LOCAL LAW 41 of 2016:
2017 ANNUAL REPORT

NEW YORK CITY ADMINISTRATION FOR CHILDREN'S SERVICES
DEPARTMENT OF YOUTH AND COMMUNITY DEVELOPMENT

A.   INTRODUCTION

Local Law 41 of 2016 requires an annual report to the Speaker of the City Council, documenting the number of youth in contact with DYCD and ACS "who are referred as, self-report as, or who the department (DYCD) or ACS later determines to be sexually exploited children, disaggregated by age, gender and whether the children had contact with either DYCD or ACS or both agencies". The law also requires DYCD and ACS to provide a "description of the services provided by the department and ACS to meet the needs of youth who are or have been sexually exploited." Lastly, the law requires DYCD and ACS to document their methods for collecting data regarding this population.

The New York City (NYC) Administration for Children's Services (ACS) and Department of Youth and Community Development (DYCD) are pleased to provide the third annual report on Local Law 41. As required, this report provides information on:

> A. *The number of youth in contact with the department's (DYCD's) runaway and homeless youth services or ACS who are referred as, self-report as, or who the department (DYCD) or ACS later determine to be sexually exploited*
> B. *Data disaggregated by age, utilizing the following ranges:*
>   a. *under 12 years old;*
>   b. *12-15 years old;*
>   c. *16-18 years old; and*
>   d. *over 18 years old;*
>   *and disaggregated by gender, and by whether such children had contact with the department or ACS.*
> C. *The number of sexually exploited children identified as having received services from DYCD and ACS.*
> D. *A description of services provided by DYCD and ACS to meet the needs of youth who are or have been sexually exploited children including but not limited to the number of beds designated for such children and the types of mental health and health services provided to such children.*
> E. *The methods DYCD and ACS utilized to collect data regarding the number of sexually exploited children.*

DATA SUMMARY

Table 1. Youth "referred as, self-reported as, or determined to be sexually exploited" **served by ACS and DYCD in 2017: 2,996**	
Safe Harbour Providers	1,996
DYCD Runaway and Homeless Youth Services	822
ACS Preventive Services	149 [i, ii]
ACS Placement Services	20
Office of Temporary and Disability Assistance (OTDA) Confirmed Victims of Human Trafficking	9[iii]
Total Exploited or at Risk for Exploitation Youth Served in 2016:	**2,996**

In 2017, ACS, DYCD and the Safe Harbour providers served a total of 2,996 youth referred as, self-reported as, or determined to be sexually exploited.[iv] This increase of 516 from the 2,480 identified in 2016 may be due to a heightened awareness of trafficking due to the many trainings provided by ACS' Office of Child Trafficking Prevention and Policy (OCTPP), as subsequently noted in section E: Increased Identification of Exploited and At-Risk Children.

<u>**Provider Breakdown:**</u>

Safe Harbour Providers Served 1,996 Exploited Youth or Youth At-Risk for Exploitation:

- 307 youth who were exploited or at-risk of exploitation received group services from GEMS.[v]
- 23 youth received individual case services from GEMS.[vi]
- 88 youth who were exploited or at-risk of exploitation received services from the Safe Horizon Counselors who specialize in working with commercially sexually exploited children (CSEC) at ACS' Nicholas Scoppetta Children's Center.[vii]
- 1,004 youth who identified as exploited, or at-risk for exploitation received services from Safe Horizon's Streetwork Outreach Team. [viii]
- 13 youth who were exploited or at-risk of exploitation completed the Summer Youth Employment Program with the Henry Street Settlement.[ix]

- 297 youth who were exploited or at-risk of exploitation received services at The Door.
- 28 youth who were exploited or at-risk of exploitation received services at Hetrick Martin Institute.
- 52 youth who were exploited or at-risk of exploitation received services at the Ali Forney Center.
- The NYS Office of Temporary and Disability Assistance confirmed 9 New York City youth as sexually exploited.
- 164 sexually exploited youth, or youth at-risk for exploitation were identified through ACS' Child Trafficking Mailbox.
- 20 sexually exploited youth were identified through ACS' Child Trafficking Database (CTDB).

DYCD Served 822 Exploited and/or At-Risk for Exploitation Youth Through Runaway and Homeless Youth (RHY) Programs:

- 302 youth received Crisis Bed services.
- 126 youth received services from Transitional Independent Living Programs (TILS).
- 394 youth received services at Drop In Centers.
- 167 youth served by DYCD shared that they also receive some form of service from ACS.
- 253 males; 488 females; 81 transgender youth
- 6 children ages 12 to 15; 142 children ages 16 to 18; 674 youth over age 18

ACS Foster Care Placement and Preventive Services Served 169 Exploited and/or At-Risk for Exploitation Youth:

- Foster Care Placement: Served 20 Sexually Exploited Youth at the Jewish Child Care Association's (JCCA) Gateways Program. Gateways worked with a total of 20 girls in 2017, of which 4 cases opened in 2017, and the remaining 16 girls carried over from 2016.

- Preventive: Served 55 Sexually Exploited and/or Sexually Abused Youth at the Mt. Sinai-St. Luke's New Beginnings Preventive Program.   St. Luke's New Beginnings Preventive Program, which accepts referrals for children age 12 and up, opened five new cases in 2017. New Beginnings' intake had closed for several months due to a change in leadership, reopening in mid-October, hence the low number of new cases. New Beginnings' Preventive Program worked with a total of 46 cases in 2017, five (5) of which were new cases and 41 cases carried over

from 2016. The 46 cases contained a total of 98 children (subject child and siblings), including 43 children under 12 years of age. Since the program serves subject children age 12 and older, it is likely these are siblings of the subject children, not subject children themselves. Therefore, the 43 children under age 12 have not been included in the total for New Beginnings.

