

Field Summary: Leveraging VOCA Funding to Support Services for Human Trafficking Victims

August 2020



This project is supported by Award No. GS-00F-010CA and Order No. DJO-OVC-16-G-0250, awarded by the Office for Victims of Crime Training and Technical Assistance Center, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, and conclusions or recommendations expressed in this publication are those of the authors and do not necessarily reflect those of the Department of Justice.

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About this Document

This summary outlines how Victims of Crime Act (VOCA) victim assistance administrators use VOCA funding to support services to human trafficking (HT) victims. It explores how administrators assessed the need in their state, integrated that need through requests for proposals (RFP), established the funding terms and amounts, and provides additional insight on selecting and monitoring HT VOCA subawards. The Office for Victims of Crime Training and Technical Assistance Center (OVC TTAC) used data provided by the Office of Justice Programs Performance Management Tool (PMT) (Appendix A), conducted state-by-state analysis (Appendix B), utilized polling questions at an Office for Victims of Crime (OVC)-led VOCA Administrator Meeting (Appendix C), and conducted interviews with VOCA victim assistance administrators and subawardees (Appendix D).

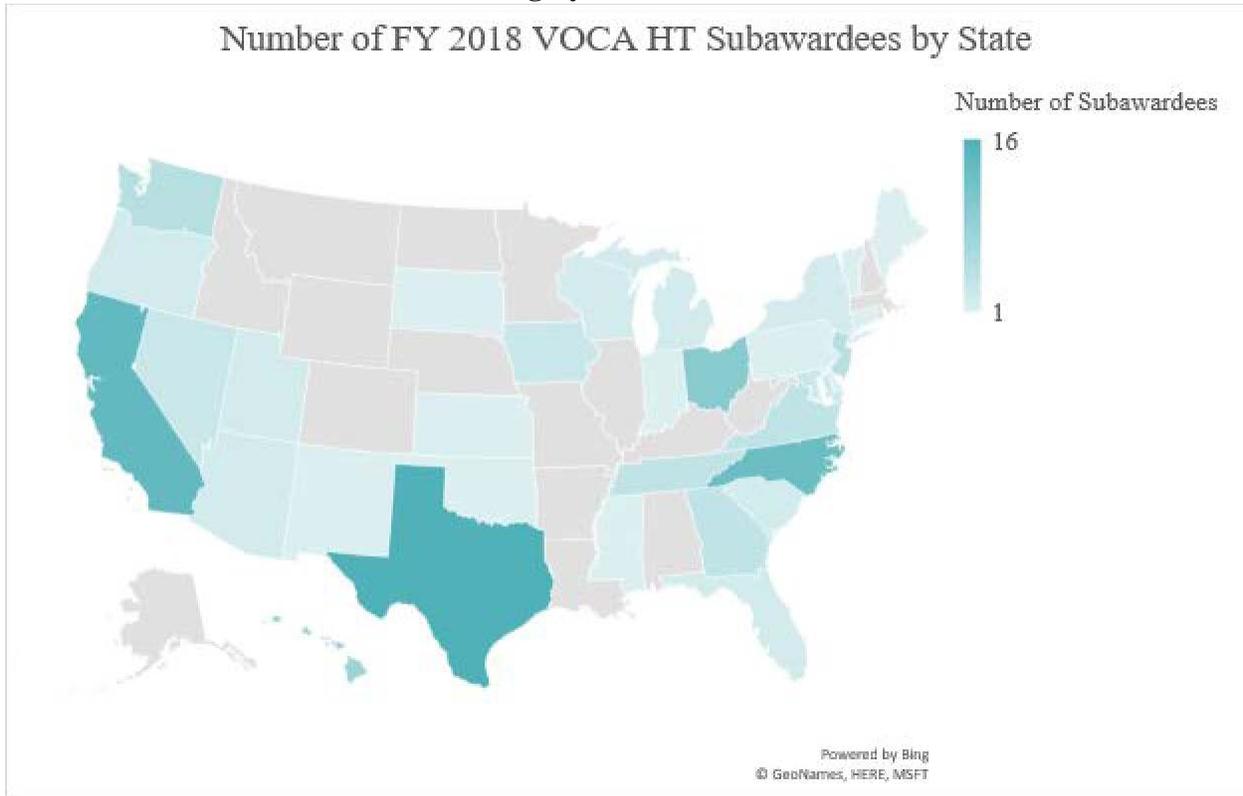
Commonalities emerged in shared challenges and, in some cases, innovative responses. This document summarizes trends and identifies opportunities to improve victims' access to services.

