



# Residential Recovery Program for Prostituted Youth

## Progress Report on Statement of Legislative Intent #42-2-A-1

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Wednesday, August 17, 2011 | Human Services Department | Dannette R. Smith, Director

Mayor Mike McGinn  
Deputy Director Darryl Smith

# Agenda

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1. Introduction
2. Background
  - Statement of Legislative Intent
  - Assessment of Findings & Recommendations
  - HSD Progress to Date
3. The Bridge Pilot Program- Year One
4. Lessons Learned, Recommendations & Next Steps
5. Questions & Answers

# Introduction

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- The Human Services Department (HSD) will report on overall progress of the work to date.
- This includes:
  - Work accomplished to date to address Commercially Sexually Exploited Youth (CSEY).
  - First year outcomes for The Bridge pilot, a residential recovery program for prostituted youth.
  - A summary of the evaluation of The Bridge pilot.
  - Assessment of lessons learned and service gaps.
  - Recommendations for moving forward, both with The Bridge pilot and a regional systemic response to CSEY.

# Background

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- In November 2009, City Council adopted Statement of Legislative Intent (SLI) #42-2-A-1 which approved funding for a residential recovery program for prostituted youth. This SLI guides all of HSD's work in the area of CSEY.
- At that time, City Council also directed HSD to do the following :
  - Apply rigorous evaluation for the purpose of establishing a program that could be a long-term national model.
  - Establish a network of providers dedicated to serving prostituted children and youth, both locally and statewide, which would promote service delivery in the community where the children and families reside.

# Background

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- HSD commissioned Dr. Debra Boyer, Ph.D., to author a report about the number of youth involved in prostitution in King County. The report is titled *Who Pays the Price? Assessment of Youth Involved in Prostitution in Seattle*, and was released in June 2008.
- Dr. Boyer's report served as the basis for developing and implementing a residential recovery program for prostituted youth called The Bridge.
- Dr. Boyer's report outlines several findings and recommendations including:
  - Trends and patterns in local youth prostitution
  - Assessment of services gaps

# Background

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- Trends and patterns in local youth prostitution that are outlined in Dr. Boyer's report include:
  - Identified 238 youth involved in prostitution in King County.
  - Young women of color are overrepresented.
  - Increased incidents of youth ages 13 to 14 years who are involved in prostitution; this includes gang affiliated prostitution and prostitution-related violence such as pimp kidnappings and incidents of tracking youth across state lines.
  - Police reported increased use of the Internet for sexual exploitation (especially Craigslist).

# Background

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- The report's assessment of service gaps includes:
  - Prostituted youth access a range of services, however there are not dedicated programs designed to meet their unique needs.
  - While there are existing gaps within the current youth serving system, there are also many strengths including services that can be augmented to address the issues and needs of prostituted youth.
  - Lack of housing (i.e. youth released from juvenile detention centers often do not have stable housing to transition to).
  - Lack of service coordination and collaboration among street outreach and other early intervention service providers.
  - Need for training of service providers to increase awareness of and skills in working with the CSYE population.
  - Need for services designed to help with reintegration and aftercare such as intensive case management.

# Background

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- Dr. Boyer's report lays out three strategic priority areas:
  - 1) Respond to critical needs and establish community-based treatment resources.
  - 2) Support community collaboration designed to develop community-based support services.
  - 3) Address contradictory legal status of youth involved in prostitution.
- Each of these priority areas includes a series of actions steps which are outlined on the subsequent slides.



# Background

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- Priority #1: Respond to critical needs and establish community-based treatment resources.
  - Develop safe housing that includes appropriate recovery support services locally and statewide (i.e. emergency shelter, transitional, long-term and alternative housing support).
  - Support additional case management services by community providers for prostituted youth who are released from juvenile detention centers.
  - Implement a wraparound case management model which includes a cross agency team approach with individualized services, support networks, and unified plan of care.
  - Strengthen community services with training aimed at cross agency and system training to increase awareness of and build skills for providers.

# Background

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- Priority #2: Support community collaboration to develop community-based support services.
  - Support and expand current community collaboration and coordination efforts across all systems (i.e. law enforcement, community service providers).
  - Support expansion of trauma counseling for young women of color in their communities.
  - Develop gender specific programming in gang prevention efforts to address the behaviors and attitudes of young men who engage in pimping and associated violence against women.
  - Encourage service coordination and collaboration among existing outreach programs and agencies.
  - Expand survivor and peer support groups.