Table 2. Delineation of Data by Required Local Law 41 Categories: Total = 2,996		
By Age:	Under 12 years old:	**2**
	12 to 15 years old:	**295**
	16 to 18 years old:	**774**
	Over 18 years old:	**1,793**
	Age unknown[x]	**132**
By Gender:	Male:	**659**
	Female:	**1,688**
	Transgender Female:	**492**
	Transgender Male	**37**
	Gender Non-Conforming	**11**
	Gender Undisclosed[xi]	**109**
By Contact With DYCD or ACS:		
ACS only		**259**
DYCD only		**1,602**
Both ACS and DYCD		**655**
Unknown		**480**

B.   DATA CAPTURE METHODOLOGY

In 2017, ACS obtained demographic data of young people served by New York State Safe Harbour-funded programs from the ACS and DYCD Safe Harbour providers. In addition, ACS obtained data through the implementation of ACS' Child Trafficking Mailbox, which served as a vehicle for ACS and provider agency staff to send notifications of trafficked children, ask questions, request resources and receive case practice guidance. Use of the mailbox increased throughout 2017, as its availability was shared during the continual Child Trafficking Awareness and Skills trainings. In 2017, the mailbox received and/or responded to 2,550 emails (1,389 incoming emails and 1,161 responses), which identified a total of 188 children who were trafficked, or at-risk

of trafficking. This illustrated an increase from Child Trafficking Mailbox usage in Calendar Year 2016, during which the mailbox received/responded to 1,367 emails, which identified a total of 174 children who were trafficked, or at-risk of trafficking.

Screening Tools

In 2017, ACS continued to implement the NYS Office of Children and Families (OCFS) Administrative Directive, 15-OCFS-ADM-16: Requirements to Identify, Document, Report and Provide Services to Child Sex Trafficking Victims (September 1, 2015), with its mandated screening and reporting tools:

a. Rapid Indicator Tool to Identify Children Who May Be Sex Trafficking Victims or At-Risk of Bring a Sex Trafficking Victim
b. Child Sex Trafficking Indicators Tool
c. Law Enforcement Report of a Child Sex Trafficking Victim

It is highly likely that the mandated OCFS screening process, based upon the requirements of 2014's federal legislation, The Preventing Sex Trafficking and Strengthening Families Act, which required screening of every child within the child welfare system for potential sex trafficking and timely reporting to law enforcement of any child determined to be sex trafficked, resulted in more trafficked and at-risk children being identified and served. Additionally, The NYS Office of Children and Family Services' (OCFS) Safe Harbour Program mandated the use of a newly devised Excel spreadsheet for data capture. This assisted in obtaining more complete and uniform statistics from providers than in prior years.

ACS recognized that staff and providers face challenges in reporting and documenting data about the children and youth using paper tools, which cannot aggregate data, nor provide a longitudinal history of the evolution of a child's entry into trafficking. The NYS CONNECTIONS database was enhanced in 2016 with Sex Trafficking screens, into which staff could record the results of the screening tools and insert the Law Enforcement Report contact information, but the actual screening tools were not captured in CONNECTIONS.

Therefore, during 2016, ACS' Office of Child Trafficking Prevention and Policy, ACS' Office of Information Technology and a contracted Microsoft development team worked together to produce the first Child Trafficking Database (CTDB), which launched on February 15, 2017.

The CTDB, currently in Phase I, allows assigned staff to complete the mandated OCFS sex trafficking screening tools electronically, thereby alleviating the use of paper screening tools. The CTDB allows staff to view child trafficking screening histories of children on their caseload, input screenings and view caseload demographics relevant to screenings assigned. The CTDB permits every screening to be recorded and saved in the system for future access by a worker assigned to a child (and only when a worker is assigned to a child), and for administrative research and reporting needs, as required by Federal and State legislation.

For CTDB Phase II (scheduled for development in Calendar Year 2018), the CTDB will be enhanced to include an expanded services entry section for all youth identified as trafficked, which will allow the longitudinal capture of service provision information. Phase II will also provide automatic report generation functionality, to provide data as required by the City Council and OCFS, and on a wide variety of specific indicators relevant to understanding child trafficking in NYC's child welfare system. This project will therefore permit large scale indicator identification, tracking, data collection and aggregation of all youth identified as trafficked, or at-risk for trafficking through ACS' protective investigations and within the foster care, preventive and detention systems. Phase II will also provide extended levels of administrative access and report generation ability for divisional and agency managers and executives.

Phase I did permit the identification of youth that met the Federal Definition of Trafficking through the automatic generation of an email from the CTDB to a specially designated Mailbox, to which the staff of ACS' Office of Child Trafficking Prevention and Policy (OCTPP) have access. OCTPP staff then followed up by contacting the screener to confirm whether the youth met the definition.

Using Phase I auto-generated email capability, OCTPP's research ascertained that twenty (20) children identified by screeners through CTDB electronic sex trafficking screenings met the Federal Definition of Trafficking during 2017.

A detailed description of the CTDB is included in Appendix C.

Based upon the data collected from our providers, ACS would like to share the following observations:

- Obtaining all the figures required by Local Law 41 from vulnerable youth can challenging. For example, providers such as Streetwork, which conducts momentary outreach with many youth at one time, may not be able to obtain complete information from their participants. In other instances, asking youth information concerning their involvement with ACS may not foster rapport or may bring up painful feelings.
- In addition, it can be difficult, if not impossible, to ascertain whether youth were counted more than once, or if information provided in a later month related to a new or existing client, especially concerning street outreach and group work at the Children's Center and the two secure detention facilities. This is due to the anonymity involved in street outreach and drop in centers. ACS is working to enhance data collection whenever possible.
- Most importantly, youth do not always disclose their exploitative experiences. Therefore, many youth who are considered at-risk for trafficking may have actually been trafficked, but choose not to disclose that information. There are a variety of reasons as to why a youth may not disclose. These reasons can include, but are not limited to:
  - o Traumatic reaction due to thinking about the victimization endured
  - o Fear of threats or retribution by the trafficker
  - o Fear of being taken from familiar people or places
  - o Embarrassed by, and ashamed of the exploitation and the abuse

o Cultural norms that may make talking about exploitive experiences difficult for children, and even more so, traumatic sexual experiences

o Developmental delays that make it difficult to conceptualize what has actually occurred

o Victims often do not recognize they are in an abusive relationship. They do not identify as trafficked. They truly believe their exploiter loves them, and become "trauma bonded"[xii] to the exploiter. This makes it difficult for them to disclose. Many victims who leave their exploiter return. Some never disclose or leave at all.

