



Domestic Victims of Human Trafficking Demonstration Projects

Service Models of the First Cohort of Projects

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INTRODUCTION

The service needs of victims of human trafficking are often numerous and complex. However, a shortage of appropriate services, barriers to accessing available services and benefits, and a lack of coordination among services can prevent victims from receiving the help they need.^{1,2} The Department of Health and Human Services (HHS) Administration for Children and Families (ACF) Family and Youth Services Bureau (FYSB) awarded three cooperative agreements^a in 2014 to demonstration projects to improve organizational and community capacity to deliver trauma-informed, culturally relevant services for domestic victims of human trafficking through coordinated systems of agency services and partnerships with allied professionals. In 2015, FYSB awarded three additional demonstration cooperative agreements.

This brief describes the service models of the first cohort of projects that implemented 2-year demonstration projects in Maricopa and Pima Counties, Arizona; Salt Lake City, Utah; and New York City. The information presented was gathered as part of the Evaluation of Domestic Victims of Human Trafficking (DVHT) Demonstration Projects. The descriptions of the service models were generated through a review of project materials and documents (e.g., brochures, grant progress reports) and interviews conducted in person (i.e., during site visits) and by telephone with project directors, case managers, and key partners from each of the three projects.^b

^a As defined in the Office of Management and Budget (OMB) Uniform Guidance §200.24, a cooperative agreement, "is distinguished from a grant in that it provides for substantial involvement between the Federal awarding agency or pass-through entity and the non-Federal entity in carrying out the activity contemplated by the Federal award." See the Code of Federal Regulations available here: https://www.ecfr.gov/cgi-bin/text-idx?SID=46104990e1c2a6428d3e417781304a9f&mc=true&node=pt2.1.200&rgn=div5#se2.1.200_124

^b Throughout this brief, we use the term "project" to refer to the three cooperative agreement awardees and their projects.

BACKGROUND

Human trafficking lies at the intersection of public health, human rights, and the criminal justice system. Domestic human trafficking involves both forced labor and sexual exploitation of minors, young adults, and adults; of men and women; and of citizens and lawful permanent residents.³ No reliable estimate of the prevalence of domestic human trafficking in the United States exists; however, several factors may increase individuals' vulnerability to human trafficking victimization: young age, physical or mental health challenges, sexual orientation, homelessness, intimate partner violence, insufficient family support, or limited economic opportunities.^{4,5}

DOMESTIC VICTIMS OF HUMAN TRAFFICKING DEMONSTRATION PROJECTS

FYSB awarded three cooperative agreements in 2014 and three additional cooperative agreements in 2015 to carry out demonstration projects to provide coordinated case management and comprehensive direct victim assistance to domestic victims of severe forms of human trafficking.⁶ The intent of ACF's DVHT demonstration projects is to improve organizational and community capacity to deliver trauma-informed, culturally relevant services for domestic victims of human trafficking.

The specific objectives of the 2014 cooperative agreements were to:

- assess and build capacity to better identify and serve victims of severe forms of human trafficking;
- foster collaborations and partnerships to enhance community response to human trafficking;
- promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being of victims of human trafficking;
- develop networks to expand access to services; and
- identify service needs for domestic victims of severe forms of human trafficking and improve access to services and benefits for which they are eligible.

The demonstration projects included five primary components:

- (1) assessment, (2) partnership expansion, (3) case management expansion, (4) project implementation, and (5) evaluation.

For additional information about the DVHT demonstration projects, contact Ana Cody, Federal Project Officer, Administration for Children and Families, 330 C Street, SW, Washington, DC 20201 Email: Ana.Cody@acf.hhs.gov.

⁶ For the purposes of this report, "severe forms of human trafficking" is synonymous with "human trafficking."

Our understanding of effective service delivery for victims of human trafficking is in its earliest stages. Strategies are needed to identify and engage victims in services, coordinate comprehensive services across the range of providers, and tailor services to individual victims' needs. Existing literature supports the provision of comprehensive trauma-informed services, which acknowledge and accommodate the complex consequences of violence and victimization on survivors' lives.^{2,6} This approach promotes safety, respect, and empowerment; avoids subsequent traumatization; and considers individuals' unique needs and obstacles.

DOMESTIC HUMAN TRAFFICKING DEFINED

- Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; **OR**
- Labor trafficking, consisting of recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, **IN WHICH**
- The victim is a U.S. citizen or Lawful Permanent Resident.

