

A. APPLICANT'S HISTORY & ORGANIZATIONAL CAPACITY

1. ORGANIZATIONAL QUALIFICATIONS

History, size and structure: Norma Hotaling, Executive Director and Founder of SAGE Project, is a survivor of prostitution, trauma, abuse homelessness, the criminal justice system and substance abuse. For 21 years, Norma went in and out of mental, medical, social service, substance abuse, criminal justice systems, and homelessness systems usually at the high user end. In these systems, no one asked Norma about her life or helped her put the pieces together. Ms. Hotaling uses her life experience to advocate for change in all systems and institutions women and girls like herself, have come in contact with so that they may be more accessible and effective. In the process of creating SAGE and educating the community, Norma realized in order to provide adequate services to this underserved population, she would need to design and implement her own program. Incorporated in 1995, the SAGE Project has become one of the nation's foremost organizations providing comprehensive drug and trauma recovery and holistic services and advocating for one of the most marginalized, discarded groups of citizens prostitutes, sex workers and women and girls with histories of sexual exploitation and violence.

SAGE is organized and staffed by and for survivors of abuse, prostitution and trauma and within its various programs, serves more than 300 women and girls every week. Of the team of 18 employees, nearly all (94%) of SAGE staff members are themselves survivors of prostitution, physical and sexual abuse, and drug addiction. SAGE's success is grounded in a highly professional peer education model through which staff members truly understand client needs and serve as constant inspiration that it is possible to escape the cycle of abuse and addiction to create a life free from victimization.

SAGE Project, Inc. is an incorporated 501c(3) non-profit agency. SAGE is governed by a Board of Directors consisting of nine members-eight female and one male. SAGE staff is 100 percent female. The Founder and Executive Director is Norma Hotaling. SAGE's Administrative team consists of an Administrative Director, Fiscal Manager, and an Administrative Assistant. The agency now has six departments, each staffed by a leader that emerged through SAGE's community building efforts. The structure of SAGE is based on creating effective leaders by using community building to create environments in which leaders can emerge. For example in 1998, a

SAGE client became a Peer Educator and has since risen to FOPP/RSVP Coordinator, overseeing FOPP, educating customers of prostitution and counseling women arrested for prostitution. The staff member is also responsible for overseeing the Resolve to Stop the Violence Program, an in-custody program that counsels male offenders and helps them become accountable for their violence. Volunteers assist in carrying out the programs at SAGE offering a vast array of services such as psychotherapy, massage, acupuncture, yoga and administrative functions.

Mission, Philosophy, Scope of Service: Mission: *SAGE is an internationally recognized human rights organization committed to preventing sexual exploitation and violence, and improving the lives of women and girls escaping or still involved in prostitution or other exploitative or violent situations.* SAGE offers professional assessment for girls, followed by appropriate support and treatment to effect a permanent exit from the criminal justice system. The program identifies and provides a continuum of services for girls in detention for behavior associated with or exacerbated by violence and sexual exploitation. Of the girls in detention who are prostituting, virtually all are victims of rape and/or physical abuse by pimps or customers. Health risks include infections, STD's, sterility, HIV, suicide and long-term injury from physical abuse, substance abuse and malnutrition.

Over the past three years, SAGE has assisted over 150 girls out of custody who have received sexual exploitation and violence prevention and treatment programs, individual counseling, support groups and life skills training. Since its inception, the Youth Project of SAGE has provided 5,500 units of service to this client population. Three years ago, we began a pilot program serving 30 girls with the most severe histories of prostitution, trauma and abuse. These girls are released from custody to case management and intensive services designed to help them either return to their families, re-enter school, obtain employment and/or receive substance abuse treatment. In addition, SAGE is now working with the FBI and Department of Justice to identify girls trafficked from other jurisdictions and, with the help of the girls, to build federal criminal cases against traffickers.

SAGE began analyzing existing research and services concerning girls in the justice system over ten years ago. Members of SAGE have been involved with the Come into the Sun Coalition, For

Girls Coalition and The San Francisco Juvenile Justice Master Plan Development and Implementation. Even though abuse and exploitation was clearly found to be an issue for girls in the system adequate programming to address these issues had never been designed and implemented. That is what SAGE has endeavored to do.