VOCA HT Subawards

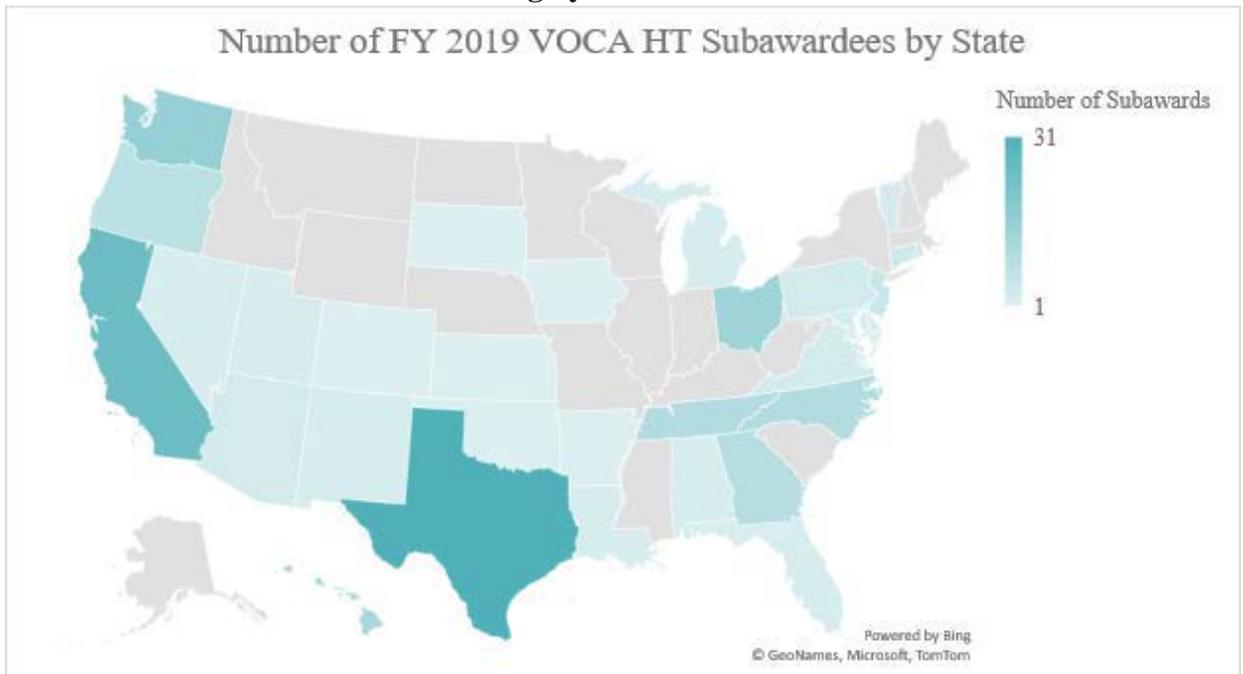
The following data and charts explain the states that have HT specific subawards, breakdown of types of organizations that are VOCA HT subawards, the average award amounts and length of awards, and demographics of victims served for Fiscal Years (FY) 2018 and 2019.

