



# Case Management Practices Report

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## Introduction

Sexual exploitation and trafficking have become more common topics in the public sphere, but more keenly as areas of specialization for professionals in law enforcement, the courts, and victim services. But along with increased public awareness, there have also been jarring, sometimes hyperbolic, statements about the horrors and abuse suffered by victims. Far less is understood, however, about the actual harms suffered and the remedial services needed to support victims in recovery. From a criminal perspective, human trafficking has been referred to as a low-risk/high-reward crime for those who perpetrate it;<sup>1</sup> however, for the victims, they often pay very high costs in several areas of human flourishing. Survivors may have to contend with physical ailments, developmental and life skills deficits, complex trauma symptoms, relational impoverishment, legal challenges, financial problems, spiritual questioning and more.

Victims of sexual exploitation and trafficking often had underlying vulnerabilities that increased their risk for trafficking. Among these vulnerabilities: being a runaway minor, being in the foster care system, homelessness, having debt, being in poverty, substance abuse issues, undocumented immigration status, or limited English language skills.<sup>2</sup> Women and girls who are trafficked are often forced into prostitution or other forms of sexual enslavement, and this carries a myriad of traumas that must be treated. Some victims also face criminal proceedings that have resulted from actions they were forced to carry out as part of the trafficking experience. All of this leads to what the 2021 *Federal Human Trafficking Report*, calls poly-victimization, which includes primary traumas from the act of being trafficked, as well as resulting traumatic effects at the “physical, psychological, emotional, and financial level.”<sup>3</sup>

This accumulation of prior vulnerabilities, additional and recurring abuse, and resulting traumatic effects makes up the composite found in victims who are served by trafficking shelters. In a word, these agencies must attend to the totality of both needs and deficits that a survivor presents, which can place a strain on staff and resources. Physical safety is the preeminent response on the part of the agency, followed by housing, legal assistance, health screenings, education, life skills training, job training, and financial management. In addition to these needs, a study by the Department of Health and Human Services, states that “service providers report that *all* victims of trafficking have some type of mental health need”<sup>4</sup> which adds another layer of requisite care that must be met in the shelter environment. In 2018 the Institute for Shelter Care was asked by a U.S. Health and Human Services committee to frame the service needs of survivors. Through a cursory survey and interviews, we were able to identify over 150 unique services that were necessary to support adult female survivors of domestic sex trafficking. This current study sought to build on the findings in 2018 to better isolate the services that are most commonly offered by a shelter and its staff, versus those which are more commonly offered through community-based service providers—and, de facto, the services that are less often needed.

<sup>1</sup> Gould, H., “What Fuels Human Trafficking?” [www.unicefusa.org/stories/what-fuels-human-trafficking](http://www.unicefusa.org/stories/what-fuels-human-trafficking).

<sup>2</sup> Lane, et al., “2021 Federal Human Trafficking Report, Human Trafficking Institute (2022),” pg. 28

<sup>3</sup> Ibid., pg. 24

<sup>4</sup> Clawson, H. J. and Dutch, N., “Addressing the Needs of Victims of Human Trafficking: Challenges, Barriers, and Promising Practices,” <https://rhyclearinghouse.acf.hhs.gov>

The Institute for Shelter Care seeks to serve sexual exploitation/trafficking shelters by providing them with research that facilitates decision support and improvements to survivor care. We also seek to provide general knowledge to policymakers and the general public on the healing journey from sexual exploitation and trafficking. This study is designed to provide a summary of case management practices provided by the agencies engaged in the work of emergency, restorative, or transitional residential care for victims of sex trafficking. The goal of this report is to inform and equip a variety of sectors:

- Shelter operators so they can better align their internal services with those most common to this sector, as well as identify critical relationships with community-based service providers for external services;
- Regulatory agencies and governments who are seeking to determine “standards of practice” will be better informed; and
- Funding agencies and donors so they will have a better defense for the (often high) cost of care associated with trafficking victims.

## Methodology

In February 2023, the Institute for Shelter Care distributed a survey to 235 agencies that were identified as providing residential care to victims of sexual exploitation/trafficking. The agencies were identified based on their inclusion in the Institute for Shelter Care’s National Landscape Map, which represents agencies that are exclusive to trafficked persons. The Institute recognizes that across the nation there are hybrid shelter programs serving both trafficking victims and other forms of need such as homeless, drug addiction, etc., however, this survey sample included only those agencies that specialize in the exploited.

The invitation to participate was issued via email and respondents clicked through to the survey. A total of 59 responses were received which reflects 25% of the sexual exploitation/trafficking shelters in the United States. The survey took, on average, 13 minutes to complete and responses were anonymous.

The agencies who received a survey were asked to respond to an array of services arranged into eleven service domains. The services that the agencies were questioned about include the following (examples provided are not exhaustive):

1. **Legal services**—application for address confidentiality, application for HHS certification, coordination with immigration services, coordination with legal counsel or law enforcement on open and active cases, immigration services, payment of court fines or waivers, and transfer of court supervision (out-of-state parole/probation)
2. **Financial services**—basic budgeting, debt repayment plan, down payment or rent subsidy, enroll for bank account/credit card, financial literacy classes, and tax preparation
3. **Medical/Dental services**—birth control, COVID testing, dental care, immunizations, nutrition education, physical examination/primary care, referral to medical specialists, and psychological testing
4. **Mental Health services**—24-hour mental distress/support hotline, counseling/therapy, family counseling, intensive outpatient placement (IOP), mental health assessment, and psychiatric evaluation
5. **Academic services**—academic placement testing, application for scholarships, ESL classes, GED classes and testing, language interpretation, and secure academic tutors

