A Legacy of Comprehensive Services for California’s Trafficking Victims

A proposal for a Continuing Budget Request for specialized services for victims of human trafficking in California’s General Fund
I. Human Trafficking in California

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. **Within the United States, human trafficking has had a particularly dramatic impact on the state of California.** Thousands of women, men, and children, representing both U.S. citizens and foreign nationals, are victimized by traffickers every year in California.\(^1\) According to the National Human Trafficking Resource Center (NHTRC), California has consistently ranked at the top of the NHTRC hotline calls from 2012 through 2018.\(^2\) In 2017 alone, the NHTRC hotline received 3,998 calls from California, with a total of 1,305 human trafficking cases reported. Indeed, 2017 statistics indicated a nearly 265% increase in cases reported to the hotline since 2012. The NHTRC hotline reports likely indicate a mere small percentage of actual trafficking cases in California. For example, although very little additional data exists on trafficking in California. The 2018 annual homeless study for Los Angeles County reported that over 5,000 of the 54,000 homeless on any given night in California reported they had been victims of sex or labor trafficking.\(^3\) This is almost 10% of homeless population, and the homeless are just one of the many vulnerable populations traffickers target.

**California is particularly vulnerable to human trafficking because of factors such as large runaway and homeless youth populations, proximity to international borders, the number of ports and airports, a significant immigrant population, and a large economy**

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\(^3\) *Prevalence Study on Human Trafficking in the City of Los Angeles*, Coalition to Abolish Slavery & Trafficking (CAST) and Los Angeles Commission on the Status of Women (LACSW) (2018).
including industries that attract forced labor and sex trafficking. Good data on the prevalence of human trafficking in California is lacking, with the most recent comprehensive report on human trafficking in California released in 2012. The available data indicates California has a long way to go in order to address this issue and must expand specialized resources to assist this vulnerable population. For example, the 2012 report indicated that the California human trafficking taskforces identified 1,300 victims of human trafficking and made 1,798 arrests related to human trafficking. Further, according to the Federal Bureau of Investigation (FBI), three of the nation’s thirteen High Intensity Child Prostitution areas are in California – Los Angeles, San Francisco and San Diego. Additionally, a 2017 survey found that 19% of the homeless youth population in California have experienced some form trafficking, with 14% experiencing sex trafficking, 8% experiencing labor trafficking, and 3% experiencing forms of both.

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. These victims require specialized programs that offer “shelter, nutrition, and appropriate medical treatment, as well as psychological evaluation, counseling, alcohol and drug treatment programs, education programs and life skills training.” Service providers in California currently report wait lists for trafficking victim services and law enforcement partners struggle to find shelter for victims they have identified. Providing funds to organizations to provide comprehensive services to victims of human trafficking, including critically needed housing, social services, and legal assistance, is essential to ensure victims are provided long-term, trauma-informed services to help them escape their traffickers, receive the support they need, and move toward healing and stability.

II. History of Funding Allocations by the California State Legislature

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 comprehensive direct services to victims of trafficking. In 2015, the California State Legislature established a Human Trafficking Victim Assistance Fund, to which it allocated another $10 million one-time award. In 2017, the California State Legislature approved an additional one-
time funding request of $5 million. Through these funding allocations, California Governor Jerry Brown’s Office of Emergency Services (“Cal OES”) solicited funding proposals from human trafficking service providers for an allocation of funds for a 24-month grant period, beginning January 1, 2016 and ending December 31, 2017. A total of 24 applications were submitted to Cal OES, out of which the top 21 scoring applications were funded, together providing services in a multitude of legislative districts across California. The first eleven programs listed below have a 24-month grand period of April 1, 2016 through March 31, 2018. The remaining ten programs have a grant period of April 1, 2017 through March 31, 2019. In 2018, the California State Legislature approved an additional one-time funding request of $10 million, which will be allocated to Cal OES for disbursement to the 21 already funded human trafficking service providers through a grant process in 2019 to ensure that these service providers receive continuing funding in 2019 as directed by the legislature.