Table 3. Data Delineation by Agency and Indicator:

An expanded view of this table is located in Appendix B.

Safe Harbour Provider	Total Youth	Cis M	Cis F	Trans F	Trans M	No G Discl	GNC	<12	12-15	16-18	>18	Age unk	ACS only	DYCD only	ACS+DYCD	Unk
NYC Administration for Children's Services																
2017 NYC Safe Harbour Data: Exploited Children and Children At-Risk of Exploitation																
as reported by ACS, DYCD and Safe Harbour Providers																
Child Trafficking Mailbox	164	13	150	1	0	0	0	2	69	77	14	2	164	0	0	0
Child Trafficking Database Notif	20	1	19	0	0	0	0	0	10	9	1	0	20	0	0	0
Streetwork Street Outreach	1004	202	375	422	5	0	0	0	0	126	878	0	0	947	57	0
Children's Center Counselors	88	12	75	1	0	0	0	0	40	43	5	0	0	0	88	0
GEMS Groups at Facilities	307	0	307	0	0	0	0	0	91	185	2	29	0	0	307	0
GEMS Individual Cases	23	0	23	0	0	0	0	0	12	7	0	4	0	0	23	0
DYCD RHY Programs	822	253	488	55	26	0	0	0	6	142	674	0	0	655	167	0
Ali Forney Center	52	15	18	8	4	3	4	0	0	10	42	0	0	0	0	52
Hetrick Martin Institute	28	11	5	5	2	0	5	0	0	8	20	0	0	0	0	28
The Door	297	135	148	0	0	12	2	0	8	135	151	3	0	0	0	297
OTDA Confirmations	9	0	9	0	0	0	0	0	4	5	0	0	0	0	0	9
Summer Youth Employment	13	3	10	0	0	0	0	0	2	7	4	0	0	0	13	0
Gateways Program (Placement)	20	0	20	0	0	0	0	0	10	9	1	0	20	0	0	0
New Beginnings (Preventive)	55	14	41	0	0	0	0	0	43	11	1	0	55	0	0	0
Preventive Advocate Cases	94	0	0	0	0	94	0	0	0	0	0	94	0	0	0	94
Totals:	2996	659	1688	492	37	109	11	2	295	774	1793	132	259	1602	655	480
Section Totals:	2996	2,996						2,996					2,996			

D.   SERVICE PROVISION FOR SEXUALLY EXPLOITED YOUTH
   1. DYCD Contracted Programs and Services to Meet the Needs of Sexually Exploited Children

The central responsibility of DYCD is to administer city, state, and federal funds to community-based organizations that serve New York City's youth and families. DYCD funds a range of programs including immigration, after-school, literacy, jobs and internships, parenting, and runaway and homeless youth programs and services. In 2017, DYCD provided $747.6 million in funding to support these programs and services.

DYCD's funded Runaway and Homeless Youth (RHY) services are designed to protect young people, and whenever possible, encourage family reunification. In cases where reunification is not possible, these programs help youth progress from crisis and transitional care to independent living arrangements. Youth who participate in DYCD programs receive comprehensive services geared toward developing independent living skills, and strengthening their problem solving, decision making and communication abilities. This wide range of services includes food and clothing; medical services; substance abuse education; housing assistance; educational services; counseling; independent living skills training; employment counseling and assistance; recreation; legal assistance; and transportation assistance.

Services are provided to at-risk youth through crisis shelters (serving youth ages 16-20[xiii]) which offer emergency, voluntary short-term residential programs. Youth in need of longer-term residential services may obtain a referral through the crisis shelter to DYCD-funded Transitional Independent Living (TIL) programs (serving youth ages 16-20[xiv]), which assist youth in establishing independence through services such as educational and vocational programming, job placement, and counseling.

In 2006, DYCD revised its RHY model by establishing drop-in centers for each borough, enhanced street outreach services and specialized services for Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) youth, pregnant and parenting teens, and sexually exploited young people, as well as expanded shelter options. Funded services are described in greater detail below. DYCD's aggregate data is provided in Appendix A.

a. **Crisis Shelters** – Crisis shelters offer emergency shelter for runaway and homeless youth up to the age of 21. These voluntary, short-term residential programs provide emergency shelter and crisis intervention services aimed at reuniting youth with their families. If family reunification is not possible, crisis shelters help arrange appropriate transitional and long-term placements. In 2017, including specialized services for LGBTQ youth, DYCD had available a total of 236 crisis beds.

b. **Drop-in Centers** – DYCD also provides emergency intervention services at seven drop-in centers in each of the five boroughs. Three drop-in centers are located in Manhattan and one each in Brooklyn, Queens, Staten Island, and the Bronx. Six of the Drop-in Centers are open six days a week and provide youth up to the age of 24[xv] with essentials such as food, clothing, and immediate shelter as well as access to counseling, support, and referrals to relevant services. In 2015, 2016 and 2017, DYCD funded the Ali Forney Center to provide 24 hour drop-in center services at its Harlem. In 2017, DYCD added Sheltering Arms to also provide 24 hour drop-in center services at its Queens location through non-Safe Harbor funding.

c. **Street Outreach Program** – DYCD also funds street outreach to reach at-risk youth where they are. Currently, the street outreach is conducted by the contracted provider, Safe Horizon's Streetwork Project, with the use of vans. The Streetwork Project is a 30-year old confidential and voluntary program serving anyone who is under 24 years old and

homeless. The Street Outreach's vehicle-based outreach program focuses on locations where youth are known to congregate. By going directly to where at-risk youth are likely to congregate, such as subway stations and transportation hubs, the Street Outreach Program, with the assistance of street outreach workers, develops rapport with youth and provides contact by disseminating information about RHY services, providing food, clothing and other resources; making referrals to other service providers; and transporting youth back to their homes or relatives, to crisis shelters, or to other safe locations.

d. **Transitional Independent Living (TIL) Programs –** DYCD contracts with providers to offer a total of 309 Transitional Independent Living beds. In addition to the services that are offered to all youth in the RHY continuum, those who are specifically identified as sexually exploited and in need of specialized services can be referred to the nationally recognized Girls Educational and Mentoring Services' (GEMS) Transitional Independent Living program, when appropriate. The GEMS TIL program specializes in services specifically for young women who have experienced sexual exploitation. Placement in the GEMS program is not always possible, as it is limited to eight DYCD-funded beds. However, young people residing in any of the DYCD funded programs will receive ongoing case work counseling to address issues associated with exploitation. As each young person's experience is different, the service providers make referrals, as appropriate, to outside services. Program staff take care to engage youth in services when the youth is ready to address this sensitive issue.