SAGE is committed to a highly professionalized peer education and empowerment model. We are also committed to matching the diversity of language, history, ethnicity, and culture of our clients with that of our staff providing direct service, administration, board and volunteers. The diversity of the SAGE staff allows us to provide the best quality of service possible. We understand most issues a client may bring to treatment because of our vast experience. Most employees of SAGE have a history of involvement with the sex industry. Of the prostitute survivors on the staff, most have been in the criminal justice system, all have been homeless and the majority have severe drug use histories. Many of the girls we serve in the system have been exploited for pornography or have suffered or witnessed physical and sexual violence. For these girls, the average of entry into prostitution is 13, an age at which these girls are entering an endless cycle of arrest, drug addiction, and violence. The result is traumatic and profound lack of self-esteem causing disempowered behaviors: dropping out of school, prostitution, addiction, selling of drugs, and violence. Their exploitation is perpetuated by continued reliance on the very people who have physically, emotionally and sexually assaulted them. Using peer educators is the foundation for building trusting healthy relationships. After a trusting relationship is developed, peer educators then are the bridge to the larger community of social, medical and mental health services as well as vocational training and education. Without this intervention, the majority of these young women will continue to hurt, lash-out and become chronic recidivist in the juvenile and adult criminal justice system. The communication between the YGC staff helps to keep the officers aware of underlying issues involving girls at risk and to guarantee appropriate referrals to the SAGE program.

▪ **B. Specific Qualifications for Proposed Program**

Programming/Experience:

In 1992, Norma Hotaling began organizing community presentations, facilitating groups with women in jail, and conducting public relations around the circumstances of women and girls

victimized by exploitation and violence. Norma Hotaling and Melissa Farley, Ph.D. conduct a groundbreaking study of prostitutes, “Prostitution, Violence and Post-Traumatic Stress Disorder” which forms the basis for SAGE’s treatment model in 1994.

In March 1995, SAGE founded San Francisco’s First Offender Prostitution Program (FOPP) together with the Police Department, District Attorney’s Office and Department of Public Health. FOPP is a unique collaboration between law enforcement, health services and the community created to fundamentally shift local government’s approach to prostitution, aiding women and girls to permanently exit the criminal justice system. Three programs for women and girls were implemented in 1995 with FOPP funds (fees paid by the men):

1. Sexual Exploitation and Violence Prevention and Treatment Program for women in jail was implemented through the Sheriff’s Department
2. Women on Probation through the Adult Probation Department
3. Sexual Exploitation and Violence Prevention and Treatment Program for girls in custody at San Francisco’s juvenile hall.

Between 1997 and 1998, SAGE implemented:

1. The Early Intervention Prostitution Program as a sister program to the FOPP program for men.
2. The Satellite Sexual Trauma Counseling Program which enables SAGE staff to facilitate recovery groups in 10 satellite sites, including residential drug treatment programs and the county jail
3. Sisters Working in Communities (SWIC), a collaborative between SAGE, *manalive*, Centers for Disease Control and Women and Children Family Services aimed at training and capacity-building around the issue of intimate partner violence in four San Francisco neighborhoods
4. The SAGE Trauma and Recovery (STAR) Center is an intensive, 26-week intensive drug and trauma outpatient recovery program serving substance-using women, men, transgenders and youth who have exchanged sex for drugs, money or survival needs
5. The Sexual Exploitation and Violence Prevention and Treatment Program for Girls out-of-custody on probation with offices at Youth Guidance Center and SAGE and FOPP win the 1998 Innovations in American Government Award from the Ford Foundation, Harvard’s

Kennedy School of Government and the Council for Excellence in Government in recognition of the program as one of the 10 best examples of innovation from among more than 1,800 nominated programs across the country. This award assisted SAGE in replicating its program in over 20 jurisdictions world wide.