The service providers funded through Cal OES grants for fiscal year 2016-2018 were as follows:

1. The Coalition to Abolish Slavery and Trafficking (CAST), Los Angeles County; State Assembly District 50 and State Senate District 26
2. Community Service Programs, Inc., Orange County; State Assembly District 69 and State Senate District 34
3. North County Lifeline, San Diego County; State Assembly District 76 and State Senate District 36
4. Motivating, Inspiring, Supporting and Servicing Sexually Exploited Youth, Inc., Alameda County; State Assembly District 18 and State Senate District 9
5. Family Assistance Program, San Bernardino County; State Assembly District 33 and State Senate District 21
6. WEAVE, Inc., Sacramento County; State Assembly District 7 and State Senate District 6
7. 1736 Family Crisis Center, Los Angeles County; State Assembly District 53 and State Senate District 24
8. Opening Doors, Inc., Sacramento County; State Assembly District 8 and State Senate District 6
9. Stanislaus Family Justice Center Foundation, Stanislaus County; State Assembly District 21 and State Senate District
10. Stand Up Placer, Inc., Placer County; State Assembly District 6 and State Senate District 4
11. Fresno County Economic Opportunities Commission, Fresno County; State Assembly District 31 and State Senate District 14
12. Asian Pacific Islander Legal Outreach, San Francisco County; State Assembly District 17 and State Senate District 11

13. C.A.S.A. of Southwest Riverside County, Riverside County; State Assembly District 42 and State Senate District 23

14. Community Solutions for Children, Families, and Individuals, Santa Clara County; State Assembly District 30 and State Senate District 17

15. Interface Children Family Services, Ventura County; State Assembly District 44 and State Senate District 19

16. Journey Out, Los Angeles County; State Assembly District 46 and State Senate District 18

17. Ruby’s Place, Alameda County; State Assembly District 20 and State Senate District 10

18. Verity-Compassion. Safety. Support., Sonoma County; State Assembly District 2 and State Senate District 2

19. Los Angeles - Volunteers of America, Los Angeles County; State Assembly District 53 and State Senate District 24

20. Women’s Transitional Living Center, Orange County; State Assembly District 68 and State Senate District 37

21. Y.W.C.A. of Monterey County, Monterey County; State Assembly District 30 and State Senate District 12

Budget trailer language attached to the original budget grants require service providers to be a “qualified nonprofit organization” to be eligible to apply for Cal OES funding. In order to be a qualified nonprofit organization, the service provider must employ at a minimum one individual who qualifies for the human trafficking caseworker privilege, as defined by Section 1038.2 of the Evidence Code, or alternatively, for runaway and homeless youth programs, have received a minimum of 8 hours of specific training on human trafficking. The service provider must also be able to show that at a minimum they can provide housing assistance, counseling services, and social services to victims of human trafficking.

Cal OES monitors these service providers by conducting pre-award site visits, making regular performance assessment site visits every two years, and asking service providers for periodic progress reports.

III. Impact of the Cal OES Program
During the first two years of the Cal OES Program, running from April 1, 2016 to September 30, 2018, a total of 7,523 victims of human trafficking have been served. Together, these programs provided a total of 223,847 comprehensive services to victims of human trafficking, including, but not limited to, crisis counseling, case management, shelter services, and legal assistance. Of those individuals served, 860 had disabilities, 6,577 were female, 2,018 were minors (ages 0-17), and 2,981 were transitional aged youth (ages 18-24).

North County Lifeline, an organization which received one of the Cal OES human trafficking grants, has provided valuable input regarding the impact of the grant funding on the ability to serve victims of human trafficking. North County Lifeline provides services to youth and adult victims of human trafficking throughout San Diego County. In the words of North County Lifeline:

“Receiving funding from Cal OES has enabled us to better collaborate with other victim services agencies within the county by identifying service providers within each of the regions that could be responsive to victims in that area, ensuring that all areas of the county are covered. Historically, victim services agencies throughout the county were often duplicating services or not engaging in active collaboration which meant additional barriers for victim-survivors attempting to navigate our system of care. Cal OES funding has assisted us in increasing collaboration through multi-disciplinary team meetings with experts from various areas of expertise (legal, housing, survivor-led services, etc.) to better meet the immediate and long-term needs of victims-survivors. It has also helped us to increase our capacity for receiving/responding to hotline calls and participating in first response to victims to engage them in services…. [and] provides increased opportunities for training and professional development to ensure that all agencies within the collaborative are committed to trauma-informed, quality care.”