(Source: Trafficking Victims Protection Act of 2000)

Demonstration projects provide an opportunity to conduct formative evaluation of service delivery approaches that are new or have not yet been documented in specific practice settings. For the DVHT demonstration awards, FYSB selected organizations that were part of broad service provider coalitions and served populations vulnerable to trafficking, but that were outside of the realm of domestic human trafficking services. This approach allowed FYSB to examine if and how organizations that had not traditionally served domestic victims of human trafficking could build capacity to serve this population.

The Evaluation of the Domestic Victims of Human Trafficking Demonstration Projects is a cross-site process evaluation designed to address questions pertaining to the approaches used by projects to foster partnerships, enhance community response to domestic trafficking survivors, expand survivors' access to services, and provide coordinated case management; survivors' experiences with the program; and the costs associated with program components. Evaluation sites include the six projects funded by FYSB—three in 2014 and three in 2015—to implement demonstration projects to provide coordinated case management and comprehensive direct victim assistance to domestic victims of severe forms of human trafficking. This brief describes the service models of the first cohort of three projects that implemented demonstration projects from October 2014 through September 2016 in Arizona, Utah, and New York.

DOMESTIC VICTIMS OF HUMAN TRAFFICKING DEMONSTRATION PROJECTS: COHORT 1

Table 1 provides an overview of the first cohort of demonstration projects. The following sections describe each project's organization background; demonstration project structure, including key partners and roles; and victim service model.

TABLE 1. FISCAL YEAR 2014 DVHT DEMONSTRATION PROJECTS

Demonstration Project	State	Geographic Area Served	Lead Organization
Arizona Partnership to End Domestic Trafficking (APEDT)	Arizona	Maricopa and Pima Counties	Tumbleweed Center for Youth Development <i>Community-based organization that provides emergency shelter and services for runaway and homeless youth</i>
Collaborative Responses to Empower Survivors of Trafficking (CREST)	Utah	Salt Lake City and surrounding areas	Refugee and Immigrant Center at the Asian Association of Utah <i>Community-based organization serving refugees, immigrants, and other community members</i>
Achieving Coordinated Cross-System Expansion of Services (ACCESS)	New York	New York City	STEPS to End Family Violence, a program of Edwin Gould Services for Children and Families A holistic program of services for survivors of intimate partner violence and gender-based violence

ARIZONA

ARIZONA PARTNERSHIP TO END DOMESTIC TRAFFICKING (APEDT), TUMBLEWEED CENTER FOR YOUTH DEVELOPMENT

ORGANIZATION BACKGROUND

Tumbleweed Center for Youth Development (Tumbleweed) is a community-based organization that serves homeless and runaway youth. Tumbleweed provides community-based outreach, 24-hour crisis intervention, 5 emergency shelters, a transitional housing community for unaccompanied teens and young parents, 2 drop-in youth resource centers, comprehensive case management, educational and job preparation programs, and a network of more than 100 community resources. Established in Phoenix in 1972, Tumbleweed offers services in both Phoenix and Tempe.

Tumbleweed increased its capacity to serve victims of human trafficking after recognizing that many of its clients may have been trafficked or may be at high risk of being trafficked. Starting in 2011, the organization began documenting the number of clients who were known to be victims of human trafficking. In 2013, Tumbleweed began offering Sex Trafficking Awareness and Recovery groups, psycho-educational support

groups created specifically for sex-trafficked youth. In the summer of 2014, Tumbleweed collaborated with the Arizona State University (ASU) on a study to determine the prevalence of sex trafficking among homeless youth served by Tumbleweed and two additional local community-based organizations. Study results revealed that approximately one-fourth of the 246 youth interviewed had a history of sex trafficking.⁷ This finding underscored the importance of addressing human trafficking among Tumbleweed’s client population.

