

**The Commercial Sexual Exploitation  
of Children (CSEC) Task Force**

**2016 Annual Report**

Oakland, California

## The CSEC Task Force

In 2013, the City Council passed Resolution 84456 convening the Commercial Sexual Exploitation of Children (CSEC) Task Force. The CSEC Task Force is a victim-focused collaborative comprised of organizations that serve, protect, and advocate for victims and survivors of sex trafficking. The Task Force convenes monthly to share lessons learned and identify solutions to long standing and emerging issues related to combating human trafficking within the city and region. The objective of the CSEC Task Force is to find creative ways to meet the critical short and long term needs of this highly victimized population of young people. The Task Force is open to anyone who wants to work collaboratively towards the goal of ending the sexual exploitation of children and youth.

The CSEC Task Force has focused on three goals:

- 1. Developing Strategies for Supporting Victims and Survivors of Human Sex Trafficking** - Identifying the challenges and needs of children and youth who are at-risk for human sex trafficking; working to ensure that their needs are prioritized, particularly the need for victim-centered, trauma-informed services; and advocating for funding for housing and placement options for exploited children and youth in our community.
- 2. Educating and Engaging Communities** - One of the most significant challenges in addressing CSEC is lack of knowledge surrounding the issue. Often, community members are not aware of how many victims of sex trafficking are underage and estimates are likely conservative and not accurately or adequately measured.
- 3. Reducing Demand** - The commercial sexual exploitation of children is a profitable business because of the low risk and high payout associated with trafficking a minor or youth<sup>1</sup>. As long as demand for sex exists, the victimization of women, children and vulnerable populations such as LGBTQ, ESL and homeless will continue.

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<https://traffickingresourcecenter.org/sites/default/files/Ending%20CSEC%20-%20Multidisciplinary%20Responses%20in%20CA%20-%20CCWC.pdf>

Members of the CSEC Task Force include:

**Elected Offices**

- The Office of Mayor Libby Schaaf
- The Office of Council President Lynette Gibson McElhaney
- The Office of Vice Mayor Annie Campbell Washington
- The Office of Councilmember Noel Gallo
- The Office of Councilmember Abel Guillen
- The Office of Assemblymember Rob Bonta
- The Office of Assemblymember Tony Thurmond
- The Office of Senator Dianne Feinstein

**Public Safety**

- The Office of District Attorney Nancy O'Malley
- The Office of Oakland City Attorney
- The Oakland Police Department

**Intervention**

- Department of Human Services, Oakland Unite
- WestCoast Children's Clinic
- Alameda County Family Justice Center
- Motivating, Inspiring, Supporting, and Serving Sexually Exploited Youth (MISSEY)
- Alameda Family Services, DreamCatcher Youth Services
- Alameda County Social Services Agency
- Bay Area Women Against Rape (BAWAR)
- Love Never Fails (LNF)

**Prevention and Education**

- The Oakland Unified School District (OUSD)

**Advocacy**

- Survivors Healing, Advising and Dedicated to Empowerment (S.H.A.D.E.)
- Abolitionist Mom
- CASA of Alameda County
- Change a Path
- Regina's Door
- Victory Outreach

## **Community Advocates**

- Alice Wertz, Oakland parent
- Renia Webb, Oakland parent

## **Executive Summary**

For ten years, the City of Oakland has taken a position against the sexual exploitation of children. With the implementation of the Violence Prevention Public Protection Act (VPPPA) in 2006, Oakland signaled its commitment to fight human trafficking by funding the first targeted direct services for youth impacted by sexual exploitation. This funding was initially focused on outreach, general advocacy, and education. However, the services were expanded to case management, victim advocacy and crisis support, as well as drop-in services. This set the groundwork for CSEC specific responses in the city and region. Ten years later, the City of Oakland in partnership with law enforcement and community stakeholders continues to prioritize the needs of CSEC populations.

The 2016 Annual Report of the CSEC Task Force presents the state of commercial sexual exploitation of children in Oakland by highlighting the efforts and initiatives led by members of the Task Force. The report also focuses on the challenge of lack of secure emergency and interim residential placements that offer victims and survivors the specialized care that they need. In the last section, the CSEC Task Force presents four recommendations to the City of Oakland:

1. The City of Oakland support funding efforts for a continuum of housing and placement options for children and transitional age youth either through City or County Budgets or through applications to State or Federal grant programs.
2. The CSEC Task Force recommends that the Mayor and City Council make CSEC a priority and take actions towards a long-term goal of ending CSEC.
3. The City of Oakland to require all city employees to participate in CSEC trainings.
4. The City of Oakland to re-introduce Assembly Bill 2811 (Chavez) Vehicles: Nuisance Abatement

The sexual misconduct scandal questioned law enforcement's ability to serve and protect victims and survivors of sexual exploitation. Many service providers reported that the scandal further exacerbated their client's distrust in law enforcement agencies. Others noted that as a result of the scandal, their clients felt isolated from safety measures in the city. The scandal damaged the Oakland Police Department's credibility in the fight against sexual exploitation, compromising years of hard work and dedicated

attention to handling CSEC in a comprehensive way. Members of the CSEC Task Force reported that the media coverage brought needed attention to this crime against women and children and some candidly admitted the heinous scandal deserved the attention it received. The City of Oakland and the Oakland Police Department have a lot of work ahead to rebuild trust in the community. We hope the CSEC Task Force can be a partner in rebuilding community trust and ensuring this does not happen again.

