.org](http://www.traffickingresourcecenter.org). [↑](#footnote-ref-4)
5. National Human Trafficking Resource Center, available at [www.traffickingresourcecenter.org/state/California](http://www.traffickingresourcecenter.org/state/California). [↑](#footnote-ref-5)
6. California Dept. of Justice, Office of the Attorney General, “The State of Human Trafficking in California,” 2012, available at <http://oag.ca.gov/sites/all/files/agweb/pdfs/ht/human-trafficking-2012.pdf>. [↑](#footnote-ref-6)
7. Illinois Criminal Justice Information Authority (ICJIA), National Survey of Residential Programs for Victims of Sex Trafficking (2013), at pg 6. See also, OAG report, above, at p. 10 (citing a “continuing need” in California for shelter and services tailored to meet the complex needs of trafficking victims.) [↑](#footnote-ref-7)