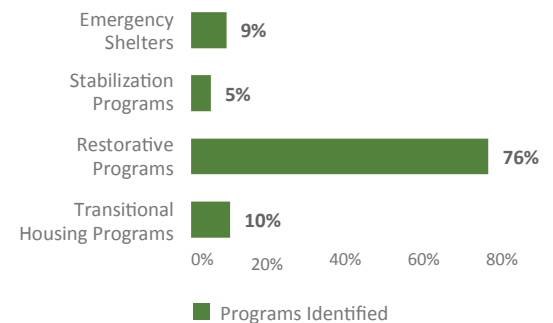
6. **Vocational services**—job search support, job training classes, letters of recommendation for employment, resume preparation, and worker’s rights education
7. **Relational/Social services**—anger management/codependency/conflict resolution and other relational classes, divorce/annulment, family reunification counseling, parenting classes, and social media account closure
8. **Housing services**—down payment/rent assistance, providing furnishings for independent living, and securing program placement or independent living
9. **Social services**—food stamps enrollment, medical assistance (medical care and prescription coverage), out-of-state benefits closure, SSI/SSDI, and WIC enrollment
10. **Spiritual services**—Bible study, Biblical/pastoral counseling, grief counseling, spiritual formation, and worship attendance
11. **Transportation services**—driver’s education, driver’s license, driving to/from appointments, and vehicle purchase program

## Program Types and Demographics Served

Human trafficking shelter programs operate along a continuum of care, depending on where the survivor is in terms of recovery. Along that continuum, different services are needed based on triage, level of acuity, survivor agency, and the community resources available. The Institute for Shelter Care uses the following strata to categorize the different types of shelters in this sector and included the number of responding agencies from each type.

- **Emergency shelter**—a residential program providing care for a few hours up to 30 days; usually in coordination with law enforcement, and offering a modest array of services (N = 5)
- **Stabilization program**—a residential program usually providing 3-6 months of care, finite case management services, and a goal to determine the survivor’s long-term course of action (N = 3)
- **Restorative program**—a residential program usually providing 12 months or more of long-term care and comprehensive case management, with the ultimate goal of social re-entry (N = 45)
- **Transitional housing**—a residential program providing independent housing without supervision, but with some level of case management support and accountability (N = 6)

### Types of Program



Consistent with the national shelter landscape database, the largest segment of the survey population was Restorative programs (76%); however, Transitional programs were more represented in this survey than anticipated (10%). That may be because over the past five years, Restorative programs have begun adding a Transitional component to their offerings, realizing that it often takes more than 12+ months for a survivor to stabilize, heal, and build a new life. Transitional programs associated with a Restorative program help to ensure a continuity of care and ongoing supports for survivors.

## Respondent Role

Of the individuals who responded to the survey, 19 were the Executive Director, 18 were the Program Director, 14 were the Case Manager/Social Worker, and 8 were from other miscellaneous roles including Director of Case Management, Director of Residential and Clinical Services, Outreach Director, Program Developer, and Trauma Specialist. The higher percentages in Program Director and Case Manager increased confidence in the data as those roles are often the closest to day-to-day service delivery and responsible for identifying and meeting survivor needs.

## Gender Served

Of the survey respondents 51 (86%) served only female survivors, while 8 (14%) served any gender. This ratio aligns with the majority of trafficked victims in North America. According to statistics from the United Nations Office on Drugs and Crime (UNODC), “61% of detected victims of trafficking in North America are women, and 21% are girls (18 and younger).”<sup>5</sup> Additionally, 73% of all detected victims in the North American subregion are trafficked for some form of sexual exploitation<sup>6</sup> and the victims of sex crimes are disproportionately female. There were no shelters in this sample that serve exclusively males, however, according to the Institute for Shelter Care’s 2023 data, there are 43 agencies nationally that accept boys/men. It should be repeated that of this sample, 14% reported serving both females and males.

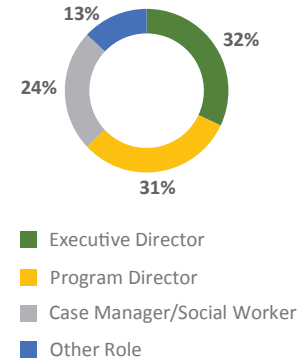
## Age Served

Of the responding agencies,

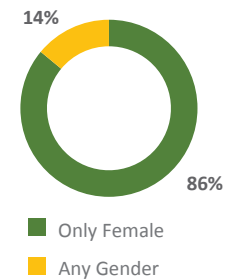
- 9 (15%) served younger minors (14 and younger),
- 11 (19%) served older minors (15—17),
- 29 (49%) served younger adults (18—21),
- 50 (85%) served adults, and
- 14 (24%) served adults with children.<sup>7</sup>

The significance of understanding the age strata is that certain services either concentrate in, or might be disallowed for, particular age groups. For example, drivers’ education, college application, and credit history reporting would not be needed for survivors under a particular age.

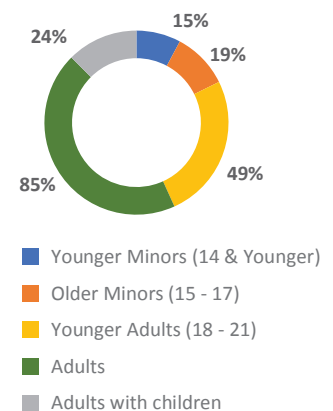
### Respondent Role



### Gender Served



### Age Served



<sup>5</sup> UNODC, “Global Report on Trafficking in Persons 2022,” p.97.

<sup>6</sup> Ibid., p. 98.