2. New York State Safe Harbour-Funded Programs to Meet the Needs of Sexually Exploited Children

In 2017, New York State's Office of Children and Family Services (OCFS) provided $374,000 in funding to New York City (NYC), so that NYC could continue to develop and implement a child welfare response to sex trafficking. This was a significant reduction from the $448,000 in funding received in 2016. The funding continued our ability to reach young people who are at risk of, or who are victims of sexual exploitation. The Safe Harbour grantee programs provided services to engage and educate exploited youth and assist with risk reduction through the use of internships, counseling groups, and outreach efforts, and through the provision of basic needs and safe sex items. A summary of the services provided by each agency follows:

a. Ali Forney Center

The Ali Forney Center (AFC) specializes in providing street outreach, emergency shelter, transitional housing, job assistance, and social services for at-risk and homeless LGBTQ youth. AFC received a total of $20,000 to be used between July and December 2017. This funding provided services and goods for 52 youth who were referred as, self-reported as, or determined to be sexually exploited (of which 16 self-identified as transgender or Gender Non-Conforming). AFC used this funding to purchase and distribute critical items for LGBTQ youth experiencing homelessness, including safe sex items, clothes, and undergarments. Ali Forney Center also provided temporary paid internships to AFC clients who have been, or are at risk of being sexually exploited. AFC offered three internship types: General Support, Outreach, and Culinary. AFC's General Support Interns assisted at their drop-in center with administrative tasks. The Outreach Interns worked alongside the Outreach Specialists by assembling safe sex kits, providing street outreach, and attending community events to alert other youth of AFC services and safe sex practices. The Culinary Interns assisted the Meal Coordinator in the kitchen. They had the opportunity to receive training to pass the New York Food Handler's License exam.

b. **Hetrick-Martin Institute (HMI)**

The Hetrick-Martin Institute (HMI) provides after-school programs, supportive programs, and internships for LGBTQ youth. HMI utilized $20,000 in 2017 Safe Harbour funding to provide services and goods for 28 LGBTQ youth (of which 12 self-identified as transgender or Gender Non-Conforming) referred as, self-reported as, or determined to be sexually exploited by providing group work sessions developed specifically for transgender females, a population known to highly correlate with sexual exploitation. HMI also provided individual counseling sessions for the youth. The individual counseling sessions help meet young people where they are by providing support, resources, connection to job readiness, medical care, and other supportive services for youth who are sexually exploited and working in the sex industry. HMI has prioritized individual counseling in response to 2015 feedback from youth who stated they were uncomfortable participating in a closed group with other sexually exploited young people. Youth expressed concerns over privacy and discomfort while talking to peers about these issues and reported feeling more comfortable meeting with program staff individually.

c. **The Door: A Center for Alternatives**

The Door provides a wide range of services for New York City youth between the ages of 12 to 21, including after school programs, college advisement, mentoring, medical services, and legal services. The Door used Safe Harbour funding in 2017 to provide services for 297 youth referred as, self-reported as, or determined to be sexually exploited by funding a Crisis Counselor who meets with young people in emergency situations, and continuing their "Smart Hustle" open and closed groups. The open group focused on exploitation education and prevention. The closed group focused on support for young people engaged in commercial sex.   A variety of supportive activities and workshops were sponsored, including art expression, resume writing, job search, self-defense, and how homelessness is used as a way to take advantage of people sexually.

d. **Safe Horizon**

Safe Horizon, a leading service provider in the field of commercial sexual exploitation, provided two areas of service through the Safe Harbour grant.   Two Licensed Master Social Workers (LMSW) worked as Commercially Sexually Exploited Child (CSEC) Consultants at the Nicholas Scoppetta Children's Center. The social workers, who are employed through Safe Horizon's Streetwork Project, screened and assessed youth for CSEC, assisted staff in identifying exploited youth, engaged with, and advocated for youth, and provided CSEC appropriate service recommendations and referrals. In addition to their work with exploited children and other vulnerable populations, the consultants provided safe sex awareness groups for all youth and technical support for staff. During 2017, the social workers served 88 youth referred as, self-reported as, or determined to be sexually exploited

2017 Safe Harbour funding also enabled the continuation of street outreach to identify and support trafficked youth. Safe Horizon's Streetwork Project's Street Outreach Team provided the contact card of the CSEC Consultants, the contact card for the Outreach Team, safer sex items, and a variety of essentials, including snacks, water, hygiene items, hats, scarves, gloves and hand warmers to 1,004 homeless youth, and youth on the street referred as, self-reported as, or determined to be sexually exploited Of the total 1,004 youth, 126 were identified as CSEC. Since homelessness too often correlates with "survival sex", additional youth   out of the total served may have been trafficked. Many youth are repeat contacts for street outreach, and the Team has continued to build a strong relationship with them.

e. **Girls Education and Mentoring Services (GEMS)**

Girls Education Mentoring Services (GEMS) is a nationally recognized organization that works with sexually exploited young women and girls through intervention and outreach, direct supportive services, training, and technical assistance. GEMS used their 2017 Safe Harbour funds to work with a total of 307 girls at three ACS facilities: The Nicholas Scoppetta Children's Center, and the

Crossroads and Horizon Secure Detention Facilities. GEMS facilitated 95 psycho-educational group outreach sessions at the three facilities:

- 20 groups at the Children's Center
- 23 groups at Crossroads
- 29 groups at Horizon
- 23 mentoring groups in the community (Harlem).