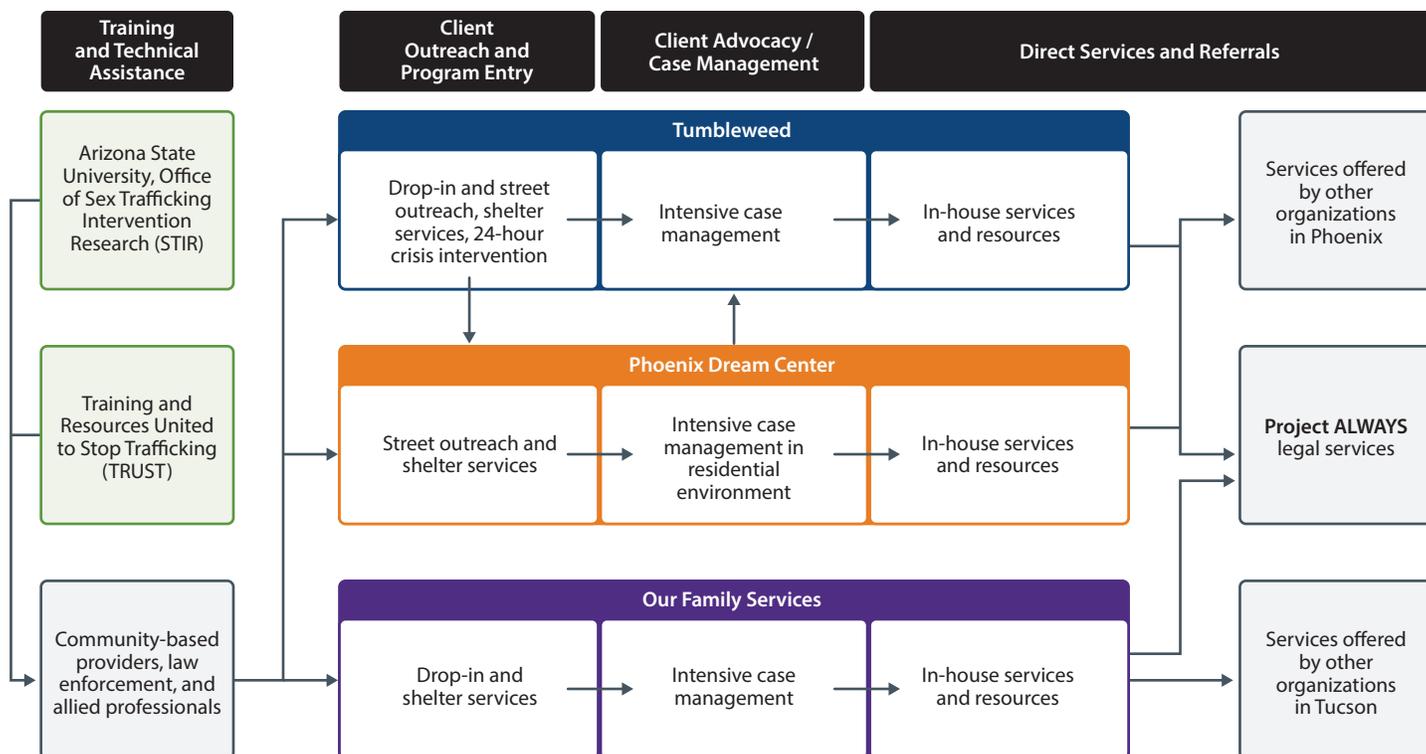
DEMONSTRATION PROJECT STRUCTURE

The APEDT extended Tumbleweed’s efforts to reach and serve survivors of human trafficking more broadly in Maricopa and Pima Counties by aligning efforts with other organizations and creating a network of services for domestic trafficking victims.

Figure 1 illustrates the structure of the APEDT. The partnership was led by Tumbleweed. Key partners included ASU’s Office of Sex Trafficking Intervention Research (STIR), Training and Resources United to Stop Trafficking (TRUST), the Arizona Legal Women and Youth Services (ALWAYS), Phoenix Dream Center, and Our Family Services. Tumbleweed provided funding through the cooperative agreement to all five formal partners. STIR helped Tumbleweed^c provide community-wide training to youth-serving professionals, social workers, behavioral health therapists, faith-based

^c Some community trainings were conducted by either STIR, Tumbleweed, or co-led by STIR and Tumbleweed staff.

FIGURE 1. APEDT PROJECT MODEL



communities, law enforcement, health care providers, legal staff, and others (e.g., college students, women's groups). TRUST provided technical assistance and resources about human trafficking to community members and organizations.

Tumbleweed and Phoenix Dream Center (in Maricopa County) and Our Family Services (in Pima County) conducted street outreach and/or offered drop-in shelter services to identify and engage domestic trafficking victims. They also received referrals from law enforcement, community-based providers, allied professionals, and community members. All three service organizations provided intensive client advocacy and case management, albeit with different approaches, as well as in-house services, including emergency and long-term housing, employment and education services, life skills programming, financial assistance, transportation, and family reunification.