<sup>7</sup> The percentages presented add up to a number greater than 100% due to some agencies providing care for multiple age groups.

## Survey Results

Options were presented by service domain. For each, agencies were asked if they provided the service, and if so, was it provided internally or externally, to all residents or as-needed. The charts below present the findings with the highest response rates noted in bold. It is critical for the reader to understand that this survey merely reports on what services shelter programs make available for survivors. Percentages in any area should not be read as inferring how often those services are requested or fulfilled.

### Legal Services

Which of the following LEGAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Accompany survivors to court proceedings	17.24%	<b>72.41%</b>	1.72%	8.62%	0.00%	58
Application for address confidentiality	<b>32.76%</b>	29.31%	1.72%	18.97%	17.24%	58
Application for crime victims' compensation	13.79%	<b>36.21%</b>	1.72%	29.31%	18.97%	58
Application for HHS certification	5.56%	22.22%	1.85%	<b>35.19%</b>	<b>35.19%</b>	54
Background or case search	20.00%	30.91%	3.64%	30.91%	14.55%	55
Coordinate with immigration services	0.00%	<b>60.00%</b>	0.00%	20.00%	20.00%	5
Coordinate with legal counsel or law enforcement on open and active cases	8.62%	<b>58.62%</b>	1.72%	27.59%	3.45%	58
Emancipation (minors)	1.75%	5.26%	0.00%	21.05%	<b>71.93%</b>	57
Family law: custody, divorce, alimony	0.00%	13.79%	1.72%	<b>55.17%</b>	29.31%	58
Identification (birth certificate, Social Security card, certified driving record, photo ID, divorce decree, marriage certificate)	32.76%	<b>37.93%</b>	10.34%	15.52%	3.45%	58
Immigration services	1.72%	12.07%	5.17%	<b>51.72%</b>	29.31%	58
Legal protections (e.g., T-visa, U-visa, Continued Presence)	1.72%	8.62%	3.45%	<b>56.90%</b>	29.31%	58
Parole/Probation Officer reporting	5.08%	<b>57.63%</b>	1.69%	25.42%	10.17%	59
Passport application	1.72%	<b>39.66%</b>	0.00%	25.86%	32.76%	58
Payment of court fines or waivers	5.17%	<b>41.38%</b>	1.72%	24.14%	27.59%	58
Protection from Abuse/Restraining orders	5.17%	36.21%	1.72%	<b>41.38%</b>	15.52%	58
Record expungement, sealed records, etc.	0.00%	18.97%	3.45%	<b>55.17%</b>	22.41%	58
Research legal avenues for contesting bills	1.72%	<b>36.21%</b>	1.72%	25.86%	34.48%	58
Transfer of court supervision (out of state parole/probation)	1.75%	26.32%	1.75%	29.82%	<b>40.35%</b>	57
Victim's restitution	3.57%	16.07%	1.79%	<b>51.79%</b>	26.79%	56
Witness preparation	5.17%	20.69%	3.45%	<b>48.28%</b>	22.41%	58

### Legal Services Offered Internally

In this service domain, 10 (48%) are provided internally to each resident consistently, with 9 of those provided on an as-needed basis. The highest percentage of responses was for *accompany survivors to court proceedings*, which was provided by 72.41% of agencies. Not surprisingly, securing legal identification documents ranked highly (70.69%) as a service delivered either for each resident or as-needed by most agencies. Legal identification is often a precursor to survivors obtaining other services.

Pursuing victim restitution was reported as a lesser service internally. This may be due to shelter staff being less familiar with what restitutions are available and how to apply for those on the victim's behalf. An important consideration for shelters is that staff—specifically those at the Case Manager level—are responsible for brokering a wide range of legal services and should be properly trained and resourced to meet those needs. A survivor's legal issues do not appear to be a detriment to placement, however. In the Institute for Shelter Care's 2022 "Referrals and Intakes" report, "legal challenges were among the least consequential to placement."<sup>8</sup> Given that in most instances, 60% and over of the legal services were provided either internally or externally, it is evident that agencies are presently able to meet the potential legal needs of survivors.

As perhaps a minor point, it was interesting to see *background or case search* to be equally offered internally as externally. That balance may be attributed to the extent that the agency needs detailed legal information, or the extent to which it is readily available. For example, it may be straight-forward for a shelter to search for any criminal offenses against an individual within their own state, but much more challenging (and hence require external support) to identify criminal offenses that may have been incurred in other states.

### Legal Services Offered Externally

There were 8 services that had a majority provided externally to residents, and all 8 were provided on an as-needed basis. The highest percentage of responses in the external provision area was *legal protections (T-visa, U-visa, Continued Presence)* at 56.9%. Additionally, there were 2 services that had an outright majority of responses of "do not offer," and these areas were *emancipation of minors* and *transfer of court supervision*. It is likely that *emancipation of minors* received a high response rate of "do not offer" due to the fact that only 15% of agencies indicated that they work with minors, and those agencies who do serve minors often have their survivors referred to them from their state government agencies (CPS, Children & Family Services, etc.), and those custodial agencies would oversee any emancipation process.

It is also worth noting how infrequently immigration-based services were noted such as *application for HHS certification*. This may be attributed to the fact that most shelters are equipped to serve domestic citizens and foreign-born victims are often channeled to other types of agencies that historically specialize in immigrant/refugee populations. With the considerable changes happening at our borders, however, we should anticipate that this service area will increase over the next few years.