GEMS also provided individual work with 23 girls at the three facilities.

GEMS' Youth Outreach Team is comprised of trained staff, fellows, and interns who develop and maintain the successfully proven CSEC curriculum used by GEMS. Safe Harbour funding also helped cover costs for the Youth Outreach Team to travel to and from ACS facilities, as well as costs associated with program related supplies for Safe Harbour outreach efforts.

GEMS funding also covered the provision of training to ACS and contract agency staff, both directly and through two sessions of their nationally reputable 3-Day "Train the Trainer" course, as detailed in section F-1.

f. **Summer Youth Employment Program (SYEP)**

ACS again partnered with DYCD to set aside slots in DYCD's Summer Youth Employment Program (SYEP) specifically for sexually exploited and at-risk youth. In Calendar Year 2017, ACS allocated Safe Harbour funding for youth to participate in this valuable program, for up to 25 hours per week during the summer months of 2017. ACS reached out to youth in preventive programs, foster care, and juvenile justice placements with the goal of providing a safe opportunity for employment experience and identification of educational pathways to support career and life goals. Thirteen (13) youth completed the program, each voluntarily working between a low of 25 hours to a high of 148.5 hours, with 1,429.75 hours worked in total by all 13 youth.

3. **ACS Contracted Preventive and Placement Programs to Meet the Needs of Sexually Exploited Children**

In addition to services funded by the NYS Safe Harbour grant, ACS also contracts for specialized preventive and placement programs as part of its continuum of services for at-risk youth and victims of sexual exploitation.

   a. **Preventive: Mt. Sinai-St. Luke's New Beginnings Program**
   ACS contracts with Mt. Sinai-St. Luke's Roosevelt's New Beginnings Program, which was designed to maintain youth ages 12–17 who are at-risk for sexual abuse and/or exploitation, or who are victims of sexual abuse and/or exploitation safely in their homes by providing intensive therapy to the youth and family members. The program also works with youth in foster care up to age 21, as well as with youth up to age 22 who have aged out of foster care.

   In 2017, the New Beginnings Program worked with 46 families, 5 of which were new cases and 41 carried over from the prior year, with a total of 98 children (subject child and siblings). There were 43 children under 12 years old in 2017. Since the program serves subject children age 12 and older, it is likely these are siblings of the subject children, not subject children themselves. Therefore the 43 children under age 12 have not been included in the data total for New Beginnings.

   Safe Harbour provided $3,500 for motivational incentives (gift cards) for the children served by New Beginnings.

   b. **Preventive Advocate Cases:**
   The ACS Division of Preventive Services obtained redacted sex trafficking screening data for Advocates Preventive Only (ADVPO) cases from its contracted preventive agencies. ADVPO cases provide voluntarily requested services to preventive services only clients (cases with no child in foster care or being referred to foster care and not under investigation or open indicated child protective services (CPS) reports). ACS' contracted

preventive agencies do not transmit a breakdown of data on ADVPO cases beyond a total number of children and their risk levels. Advocate case sex trafficking screenings are not captured within the CTDB, but are completed with paper templates. Data provided by the ADVPO agencies identified 94 children determined to be exploited or at risk for exploitation, with 93 of the 94 children determined to be at-risk of exploitation, and 1 child determined to be exploited.

c. **Placement: The Jewish Child Care Association's Gateways Program**

The Jewish Child Care Association (JCCA) is a longstanding contractor that provides foster home, residential, community, mental health and preventive services. Since 2011, ACS has contracted with JCCA for services provided at the Gateways Program, an intensive, specialized residential program for female trafficking victims ages 12 to 16. JCCA currently supports these young people by using the Sanctuary trauma-informed care model, as well as a four-phase system of treatment that involves assessment, individual and family therapy, and peer counseling. Gateways maintains 12 child welfare beds specifically for sexually exploited girls who want to leave "the life."

In 2017, Gateways accepted 4 new girls for placement, serving a total of 20 girls (with 15 carried over from 2016). Gateways benefitted from 2017 Safe Harbour funding through $3,500 provided for gift card incentives and funding of the Therapeutic Horseback Riding program and affirmation ceremonies.

E. Community Support and Awareness Building

a. Mt. Sinai Adolescent Clinic

Safe Harbour funding provided $3,500 to the Mt. Sinai Medical Center's Adolescent Clinic for the funding of therapeutic services and safe sex items at their free clinic. This clinic is open to all youth up to age 22 (up to age 24 if registered before age 22). Additionally, it is the free health provider for (the trafficked and formerly trafficked) girls affiliated with GEMS.

b. Webinar and Press Conference with ECPAT-USA

ECPAT-USA (Ending Child Trafficking at the Source) is the leading anti-trafficking policy organization in the United States. ECPAT-USA belongs to an international network of organizations in 75 countries, all working to end the commercial sexual exploitation of children In 2016, ACS had purchased 20,000 copies (10,000 copies through the Safe Harbour grant and 10,000 copies through a Women's Foundation grant) of the adolescent focused, trafficking awareness comic book "Where is Dylan?" from ECPAT-USA for distribution to foster care and preventive agencies, detention facilities and protective clinical staff who work directly with youth. Follow up occurred in 2017 when ACS' Office of Child Trafficking Prevention and Policy (OCTPP) worked its Division of Family Permanency and ECPAT-USA to develop and broadcast a webinar on child trafficking red flags and the use of the comic book to the foster care agencies. Additionally, ACS, ECPAT-USA, Cause Vision (comic book creators) and the Jewish Child Care Association (JCCA) held a press conference to highlight the importance of the purchase and distribution of the comic book.

c. "I am Little Red"