## **State of Commercial Sexual Exploitation of Children (CSEC)**

### **Profile of Commercially Sexually Exploited Minors and Youth**

In the Bay Area, a recently released ethnographic study<sup>2</sup> of 13-24 year olds who reported exchanging sex for money confirmed our understanding of the typical profile of CSEC victims and survivors:

- Poverty, family instability, lack of stable housing, a distrust of law enforcement and a constant fear of violence characterize the lives of children exploited for sex.
- Youth who have been sexually abused at a young age are particularly vulnerable to further sexual exploitation.
- LBGTQ youth and homeless youth are disproportionately exploited.
- Youth report engaging in survival sex most often to meet basic needs of money, goods or shelter. They often understand sexual exchanges as one of many 'hustles' used to survive.

Other reports and studies have improved our understanding of CSEC. Accordingly, there are several factors that increase a youth's vulnerability to sex trafficking:

- experiences of running away or being homeless
- being lesbian, gay, bisexual, transgender, queer or questioning (LBGTQ)
- substance abuse
- history of mental illness
- being system involved (either juvenile justice or social services)
- a history of maltreatment such as physical abuse or sexual abuse
- families that have experienced intergenerational human sex trafficking

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<sup>2</sup> [http://www.courtinnovation.org/sites/default/files/documents/Bay%20Area\\_2.pdf](http://www.courtinnovation.org/sites/default/files/documents/Bay%20Area_2.pdf)

Youth who are sexually exploited typically come from minority populations, have experienced poverty, and have faced significant family and school disruptions<sup>3</sup>. African American girls make up a disproportionate number of CSEC victims in California with a younger age of entry and higher arrest rates than Caucasian girls<sup>4</sup>. Foster youth are particularly vulnerable and are often targeted by exploiters.

According to service providers, victims of sexual exploitation are subject to a variety of short and long term impacts which are devastating to their physical and mental health and general well-being. Mental health impacts can range from complex trauma which refers to the repeated and ongoing trauma that is experienced while youth are “in the life” to long-term conditions such as depression. Victims also suffer from cognitive, developmental and emotional delays that result from the impact that trauma by way of commercial sexual exploitation has on a young person. Physical impacts can include abdominal and genital trauma, bodily contusions and lesions, and pregnancy, often resulting in termination. Sexually transmitted diseases are also prevalent amongst victims.

### **The Oakland Police Department**

The Oakland Police Department (OPD) is committed to serving, protecting and addressing the needs of sexually exploited children and youth. They are dedicated to identifying and helping victims of human trafficking and locating and arresting perpetrators of this crime. OPD works closely with the Alameda County District Attorney’s Office and the City Attorney’s Office to hold the perpetrators of these serious crimes accountable. They also work with victim advocacy groups to provide support to the victims and educate the community.

OPD’s Vice/Child Exploitation Unit conducts approximately 4 to 5 operations a month. The objective of every operation is to rescue people forced into human trafficking and provide them with services through the collaborative partnership of Bay Area Women Against Rape (BAWAR). BAWAR assists on all CSEC operations and follows up appropriately. OPD has developed many felony human trafficking cases.

The Oakland Police Department human trafficking operations are determined by the Human Trafficking Target Indicators which are broken down by police areas. These indicators are generated from a combination of Computer Aided Dispatch (CAD)

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<sup>3</sup>

<https://traffickingresourcecenter.org/sites/default/files/Ending%20CSEC%20-%20Multidisciplinary%20Responses%20in%20CA%20-%20CCWC.pdf>

<sup>4</sup> Ibid.

reports, tip lines, Dear John letters, Nixle reports, and arrests. Operations develop into felony cases which lead to the identification and prosecution of suspected human trafficking offenders. The majority of requests and need for services were generated from complaints from Police Area 3. Under the leadership of Lieutenant Jill Encinias, Commander of the Special Victims Section, the Vice/Child Exploitation Unit has **rescued 40 children.**

The Oakland Police Department uses a three pronged approach targeting the following:

1. Demand - "Sex Buyers"
2. Suppliers - "Sex Traffickers"
3. Supply - Rescuing "Victims"

Below is a chart of the accumulated efforts for this year.