Case managers at Tumbleweed, Phoenix Dream Center, and Our Family Services referred clients who needed specialized services not available at their organizations (e.g., legal advocacy, medical and dental services, mental health or substance abuse treatment) to other community-based organizations and agencies.

VICTIM SERVICE MODEL

As the APEDT project lead, Tumbleweed coordinated communication and provided overall direction and support to the project's two formal direct service provider partners, Phoenix Dream Center and Our Family Services. All three organizations conducted outreach to identify domestic trafficking victims, provided case management, facilitated client referrals, and delivered direct services to survivors in keeping with their organization's particular practices and approaches. They all used an in-depth trafficking assessment tool developed by Tumbleweed for the APEDT project.

Tumbleweed received referrals for their trafficking services offered under the demonstration project primarily from community-based organizations, homeless agencies and shelters, the National Human Trafficking Hotline, law enforcement agencies, friends and family members, and Safe Place^d locations. Clients were also identified for demonstration project services through their participation in existing Tumbleweed services (e.g., 24-hour crisis hotline, shelters, drop-in centers) and referred themselves. Clients who were referred to Tumbleweed and suspected by staff to be trafficking victims, or who disclosed trafficking, were assigned to meet with a case manager. In the initial meeting, which usually lasted about 2 hours, the case manager administered the APEDT trafficking

assessment and developed a service plan with the client. Case managers aimed to meet one-on-one with clients once a week, although the frequency of meetings depended on clients' individual needs and their level of engagement. During case management meetings, case managers often assisted clients with identifying service needs and accessing services, including in-house services, and assessing their progress toward their service plan goals. As with all other Tumbleweed programs, clients served by the demonstration project were aged 24 years or younger.

Phoenix Dream Center clients entered the faith-based residential trafficking program Where Hope Lives^e through multiple venues, including street outreach efforts and referrals from law enforcement, faith-based organizations, and other community-based programs. At program entry, clients went through an assessment and intake process with a case manager, received basic personal items (e.g., toiletries, clothing) and a room assignment, and participated in an orientation in which they signed a form agreeing to adhere to the program. Following orientation, clients received a more in-depth intake and assessment, which included the APEDT assessment tool, as well as a Phoenix Dream Center assessment form. All program participants lived on the Phoenix Dream Center's residential campus for up to 2 years. The program was structured into four "pillars" (or phases). The four pillars of the program were (1) Relearning Positive Choices, (2) Adjusting to Supervision and Accountability, (3) Development and Planning, and (4) Return to Community. Each pillar lasted at least 60 days and included requirements that each client needed to complete before moving to the next pillar. The program provided individual case management; educational opportunities and assistance for high school and college achievement; life skills training (e.g., communication, conflict resolution, and anger management), job preparation, and career counseling; support and classes for participants who are pregnant or parenting; on-site child care; and opportunities for volunteer work and participation in religious services. All trafficking clients served by the Phoenix Dream Center were women aged 18 to 30. Clients were not required to be of Christian faith to receive trafficking services.

^e The Where Hope Lives program was in place before the APEDT project. The program was not fully funded through APEDT and continued after the grant ended.

^d Safe Place is a national crisis response program for youth who need immediate help and safety. Services are available to youth across the country through the delegation of businesses and organizations as Safe Place locations. For more information, visit <http://nationalsafeplace.org/>.



Our Family Services clients entered demonstration project services through existing homeless and mental health programs offered by the organization. Their APEDT clients were all youth and young adults aged 18 to 24. Most received housing through the organization’s youth housing programs. Our Family Services used the APEDT trafficking assessment with clients who identified as or were suspected to be victims of trafficking. Following the intake and assessment process, trafficking clients established a service plan, or a therapeutic life plan,^f with their case manager and were connected to needed services that were offered in-house or through referrals. Available in-house services included shelter and housing, housing financial assistance, transportation, assistance with basic needs (e.g., food and clothing), education and employment assistance, mental health and substance abuse treatment, advocacy, family reunification, and child care. Ongoing case management was provided based on clients’ individual needs. Case managers maintained frequent contact with clients via telephone (voice or text) and in-person meetings.