In 2017, to strengthen its anti-trafficking prevention campaign, ACS purchased 300 copies of "I am Little Red" for distribution to the foster

care and preventive agencies, the Division of Child Protection, the Division of Youth and Family Justice and other youth relevant parties. "I am Little Red" is a 10-minute animated film aimed at the children most at-risk for sex trafficking (foster-care, runaway, LBGTQ, homeless, and adopted children. The film addresses the four tactics a "wolf" (trafficker/pimp) will typically use to lure a Little Red off her path and discusses strategies to use to stay on the safe path. "I am Little Red" is not just a movie, but a tool to educate youth by helping youth develop awareness of the tactics used by exploiters, and letting them know what to do and who to contact if approached. According to producer Mary Mazzio, New York City is the first jurisdiction in the entire country to purchase "I am Little Red".

d. <u>Trafficking Awareness Items Featuring the ACS Campaign Slogan: "Children are NOT for $ale"</u>

In 2017, ACS used the Safe Harbour grant to purchase:

- 5,000 lip balms emblazoned with the slogan: "Children are NOT for $ale", the ACS logo, and the phone and text numbers of the National Human Trafficking Hotline for distribution to professionals at trainings and at community events, to build awareness of child trafficking and provide a resource contact to assist in trafficking prevention and alleviation.
- 5,000 lip balms that simply read: "Are YOU being forced to do anything YOU do not want to do? We can help!" along with the phone and text numbers of the National Human Trafficking Hotline for distribution to youth.
- 5,000 pens emblazoned with the slogan: "Children are NOT for $ale", the ACS logo, and the phone and text numbers of the National Human Trafficking Hotline for distribution to professionals at trainings and at community events.

E. Increased Identification of Exploited and At-Risk Children

This year's New York State Safe Harbour funding allowed the city to enhance our capacity to reach young people who are at risk of, or who are victims of sexual exploitation.   One of the best ways to do so is to increase the ability to identify exploited youth, and thereby engage with and provide services to them. ACS has been doing so through training and screening efforts.

a. Training

In 2017, ACS and its affiliates provided child trafficking training to 2,448 professionals, including ACS, contract agency, other City agencies, and community providers. ACS' Office of Child Trafficking Prevention and Policy (OCTPP) worked diligently and continually to provide the highest quality of training to a total of 1,937 professionals in 2017, both directly, and through contract with Girls Educational and Mentoring Services (GEMS). Additionally, 511 professionals were trained during 2017 by fourteen (14) certified graduates of the GEMS' "Train the Trainer" 3-day courses funded by the Safe Harbour grant.

Of the 2,448 trained in 2017:
- OCTPP provided 39 trainings.
- GEMS provided 6 trainings.
- Graduates of GEMS "Train the Trainer" courses provided 14 trainings to a total of 511 attendees.

OCTPP had launched ACS's first standardized, full day Awareness and Skills based training in 2015 to assist staff and providers in better identifying, and thereby, better providing services to trafficked children. In 2016, OCTPP upgraded its agenda, featuring training on the red flags of human trafficking and all of the affiliated dynamics and components, screening and identifying children, skills to assist with engaging and interviewing trafficked children. In 2017, OCTPP moved to a higher level, including several "advanced" courses for professionals with clinical backgrounds, or for those who had already had several of the basic courses.   Training topic included:
- Understanding the Basics of Child Trafficking: Dynamics, Red Flags, Engagement Skills and Policy into Practice

- Understanding the Stages of Change Experienced by Commercially Sexually Exploited/Trafficked Children: Skills to Assist - Skills level 2
- Trauma Informed Care and Vicarious Trauma in Work with Commercially Sexually Exploited/Trafficked Children: Skills to Assist – Skills level 2
- Human Trafficking and Immigration
- Working with Traumatized Younger Children
- Labor Trafficking
- Intersection of LGBTQ and CSEC
- CTDB Train the Trainer
- Child Trafficking Awareness and Skills to Assist

Additionally, The Director of the Office of Child Trafficking Prevention and Policy (OCTPP) who is a Licensed Clinical Social Worker (LCSW-R) developed a training which included the etiology of trafficking, based upon Attachment Theory and other vulnerabilities, that focuses on both awareness, and on working with survivors. The Director also worked with her social work intern to develop and assess a group model for teens on healthy relationships and trafficking awareness. The model was facilitated twice, once with females at a mother-child program and once with males at the ACS Children's Center. The model was highlighted during workshops at two large-scale social work conferences: *The International Association for Social Work With Groups (IASWG)'s NYC Symposium,* and at Lehman College's *Building on Strengths: Promoting the Behavioral and Physical Health of Urban Youth.*

Through the Safe Harbour grant, OCTPP also sponsored, for the third year in a row, the 3-Day "Train the Trainer" session as provided by GEMS. For the first time, OCTPP produced two sessions, for a total of 142 ACS, preventive and foster care agency staff, detention facility staff and other City, State, Federal and community agency staff to develop internal training and technical support

capacity. The "Train the Trainer" will again be provided in 2018, with another two 3-Day sessions scheduled for up to 150 attendees, total.

Trainers all had a high level of professional expertise in working with trafficked children, including, but not limited to:

- ACS' Director of the Office of Child Trafficking Prevention and Policy
- ACS' Investigative Consultation Program
- ACS Office of Immigrant Services and Language Affairs
- Girls Educational and Mentoring Services (GEMS)
- St. Luke's New Beginnings Program
- Jewish Child Care Association's Gateways Program
- Ali Forney Center
- Safe Horizon's Anti-Trafficking Program
- Dr. Meredith Dank
- Immigrant Justice Project of the City Bar Justice Center

Training attendees included staff from:

- ACS (Child Protection, Prevention, Family Permanency, Detention, Legal Services, Training Academy)
- Foster Care Agencies
- Preventive Services Agencies
- Detention Service Provider Agencies
- New York Police City Department's (NYPD) Human Trafficking Unit
- Federal Bureau of Investigation
- NYC Department of Education (DOE)
- NYC Department of Youth and Community Development (DYCD) Runaway and Homeless Youth (RHY) Services
- NYC Department of Probation (DOP)
- Mayor's Office for Domestic Violence (MOCV)

- Child Advocacy Centers (CAC)
- New York City Housing Authority (NYCHA)
- NYC Health and Hospitals Corporation (HHC)
- NYC Department of Homeless Services (DHS)
- NYC Department of Corrections (DOC)
- NYC Department of Health and Mental Hygiene (DOHMH)
- NYC Parks
- NYS Office of Mental Health (OMH)
- NYC Law Department (Law)
- ECPAT-USA
- Covenant House
- Mt. Sinai Medical Center
- Staten Island University Hospital
- Sanctuary for Families

Conclusion

Over the past five years, through the Safe Harbour affiliation, ACS and DYCD have worked together to systemically recognize and address the needs of sexually exploited young people. The Safe Harbor Act and state resources have allowed us to strengthen our work in this area by enhancing existing services and developing increased specialized services for this population, training staff, and evaluating mechanisms to improve our efforts to identify and document sexually exploited youth.