Experience in implementing new programs: All the programs SAGE currently administers SAGE staff designed and implemented. Much of the funding for the programs was created through tireless advocacy, research, skilled public relations campaigns, education and sound strategic planning. Our programs are found to be among the most innovative programs in the country as evidenced by the 1998 Innovations in Government Award, Ford Foundation and the JFK School of Government, 2000 Peter F. Drucker Innovation in Non-Profit Award, and the Oprah's Angel Network, Use Your Life Award-April 2001. In its five years of existence, SAGE has become a model for programs worldwide and is a leader in the struggle for dignity and recovery for women and girls.

Experience with agencies or organizations: Key to the success of this program is an extensive network of collaborative partners that SAGE counselors draw upon to develop and implement a specific support plan for each girl. While we draw upon numerous providers depending on the needs of each client, some of our primary collaborative partners include: The San Francisco District Attorney's Office including the Statutory Rape Section refer cases of sex with minors. Victim Witness Assistance Program collaborates with SAGE to obtain services in mental and medical health and Court advocacy for young women who have been victims of crime. Department of Public Health including the Special Programs for Youth (SPY) provides office space and group room at Youth Guidance Center and clinical support. Juvenile Probation Department refers clients to SAGE staff to better serve program participants and SAGE provides technical support and training to probation officers. San Francisco Unified School District works with counselor to enroll girls in school and provides progress reports. SAGE works with the Police Department to report crimes against young women and on-going investigations. Planned Parenthood provides reproductive services to the clients of the program. SAGE provides groups on sexual exploitation and violence at Walden House Sister Kin. Walden House provides residential treatment for adolescents. Family Mosaic provides case management for youth in the areas of

mental health and disabilities. Detention Diversion Advocacy Project (DDAP) provides wrap around services for girls exiting the criminal justice system including curfew checks, school attendance checks and community resources. Health Initiatives for Youth (HIFY) provides group facilitation on STD's, HIV and health issues. Instituto Familia de la Rasa assists Latina youth population in successfully completing probation. San Francisco General Hospital Child and Adolescent Services offers teen specific emergency general health and reproductive care. San Francisco City College provides the program with a Tai Chi Instructor. San Francisco Women Against Rape facilitates groups on rape prevention. Potrero Hill Neighborhood House provides cultural activities for educational outings. The program also leverages drug and trauma counseling support from SAGE's other programs: the First Offender Prostitution Program (FOPP), SAGE Trauma and Drug Recovery (STAR) Center, and the Satellite Sexual Trauma Counseling Program.

Resumes: Resumes for prospective staff members are: Norma Hotaling, Executive Director; Laurel Freeman, Certified Domestic Violence Counselor (Victim Advocate); To be hired, Mental Health Counselor (LMFT). Please see attachments.

▪ **C. Proposed Program Implementation Plan**

Specific Activities: This project will be coordinated with Juvenile Probation's Girl-Services Coordinator and other members of the Girls-Specific Unit.

The proposed project will work to provide comprehensive care including:

- Developing and administering appropriate assessments for girls on probation and in-custody that not only assess for family history, education, social support, drug histories, mental health issues, but also histories of sexual exploitation and violence, posttraumatic stress disorder, depression, self-esteem and self-efficacy.
- Education activities focused on preventing further violence and exploitation including but not limited to sexual assault, molestation, intimate partner, gang and stranger violence,
- Early intervention activities when and if violence and exploitation does occur while the girls is in the program in order to effectively mitigate effects such as Posttraumatic stress disorder, depression, decreased self esteem and efficacy,
- Fostering treatment and treatment outcomes for current and past violence and exploitation by providing, advocating for and referring to appropriate care.

The prevention and early intervention efforts will be provided in by a case management, wrap around services approach and will be supervised by the LMFT and provided by the SAGE Domestic Violence Counselor (Victim Advocate), SAGE Peer Educators, LMFT, and SAGE Drug Treatment Counselors. Assessment and treatment in the form of treatment planning, case management, individual, family, and group counseling will be provided by LMFT and Victim Advocate. When appropriate young women will and referred to SAGE's Life-skills for Girls Program, SAGE's STAR Center for drug and trauma treatment and case management, Walden House's Sister Kin for Inpatient Drug Treatment Program and other community based social, medical, mental health services as well as educational and vocational services. The Victim Advocate, under the supervision of the LMFT, will gather and prepare all needed documentation on victimization such as police, CPS, probation reports. The Advocate will work with the SF DA's Victims Assistance Program in order to enroll the girls in the program and receive available funds and services for the crimes committed against them and/or relocate if necessary.

