

Prop 47 Grant Program

Local Evaluation Plan

Submitted by:

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Project Background

The Stanislaus County District Attorney's (SCDA)'s Commercial Sex and Exploitation Diversion (CSED) Program is a jail diversion program that focuses on reducing risk factors for continued participation in the sex trade by addressing barriers to accessing and engaging in services while building resilience and healthy coping skills through effective client-centered case management. Prostitution and sex-trafficking are highly prevalent and under-addressed issues in Stanislaus County¹. The following data from 2023 and 2024 was pulled from a police database by the Stanislaus County Sheriff's Office, provided by Sergeant Osmonson, regarding two cities in Stanislaus County²:

2023

Modesto – 94,175 Ads, 23,515 Profiles

Turlock – 2,538 Ads, 1,015 Profiles

2024

Modesto – 41,130 Ads, 11,247 Profiles

Turlock – 4,688 Ads, 2,214 Profiles

Although the numbers above reflect high sex trade activity, law enforcement response is low, likely due to a “catch and release” approach for this type of crime, as law enforcement realizes that most of this population are victims. People who are being trafficked or engaging in prostitution may generally not have 647(B)(1) PC, prostitution, on their record, but they do tend to be suffering from mental

¹ Prop 47 Cohort 4 Stanislaus DA Submission, June 2024

² Email communication, Sergeant Osmonson, Stanislaus County Sheriff's Office, February 2025
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health or substance use disorders, which lead to other charges on their record. Although we know these things to be true, there is a gap in providing people involved in prostitution or being trafficked with appropriate community services. SCDA is partnering with community-based organization (CBO) Without Permission, law enforcement, and other partner agencies to implement the CSED program, which is trauma-informed and evidence-based³.

Without Permission (WP) was established in 2010 as a non-profit organization in the Central Valley with a goal of ending sex trafficking. WP has had two long standing areas of work, prevention and restoration. Prevention focuses on the motto “knowledge is power” and this team does trainings in Town Halls, schools, public safety days, etc. that consist of tactics of traffickers and flags of victims, trauma-informed care, and social media safety. Restoration focuses on shelter, criminal justice, education, health, personal care, and more for sex-trafficking victims and people who are at-risk of being trafficked. The newest WP department is the Justice Department, where the CSED program shines as a collaboration with law enforcement and social service agencies.

CSED is a 10-week total program that is 10 weeks of Ending the Game and Seeking Safety curriculum, accompanied by 10 weeks of navigator support, with 5 weeks of counseling with Family Concern Counseling embedded. Ending the Game is a psychoeducational curriculum that is survivor-written and evidence-driven to empower survivors and provide framework to understand and uproot psychological coercion (AKA “The Game”) that so many are subjected to during or before their exploitation experience. Seeking Safety is an evidence-based curriculum that focuses on treating trauma and substance use disorders (SUDs) with safe coping skills. Taught side by side, these two curriculums address topics that correlate directly to victims to turn them into survivors.

While there are other agencies and non-profits like Without Permission, currently, there is no diversion program like this in California, one that focuses on taking people who are already in the system and giving them the opportunity to not only resolve their case in court, but also offering services and

³ Prop 47 Cohort 4 Stanislaus DA Submission, June 2024
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building skills that propel them out of the system.

While we know that men are affected by trafficking and prostitution as well, Without Permission is only equipped with capacity and staff to assist female victims currently. Our target population for this diversion program is women who have a history of mental health or substance use issues, that are touched by the criminal justice system and are known or identified to be being trafficked or prostituting⁴. Whether or not someone is a good fit for the CSED Program can be determined by a few different routes. One way is if someone is arrested for and/or charged with 647(B)(1) PC, another is if they are arrested on a separate charge, but have a 647(B)(1) PC arrest or conviction on their record. A couple of the other ways we would know if someone is a good fit for the CSED Program would be through the potential participant's attorney, who would have intimate knowledge of the person's situation, or through law enforcement partners, who encounter people being trafficked or prostituting often and are familiar with the community.

While all CSED participants will be receiving the same base curriculum and services, other services needed will be determined upon intake with Without Permission Justice Director and Justice Navigators and tracked in their record management system, Apricot. The CSED program takes place in the Family Justice Center (FJC), which is a hub for multiple community agencies, aiding in coordinated resources for survivors as needed.

The program has three goals with corresponding objectives listed below:

Goal #1: Reduce recidivism by diverting adults with mental health and/or substance use disorders arrested for prostitution to trauma-informed treatment services. The following objectives support this goal:

- A. Train 100% of patrol officers in partnering agencies about the diversion program and eligibility requirements (approx. 275 officers).

⁴ Prop 47 Cohort 4 Stanislaus DA Submission, June 2024
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- B. Divert at least 60% of eligible offenders into the program within 14 days of encounter (approx. 650 participants).
- C. 90% of participants who graduate CSED will advance at least one step on program curriculum's Cycle of Change assessment.
- D. Reduce recidivism by 50% in this population.