Another potential service for growth in the provision of legal services is in the area of record expungement and sealing of records. Presently, respondents indicated that 55.17% provide this service externally—as-needed, and 22.41% don't provide the service at all. According to the Center for American Progress, "nine in ten employers, four in five landlords, and three in five colleges and universities now use background checks to screen out applicants with criminal records. Often called 'collateral consequences,' the resulting barriers to employment, housing, education, and other basics put economic stability, let alone upward mobility out of reach."<sup>9</sup> Given that some survivors have a criminal record as a result of activities associated with being trafficked, pursuing this service—either internally, or at a higher rate with external partners—will benefit survivors.

<sup>8</sup> Longo, C. and Allert, J., "Referrals and Intake Report." Institute for Shelter Care, pg. 6.

<sup>9</sup> Vallas, R., Dietrich, S., Avery, B., "A Criminal Record Shouldn't be a Life Sentence to Poverty." Center for American Progress, <https://www.americanprogress.org/article/criminal-record-shouldnt-life-sentence-poverty-2/>

## Financial Services

Which of the following FINANCIAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Basic budgeting	67.80%	23.73%	0.00%	0.00%	8.47%	59
Contact creditors, IRS, other financial agencies regarding bills, tax returns, payment plans, etc.	20.69%	50.00%	3.45%	8.62%	17.24%	58
Credit reporting; consumer credit services	15.52%	37.93%	5.17%	15.52%	25.86%	58
Debt repayment plan	5.17%	37.93%	1.72%	31.03%	24.14%	58
Down payment or rent subsidy	8.62%	29.31%	3.45%	25.86%	32.76%	58
Enroll for bank account/credit card	25.86%	46.55%	6.90%	13.79%	6.90%	58
Financial literacy classes	67.24%	20.69%	0.00%	5.17%	6.90%	58
Identity theft application	5.17%	48.28%	1.72%	18.97%	25.86%	58
Microloans	1.72%	15.52%	1.72%	20.69%	60.34%	58
Tax preparation	10.17%	27.12%	5.08%	42.37%	15.25%	59

### Financial Services Offered Internally

Agencies were offered 10 options for various services related to a survivor's personal finances. Of the 10, 7 (70%) have a majority being provided internally, either for each resident or on an as-needed basis. The highest percentage of responses was for *basic budgeting*, which was provided by 67.8% of agencies. The second highest percentage of responses was similar in nature, *financial literacy classes*, which was provided by 67.24% of agencies. This area of services has a potential to have a high impact on clients. According to a report by the Consumer Financial Protection Bureau, "too many survivors of human trafficking find their financial lives in tatters with few places to turn to for help."<sup>10</sup> Many clients will need education about how to clear negative records related to their time as a victim from their credit report. Not only do traffickers attempt to destroy their victims' lives through physical and psychological violence, they also burden them with criminal convictions, and destroy their finances, knowing that "after destroying their victims' credit history and racking up charges in their names, traffickers know their victims will be unable to find affordable housing, become employed, or access credit on fair terms for purchases such as buying a car."<sup>11</sup> Further education in this area can help clients to avoid victimization in the future due to a negative financial situation.

### Financial Services Offered Externally

There was only 1 service that was provided externally: *tax preparation*. Two services had a majority of responses as "Do not offer:" *down payment or rent subsidy* and *microloans*. Given that most shelter agencies struggle to raise public funds for general operations, it's likely that there are not surplus funds to offer this additional level of financial support. However, *down-payment or rent subsidy* could be an area for growth. As restorative programs are adding a transitional housing phase, providing assistance with a down payment or rent could help to successfully transition survivors into independent living with more successful outcomes. This could definitely be an area that shelters looking to add a transitional phase to their services would want to explore in the future.

<sup>10</sup> "CFPB Helps Survivors Mitigate the Financial Consequences of Human Trafficking," June 23, 2022, <https://consumerfinance.gov/about-us/newsroom/cfpb-helps-survivors-mitigate-the-financial-consequences-of-human-trafficking>.

<sup>11</sup> "CFPB Helps Survivors Mitigate the Financial Consequences of Human Trafficking," June 23, 2022 report



## Medical/Dental Services

Which of the following MEDICAL/DENTAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Birth control	1.72%	10.34%	6.90%	<b>72.41%</b>	8.62%	58
Cosmetic dentistry/dentures	3.39%	6.78%	6.78%	<b>66.10%</b>	16.95%	59
COVID testing	32.20%	<b>42.37%</b>	3.39%	22.03%	0.00%	59
Dental care	10.17%	10.17%	<b>44.07%</b>	32.20%	3.39%	59
Drug/alcohol testing	<b>48.28%</b>	29.31%	5.17%	10.34%	6.90%	58
Immunizations	6.78%	1.69%	18.64%	<b>66.10%</b>	6.78%	59
Nutrition education	<b>55.93%</b>	15.25%	6.78%	16.95%	5.08%	59
Physical examination/primary care	8.47%	3.39%	<b>49.15%</b>	37.29%	1.69%	59
Prenatal care	3.45%	1.72%	6.90%	<b>48.28%</b>	39.66%	58
Prescription assistance	<b>27.12%</b>	23.73%	23.73%	23.73%	1.69%	59
Psychological testing	13.56%	8.47%	20.34%	<b>50.85%</b>	6.78%	59
Referral to medical specialists	6.78%	13.56%	16.95%	<b>59.32%</b>	3.39%	59
Routine exams: GYN/mammogram	8.47%	3.39%	35.59%	<b>47.46%</b>	5.08%	59
Smoking cessation supports	8.47%	27.12%	6.78%	<b>44.07%</b>	13.56%	59
Specialty care (e.g. optometry, podiatry, dermatology)	3.39%	3.39%	11.86%	<b>77.97%</b>	3.39%	59
STD testing	5.08%	6.78%	33.90%	<b>52.54%</b>	1.69%	59
Tattoo/scar removal or coverup	3.45%	3.45%	6.90%	<b>67.24%</b>	18.97%	58
Vision care/glasses	5.08%	6.78%	30.51%	<b>55.93%</b>	1.69%	59

### Medical/Dental Services Offered Internally

As expected, few medical/dental services are offered internally by shelter staff. The burden of responsibility for the shelter is primarily to (1) assist the survivor in making informed decisions about his/her own health, and (2) secure qualified providers to meet those needs. The few exceptions are that most agencies are equipped to conduct drug and alcohol testing, often with consumer-level screening kits, and to offer nutrition education.