<b>Vice/Child Exploitation Unit</b>	<b>Year to Date as of 31 August 2016</b>
No. of Operations	<b>37</b>
No. of TOTAL Arrests	<b>469</b>
No. of Adult Females	<b>294</b>
No. of Adult Males (Sex Buyers)*	<b>139</b>
No. of Pimps Arrested <b>developed</b> from operations [Total – to include Ops]	<b>24</b>
No. of Active/Ongoing Vice/Child Exploitation investigations	<b>488</b>
No. of Juveniles (Recuses)	<b>40</b>
<b>Community Partnership Programs</b>	<b>Year to Date</b>
No. of Dear John Letters	<b>87</b>
No. of Tip Line Calls	<b>69</b>

Nixle Tips	1
No. of Community Trainings	3

**Alameda County District Attorney’s Office**

The Alameda County District Attorney’s Office leads the state in human trafficking prosecutions and is responsible for approximately 50% of all human trafficking cases in California. From January 1, 2006 through September 1, 2016, there have been 518 human trafficking cases in Alameda County, and the H.E.A.T. Unit has a successful prosecution rate of 82%.

**Prosecutions as of September 1<sup>st</sup>, 2016<sup>5</sup>:**

- Defendants Charged: 518
- Pending Defendants: 48
- Concluded Defendants: 470
- Defendants Convicted: 384
- Percentage of Successful Prosecutions: 82%

The Alameda County District Attorney’s Human Exploitation and Trafficking (H.E.A.T.) Watch program is a five point strategy to combat and eradicate human trafficking in Alameda County. The comprehensive program serves as a model for jurisdictions around the nation and is comprised of community outreach, law enforcement education, policy advocacy, direct service provision and an aggressive prosecution strategy.

Regional Multi-Disciplinary H.E.A.T. Watch Trainings occur quarterly and are meant to increase awareness of best practices for proactively responding to and combating human trafficking. Trainings are run in partnership with various CSEC-specific or awareness agencies and are structured to include and enhance victim identification and a victim-centered approach. They are also structured to emphasize vigorous investigation, charging and prosecution of CSEC cases, and strategic and targeted community training and outreach activities.

District Attorney Nancy O’Malley created the H.E.A.T. Institute with the funds she received from the James Irvine Foundation Leadership Award. The first in the state, the H.E.A.T. Institute is a California based research Institute to focus on human trafficking. Phase One of the Institute was the formation of a Blue Ribbon Commission which was comprised of representatives from statewide and local organizations, such as the

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<sup>5</sup> Data from Alameda County District Attorney’s Office



Superintendent of Public Education, and the Executive Directors of WestCoast Children's Clinic and Seneca. The Institute hosted seven Informational Summits throughout California that examined the state's responses to human trafficking. More than 1,200 community members and professionals participated in the Summits and "testimonies" from more than 400 individuals, including more than 50 survivors. Mayor Schaaf welcomed participants at the event, and over ten different Oakland CSEC Task Force members provided testimony at the Summit. District Attorney O'Malley has been awarded funding for an additional 2 years to continue the work of the Institute.

### **City of Oakland**

Additionally, the City of Oakland is involved at several points in the fight against CSEC. Oakland Unite, a division of the Human Services Department, uses funding through Measure Z, the 2014 Public Safety and Service Violence Prevention Act, to support CSEC intervention services provided by community-based organizations in Oakland. The goal is to conduct outreach to CSEC, bring them to safety and end their exploitation. Oakland Unite funded agencies target children and youth in Oakland who are 18 years old or younger who are or who have been sexually exploited or are at-risk for sexual exploitation. The community-based agencies funded through Oakland Unite conduct outreach to CSEC, provide connections with appropriate and caring adults, wraparound support and access to transitional/emergency housing. The community-based agencies currently funded include:

**DreamCatcher Youth Services** which provides emergency shelter, assessment, crisis intervention, and stabilization support for CSEC. The shelter is open 24 hours a day, 7 days a week, and will serve 40 CSEC annually for an average of 30 days at a time. Crisis support can include referral for mental health services or counseling/crisis intervention on site. Stabilization support includes providing youth with a safe and supportive environment with consistent expectations to enable them to address what has happen to them. It also includes fostering positive relationships with caring adults who can mentor and guide as well as meet participants' basic needs for food, clothing and opportunities to promote healthy lifestyles and positive patterns of social interaction.

**Motivating, Inspiring, Supporting, and Serving Sexually Exploited Youth (MISSEY)** runs a successful CSEC Drop-in Center with enhanced crisis response and stabilization services. The Drop-in Center provides a place for young people to get off the streets and form positive relationships with peers and adults. Those who are ready to make positive changes can participate in a trauma-informed curriculum customized for Oakland youth. The Drop-in Center

also acts as a crisis response center for CSEC survivors who are not engaging in case management but who need support with resource referrals or someone to talk to. MISSEY has a Crisis Intervention Specialist to provide in-depth response to the clients with the greatest need.

**Bay Area Women Against Rape (BAWAR)** conducts outreach to CSEC in coordination with OPD CSEC special operations, the Alameda County DA's Office, the Family Justice Center, Oakland Unified School District (OUSD), Highland Hospital, the Alameda County Probation Department and other agencies. Immediate crisis intervention and stabilization occurs upon connection with the youth then BAWAR helps develop a safety plan and provides referrals to other agencies to ensure appropriate wraparound services and long term support.