Goal #2: Reduce recidivism by diverting adults and minors with mental health and/or substance use disorders arrested for any misdemeanor crime with a history of arrest for prostitution or participation in the commercial sex industry to trauma-informed treatment services. The following objectives support this goal:

- A. Train 100% of patrol officers in partnering agencies about the diversion program and eligibility requirements.
- B. Divert at least 60% of eligible offenders into the program within 14 days of encounter.
- C. 90% of participants who graduate CSED will advance at least one step on program curriculum's Cycle of Change assessment.
- D. Reduce recidivism by 50% in this population.

Goal #3: Provide wrap around case management services designed to decrease risk factors contributing to participation in commercial sex trade activity. The following objectives support this goal:

- A. Diversion program participants will receive a minimum of 10 hours of case management during the program (approx. 650 participants).
- B. 80% of those completing diversion program will have identified and accomplished at least one goal in the area of safety, housing or employment.
- C. 90% of participants who graduate CSED will self-report higher levels of functioning and a decrease in mental health symptoms and/or substance abuse.
- D. 50% of participants will continue case management services with CBO for at least 3 months after completion of diversion program⁵

⁵ Prop 47 Cohort 4 Stanislaus DA Submission, June 2024
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Project Logic Model

INPUTS RESOURCES	ACTIVITIES	OUTPUTS	OUTCOMES SHORT TERM/LONG TERM	IMPACT
<ul style="list-style-type: none"> Financial Support <ul style="list-style-type: none"> Prop 47 grant funds Hiring And Training Prop 47 Staff <ul style="list-style-type: none"> Director (1.0 FTE) Navigators (2.0 FTE) Site Navigator (1.25 FTE) Crime Analyst for Administration (Up to 1.0 FTE) Equipment/Supplies Organizational tools <ul style="list-style-type: none"> data collection for analytical research ICJIS- internal reports ICJIS for intake of Prop 47 referrals Apricot – CSED activity tracking Law Enforcement Partnerships <ul style="list-style-type: none"> Modesto Police Dept. Stancatt/CHP Turlock Police Dept. Stan County Sheriff's Dept. Stan County Probation Dept. Community Partnerships <ul style="list-style-type: none"> Other local non-profits Local businesses Out of county partnerships 	<ul style="list-style-type: none"> Hire Prop 47 Staff Establish Structure And Function Of CSED Program Establish Communication with Without Permission Establish Procedures for Participant Identification and Participant Data Collection Establish ICJIS and Apricot roles in Data Collection Establish procedures for Prop 47 Analytical Research <ul style="list-style-type: none"> qualitative methods for assessment quantitative methods for assessment Train Law Enforcement and Community Partners 	<ul style="list-style-type: none"> Prop 47 staff will be trained as necessary 6.2 FTE Staff Assigned To Prop 47 For Duration Of The Grant WP will utilize set programming for diversion <ul style="list-style-type: none"> Can serve 8 people per class and have 4 classes per 10 week session Total possibility of about 167 people served per year Crime analyst will stay informed on participant progress WP will stay informed on referrals Case exceptional code "CSED" will be added to ICJIS <ul style="list-style-type: none"> Crime analyst will use this to pull possible participants Law enforcement and community partners will be trained on flags and tactics to refer participants <ul style="list-style-type: none"> LAC meetings to regroup 	<ul style="list-style-type: none"> Recidivism will be reduced amongst this population Successful completion will result in criminal case being dismissed Give participants the resources they need to set them up for success in life <ul style="list-style-type: none"> Improved quality of life / This diversion program/others like it will expand across other counties There will be a change amongst the Stanislaus County sex trafficking community <ul style="list-style-type: none"> Reduction in sex trafficking cases/ads 	<ul style="list-style-type: none"> Improved Public Safety Community <ul style="list-style-type: none"> reduction of theft and drug crimes from this specific community reduction in traffickers in the community Economic Improvements <ul style="list-style-type: none"> Less repeat offenders in custody Less theft Boosting workforce Less stigma around trafficking victims

Process Evaluation Method and Design

This evaluation plan will have a mixed method design. Utilizing both qualitative and quantitative data allows us to see the bigger picture as far as how this diversion program is working, short and long term. Qualitative data sources will be CSED participant intake forms, end of program questions asked to participants, and any data collected from Local Advisory Committee (LAC) meetings. Quantitative data sources include court records, DA-ICJIS records, police reports, any information from other program collaborators, Apricot data and other data collected by the contracted Community Based Organizations (CBO). The latter two will be how services provided to participants, outside of the outlined diversion program layout, are documented. Referrals will be monitored through court documents, spreadsheets, and WP's Apricot database.