### Medical/Dental Services Offered Externally

The survey offered 19 options related to medical/dental services. Of the services provided, 14 (74%) have a majority being provided externally, and of those, most are provided on an as-needed basis. The highest percentage of services provided externally was *specialty care (e.g., optometry, podiatry, or dermatology)* at 77.97%. Two services had a majority provided externally—for each resident: *dental care* at 44.07% and *physical examination/primary care* at 49.15%. The rate for *physical examination/primary care* seems low at 49.15%, but when this response rate is combined with the response rate for externally—as needed, 86.4% of agencies are captured. This high response rate is expected because according to one study, “up to 80% of current victims visit a health care provider”<sup>12</sup> and perhaps “over 60% of trafficked persons will present at some point during their exploitation to an emergency depart-

<sup>12</sup> Camak, D.J., (February 25, 2021), “Recognizing and Addressing the Needs of Sex Trafficking Victims” *OJIN: The Online Journal of Issues in Nursing*, Vol. 27, No. 2. <https://ojin.nursingworld.org/table-of-contents/volume-27-2022/number-2-may-2022/articles-on-previously-published-topics/recognizing-and-addressing-the-needs-of-sex-trafficking-victims/>

ment.”<sup>13</sup> When these individuals do visit a health care provider, some will present with serious health problems, among them are sexually transmitted diseases, pregnancy, infertility, malnourishment, and serious infections like tuberculosis.<sup>14</sup> With so many shelters engaging external health-care organizations to provide medical services to clients, there seems to be an opportunity for a synergistic relationship where the shelter is able to provide education to health care providers on how to identify trafficking victims. This might also help to identify trafficking victims earlier.

## Mental Health Services

Which of the following MENTAL HEALTH SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
24-hour mental distress/support hotline	27.12%	8.47%	15.25%	16.95%	32.20%	59
Alternative therapies (equine, drama, art, etc.)	47.46%	11.86%	16.95%	16.95%	6.78%	59
Counseling/therapy	59.32%	11.86%	20.34%	6.78%	1.69%	59
Family counseling	11.86%	16.95%	3.39%	45.76%	22.03%	59
Intensive Outpatient Placement (IOP)	11.86%	3.39%	5.08%	50.85%	28.81%	59
Medical management/step-down regime	6.78%	11.86%	13.56%	44.07%	23.73%	59
Medication re-assessment and management	10.34%	12.07%	20.69%	48.28%	8.62%	58
Mental health assessment	37.29%	10.17%	23.73%	25.42%	3.39%	59
Psychiatric evaluation	11.86%	5.08%	30.51%	45.76%	6.78%	59
Substance abuse treatment/counseling	22.41%	3.45%	20.69%	48.28%	5.17%	58

It has been the observation of many seasoned shelter leaders that survivors enter their programs with diagnostic labels that were either determined in childhood or under duress and often warrant an updated assessment. It is therefore important to ensure that these diagnoses are reassessed for currency. Agencies provide *psychiatric evaluations* 45.76% of the time on an external—as-needed basis. Additionally, *mental health assessments* are provided internally—for each resident 37.29% of the time. The provision of these two services is important in meeting the mental health needs of survivors, particularly since many present with some type of mental health need.

### Mental Health Services Offered Internally

Three services were provided internally—for each resident, and the highest percentage was *counseling/therapy*, with 59.32% of agencies providing this service to each resident. While the provision of *mental health assessment* at 37.29% internally—to each resident seemed low, when this percentage is combined with the percentages for the internally—as needed, externally—for each resident, and externally—as needed, the total percentage of agencies providing *mental health assessment* in some format is 96.61%. This important service for clients is being provided through a variety of modalities. *Alternative therapies (equine, drama, art, etc.)* are being provided at 47.46%, and this was not surprising given that these can be very accessible and easily-resourced therapies, and agencies are not required to have a certified therapist in these modalities in order to realize these services as therapeutically valuable.

<sup>13</sup> Stoklosa, H., and Beals, L., “Human Trafficking in the ED—What You Need to Know.” Academic Life in Emergency website, [www.aliem.com](http://www.aliem.com)

<sup>14</sup> “Resources: Common Health Issues Seen in Victims of Human Trafficking,” Department of Health and Human Services website, [acf.hhs.gov/sites/default/files/documents/orr/health-problems\\_seen\\_in\\_Traffick\\_victims.pdf](https://www.hhs.gov/sites/default/files/documents/orr/health-problems_seen_in_Traffick_victims.pdf)

### Mental Health Services Offered Externally

Of the services provided by agencies, 6 (66.7%) were provided to clients externally—as-needed. The highest percentage of mental health services provided externally was *Intensive Outpatient Placement* with 50.85% of agencies providing this service on an as-needed basis. Another important area of care was *substance abuse treatment/counseling*. It was reported at a rate of 48.28% externally—as-needed, but when combined with all other methods of provision, 94.83% of agencies indicated that they provide this service. This is consistent with several studies indicating a high correlation between substance use and sexual exploitation. A 2012 study of survivors of sex trafficking found that 84.3% “used alcohol, drugs, or both during their captivity and more than a quarter (27.9%) said that forced substance use was part of their trafficking experience.”<sup>15</sup>