UTAH

COLLABORATIVE RESPONSES TO EMPOWER SURVIVORS OF TRAFFICKING (CREST), REFUGEE AND IMMIGRANT CENTER AT THE ASIAN ASSOCIATION OF UTAH

^f The approach to “therapeutic life plans” included visually mapping out a client’s goals, timeline, resources, barriers, strategies to address or overcome barriers, and the client’s strengths. At the time of the evaluation, Our Family Services was transitioning to using the “therapeutic life plan” approach (instead of a traditional service plan approach).

ORGANIZATION BACKGROUND

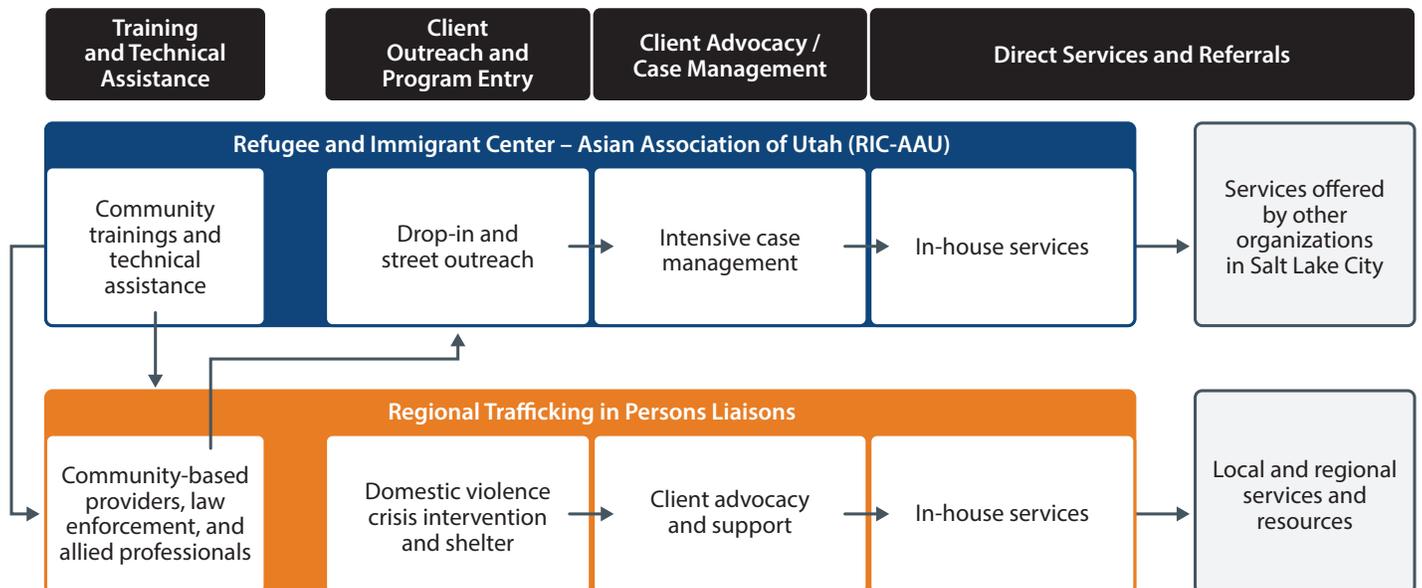
The Refugee and Immigrant Center at the Asian Association of Utah (RIC-AAU) is a community-based organization that serves refugees, immigrants, and other vulnerable populations in Salt Lake City. Originally founded in 1977 to support Asian American immigrants in their transition to living in the United States, RIC-AAU now supports immigrant clients from all backgrounds. In-house services include case management, education and career development, English classes, counseling, and mental health treatment. Since 2010, RIC-AAU has served foreign-born victims of human trafficking as a subcontracting partner under an Office of Refugee Resettlement grant. RIC-AAU also received funding for two projects sponsored by Department of Justice’s Office for Victims of Crime, one of which is an anti-trafficking task force grant implemented in partnership with the Utah Office of the Attorney General.

DEMONSTRATION PROJECT STRUCTURE

The CREST project enhanced Utah’s growing capacity to serve victims of human trafficking by expanding the network of service providers throughout the state. CREST trained a variety of community-based organizations in Salt Lake City and domestic violence organizations in six rural areas to identify and provide appropriate support to trafficking victims.