Agency	Annual Amount	CSEC Served	Service Area
DreamCatcher Youth Services	\$110,000	40	Citywide, focus Central/East. Services based 01X.
MISSEY, Inc.	\$80,000	60	Citywide, focus Central/East. Services based 04X.
BAWAR	\$73,000	150	Citywide, focus Central/East. Services based 08X.
<b>Total</b>	<b>\$263,000</b>	<b>250</b>	

The success of this investment and the program outcomes will be measured by an independent evaluator. Desired outcomes include:

- Minors are removed from sexual exploitation.
- Survivors feel safe and cared for, and have a positive outlook on their lives.
- Survivors have caring and healthy relationships with positive peers and adults.
- Survivors are connected to and engaged with long-term support services.

- Survivors have access to and participate in pro-social activities (like education)
- Survivors are empowered through self-determination.
- Survivors exhibit fewer high risk behaviors.
- Providers and partners have increased awareness of CSEC need and services.

Oakland Unite is currently in the middle of a two and a half year grant cycle that began in January of 2016 and runs through June 2018. Towards the end of that cycle a new Request For Proposals (RFP) will be released for the funding in the next grant cycle. To sign-up for funding and RFP announcements please visit the Oakland Unite website: [www.oaklandunite.org](http://www.oaklandunite.org).

### **State Legislation and Context**

In the 2015-2016 legislative session, the State of California and the City of Oakland advanced several new initiatives to fight human trafficking by supporting improved policies at the state level and through direct funding of CSEC services.

- City Resolution 86112 officially supported AB 2811 (Chavez) which would alter the laws to allow tougher penalties for sex buyers, mandated classes for sex buyers and the authority to tow the sex buyer's vehicle. Unfortunately AB 2811 failed to advance out of the Assembly Public Safety committee.
- The City and District Attorney's Office sent letters of support for AB 1276 (Santiago) which authorizes a minor, 15 years of age or younger, to testify at trial out of the presence of the defendant and jury by way of closed-circuit television in human trafficking cases. Governor Brown sign the bill in September.
- The City and District Attorney's Office supported AB 2498 (Bonta) which seeks to provide greater privacy protections for victim confidentiality as well as promoting swift justice for victims by allowing county court judges to prioritize human trafficking cases on their docket. Governor Brown sign the bill in September.
- The City and District Attorney's Office supported SB 1322 (Mitchell) which precludes victims of childhood commercial sexual exploitation from being arrested and charged with prostitution and related loitering. Governor Brown sign the bill in September.

The legislation proposed this year builds on the foundation of legislation aimed at combating human trafficking at the state level. This legislation includes:

- The District Attorney's Office sponsored AB 1610 (Bonta, 2014), which allowed for conditional examinations of CSEC or victims of human trafficking. This bill

was passed by the State Legislature and signed into law by Governor Jerry Brown in 2014.

- SB 1165 Sexual Abuse and Sex Trafficking Prevention Education, enacted by Governor Brown in 2014, changed the education code to include prevention education as part of the state's school health framework.
- The 2016 State Budget reauthorized \$10 million for human trafficking prevention grants through the Office of Emergency Services. Alameda County provider Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth (MISSEY) and partners received a grant to support their work.

The CSEC Task Force has been particularly engaged on legislation enacted in 2014. California Senate Bill 1193 requires certain businesses- such as mass transit stops and bars- to display a "Stop Human Trafficking" poster in full view of the public and its employees. The poster provides critical resources for victims of trafficking and publicly educates customers on how to help stop human trafficking. Businesses that do not comply with the law are subject to a \$500 fine for their first offense, and \$1,000 each day for their second offense.

After a year of development, Alameda County District Attorney's Office (ACDAO) H.E.A.T. Watch and the Alameda County Information Technology Department collaboratively launched a web application to aid in the implementation of the Senate Bill 1193. To implement this law, educate businesses, and mobilize community members, ACDAO and ACITD created MAP1193, a web application optimized for all mobile devices. No other county in California has created a protocol to implement SB1193. On April 23, 2016, the CSEC Task Force participated in the first Community Day of Action since 2014. Using MAP1193, CSEC Task Force volunteers updated the compliance status of 69 businesses in just two hours.

In 2014, signaling a significant movement forward in California's effort to address commercially sexually exploited minors, Governor Jerry Brown signed SB 855 that amended the Welfare and Institutions Code (WIC) section 300 to clarify commercially sexually exploited children as a population falling under the jurisdiction of child welfare. SB 855 also instituted a new CSEC Program that county child welfare departments had the option to participate in, as well as funding to support both program planning and implementation of CSEC related protocols and services<sup>6</sup>. Concurrently, the new federal law, HR 4980 the "Preventing Sex Trafficking and Strengthening Families Act"

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<sup>6</sup> [http://www.cdss.ca.gov/cdssweb/entres/pdf/legislature/CSEC\\_Summary.pdf](http://www.cdss.ca.gov/cdssweb/entres/pdf/legislature/CSEC_Summary.pdf)

(September 2014), was signed by President Obama, requiring all state child welfare agencies to develop policies and procedures to identify, serve and track CSEC.