# Background

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- Priority #2 continued:
  - Create access to youth employment programs and services.
  - Develop an outcome evaluation plan to monitor and assess treatment program impact on recidivism in the juvenile justice system.
- Priority #3: Address contradictory legal state of youth involved in prostitution.
  - The current criminal justice system criminalizes prostituted youth who are victimized by both their pimps and their customers.
  - Ongoing training for law enforcement and other system-based professionals should be victim-centered and focus on:
    1. Improving victim identification
    2. Connecting victims to support services
    3. Ensuring that youth are ready to transition to life post-prostitution

# Background

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- The following is an overview of current HSD projects and efforts in the addressing the issue of CSEY:
  - Creation of The Bridge pilot, a residential recovery pilot program for prostituted youth.
  - Coordination of trainings for service providers and system partners on the issues related to CSEY.
  - Facilitation of efforts to develop a regional coordinated response planning.
- Other related work includes:
  - Seattle Youth Violence Prevention Initiative (SYVPI)
  - Seattle Police Department moving towards adopting a more victim-centered approach to addressing youth prostitution
  - City leadership in regulating on-line advertising (i.e. Seattle Weekly)

# Background

Boyer Report-Recommendation	HSD Action	Next Steps
Safe housing and safe housing alternatives	Investment in the three-year The Bridge pilot program with Youth Care.	Research and learn from national and best practice model of CSEY housing projects (i.e. CA, NY, MA, GA).
Wraparound case management model	Investment in The Bridge pilot program. Implementation of the regional coordinated response planning.	Work with other agencies to implement/expand cross agency wraparound response.
Training	Provisions of the quarterly CSEY 101 training for service providers (since August 2010). To date, more than 500 community members and service providers have been trained.	Modify training to reflect diverse types of pimping and recruitment, and the complex nuances of sexual exploitation in diverse communities (i.e. GBLTIQ, immigrant/refugee, communities of color, Native American, etc.). Develop trainings for specific system partners (i.e. DSHS/Child Welfare, hospitals, schools) .
Access to trauma counseling for young women of color	Assessment of local and national best practice models for integration and implementation, and identify opportunities for greater system impact and HSD integration.	Implement into safe housing, wrap around case management model, training, and service collaboration components of CSEY related projects.
Gender specific programming to address pimp culture	Assessment of local and national best practice models for integration and implementation, and identify opportunities for greater system impact and HSD integration.	Implement into safe housing, wrap around case management model, training, and service collaboration components of CSEY related projects.
Service coordination and collaboration	Facilitation of a regional coordinated response through the Regional Coordinated Response Planning Committee and youth and survivor advisory groups .	Increase integration of CSEY within HSD as well as in other public systems. (e.g. homeless arena, early learning, child welfare, etc.).

# The Bridge Pilot Program- Year One

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- In March 2010, HSD contracted with YouthCare to implement The Bridge pilot program, a residential recovery program for prostituted youth. This also includes on-site mental health, substance abuse, case management, life skills and counseling services.
- This supplements other HSD funding to YouthCare for shelter and transition housing, employment services, and case management (totals \$1,617,450).
- The cost of The Bridge pilot program over two years is \$794,875
  - Year 1 (March 15, 2010 through December 31, 2010) = \$312,762
  - Year 2 (January 1, 2011 through December 31, 2011) = \$482,113
- The projected cost to support the pilot over three years is \$2.1 million. This includes both direct services as well as evaluation and overhead operations for the provider (YouthCare).

# The Bridge Pilot Program- Year One

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- Councilmember Burgess and HSD secured funding from a number of private sources including foundations and private citizens. These resources were used to create the Prostituted Youth Rescue Fund.
- As of August 2011, approximately \$1.9 million has been raised.
- The sources of funding to date include:
  - City of Seattle General Fund (\$450,000)
  - United Way of King County (\$230,000 for years one and two)
  - United Way of King County \$100,000 anticipated for year three)
  - Department of Justice BYRNE ARRA grant (\$139,000)
  - King County Mental Illness & Drug Dependency Tax (\$100,000)
  - Prostituted Children’s Rescue Fund (\$490,000)
  - Foundations and Individual Donors (\$348,000)

# The Bridge Pilot Program- Year One

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Presentation: YouthCare

*Melinda Giovengo, Executive Director*



# The Bridge Pilot Program- Year One

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- In October 2010, Council approved HSD's preliminary plan for evaluation The Bridge pilot program, which included two components:
  1. Recidivism Evaluation to assess youth in The Bridge vs. a comparison group to identify:
    - Contacts with police and the criminal justice system (arrests/convictions) for any crime occurring after the youth has entered the program, street checks/police contacts
    - Emergency room visits
    - Prior involvement with Child Welfare services
  2. Behavioral Change Evaluation to assess youth in The Bridge vs. a comparison group:
    - To measure their ability to set and achieve their own goals
    - To decrease their mental health and substance abuse symptoms
    - To determine the key program components that help participants be successful
    - To determine the key characteristics of children coming into the program that help them be successful

# The Bridge Pilot Program- Year One

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## UPDATE

### 1. Recidivism Evaluation:

- Per the November 2009 Statement of Legislative Intent, HSD began to work with the Washington State Institute for Public Policy (WSIPP), the entity that was sole-sourced for the Recidivism Evaluation component .
- The WSIPP Board (which convenes quarterly) was set to provide HSD with their decision at the end of March 2011, after the March 2011 board meeting. WSIPP did not meet in March 2011 nor June 2011, and stated that they will vote on the project at the September 6, 2011 meeting.
- In late June/July 2011, HSD identified three other evaluators and followed up with them. HSD interviewed two, and are awaiting for their proposals. Negotiations with alternative contractors to be finalized by September 2011.
- The data collection and analysis for this evaluation component is meant to be collected at the end of The Bridge project (April – August 2013). However, consent forms will need to be collected when the evaluator is on board in September 2011.