Implementation, Timeline and Steps for implementation:

We are in the process of developing a job announcement for a LMFT for distribution to City agencies, placing it in Opportunity Nocs, SF Chronicle Sunday Classified Ads, and the EMDR Humanitarian Assistant Program for a LMFT. We will interview candidates by the middle of June and be ready to hire appropriate candidate by July 1, 2001 if this project is funded. Interview team will have a representative from The District Attorney's Office and Juvenile Probation as well as a young woman with a history of detention involvement.

The Victim Advocate is a staff person with SAGE, and has worked extensively with SAGE's Life Skills for Girls Project as a Peer Counselor and Case Manager and with Juvenile Probation where she completed her Undergraduate Senior Thesis at Mills College titled, *Girl Prostitutes in the San Francisco Juvenile Justice System: A Case Study*. This candidate was reviewed and approved by the Girl-Services Coordinator. She is currently gaining her Domestic Violence Certificate and will have completed that certification program by August 1, 2001. She will begin work on the project as soon as it is approved and will coordinate her work with Victim Services and the Girls-Services Coordinator for Juvenile Probation. We have already had preliminary planning sessions with the Girls-Services Coordinator, Juvenile Probation, Special Programs for Youth and are developing an

MOU with Victim Services defining our roles, duties and approach to this project. SAGE has an excellent relationship with the courts, Juvenile Probation and community based organizations. The project will begin to receive referrals and provide assessments and treatment as soon as funding is established. SAGE is in constant planning processes with the community to effectively serve the needs of the girls in the Juvenile Justice System.

Program Staffing: The Executive Director (.03 FTE) will oversee the hiring, and training of appropriate staff, design and implementation of the program and coordination of activities with Girl-Services Coordinator and Victim Services as well as monitor program out comes and evaluation activities.

The Mental Health Counselor (LMFT) (1FTE) will assess young women for depression, Posttraumatic Stress Disorder, and self-esteem. The LMFT will also assess for histories of violence, exploitation, and drug use. The LMFT will provide weekly one-on-one and group counseling for girls in SAGE's in-and-out of custody program at YGC. The focus of these interventions will be treatment and the recovery of trauma. The LMFT will interface with SAGE Peer Educators and Substance Abuse Treatment Counselors and Domestic Violence Counselor (Victim Advocate) in order to coordinate the care of the young women in the SAGE Programs. The LMFT will supervise the Victim Advocate.

The Certified Domestic Violence Counselor (Victim Advocate) (1FTE) will work closely with the LMFT and the assessment process of the young women/girls. When victimization has been identified, the Advocate will work to assure that all the proper Child Protective Services (CPS) reports, police (SFPD, FBI) reports are filed, probation reports of the victimization are made, pictures of injuries, protection against further victimization, accompaniment to court, support during any court testimony. Advocate assists the young women in accessing appropriate services, i.e. therapy, medical and dental services, victims of crimes programs for protection and for reimbursement of mental health counseling, medical and dental coverage, job training, etc. The Advocate will also provide one-on-one and group counseling on issues of domestic violence for the young women.

Resources for implementation: SAGE currently operates a number of in-and out of custody programs for girls in the detention: STAR Center and Satellite Sexual Trauma Counseling program provides drug treatment services for girls through SAGE's Life-Skills for Girls on Probation. These services will be expanded to provide services as needed for the girls for this proposed project. SAGE provides weekly sessions for girls in detention. The in-custody program will be redesigned to effectively coordinate with the proposed project and implemented with a team approach. Travel for young women to appointments in the community, case management and counseling sessions, court appearances can be very difficult and challenging for a number of reasons, i.e., distance, safety, disorganized lives, etc. SAGE makes every effort to transport girls to and from program activities. We just purchased two vans and will work in a coordinated effort with the Girls Services Unit to provide transportation for the girls in the proposed project.