In response to SB 855, Alameda County Social Services Agency (SSA), Department of Children and Family Services (DCFS) formed the DCFS Interagency CSEC Steering Committee in February of 2015 which was awarded \$1.1 million under the State CSEC program, (Note: Recently, the statewide fund was augmented from \$14 million to \$19 million.). The DCFS Interagency CSEC Steering Committee is tasked with drafting protocols related to addressing CSEC as they come in contact with child welfare.

The DCFS interagency protocol provides for a first responder protocol and multi-disciplinary team consultation and meetings. Formally outlined in a Memorandum of Understanding (MOU), signed by all required and supporting parties, the protocol was submitted to the California Department of Social Services (CDSS) in October of 2015. Based on this submission, Alameda County was allotted 1.1 million (later augmented to 1.2 million) from the statewide fund to address the CSEC population. Currently, there are components of the protocol that are being implemented with full implementation expected in 2017. DCFS Steering Committee members include WestCoast Children's Clinic, MISSEY, BAWAR, Casey Family Programs, East Bay Children's Law Offices, Alameda County Behavioral Health Care, Alameda County Probation Department, Superior Court of California/Juvenile Courts, Alameda County Counsel, Alameda County District Attorney's Office, Alameda County Public Defender's Office, Oakland Police Department and the Hayward Police Department,

**WestCoast Children's Clinic Commercial Sexual Exploitation Identification Tool<sup>7</sup>**

In 2014, WestCoast Children's Clinic (WestCoast) developed the Commercial Sexual Exploitation - Identification Tool (CSE-IT) with the input of over 100 survivors and service providers. WestCoast validated the CSEC-IT to ensure that it accurately identifies youth who have clear indicators of exploitation. They worked collaboratively with 56 agencies in 22 California counties and San Antonio, Texas to pilot the CSE-IT. As part of this effort, WestCoast trained 2,000 service providers to recognize the signs of exploitation. Providers screened over 5,000 youth and identified 635 youth with clear indicators of exploitation.

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<sup>7</sup> WestCoast Children's Clinic The Commercial Sexual Exploitation - Identification Tool (CSEC-IT)

The CSE-IT is designed for use by staff with a variety of professional backgrounds. The tool is used in multiple settings, including child welfare, juvenile justice, schools, law enforcement, homeless youth shelters, healthcare and mental health

Recognizing the importance of identification, DCFS is in its second year of implementing WestCoast's Commercial Sexual Exploitation-Identification Tool (CSE-IT) at the Alameda County Assessment Center, a confidential location that receives children and youth experiencing first time removals, placement disruptions/change of placement, as well as young people who self-present. Each youth entering the Assessment Center is screened for sexual exploitation or for potential risk of victimization. This information is further cross referenced with monthly DCFS tracking of CSEC with open cases in Child Welfare. Also of critical importance is the on-going training of Child Welfare staff in the area of CSEC. Since 2007 all new classes of incoming Child Welfare Workers (CWWs) have received a component on CSEC. In 2015, the CDSS instituted mandatory statewide CSEC training and DCFS CWWs received the required CSEC 101 training.

#### **The CEASE Network and ReportJohn.org**

In 2015, the City of Oakland passed Resolution 85826 endorsing the Cities Empowered Against Sexual Exploitation (CEASE) Network, a collaboration of pioneering cities committed to reducing sex-buying by 20 percent in two years. Led by the Alameda County District Attorney's Office, the CEASE Network develops and tests innovative strategies to deter sex buyers. Through CEASE Network efforts in the Bay Area, 2,000 buyers have been contacted and/or deterred in 2016 alone.

The City of Oakland has been an active member of the CEASE Network and played a key role in developing and implementing **ReportJohn.org**, a mobile and online tool used to deter sex buying in Oakland. City of Oakland residents use **ReportJohn.org** to report vehicles observed soliciting sex or attempting to engage in illicit sexual activity. If the information provided is correct, the Oakland Police Department sends a letter to the registered owner informing him/her that his/her vehicle was observed in an area known to have high rates of human trafficking and prostitution activity. **ReportJohn.org** is a tool that empowers the community to get involved in the fight against sexual exploitation.

In addition, this summer the Alameda County District Attorney's Office, S.H.A.D.E. Project and Love Never Fails developed a Buyer Education Program for men convicted of attempting to purchase sex. The first cohort of buyers to go through this program, modeled off of the Seattle-based Organization for Prostitution Survivors (OPS) program.

All CEASE programming has been led by agencies involved in the Awareness and Policy working groups of the CSEC Task Force.

**Oakland Unified School District (OUSD)**

The Oakland Unified School District launched new and assertive efforts this year to prevent and respond to the commercial sexual exploitation of students. These efforts resulted in:

- The collection of baseline data on students suspected of or confirmed as being sexually exploited.
- Developing a streamlined protocol which involves County, City, and nonprofit collaborations.
- Training many OUSD employees who have direct contact and meaningful relationships with OUSD students.

Because of these efforts, OUSD has triaged requests for consultation and support from 72% of OUSD middle schools and 100% of OUSD comprehensive high schools. In addition, OUSD has worked with government and community-based agencies to secure services for students outside of school hours. Some of the most active direct service partners this year have included: SafetyNet, Oakland Police Department, Child & Family Services, West Coast Children’s Clinic, Children’s Hospital and MISSEY.