For five years (2013 to 2017), NYC has been the recipient of Safe Harbour grant funding from NYS OCFS as follows:

Year	Funding
2013	$622,220
2014	$550,000
2015	$550,000
2016	$448,000
2017	$374,000
2018	$74,500

The OCFS Safe Harbour grant funding to New York City has been drastically reduced for 2018 because OCFS considers New York City to be one of their Safe Harbour graduated counties. OCFS plans to use the vast difference in funding to bring more New York State counties into the Safe Harbour program. NYC funding has therefore been reduced significantly for 2018, with an award of only $74,500 to fund services for trafficked and at-risk youth. In order to sustain its successful programs and efforts, ACS will fund the difference between the 2017 grant ($374,000) and the 2018 grant ($74,500) by providing $300,000 to replicate the balance of the 2017 budget. By so doing, ACS illustrates its commitment to helping trafficked children and children at-risk of trafficking achieve well-being, safety and permanency.

We greatly appreciate the Council's attention to this vulnerable population of children, and look forward to discussing how the Council can provide additional support for ongoing work to help the trafficked and sexually exploited children of NYC, as ACS anticipates greater identification of trafficked children due to the continued

development of greater awareness and the upcoming Phase II of the Child Trafficking Database (CTDB).

Appendix A: NYC DYCD 2017 Statistics

NYC DYCD RHY Programs - Total Youth Served in 2017											
Program	Total Youth	Cis M	Cis F	Trans M	Trans F	15-Dec	16 - 18	> 18	ACS + DYCD	DYCD Only	MH Ref	MH Counsl
Crisis Beds	302	76	186	15	25	0	63	239	69	233	249	246
TILS	126	38	64	8	16	0	14	112	10	116	95	66
Drop In	394	139	238	3	14	6	65	323	88	306	90	142
Totals:	822	253	488	26	55	6	142	674	167	655	434	454

- 302 youth received Crisis Bed services
- 126 youth received services from Transitional Independent Living Programs (TILS)
- 394 youth received services at Drop In Centers
- 434 youth received mental health referrals
- 454 youth received mental health counseling

Appendix B: Safe Harbour Providers 2017

NYC Administration for Children's Services

2017 NYC Safe Harbour Data: Exploited Children and Children At-Risk of Exploitation

as reported by ACS, DYCD and Safe Harbour Providers

Safe Harbour Provider	Total Youth	Cis M	Cis F	Trans F	Trans M	No G Discl	GNC	<12	12-15	16-18	>18	Age unk	ACS only	DYCD only	ACS+DYCD	Unk
Child Trafficking Mailbox	164	13	150	1	0	0	0	2	69	77	14	2	164	0	0	0
Child Trafficking Database Notif	20	1	19	0	0	0	0	0	10	9	1	0	20	0	0	0
Streetwork Street Outreach	1004	202	375	422	5	0	0	0	0	126	878	0	0	947	57	0
Children's Center Counselors	88	12	75	1	0	0	0	0	40	43	5	0	0	0	88	0
GEMS Groups at Facilities	307	0	307	0	0	0	0	0	91	185	2	29	0	0	307	0
GEMS Individual Cases	23	0	23	0	0	0	0	0	12	7	0	4	0	0	23	0
DYCD RHY Programs	822	253	488	55	26	0	0	0	6	142	674	0	0	655	167	0
Ali Forney Center	52	15	18	8	4	3	4	0	0	10	42	0	0	0	52	52
Hetrick Martin Institute	28	11	5	5	2	0	5	0	0	8	20	0	0	0	0	28
The Door	297	135	148	0	0	12	2	0	8	135	151	3	0	0	0	297
OTDA Confirmations	9	0	9	0	0	0	0	0	4	5	0	0	0	0	0	9
Summer Youth Employment	13	3	10	0	0	0	0	0	2	7	4	0	0	0	13	0
Gateways Program (Placement)	20	0	20	0	0	0	0	0	10	9	1	0	20	0	0	0
New Beginnings (Preventive)	55	14	41	0	0	0	0	0	43	11	1	0	55	0	0	0
Preventive Advocate Cases	94	0	0	0	0	94	0	0	0	0	0	94	0	0	0	94
Totals:	**2996**	659	1688	492	37	109	11	2	295	774	1793	132	259	1602	655	480
Section Totals:	2996	2,996						2,996					2,996			

-27-

Appendix C:

NYC Administration for Children's Services'
Child Trafficking Database (CTDB)

Administrated by the ACS Office of Child Trafficking Prevention and Policy (OCTPP), the Child Trafficking Database (CTDB), platformed in Microsoft Dynamics, allows assigned staff to complete the two mandated OCFS sex trafficking screening tools, thereby alleviating the use of paper tools. All children under investigation, in the care of ACS contracted foster care agencies, and receiving services from preventive service agencies or juvenile detention providers are expected to be screened using the CTDB. Children in Advocate (ADVPO) cases are not screened in the CTDB. They are screened using paper tools.

The CTDB allows staff to view child trafficking screening histories of children on their caseload, input screenings and view caseload demographics relevant to screenings assigned. The CTDB permits every screening to be recorded and saved in the system for future access by a worker (and supervisor) assigned to a child (and only when a worker/supervisor is assigned to a child), and for administrative research and reporting needs, as required by Federal and State legislation.