### Academic Services

Which of the following ACADEMIC SERVICES do you offer internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Academic placement testing, as needed	16.95%	11.86%	6.78%	<b>49.15%</b>	15.25%	59
Application for scholarships	8.47%	<b>47.46%</b>	1.69%	27.12%	15.25%	59
College application and course enrollment	8.47%	<b>50.85%</b>	1.69%	28.81%	10.17%	59
Computer/laptop purchase	15.25%	30.51%	1.69%	20.34%	<b>32.20%</b>	59
ESL classes	1.75%	14.04%	3.51%	<b>45.61%</b>	35.09%	57
FAFSA applications/request transcript(s)	6.90%	<b>58.62%</b>	1.72%	17.24%	15.52%	58
GED classes and testing	6.78%	18.64%	10.17%	<b>54.24%</b>	10.17%	59
Independent student verification	7.02%	7.02%	0.00%	42.11%	<b>43.86%</b>	57
Individual Education Plan	18.97%	12.07%	3.45%	<b>36.21%</b>	29.31%	58
Language interpretation	1.72%	20.69%	3.45%	32.76%	<b>41.38%</b>	58
Research school-based disability services	3.51%	<b>38.60%</b>	1.75%	22.81%	33.33%	57
Secure academic tutors	5.17%	<b>48.28%</b>	5.17%	24.14%	17.24%	58

### Academic Services Offered Internally

According to the survey results, 9 (75%) of the academic services are provided on an as-needed basis, and these were split almost evenly between being provided internally (5) and externally (4). The highest percentage of academic services provided internally was *FAFSA applications/request transcript(s)* at 58.62%, which was also the highest rate of provision for this service area.

### Academic Services Offered Externally

The highest percentage of academic services provided externally—as needed was *GED classes and testing* at 54.24%, which was the second highest rate of provision in this area. There are three areas that had a majority of responses being “do not offer,” and they are *computer/laptop purchase* (32.2%), *independent student verification* (43.86%), and *language interpretation* (41.38%).

<sup>15</sup> Lederer, L. J., and Wetzel, C. A., “The Health Consequences of Sex Trafficking and Their Implications for Identifying Victims in Healthcare Facilities.” *Annals of Health Law*, Vol. 23, 2014. *International Centre for Missing and Exploited Children*, [www.icmec.org](http://www.icmec.org).

## Vocational Services

Which of the following VOCATIONAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Job search support	38.98%	38.98%	5.08%	6.78%	10.17%	59
Job training classes	28.81%	18.64%	8.47%	30.51%	13.56%	59
Jobs (on-site)	20.34%	16.95%	5.08%	16.95%	40.68%	59
Letters of recommendation for employment	22.03%	62.71%	1.69%	5.08%	8.47%	59
Resume preparation	38.98%	49.15%	1.69%	5.08%	5.08%	59
Wardrobe assistance	52.63%	31.58%	3.51%	7.02%	5.26%	57
Worker's rights education	22.41%	27.59%	5.17%	22.41%	22.41%	58
Workplace etiquette	44.07%	33.90%	3.39%	10.17%	8.47%	59

### Vocational Services Offered Internally

Combining the services provided internally and externally, vocational services ranked high as an area where shelters are dedicating internal resources. All but two of the options were offered internally. This shows the importance shelters place on helping survivors become economically independent and less likely to be revictimized based on financial need. Only on-site jobs were offered less often or not at all.

While the survey respondents deal primarily with sex trafficking victims, for agencies that work with labor trafficked individuals, particularly men, *workers' rights education* might be a growth area for service provision. According to the 2021 Federal Human Trafficking Report, 36% of the 449 victims in the new cases filed in 2021 were victims of forced labor.<sup>16</sup> Even though this is not the majority of trafficking cases, this is an area of concern, and most men who are trafficked face this threat. Education in workers' rights might help survivors not to fall back into situations where they could be re-exploited.

## Relational/Social Services

Which of the following RELATIONAL/SOCIAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Anger management/codependency/conflict resolution and other relational classes	57.63%	22.03%	3.39%	10.17%	6.78%	59
Cell phone—purchase and/or plan payment	20.69%	31.03%	1.72%	10.34%	36.21%	58
Community based volunteering	37.74%	22.64%	5.66%	22.64%	11.32%	53
Custody/adoption support	0.00%	0.00%	0.00%	80.00%	20.00%	5
Divorce/annulment	0.00%	0.00%	0.00%	100.00%	0.00%	5
Family reunification counseling	12.07%	20.69%	3.45%	44.83%	18.97%	58
Hobbies/creative outlets	82.76%	10.34%	1.72%	1.72%	3.45%	58
Liaison with Dept of Social Services	32.76%	29.31%	1.72%	22.41%	13.79%	58
Parenting classes	13.56%	27.12%	3.39%	44.07%	11.86%	59
Protective order	3.39%	20.34%	3.39%	59.32%	13.56%	59
Set up community-based volunteering	20.00%	0.00%	20.00%	60.00%	0.00%	5
Social Media account closure	15.09%	52.83%	1.89%	7.55%	22.64%	53

<sup>16</sup> Lane, et al., "2021 Federal Human Trafficking Report," pg. 24.