Figure 2 illustrates CREST’s project structure. As the lead organization, RIC-AAU provided training and technical assistance (TTA) to law enforcement personnel and community providers; conducted outreach to victims; and provided advocacy, supportive services, and referrals to trafficking victims who engaged in case management services. RIC-AAU conducted community

FIGURE 2. CREST PROJECT MODEL



trainings to a myriad of service providers, allied professionals, and community members within Salt Lake City aimed at increasing awareness and educating professionals about available services. In turn, potential clients were referred to RIC-AAU's Trafficking in Persons (TIP) program. RIC-AAU also engaged potential clients through street outreach (conducted in partnership with 4th Street Clinic) and at the drop-in center that RIC-AAU opened as a strategy to reach female victims of sex trafficking.

CREST clients received intensive case management and existing RIC-AAU in-house services, including transportation, child care, housing financial assistance, basic goods (e.g., food, clothing, toiletries), mental health treatment, employment assistance, and life skills classes.

RIC-AAU worked to develop relationships with other community-based providers to whom they could refer clients for services that were not available in-house (e.g., housing and shelter, substance abuse treatment, legal advocacy). RIC-AAU implemented memoranda of understanding with 15 partner organizations as part of the CREST project, but collaborated with many more. Most of these partners served in a bi-directional referral capacity (in which they received referrals and referred clients to the RIC-AAU program). Some of these key partners included 4th Street Clinic, a community-based health care clinic; Volunteers of America's homeless and runaway youth program; and South Valley Services, a domestic violence shelter. The Utah Domestic Violence Coalition (UDVC) provides 24-hour response services through its domestic violence hotline.

RIC-AAU also provided TTA and support to domestic violence agencies that served as Regional TIP Liaisons in six rural communities throughout Utah: Women's Crisis Center in Vernal, Peace House in Park City, New Horizons in Richfield, Your Community Connection in Ogden, Safe Harbor in Kaysville, and Colleen Quigley Women's Center in Price. UDVC helped RIC-AAU develop partnerships with these rural domestic violence shelters and organizations (not pictured in Figure 2). RIC-AAU prepared Regional TIP Liaisons to identify trafficking victimization among clients seeking services and to support survivors of human trafficking who lived too far from Salt Lake City to access RIC-AAU services.

VICTIM SERVICE MODEL

RIC-AAU's flexible service model provided a wide variety of services to meet client-defined needs and goals. RIC-AAU's TIP case manager worked with nearly all of CREST's clients. Many RIC-AAU clients' first interaction with CREST services was through the case manager's outreach work, either with 4th Street Clinic's mobile medical van or at RIC-AAU's drop-in center. The drop-in center, which opened midway through the project period several afternoons a week, was strategically located in an area of town where sex trafficking was known to occur.

Clients willing to engage in case management services participated in an intake process, which involved a needs assessment and service planning. Ongoing case management was tailored to each individual client and primarily focused on addressing client crises and immediate needs, such as safety, housing, medical appointments, and drug and alcohol rehabilitation services enrollment. The case manager routinely checked in with clients via phone and text messaging to assess their immediate and longer-term needs and progress toward achieving their goals. In addition, RIC-AAU's TIP staff offered guidance and support to the Regional TIP Liaisons, as needed, when they were working with survivors who lived in their geographic area.

NEW YORK

ACHIEVING COORDINATED CROSS-SYSTEM EXPANSION OF SERVICES (ACCESS), STEPS TO END FAMILY VIOLENCE, EDWIN GOULD SERVICES FOR CHILDREN AND FAMILIES

ORGANIZATION BACKGROUND

STEPS to End Family Violence (STEPS) is a program of Edwin Gould Services for Children and Families that serves survivors of gender-based violence through prevention, intervention, and policy advocacy. STEPS began 30 years ago as a court advocacy project for survivor defendants (i.e., survivors of intimate partner violence who were also defendants in criminal cases). STEPS now offers trauma-informed counseling and advocacy services in several settings and to a variety of clients through its court- and correctional facility-based programs. STEPS also provides training and consultation across the United States and internationally on topics, including sex trafficking, teen dating violence, and trauma.