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9 As of the date of this report, approximately ten service providers have not yet reported data for the time period of April 1, 2018 through September 30, 2018.
Stand Up Placer, another recipient of one of the Cal OES human trafficking grants, provides legal assistance, therapy, case management, crisis intervention, job training and educational assistance, transitional and rapid re-housing programs, a confidential safe house, and a 24/7 crisis hotline for human trafficking victims. When asked about the impact of potentially losing the Cal OES funding, Stand Up Placer replied:

“Losing the HV funding would drastically inhibit our ability to serve human trafficking survivors in Placer and surrounding counties. We are the only human trafficking specific service provider in our county. We have already served four times as many clients (over 40) since April of this year than we assisted in all of 2015, before receiving the funds. Our agency has been able to provide over 3,000 services to survivors in need that we would be unable to serve otherwise. While the services we provided prior to receiving the grant are important, we have created an entire program around this population’s unique needs that we would have to eliminate upon losing the HV funding. Without the HV funding, we would not have the resources to serve nearly as many clients, meet their unique needs, employ experienced staff for human trafficking, or conduct as much outreach in the community and to survivors directly.”

Programs like North County Lifeline and Stand Up Placer need California to act boldly and strategically by allocating continuing funding to fight human trafficking. The current gap in services for victims is alarming. For example, North County Lifeline notes that in San Diego County, there is a significant need for additional emergency housing, as there are few beds available to victims of trafficking. Subsequently, agencies are often forced to utilize hotels for shelter until housing can be secured, which presents additional safety risks to victims. Being turned away from emergency housing leaves trafficking victims feeling hopeless and desperate. Increased funding in the form of Cal OES grants for dedicated shelter beds can help meet this urgent need.

Community Service, Inc, which provides services to human trafficking victims in Orange County, was able to avoid a lay off of staff and add an additional Victim Advocate position due to the Cal OES Funding. Community Service explained:

“Without the Cal OES funding, we would have had to lay off a Victim Advocate, bringing the advocate team from 3 people to 2 people. Thanks to the Cal OES funding, we were able not only to avoid a lay off, but to actually add to our advocate team. This was imperative, as the program provided services to 225 victims in calendar year 2015, meaning a caseload of 75 people per advocate. Human Trafficking survivors often come to us with complex traumas, are transient, and have little to no support systems. The advocates on the team spend enormous amount of time with each client, and a caseload of 75 people per advocate is way too high to provide the best quality of services.”

Service providers are deeply thankful for this crucially needed funding. Stand Up Placer provides:
“We are so grateful to have received this funding. It has allowed us to provide relevant services to survivors of human trafficking--services that are necessary in order for them to leave “the life.” Without being afforded the creative approaches that this grant allows, Placer and surrounding counties would have more human trafficking survivors stuck in unhealthy and dangerous situations and relationships.”

IV. Continuing Funding Creates a Legacy of Comprehensive Services for Trafficking Victims

These one-time funding allocations are tremendous first steps towards providing increased services for trafficking victims in California. To meet the increasing demand for services, however, a more robust longer-term strategy is required.

An ongoing, stable funding source is essential to develop a network of organizations throughout California with capacity to provide trafficking survivors with specialized, evidence-based services. 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 $12.5 million annually. By establishing a continuing source of funding for comprehensive human trafficking service provision and human trafficking technical assistance, Governor Gavin Newsom will cement a powerful legacy of combatting human trafficking in California.

Continuing funding would greatly expand the type and number of organizations able to provide long-term services to victims of human trafficking. With ongoing funding available, organizations will have far greater capacity to develop programs designed specifically for trafficking victims, hire and train specialized staff, and create and/or expand the number of shelter beds dedicated to victims of human trafficking. This continuing funding would also allow funding of more programs that would ensure greater coverage of services across the state of California. Without establishing the continuing budget request, all 21 programs that have been funded by the initial Cal OES grant awards would be defunded in 2020.

A lack of funding is a significant barrier for new and existing programs to properly assist victims of human trafficking. According to a 2013 study funded by the U.S. Department of Justice, 72% of
service providers cited inadequate funding as a major barrier in responding to victims’ needs.\textsuperscript{10} In the same study, 78\% of service providers cited lack of adequate resources for victims, particularly housing and shelter resources, while 65\% of service providers indicated inadequate training as a significant concern.\textsuperscript{11} California can remove this barrier through a strategic allocation of resources.

Investment is needed not just to fund specialized services, but rather, to create a framework of support for human trafficking survivors so that California spends its money with the highest level of impact when addressing this problem. Therefore, in addition to support for programs, this $12.5 million continuing budget request proposal contains recommendations to fund the training and technical support programs for service providers and other first responders across the state.