In relational/social services, the survey covered 12 options. The highest response rate was to *hobbies/creative outlets*, with 82.76% of the 59 respondents providing this service for all residents. Again, these are services that are easily accessible and can be resourced through staff and volunteers which makes them more common. In addition to *hobbies/creative outlets*, 3 other services had a majority as provided internally—for each resident. They were *anger management/codependency/conflict resolution and other relational classes*, *community-based volunteering*, and *liaison with Department of Social Services*. *Social media account closure*, important to those seeking to make a break with their past life, was provided by 52.83% of agencies internally—as-needed, and only *cell phone—purchase and/or plan repayment* and was not offered. *Divorce/annulment* reported at 100%, and *custody/adoption support* was offered at 80%, but only 5 agencies responded to providing these services, so it would seem statistically insignificant.

Given the service population in this survey—and among shelters in general—it is not surprising that *family reunification* and *parenting classes* were offered only as-needed and by external providers. Most of the respondents herein serve adult females (and not with children in their custody) which would render those services less necessary.

## Housing Services

Which of the following HOUSING SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Providing furnishings for independent living	10.34%	43.10%	6.90%	18.97%	20.69%	58
Securing program placement or independent living	31.03%	43.10%	3.45%	13.79%	8.62%	58
Down payment/rent assistance	12.07%	31.03%	3.45%	18.97%	34.48%	58

Fewer options were offered for housing services because residential care programs are covering the survivors' housing needs. However, it was not surprising to see *securing placement or independent living* at 74.13% when both internal options are combined. This is significant because the majority of these respondents are long-term restorative shelter programs where “graduating” (or achieving housing independence) is the goal. Down payment assistance received a majority of “do not offer,” at 34.48%.

## Social Services

Which of the following SOCIAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Food stamps enrollment	38.98%	25.42%	8.47%	11.86%	15.25%	59
Medical assistance (medical care and prescription coverage)	40.68%	30.51%	15.25%	10.17%	3.39%	59
Out-of-state benefits closure	15.52%	37.93%	3.45%	20.69%	22.41%	58
SSI/SSDI	13.79%	44.83%	10.34%	22.41%	8.62%	58
WIC enrollment	13.79%	27.59%	5.17%	8.62%	44.83%	58

Under social services, there were 5 services about which agencies were polled. Of those, 4 were provided internally, with 2 being provided for each resident and 2 being provided as needed. Combined, SSI/SSDI was provided internally by 58.62% of agencies, 71.19% of agencies provided *medical assistance (medical care and prescription coverage)*, and 64.4% provided *food stamps enrollment*. These are all services common to and consistent with effective case management. There was only 1 area that had a majority of “do not offer,” and this was WIC enrollment at 44.83%. Given the low provision of services of clients with children, this makes sense.

## Spiritual Services

Which of the following SPIRITUAL SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Bible study	62.71%	11.86%	1.69%	13.56%	10.17%	59
Biblical/pastoral counseling	34.48%	18.97%	6.90%	25.86%	13.79%	58
Community/small group affiliation	36.21%	6.90%	18.97%	27.59%	10.34%	58
Grief counseling	19.30%	29.82%	7.02%	35.09%	8.77%	57
Spiritual director	32.76%	12.07%	5.17%	31.03%	18.97%	58
Spiritual formation	43.10%	12.07%	5.17%	22.41%	17.24%	58
Worship attendance	42.37%	6.78%	15.25%	28.81%	6.78%	59

### Spiritual Services Offered Internally

In the spiritual services area, most (85.7%) of the services were provided internally—for each resident and we find that with faith-based shelters being approximately half of the shelter landscape, faith-infused programming is naturally integrated into how services are rendered. The most common service offered was *bible study* at 62.71%. In the Institute’s other studies, we have learned that the denominational majority in shelter care is Evangelical Christian, where biblical literacy is a high value.

### Spiritual Services Offered Externally

There was only 1 area that had a majority being provided externally—as-needed, and it was Grief counseling at 35.09%. This may be due to some agencies interpreting grief counseling as a mental health concern, and less a spiritual concern.

## Transportation Services

Which of the following TRANSPORTATION SERVICES do you provide internally or externally and how often?	Internally - for each resident	Internally - as needed	Externally - for each resident	Externally - as needed	Do not offer	Total
Accruing driving hours for driver’s test	5.17%	32.76%	1.72%	22.41%	37.93%	58
Driver’s education	5.08%	25.42%	3.39%	40.68%	25.42%	59
Driver’s license	8.47%	40.68%	6.78%	30.51%	13.56%	59
Driving to/from appointments	61.02%	27.12%	0.00%	0.00%	11.86%	59
Learning the bus system/securing bus passes	25.42%	45.76%	0.00%	1.69%	27.12%	59
Vehicle purchase program	5.08%	18.64%	6.78%	20.34%	49.15%	59

Not surprisingly, *driving to/from appointments* received 61.02%, which was the highest percentage for this service area. *Accruing driving hours* and *vehicle purchase* received a majority of “do not offer” responses which aligns well with the high percentage of *driving to/from* response. Most shelter programs, particularly those in the Emergency, Stabilization, and Restorative stages of care, do not allow residents to possess personal vehicles. That is often one of the hallmarks of accomplishments for Transitional programs. We might infer from the data that several of the Restorative programs offer driver’s education and license “as-needed” as part of the survivor’s preparation for that next level of independence.

## Summary of Most Common Services

The majority of agencies provide services externally on an as-needed basis. This is particularly the case for services that are specialized and expensive, for instance legal assistance, mental health, and medical care. Services that can be provided by a social worker, case manager, or a pastor are more likely to be provided internally. On the whole, agencies are providing a holistic range of services to survivors with only 13% of all options presented receiving a majority of “do not offer.” There are potential areas for growth, but it seems the balance of services offered meet the needs of most survivors.