# The Bridge Pilot Program- Year One

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## 2. Behavioral Change Evaluation:

- In October 2010, HSD reported intent to contract with Implied Inference. Due to City contract guidelines, the contract needed to go through a competitive process.
- In November 2010, HSD interviewed 2 additional candidates and Implied Inference was selected.
- In January 2011, the contract with Implied Inference was executed.
- In April 2011, Implied Inference presented the initial evaluation plan to The Bridge – Advisory Committee and feedback was provided.
- During April – June 2011, the evaluation plan underwent significant modifications based on feedback provided by the Advisory Committee.
- Data collection, for both The Bridge participants and the comparison group, initiated in July 2011.
- Data analysis and a written report will be completed by August 2013.

# Lessons Learned & Recommendations

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- HSD has identified lessons learned and recommendations in two broad categories, which includes additional detail per the topical bullets below:
  1. The Bridge Pilot
    - Program model
    - Evaluation design and implementation
    - Funding model
  2. Regional Coordinated Response
    - Advisory group (membership and function)
    - System planning (taking this work to scale)
    - Funding and leveraging of resources
    - Outcomes and evaluation

# Lessons Learned & Recommendations

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## Area #1: The Bridge Pilot

- Lessons learned by HSD, which include:
  - Quick start up did not allow for development of a practice model that was based on best practices from national service models.
  - Program design and reporting elements were not in placement at time of implementation; created challenges with evaluation efforts.
  - Need for better understanding of and up front coordination with existing service providers that serve this population.
  - Lack of early planning and collaboration with critical systems (i.e. child welfare, mental health)
  - Challenge in recruitment and retention of The Bridge program staff .
  - Challenges recruiting culturally relevant key staff who reflect the background and experience of the client population.
  - Need to clarify fund development role for The Bridge.

# Lessons Learned & Recommendations

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## Area #1: The Bridge Pilot

- HSD will work in collaboration with YouthCare to implement the following recommendations for moving forward:
  - Infuse best practice service models and approaches into The Bridge pilot program; strengthen the practice model to better address the needs of the youth including implementation of a wraparound service component.
  - Work closely with Evaluation team to strengthen the evaluation design including data tracking and reporting elements.
  - Determine strategy for collecting data on youth who began receiving services prior to July 1, 2011.
  - Integrate The Bridge program into the regional coordinated response effort to provide cross-agency wraparound services and system support for exploited youth.
  - Develop a separate fund development process to lead all fundraising and development activities; explore structure similar to what the Department of Parks & Recreation uses (i.e. ARC).

# Lessons Learned & Recommendations

## Area #2: Regional Coordinated Response

- Lessons HSD learned include:
  - Quick start up did not allow for time to assess current regional efforts and services working to end child exploitation and sex trafficking, nor opportunities at the front end to better plan and collaborate with existing service providers that serve this population.
  - Lack of early planning and collaboration with critical systems and regional partners (i.e. Child Welfare, King County Juvenile Justice Program, WA State Office of Crime Victims Advocacy)
  - Lack of committee members who reflect the background and experience of the target population.
  - Lack of structure, clearly defined membership's roles and expectations, identified workplan with action steps and timeline at time of implementation resulted in continuous committee development, membership recruitment, and delayed timeline for project completion. (Originally scheduled completion date was Spring 2011).

# Lessons Learned & Recommendations

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## Area #2: Regional Coordinated Response

- Recommendations for HSD in moving forward are:
  - Continuous assessment of current regional efforts and services working to end child exploitation and sex trafficking, and identify opportunities for collaboration with existing service providers that serve exploited youth.
  - Locate opportunities for collaboration with critical systems and regional partners (i.e. Child Welfare, King County Juvenile Justice Program, WA State Office of Crime Victims Advocacy)
  - The committee has recruited additional members who reflect the background and experience of the target population, and develop Advisory Groups comprised of youth and survivors to better inform the regional response planning process.
  - A structure has been put into place, as of August 2011, to better define membership's roles and expectations, workplan with action steps, and timeline for implementation. The project will be completed by June 2012.



# Next Steps

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- HSD will be taking the following next steps as part of its commitment to the CSEY issue:
  - Continue to assess and evaluate current CSEY projects with clearly defined goals, timeline and expectations.
  - Continue to explore and build projects based on best practices, and consult with experts locally and nationally.
  - Continue to look for opportunities to partner with existing efforts serving exploited youth locally, regionally, and statewide.
  - Continue to include the voice and expertise of vulnerable youth and survivors so that all projects are culturally relevant, youth-informed, and survivor-centered.

# Questions and Comments

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