\section*{V. Explanation of Benefits}

\textbf{Program Services}

\begin{itemize}
  \item \textbf{Case Management Resources}
  A survey of specialized service providers to human trafficking victims demonstrated that the case load of a human trafficking caseworker in California is anywhere between 10 and 30 victims. An average salary plus overhead costs for a specialized case manager is $61,184 annually.\textsuperscript{12} Since serving trafficking victims often requires emergency response and 24 hour services, programs should have a minimum of two full-time human trafficking case managers funded to ensure around the clock coverage, as well as victim and staff safety.

  \item \textbf{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 $81,364 annually.\textsuperscript{13} 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 caseloads are traditionally higher than case management services, only one attorney is needed per every two case managers.

  \item \textbf{Shelter Resources}
  Costs to secure a specialized shelter bed for an adult victim of human trafficking are approximately $24 a day, or $8,731.70 annually.\textsuperscript{14} Ensuring shelter for the victims identified and served under this

\end{itemize}


\textsuperscript{11} Id.

\textsuperscript{12} For an illustrative example of salary alone, see Salary for Program Coordinator (Non-Profit) in California, www.Salary.com, https://www1.salary.com/Program-Coordinator-Salary.html.

\textsuperscript{13} For an illustrative example of salary alone, see Salary for Program Specialist (Non-Profit) in California, www.Salary.com, https://www1.salary.com/CA/Program-Specialist-Salary.html.

\textsuperscript{14} This figure is approximated from comparable costs associated with the cost of shelter beds coupled with supportive services for homeless persons and the experience of direct service providers for victims of human trafficking.
program will require 600 shelter beds. The average length of stay at a shelter is 6 to 18 months. This dedicated funding will create a significant new number of shelter beds dedicated to trafficking survivors annually, which will be a first for California.

**Training and Technical Consultation Resources**

Developing a statewide curriculum on effective identification of human trafficking victims and service provision for this unique population will require $440,000 annually. This number is based on past costs associated with training law enforcement agencies on minor sex trafficking. Additionally, to provide ongoing support to the newly funded trafficking programs and other programs identifying trafficking victims across California, $1 million is requested for ongoing technical consultation. The agency receiving this funding will serve as a central source of technical support and resources for all trafficking service providers across the state. Included in this request is an estimated cost of hiring 4 survivor consultants at $60,000 annually\(^\text{15}\) to ensure that the voices of human trafficking survivors will be included in the training, outreach, and technical consultation under this program.

The field of domestic violence prevention can serve as a prototype for California’s human trafficking programs in regards to centralized, statewide provision of training and technical resources to service providers. Every state across America currently has one federally recognized State Domestic Violence Coalition which provides technical assistance and training to local domestic violence programs.\(^\text{16}\) These state Coalitions help provide supervision, direction, coordination, and administration of statewide activities related to the prevention of domestic violence. While these Coalitions do receive some federal funding, the continuity and amount of federal funding remains uncertain and subject to change under the current federal political dynamics. Therefore, it is important for states like California to provide funding for their own state Coalitions in order to provide a stable, reliable continuity of care that cannot be undermined by a sudden removal of federal funding.

According to the U.S. Department of Health and Human Services, the primary role of each state Coalition is threefold:

1. To provide education, support, and technical assistance to the primary-purpose domestic violence service providers and providers of direct services in the State in order to establish and maintain shelter and supportive services for victims of domestic violence and their dependents;
2. To serve as an information clearinghouse, primary point of contact, and resource center on domestic violence for the State and supports the development of policies, protocols, and procedures to enhance domestic violence intervention and prevention in the State; and
3. To help programs develop and continue culturally competent practices consistent with Family Violence Prevention and Services Act guidance, including the promotion of trauma-


informed services that help facilitate the social and emotional well-being of both victims and their children.17

In California, for example, the state Coalition is the California Partnership to End Domestic Violence, which receives funding from Cal OES.18 The California Partnership to End Domestic Violence provides a wide range of technical assistance and training services to over 100 domestic violence programs across the state.19

A similar model should be implemented to assist human trafficking service providers. Statewide Coalitions which provide technical support and training for human trafficking service providers and law enforcement have been established in several states, including North Carolina (North Carolina Coalition Against Human Trafficking)20, Minnesota (Minnesota Human Trafficking Task Force)21, Maine (Maine Sex Trafficking and Exploitation Network)22, North Dakota (FUSE--Force to End Human Trafficking and Exploitation)23, Washington (WARN--Washington Anti-Trafficking Response Network)24, Kentucky (Kentucky Rescue and Restore Coalition)25, and Colorado (Colorado Network to End Human Trafficking).26 California, which faces a higher incidence of human trafficking than each of these states, should follow suit by dedicating resources to a program which acts as a centralized source of training and technical support for human trafficking service providers across California.