The development of the CTDB had been divided into two phases: Phase I: Child Trafficking Screening Tool and Phase II: Demographics and Service Data and Reports. Phase I (launched on February 15, 2017) provides a mechanism for data input as per NYS Child Trafficking Screening mandates. In Phase II (development scheduled for 2018), the CTDB will be enhanced to include an expanded demographics and service provision entry section for all youth identified as trafficked, permitting the longitudinal capture of information. The CTDB will also have the capacity to generate quantitative data reports with automatic functionality in the format required by OCFS, and provide extended levels of administrative access for divisional and agency managers and executives to view their areas of responsibility.

Trainings on how to use the CTDB are conducted regularly in a Train the Trainer format. An electronic mailbox, available at CTDB@acs.nyc.gov provides access to technical support. A CTDB Reference Guide provides text guidance for users, and CTDB Training Slides provide screen shots on how to navigate the database.

End Notes

[i] St. Luke's New Beginnings Preventive Program, which accepts referrals for children age 12 and up, opened five new cases in 2017. New Beginnings' intake had closed for several months due to a change in leadership, reopening in mid-October; hence the low number of new cases. New Beginnings Preventive Program worked with a total of 46 cases in 2017, five (5) of which were new cases and 41 cases carried over from 2016, with a total of 98 children (subject child and siblings). There were 43 children under 12 years old in 2017. Since the program serves subject children age 12 and older, it is likely these are siblings of the subject children, not subject children themselves. Therefore the 43 children under age 12 have not been included in the total for New Beginnings.

[ii] OCTPP receives redacted sex trafficking screening data for Advocate (ADVPO) cases, which totaled 93 children determined to be at-risk of exploitation and 1 child determined to be exploited in Calendar Year 2017. ACS' contracted preventive agencies do not transmit a breakdown of data on ADVPO cases beyond a total number of children and their risk levels.

[iii] As documented in 17-OCFS-INF-03: New York State Processes Related to Notifications of Victims of Human Trafficking (March 17, 2017), the NYS Anti-Trafficking Law (2007) requires the New York State (NYS) Division of Criminal Justice Services (DCJS) and the NYS Office of Temporary and Disability Assistance (OTDA) to accept referrals of potential victims from local law enforcement agencies or local district attorneys' offices. In 2015, the ability to refer potential victims of human trafficking expanded to include established legal and social services provider. OTDA and DCJS are charged with confirming or denying referrals of victims made to their agencies to allow access to services. Additionally, OTDA manages the New York State Response to Human Trafficking Program (RHTP). DCJS, in consultation with OTDA, must determine whether to confirm the referred person as a human trafficking victim (HTV) under statutory and regulatory guidelines. Once confirmed, victims are directed to either the LDSS or the RHTP service provider network. OTDA confirmation is confidential, and OTDA will only provide the number of confirmed victims, their age and gender. Some of the victims may be duplicative of reporting by other providers, but this is impossible to actually ascertain due to the confidentiality requirement.

[iv] The actual determination as to whether some youth are at-risk for exploitation, or have been exploited is significantly challenging. Many youth that are considered at-risk for exploitation may have actually been trafficked, but chose not to disclose that information, or even outright deny exploitation, despite a proliferation of indicators. Due to this nebulous range, a concrete determination is not always possible. Therefore, the data in this report captures both exploited youth and youth determined to be at-risk for exploitation. It should be noted that some youth may have been counted multiple times in street outreach. There is no means to determine whether or how frequently this occurred.

[v] GEMS provided psycho-educational groups, mentoring groups and individual counseling sessions at ACS' Children's Center and the Horizon and Crossroads Secure Detention Centers. These children are at the highest risk for exploitation, and often are trafficked, but do not disclose.

[vi] Some of the individual cases served by GEMS may have participated in a group provided by GEMS. Since identities are confidential, this cannot be definitively determined. Therefore some multiple counting may be possible.

[vii] Many of the youth worked with by the CSEC Counselors at the ACS Children's Center received multiple and/or extended sessions. Some youth received individual sessions, and also participated in groups.

[viii] Many youth are repeat contacts for street outreach and since youth rarely identify to Street Outreach workers, multiple counting is possible.

ⁱˣ In Calendar Year 2017, ACS allocated Safe Harbour funding for Summer Youth Employment Program (SYEP) slots specifically for sexually exploited and at-risk youth. Thirteen (13) youth completed the program, with 1,429.75 hours worked in total by all 13 youth.

ˣ Ninety four (94) of the undisclosed ages stemmed from ADVPO cases, in which OCTPP receives redacted information that is limited to the total number of children and their risk levels. Twenty nine (29) undisclosed ages resulted from GEMS' groups at the facilities, where in group participation is voluntary and disclosure is up to the youth, which similar to GEMS' individual casework for three youth who did not choose to disclose their ages. Four (4) age non disclosures were from The Door, which does not require youth to disclose their ages. Two (2) age non disclosures resulted from emails to the Child Trafficking Mailbox, which responds with additional information inquiries, but does ant always receive responses. Age disclosure is always encouraged, but never insisted upon so as not to negatively impact engagement with vulnerable youth.

ˣⁱ Ninety four (94) of the youth with undisclosed gender identity stemmed from ADVPO cases, in which OCTPP receives redacted information that is limited to the total number of children and their risk levels. Twelve (12) gender identity non disclosures were from The Door, which does not require youth to disclose their gender identity. Three (3) gender identity non disclosures were from Ali Forney center, which does not require gender identity disclosure. Gender identity disclosure is always encouraged, but never insisted upon so as not to negatively impact engagement with vulnerable youth.

ˣⁱⁱ Trauma bonding occurs due to an ongoing cycle of abuse during which intermittent punishment and reward develop a powerful emotional bond which is highly resistant to change. The lessons and punishments become more severe over time, and the victim's compliance increases to maintain the affection of the abuser.

ˣⁱⁱⁱ DYCD crisis shelters provide services to youth ages 16 – 20. Youth age out of services on their 21st birthday.

ˣⁱᵛ DYCD Transitional Independent Living (TIL) programs provide services to youth ages 16 – 20. Youth age out of services on their 21st birthday.

ˣᵛ Youth age out of DYCD drop in center services on their 24th birthday.