Participant's progress will be tracked by the initial court date in which they entered diversion as reported by the prosecutor to the Crime Analyst, or noted in ICJIS. Once they enter into diversion, either themselves or their defense attorney's will contact Without Permission to schedule an intake. This date will be tracked by Without Permission via their Apricot system, as well as any further attendance or lack thereof. Whether or not progress reports are needed for the participant will be determined on a case by case basis by the prosecutor assigned to that case. For example, if this is someone's first offense, Without Permission will likely not be required to provide progress reports and will only need to provide the completion certificate. However, if someone is a repeat offender with a history of not finishing court-ordered programs, the prosecutor may opt for some interval of progress reports. Regardless, any and all progress reports will be provided by Without Permission to DA's Office Crime Analyst. Participant's will be removed from the program after either missing more than 2 classes without making them up or 2 weeks of no contact with Without Permission. Any participant who is removed from the program will be reported to the Crime Analyst and then subsequently to the prosecutor on the case who will then make decisions on next steps or sentencing for the defendant. A participant may be re-entered into the program if that is decided and agreed upon by all parties. Successful completions will also be reported to the Crime Analyst, along with

graduation certificates, which will also be shown in court on the defendant's 'PROOF' court date.

The above mentioned process will be measured with a spreadsheet from the Crime Analyst and Without Permission's Apricot system. This process will also be partially measured in ICJIS. The Crime Analyst will run case exceptional code "CSED" biweekly to manually monitor for eligible participants coming through the DA's Office. Referrals made outside of reports submitted to the DA's Office will be sent directly to the Crime Analyst who will track them in a spreadsheet. Any referrals made that raise questions, will be brought to either the Chief Deputy District Attorney assigned to this Prop 47 grant, or the Assistant Chief Deputy District Attorney assigned to the misdemeanor units. Data will be collected by email communications between Without Permission and Crime Analyst as the data is available, services rendered per participant will be collected quarterly.

General project oversight will be conducted by Crime Analyst, who will report to Chief Deputy District Attorney and keep Assistant Chief Deputy District Attorney in the loop, these two will be brought in for decision-making as appropriate. Financial oversight will be conducted by the DA's Office Financial Manager.

Project components and processes will be monitored for fidelity throughout by Without Permission, overseen by Crime Analyst and Chief Deputy District Attorney, and determined effective majorly by the court process and recidivism rates. Collected data will be reviewed on a quarterly basis by the Prop 47 grant team to determine what is working and what we could improve on. The project will also be discussed at quarterly Local Advisory Committee meetings, where community partners and members will be able to weigh in on project components. Portions of the project that may be adjusted are the referral process, Law Enforcement and Attorney trainings, and data sharing methodologies. Crime Analyst activities pertaining to the Prop 47 grant will be monitored with activity logs and Without Permission's activities will be monitored through their internal management system in Apricot.

Qualitative data will be analyzed by identifying themes in cases, successful and unsuccessful

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completions, and questions provided to participants after the diversion program is complete. Quantitative data will be analyzed with correlation analysis between CSED program completion and recidivism rate among participants.

Outcome Evaluation Method and Design

Outcome evaluation will also be measured with mixed methods to verify that we see outcomes from both qualitative and quantitative lenses. The biggest quantitative outcome measure will be recidivism rates among participants who completed the CSED program versus those who didn't. Qualitative outcome measures include individual success stories and wins among participants.

The evaluation questions for the project include the following:

- 1) To what extent does the CSED program reduce recidivism?
 - a. Levels of recidivism based on records for those who completed the program at a 6 month interval.
- 2) Did the project succeed in implementing collaborative strategies to effectively train law enforcement in flags of victims for identification of those needing services?
 - a. Increased collaboration and awareness by those who tend to have direct contact with the sex-trafficking community.
- 3) What was the turnaround time for referring participants?
 - a. Having a referral process in place for all avenues into the program.
- 4) How effective was the CSED curriculum in ensuring that participants advance at least one step on the Cycle of Change assessment?
 - a. Program coordinators building rapport with participants and facilitating a warm handoff to the Restoration Department after CSED is complete.

Participant success will be determined by completion of the 10-week CSED program, alongside the 5 weeks of trauma-informed counseling. Further success will be determined by any goals set or accomplished by participants. Diversion completion and goals set and/or achieved will be collected on a quarterly basis by Crime Analyst/Without Permission communication. Recidivism data will be collected 6 months after participant completion of the program by way of internal records

management system, ICJIS.

Qualitative data will be measured by identifying themes in services received versus goals achieved. Quantitative data will be analyzed again with correlation analysis between CSED program completion and recidivism rate among participants.

This specific population of participants will be hard to definitively correlate with lowering sex-trafficking/prostitution recidivism rates due to most of them not having 647(B)(1) PC on their records. However, we can presume, based on whether or not they have recidivated on other charges after program completion, that this success is correlated to the core values and resources provided in the CSED program if it is the last program they entered in to. While 6 months without recidivating is the goal, we will also consider other intervals of not recidivating as success – such as, not recidivating while enrolled in the CSED program, or at any interval between 0 and 6 months after they complete the program. We can also compare to successful participants recidivism rates, the recidivism rates of those who opted out of the program or did not complete it as another data point to the benefit of the CSED program.

The Prop 47 project will be considered a success when all elements of the project outcomes have been satisfied – recidivism is reduced amongst this population and the wrap-around services provided propel participants to an improved quality of life.