**OUSD provided more trainings in 2016 to OUSD employees than in the last five years combined. The following table illustrates which middle and high schools participated in trainings this year and actively pledged to support commercially sexually exploited students.**

School Name/Department	Staff Trained
West Oakland Middle School	All Teaching Staff
Alliance Middle School	6 <sup>th</sup> & 8 <sup>th</sup> grade teaching staff
Claremont Middle School	All Teaching Staff
Castlemont High School	All COST* School-based health center staff
Skyline High School	All COST staff Parent Workshop

Westlake Middle School	All COST staff
Montera Middle School	All Teaching Staff Student Workshops
McClymonds High School	School –based health center staff
Oakland High School	All COST School-based health center staff Parent Workshop
Oakland Tech High School	Parent Workshop
Restorative Practices Facilitators	All staff ~30 school sites
Community School Managers	All staff~25 school sites
School Safety Officers	All staff ~100

\* Coordination of Services Team (COST)

In addition to the above-mentioned efforts, OUSD integrated CSEC lessons into the Healthy Oakland Teens Sex Education curriculum, thereby reaching thousands of students in the 7<sup>th</sup> and 9<sup>th</sup> grades. These lessons were developed in partnership with the OUSD Health Department, which is composed of veteran public health professionals who have many years of experience in education and public health.

**Bay Area H.E.A.T. Coalition (BAHC)**

The Bay Area H.E.A.T. Coalition (BAHC) was established to increase communication, cooperation, and collaboration between local, state, and federal law enforcement, service providers, systems, community members, and existing human trafficking task forces in the Bay Area. BAHC's main purpose is to:

1. Enhance local efforts to increase victim identification and recovery as well as effective investigation and prosecution of local and multi-jurisdictional trafficking cases.
2. Support and coordinate existing and emerging local service provider networks to fully function at the regional level.
3. Coordinate existing task forces and local law enforcement efforts to proactively function at a regional level.



4. Create and support regional capacity to identify trafficking trends and patterns throughout the Bay Area.

### **SafetyNet**

Convened and facilitated by the Alameda County District Attorney's Office (ACDAO), SafetyNet meetings are designed to provide an immediate response to CSEC in Alameda County. The purpose of these multi-disciplinary team meetings is to ensure victim safety for youth at the moment of their identification and throughout their potential interface with any system. The participating agencies are the Alameda County Public Defender's Office, Alameda County Probation Department, Bay Area Legal Aid, Bay Area Women Against Rape, Behavioral Health Care Services, East Bay Children's Law Offices, MISSEY, Oakland Unified School District, Project Permanence, Social Services Agency of Alameda County and WestCoast Children's Clinic.

The goal of the strategic victim case review is to:

- Develop immediate and ongoing safety plans for identified youth.
- Determine the current safety status of the identified youth.
- Review the extent of youth's previous or current human trafficking victimization.
- Ensure immediate and ongoing stabilization of youth.
- Confirm whether youth was previously referred to CSEC specific services.
- Refer to immediate crisis counseling and/or other necessary services.

Expected outcomes from this endeavor include:

- Enhanced safety and well-being of all CSEC victims identified in Alameda County
- Coordination of an effective multi-system response and services for CSEC victims on a local and multi-jurisdictional level.
- Identification of best practices for law enforcement and other child serving professionals responding to CSEC.
- Evaluation of efforts to contribute to the youth's short and long-term safety and success.

### **The Young Women's Saturday Program (YWSP)**

The Young Women's Saturday Program (YWSP) was originally developed by the Alameda County District Attorney's Office in 2011 as a component of diversion or probation for girls ages 15-18 who are CSEC or at-risk for such exploitation. The YWSP also works with youth referred from the community, including schools. YWSP is composed of sixteen 3-hour sessions that are both educational and therapeutic in nature. Sessions are facilitated by a clinical social worker and a survivor advocate.

The goal of the program is to provide a space for youth that is both safe and non-judgmental, and addresses pertinent issues through a trauma informed lens. Sessions will include career panels, practical skill training, off site activities and survivor speakers to promote self-esteem, community building, cultural education and creativity through hands on and sensory experiences. YWSP provides individualized case management, advocacy and incentives for attendance and participation. At the end of each cohort, youth participate in an awards and graduation ceremony and complete an evaluation to assess the efficacy of the program.

Group activities and community guest speakers will address topics such as:

- Healthy Relationships
- Mental Health
- Physical Health
- Self-Esteem
- Yoga, Dance & Art
- Self-Defense
- Education
- Financial Literacy
- Employment & Careers
- Substance Abuse/Addiction
- Harm Reduction

### **Advocacy - Love Never Fails**

Love Never Fails (LNF) is a nonprofit organization with a mission to be dedicated to the restoration, education and protection of youth involved or at risk of becoming involved in domestic sex trafficking. They provide prevention education, housing, mentoring, and street outreach to survivors and their children.