DEMONSTRATION PROJECT STRUCTURE

STEPS leveraged its ongoing work with justice-involved clients to serve victims of domestic human trafficking through the Achieving Coordinated Cross-System Expansion of Services (ACCESS) project. Midtown Community Court, located in Midtown Manhattan, was created in 1993 as a problem-solving court to offer alternative sanctions and social services to individuals charged with misdemeanor offenses, such as prostitution.⁸ A project of the Center for Court Innovation,⁹ Midtown Community Court serves as a site for New York’s Human Trafficking Intervention Court (HTIC) program, which was developed in recognition of the fact that many individuals arrested for prostitution and related charges may be victims of human trafficking.⁹ ACCESS built upon the foundation of existing relationships between STEPS and the Center for Court Innovation (CCI), Midtown Community Court, the Legal Aid Society, and the New York Asian Women’s Center (NYAWC). These five organizations and a sixth partner, the Harlem Community Academic Partnership (HCAP), met regularly as the ACCESS workgroup.

Figure 3 illustrates the ACCESS model. Most clients entered the program through prostitution-related arrests; however, a few were referred by community-based service and legal organizations. Midtown Community Court, in collaboration with CCI, provided space and administrative support to onsite services and treatment providers, including STEPS and the NYAWC.

⁹ Individuals charged with prostitution or related offenses in New York may be served by the HTIC. The HTIC is a specialized court designed to link defendants to supportive services so they may escape their trafficking. Participants who comply with mandated services may receive non-criminal dispositions, have their case dismissed, and/or have their record vacated. More information about New York’s Human Trafficking Intervention Courts is available at https://www.nycourts.gov/courts/problem_solving/htc/index.shtml.

Legal Aid Society, which provides legal representation and advocacy to many HTIC defendants, served most ACCESS clients, working closely with STEPS and NYAWC and communicating on a regular basis about the status of their common clients. STEPS and NYAWC provided HTIC defendants individual and group counseling, advocacy, and referrals to community-based resources. NYAWC collaborated with STEPS to meet the needs of Pan-Asian HTIC participants. HCAP (not included in Figure 3) reviewed practice strategies for serving victims of trafficking and provided guidance on conducting community-based participatory research for future program enhancement.

VICTIM SERVICE MODEL

The HTIC at Midtown Community Court was the entry point for most clients served by the ACCESS project. HTIC participants were court-mandated to participate in counseling and supportive services. STEPS offered HTIC participants on-site group and individual counseling sessions following the Women’s Independence, Safety, and Empowerment (WISE) curriculum. WISE is an evidence-based trauma-informed, psychoeducational program for individuals involved in commercial sex work. Individual counseling sessions were offered in cases in which an all-female group was not appropriate. For example, male HTIC participants completed individual counseling sessions, and transgender females were offered the option of completing individual counseling sessions or WISE group sessions to fulfill their mandate. Alternatively, individuals were referred to NYAWC (which offered services in several Asian languages and dialects) or to other organizations (e.g., defendants under the age of 18 were usually served by other providers) for

FIGURE 3. ACCESS PROJECT MODEL



their court-mandated services. Midtown Community Court serves as a hub for several on-site services, including job training and mental health and drug treatment. STEPS counselors helped link clients to other community-based services, as needed, to meet clients' individual needs.

Some clients chose to continue working with STEPS counselors after completing their mandated program. STEPS also served clients who were not involved with the court but who were referred by community organizations under the ACCESS project. These voluntary clients received services similar to those received by court-mandated participants, and voluntary clients often continued their work with STEPS for a longer time than court-mandated participants.

SUMMARY

The first cohort of domestic human trafficking demonstration projects all carried out activities to meet the objectives of the cooperative agreement: they collaborated with a multitude of partners to conduct outreach and training, identify survivors, provide comprehensive case management and direct services, and connect clients to resources and services in their communities. These projects offer three distinct examples of how organizations organized and collaborated with community partners to serve domestic survivors of human trafficking. Although they shared some similarities, lead organizations' diverse backgrounds, target populations, and partnerships resulted in the implementation of unique project configurations and approaches to service delivery.