### Top Services Offered

Service	%
Hobbies/creative outlets	93.10%
Basic budgeting	91.53%
Accompany survivors to court proceedings	89.66%
Driving to/from appointments	88.14%
Resume preparation	88.14%
Financial literacy classes	87.93%
Letters of recommendation for employment	84.75%
Wardrobe assistance	84.21%
Anger management/codependency/conflict resolution and other relational classes	79.66%
Job search support	77.97%
Workplace etiquette	77.97%
Drug/alcohol testing	77.59%
Bible study	74.58%
COVID testing	74.58%
Securing program placement or independent living	74.14%

### Services Most Often Offered Internally

As one might expect, the services offered most often and within the resources of the shelter, are those that cluster around activities of daily living and personal enrichment. They are services that can be offered by a lay person where the most significant investment is time. As one will note from the results above, the top three services offered internally are *hobbies/creative outlets* (93.1%), *basic budgeting* (91.53%), and *accompany survivors to court proceedings* (89.66%). None of these services require any specialized knowledge, and they can be performed by volunteers who have gone through a modicum of training to make them knowledgeable in basic ways to relate to survivors of sex trafficking. These services also suggest that shelters need to develop a “deep bench” of personnel who can fill these various service roles.

Based on the Institute for Shelter Care’s study on Staffing Challenges (2022), the average shelter program has 11 full-time staff, 5 part-time staff, and an average of 21 regular volunteers. This is consistent with 2017 National Practices Survey Report, which found that agencies utilized an average of 24.5 volunteers. Anecdotally, we know that shelters often utilize part-time and volunteer staff to be able to offer many of these life skills and personal growth activities. The greatest

areas of concern related to this area are two-fold: there needs to be an investment to train volunteers in proper protocols for working with survivors of sex trafficking, and as the number of volunteers grows, it may become necessary to hire a volunteer coordinator. This will require budgetary resources that smaller shelters may not possess.

### Services Most Often Offered Externally

Most Offered Services	%
Specialty care (e.g., optometry, podiatry, dermatology)	89.83%
Physical examination/primary care	86.44%
STD testing	86.44%
Vision care/glasses	86.44%
Immunizations	84.75%
Routine exams: GYN/mammogram	83.05%
Custody/adoption support	80.00%
Set up community-based volunteering	80.00%
Birth control	79.31%
Dental care	76.27%
Psychiatric evaluation	76.27%
Referral to medical specialists	76.27%
Tattoo/scar removal or coverup	74.14%
Cosmetic dentistry/dentures	72.88%
Psychological testing	71.19%

Not surprisingly, the services most likely to be provided outside of the shelter (by community service partners) were those that required some specialization or licensure. From the chart above, it can be seen that the top four services offered externally were *specialty care* (89.83%), *physical examination/primary care* (86.44%), *STD testing* (86.44%), and *vision-care/glasses* (86.44%). Each of these services requires advanced training in a clinical field to perform. Additionally, all but two in the top 15, *custody/adoption support* and *set up community-based volunteering*, were medical/dental or mental health in nature.

The provision of these services requires seeking partners in the community to provide these services. However, it is worth noting that agencies need to form relationships with more than just general practitioners; they also need to have resources for specialized areas of care. This suggests to new or start-up shelters that they need to be intentional about cultivating a wide network of service provider relationships should any of these specialized needs arise. Another area of concern for new or start-up shelters is how they will fund these specialized services. The cost of some of these services can run high without health insurance. Shelters will need to prioritize assisting survivors in applying for social services or developing funding streams to help pay for the cost of these services.



### Services Least Often or Not Offered

Least Offered Services	%
Emancipation (minors)	71.93%
Microloans	60.34%
Vehicle purchase program	49.15%
WIC enrollment	44.83%
Independent student verification	43.86%
Language interpretation	41.38%
Jobs (on-site)	40.68%
Transfer of court supervision (out of state parole/probation)	40.35%
Prenatal care	39.66%
Accruing driving hours for driver's test	37.93%
Cell phone—purchase and/or plan payment	36.21%
Application for HHS certification	35.19%
ESL classes	35.09%
Down payment/rent assistance	34.48%
Research legal avenues for contesting bills	34.48%

The services least offered by this sample of shelters had less harmony than the most offered services.

They included services such as *research legal avenues for contesting bills* to *language interpretation*. The top three services least often or not offered were *emancipation* (71.93%), *microloans* (60.34%), and *vehicle purchase program* (49.15%). These services are cost-prohibitive to the shelter to provide, and in the instance of Emancipation, WIC enrollment, and prenatal care, may fall beyond the mission of the organizations participating in the survey as they do not work with minors or adults with children.

## Conclusion

As established shelters utilize the findings in this report to reevaluate the services that they offer, and as start-up shelters use this report to investigate the breadth of services that they might need to offer, the major point to consider is cost. What services can be offered efficiently through the use of volunteers, which services will need to be contracted with external professionals for provision, and what services can be jettisoned altogether as budgets are tightened? In the Institute for Shelter Care's 2022 Sources of Funding Report, it was discovered that the average bed capacity of shelters was 17, and the average annual budget for shelters was \$1,063,084. The funding for shelters was met through a mixture of federal, state, foundation, and church funding combined with individual charitable donations, event-based fundraising, and social enterprises. If one were to imagine that a large portion of an average budget would be dedicated to maintenance of the shelter's facility, and that another large portion of the budget would be allocated to staff salaries, even larger shelters would soon find that choices would have to be made as to the allocation of money for the provision of services. It is the Institute's hope that this study will serve to focus attention on how services are being provided across the shelter landscape, and in so doing, to help shelters to give thought to how they tailor their offerings to meet their clients' needs while partnering with external agencies to serve survivors with compassion and excellence.