- Housing: LNF provided safe housing for 5 women from Oakland and 8 women who were exploited in Oakland.
- Prevention Education: In the 2015-2016 school year, Love Never Fails provided prevention education to more than 300 Oakland students attending charter and public schools as well as hundreds of Oakland parents, teachers and community members. In the coming year LNF will focus on launching PROTECT (Prevention Organized to Educate Children on Trafficking) at the state level in partnership with 3Strands Global, Frederick Douglass Family Initiative, California Department of Education, and The California Office of the Attorney General.
- Legal Services: LNF developed a partnership with Oakland's Bay Area Legal Aide and provided family law and housing services to three survivors.

- Mentoring: LNF trained 8 mentors from Oakland who are currently working with at risk, currently and previously exploited survivors.
- Community Activism: LNF participated in several Oakland awareness events and collaborations including BAWAR's Superbowl response team and Alameda County DA's Young Women's Saturday Program. LNF has also partnered with S.H.A.D.E, Runaway Girl and No Traffick Ahead to sponsor a Survivor Media Empowerment Retreat which provided survivor media training, empowerment and self-care to several Oakland survivors.
- Missing Child Searches: LNF collaborated with law enforcement and Oakland school personnel to search for several missing CSEC.
- Street Outreach: LNF led three Oakland street outreaches in 2016 engaging multiple exploited adults and CSEC with resources and support.

### **Advocacy - S.H.A.D.E**

Survivor leadership is paramount to creating positive change and empowerment within and outside the movement to end sexual exploitation. **S.H.A.D.E** is a survivor run consulting and advocacy agency that empowers survivors of sexual exploitation, human trafficking and domestic violence to create social and systemic changes, and develop ideas, protocols, and initiatives for human trafficking victims.

**S.H.A.D.E** offers specialized expertise and advice to public and private sectors. They also provide trainings, public speaking, prevention awareness events, peer counseling/mentorship, policy and program development, victim/survivor advocacy-crisis intervention, skills building and survivor leadership.

### **Lack of Secure Emergency and Interim Residential Placements for CSEC and Transitional Age Youth**

OPD reports challenges with supporting survivors to 'leave the life' stemming from the fact that there are not enough safe places for human trafficking victims. These victims have special mental and physical health needs and often do not initially identify themselves as victims or realize that they require protection. At this time, **there are currently eight beds for homeless and sexually trafficked youth in Alameda County** located at DreamCatcher Youth Shelter and Support Center. To put this in perspective, the 2015 Alameda County Point in Time Count estimated approximately 541 homeless children who are extremely vulnerable to exploitation<sup>8</sup>.

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<sup>8</sup>  
<https://theacademy.sdsu.edu/wp-content/uploads/2014/12/sachs-csec-lit-review-02-2014.pdf>

In addition locally and statewide, there are very few foster care placements (foster families, group homes or therapeutic facilities) equipped to provide specialized, trauma-informed, CSEC care to meet the complex needs of youth impacted by commercial sexual exploitation, many of whom present with acute mental health issues requiring long term treatment.

For this reason, the Oakland Police Department focuses on separating juvenile victims from their exploiters and providing them with the opportunity of time: time to decompress, realize they are victims and provide resources. Once the victim has been separated from her abuser for several days, she is more willing to accept the services provided and give information on her exploiter and other juveniles at risk.

The use of group homes and temporary foster care situations are also ineffective in supporting survivors. This lack of secure emergency and interim residential placements that offer specialized care is problematic for several reasons:

- **Security threat to children and staff at traditional youth shelters.** Staff at group homes, foster homes, and traditional youth homeless shelters report that exploiters often know the locations of these facilities. Survivors are most vulnerable during their initial exit since exploiters are likely to use threats and violence to make their victims return. The lack of proper security leaves staff vulnerable when exploiters pose a threat to the children.
- **Traditional shelters and juvenile detention centers lack needed resources to provide adequate services.** Specialized services are needed to stabilize survivors with therapeutic programming. This programming takes much longer than the amount of time a juvenile detention facility can hold a child. Shelters are generally under resourced to adequately support the needs of other homeless children and should not be expected to also have the expertise to support CSEC. Please see the “SACHS Literature Review: Commercial Sexual Exploitation of Children (CSEC)” for a more detailed explanation of the principles of promising services and strategies for treatment of and engagement with survivors of CSEC<sup>9</sup>
- **Without services, survivors may be exploited again or recruit other children.** Survivors do not receive appropriate care in traditional shelters which is vital to undo the psychological manipulation of the exploiter who often convince

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<sup>9</sup> Ibid.

the children that they are their romantic interest or sole source of support and security. Without specialized care, survivors are more likely to be forced back into exploitation and even to recruiting other children at the shelter into exploitation.