EVALUATION OF DOMESTIC VICTIMS OF HUMAN TRAFFICKING DEMONSTRATION PROJECTS, 2014–2018

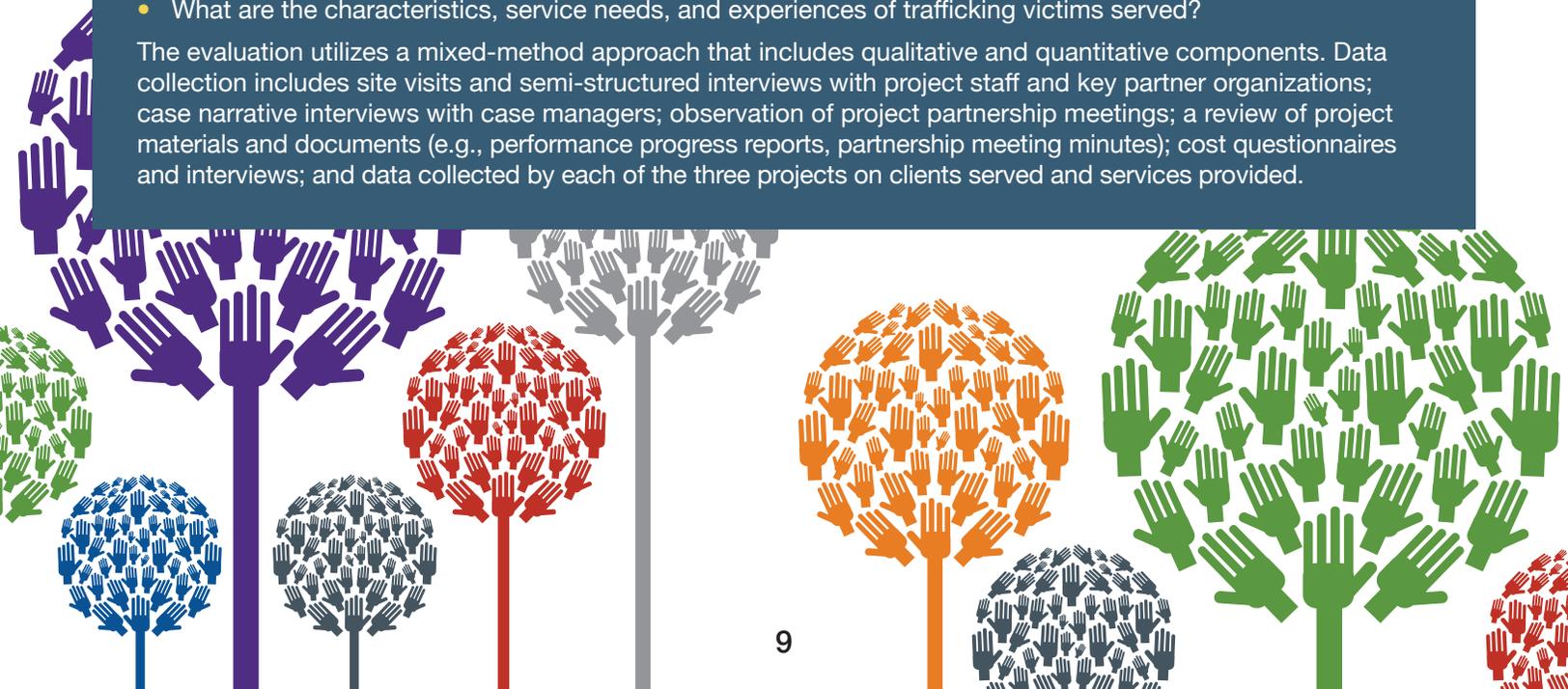
The Evaluation of Domestic Victims of Human Trafficking Demonstration Projects is overseen by the Administration for Children and Families (ACF) Office of Planning, Research and Evaluation (OPRE), in collaboration with the Family and Youth Services Bureau (FYSB), and conducted by RTI International.

The primary purposes of the cross-site process evaluation are to inform ACF on its efforts to improve services for domestic victims of human trafficking, enhance performance measurement, and guide future evaluation.

The evaluation questions pertain to four primary areas of interest:

- How do grantees increase community capacity and expand partnerships to identify and serve domestic victims of human trafficking?
- How do grantees provide comprehensive, victim-centered, trauma-informed, and culturally relevant services that meet the needs of victims?
- What are the costs associated with case management?
- What are the characteristics, service needs, and experiences of trafficking victims served?

The evaluation utilizes a mixed-method approach that includes qualitative and quantitative components. Data collection includes site visits and semi-structured interviews with project staff and key partner organizations; case narrative interviews with case managers; observation of project partnership meetings; a review of project materials and documents (e.g., performance progress reports, partnership meeting minutes); cost questionnaires and interviews; and data collected by each of the three projects on clients served and services provided.



This brief and other publications from the evaluation, including Evaluation of Domestic Victims of Human Trafficking Demonstration Projects: Final Report from the First Cohort of Projects, are available at <https://www.acf.hhs.gov/opre>.

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