17 Id.
20 http://www.nccasa.org/resources/human-trafficking-resources.
21 http://mnhttf.org/.
22 http://www.mainesten.org/.
23 http://www.projectfuse.org/.
VI. Cost Analysis

Program Services

<table>
<thead>
<tr>
<th>Need</th>
<th>Cost</th>
<th>Survivors Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Case Manager</td>
<td>$61,184.00 annually, including overhead(^{27})</td>
<td>20(^{k})</td>
</tr>
<tr>
<td>Case Manager</td>
<td>$61,184.00 annually, including overhead(^{28})</td>
<td>20(^{k})</td>
</tr>
<tr>
<td>Staff Attorney</td>
<td>$81,364.00 annually, including overhead(^{29})</td>
<td>40</td>
</tr>
<tr>
<td>Shelter bed</td>
<td>$8,731.70 x 40 = $349,268 annually(^{30})</td>
<td>40</td>
</tr>
<tr>
<td><strong>Total per program</strong></td>
<td><strong>$553,000</strong></td>
<td>40</td>
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\(^{k}\)Estimates provided from survey of 17 direct service providers for victims of human trafficking, serving Los Angeles County, San Diego County, Riverside County, Fresno County, Ventura County, Orange County, Kern County, San Bernardino County, South Bay, San Francisco Bay Area, and the Sacramento Region.

In order for these programs to be accessible to all survivors, programs across the state must be funded:\(^{31}\)

| Approximate total cost for 20 programs | $11.06 Million | 600 trafficking survivors |

Training and Technical Consultation

<table>
<thead>
<tr>
<th>Need</th>
<th>Cost*</th>
<th>Outcome</th>
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<tbody>
<tr>
<td>Ongoing training for service providers, first responders,</td>
<td>$440,000</td>
<td>Thousands of human trafficking cases prevented</td>
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<tr>
<td>and law enforcement</td>
<td></td>
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<tr>
<td>Centralized, statewide technical consultation and resource</td>
<td>$1 million</td>
<td>Hundreds of human trafficking cases identified earlier and</td>
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<tr>
<td>provision</td>
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<td>existing programs can more effectively serve survivors</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$1.44 million</strong></td>
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VII. Conclusion

California must act strategically to create multi-disciplinary networks that provide survivors with better access to comprehensive care and must allocate resources to ensure early identification, prevention and an understanding of the dynamics of the problem throughout California. While the

\(^{27}\)For an illustrative example of salary alone, see Salary for Program Coordinator (Non-Profit) in California, www.Salary.com, https://www1.salary.com/Program-Coordinator-Salary.html.

\(^{28}\)Id.

\(^{29}\)For an illustrative example of salary alone, see Salary for Program Specialist (Non-Profit) in California, www.Salary.com, https://www1.salary.com/CA/Program-Specialist-Salary.html.

\(^{30}\)This figure is approximated from comparable costs associated with the cost of shelter beds coupled with supportive services for homeless persons and the experience of direct service providers for victims of human trafficking.

\(^{31}\)As the Cal OES grant program is currently structured, 10-11 programs are funded annually, for two year periods. If continuing funding is allocated, a total of 20-22 programs will be funded across different grant periods.
focus on ending the sex trafficking of children in California is crucial, we must not underestimate the need to also fund specialized services for women, men, and child victims of sex and labor trafficking.

In recent years, the California State Legislature has taken important first steps in improving access to comprehensive services by approving one-time funding requests. These one-time funding allocations have greatly impacted and benefitted the victims of modern day slavery and the people of California. However, a continuing budget request of $12.5 million will ensure the continued funding of these necessary service providers and allow California to better understand how to allocate future resources. Providing funding for additional comprehensive supportive services would also allow greater coverage across the state of California. By approving this continuing budget request, Governor Gavin Newsom will cement a powerful legacy of championing the needs of human trafficking victims. This funding allocation will establish California as an exemplar for the nation in fighting and addressing the pervasive, horrific evils of modern day slavery.

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**Coalition to Abolish Slavery and Trafficking (CAST)**

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.

**Coalition to Abolish Slavery & Trafficking (CAST)**

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