- **CSEC survivors in foster care should not be returned to a group home or foster family without appropriate support services in place.** Many young people are exploited after running away from their placement and are likely to be victimized again. Providing appropriate stabilization services and safety planning specific to CSEC are the best option to prevent further victimization. Similarly, children who are able to return to their (biological) families should come home connected to the necessary resources, including longer term recovery services. It must be noted that current mandated reporting laws require that a report to Child Protective Services (CPS) be made related to identified CSEC, thereby providing child welfare with the avenue to identify and address any potential issues within the family related to the safety of the child.
- **Existing youth shelters often cycle children out too quickly for the needs of CSEC survivors.** Most short term transitional housing makes permanent placements within 21-30 days which is an insufficient amount of time to begin to build the trust with a child victim needed to begin meaningful treatment. CSEC are known to be chronic “runners”. While there are many reasons given as to why CSEC run away from home and from placements, it is widely recognized by experts in the field that recovery from the commercial sexual exploitation experience *includes* both running away and relapse—often referred to as “cycling.” Cycling represents a significant barrier to sustaining safe placements, as well as maintaining treatment and support services. Therefore, the cycling phenomenon must be considered, if not incorporated, into housing, placement and supportive programming to effectively assist CSEC through their recovery process.

## Recommendations

### **1. The City of Oakland support funding efforts for a continuum of housing and placement options for children and transitional age youth either through City or County Budgets or through applications to State or Federal grant programs.**

The Task Force recommends that the City Council continue to address this glaring deficiency by seeking funding for additional temporary or interim housing and placement options for CSEC victims and transitional age youth. The sole housing provider for CSEC, DreamCatcher Youth Services, leveraged City of Oakland and State support to develop a new facility that will expand from eight to 12 beds that is scheduled to open in January of 2017. The Task Force recommends that the City identify funding for as many of the following options as possible:

- \$400,000 to \$600,000 in one-time capital funds, dependent on market conditions, to purchase the original DreamCatcher facility, which the organization can no longer afford to rent once they transition to their new facility. These funds will allow the organization to continue to operate a drop-in center for LGBTQ youth and add eight additional shelter placements for homeless CSEC.
- Operating subsidies of \$500,000 per year would provide DreamCatcher with the funds to double their staff capacity to serve an additional 12 shelter placements in their new facility.
- Provide operating subsidies for Covenant House to expand to include CSEC specific shelter programs for 18-24 year olds.
- The affordable housing portion of the City of Oakland's infrastructure bond could include capital funding for projects that serve people experiencing homelessness in Oakland. Homeless children are exceptionally vulnerable to exploitation or to engage in prostitution for survival. Any funds addressing youth homelessness should also be tailored for serving CSEC.
- The City of Oakland should also advocate strongly to the County and the State to access affordable housing bond funding for CSEC housing.

### **2. The CSEC Task Force recommends that the Mayor and City Council make CSEC a priority and take actions towards a long-term goal of ending CSEC.**

The task force recommends that the City Council make ending the exploitation of CSEC a priority. This could include a number of actions:

- Directing the Oakland Police Department to create a strategic plan for ending CSEC. Currently, there are several effective efforts underway within OPD that combat demand and rescue survivors. However, the 2016 OPD Strategic Plan did not include a long-term plan to end human trafficking, commercial sexual trafficking or labor trafficking or in fact a single mention of either issue. The Task Force recommends that the City Council direct OPD to develop this plan in coordination with community partners.
- Advocating that funding in the County's housing bond, if passed, that is allocated for extremely low income individuals be leveraged to also serve homeless CSEC and transitional aged youth survivors.
- Identifying City funding in the City's general fund or through the upcoming City Infrastructure Bond, if passed, to pay for additional housing, services for rescuing survivors, and resources and attention towards combatting demand.
- Creating a more formal CSEC Task Force that includes appointed members representing stakeholders from both local governments, service providers, law enforcement and the community. A Task Force with more clearly defined roles and responsibilities could build upon the current Task Force's success as a convening and organizing body and as platform to advocate for policy and systems improvements in Oakland, Alameda County and California.

In support of these recommendations, the Task Force will provide information and materials to prepare the City Council on how to advocate for CSEC victims and their families at the county, state and federal levels. The Task Force will also continue to work with the City Council to identify solutions and seek resources that support victims, educate and engage communities and reduce demand.

### **3. The City of Oakland to require all city employees to participate in CSEC trainings.**

The sexual misconduct scandal revealed the need for additional CSEC training for police officers. The Task Force recommends all employees learn how to identify and assist victims of sexual exploitation.

Currently the Task Force is working with the City Administrator's Office and the Human Services Department to use the funds allocated in the mid-cycle budget for CSEC training for city employees who have regular interaction with children.

The Task Force encourages the City Council to consider allocating funds for CSEC training for all employees in the next budget. The Task Force also recommends the City

of Oakland urge other cities in the Bay Area to require their employees to participate in CSEC training.

**4. The City of Oakland to re-introduce Assembly Bill 2811 (Chavez) Vehicles: Nuisance Abatement**

The CSEC Task Force encourages the City of Oakland to re-introduce AB 2811, a bill that would allow cities to pass a local ordinance to impound the cars of sex buyers or “johns” who try to purchase sex in the City of Oakland. Unfortunately the bill did not pass the Assembly Public Safety committee due to ambiguity with the bill as currently written. The City should continue to advocate for these additional penalties for buyers and enforcement powers in future sessions.