For both fiscal years, all states and territories stated they would be able to support HT victims, as well as other types of crime victims, with VOCA funds. There is a requirement that 10 percent of VOCA funds must go to underserved populations, as federally defined, which can include human trafficking. In FY 2018, there were 119 VOCA HT specific subawards across 31 states, with Texas having the highest number (16 total) of VOCA HT subawards. In FY 2019, the number of VOCA HT subawards increased to 184 across 31 states. Texas again had the most subawards (31) that reported serving victims specific to human trafficking.

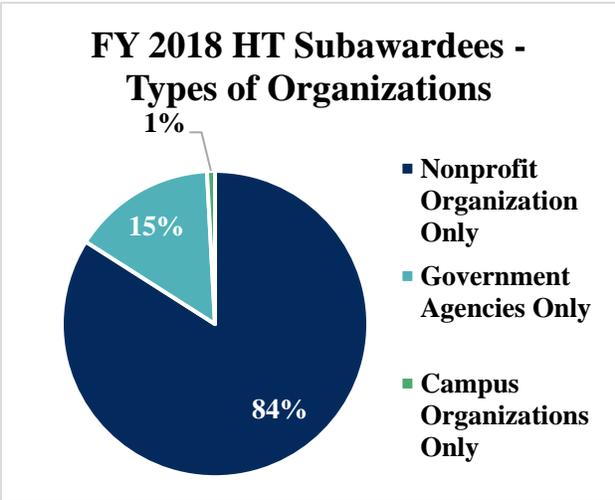
FY 2018 Breakdown of VOCA Funding by State



FY 2019 Breakdown of VOCA Funding by State

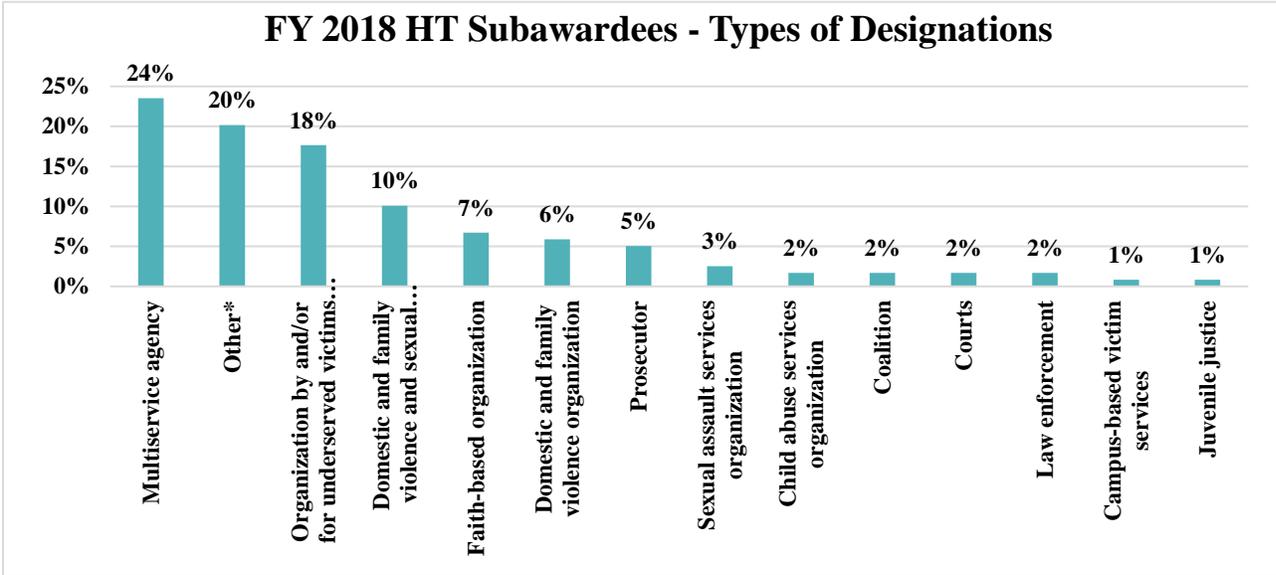


These maps indicate the number of VOCA subawards funded specific to human trafficking by state. Gray shading indicates states with no HT specific subawards.

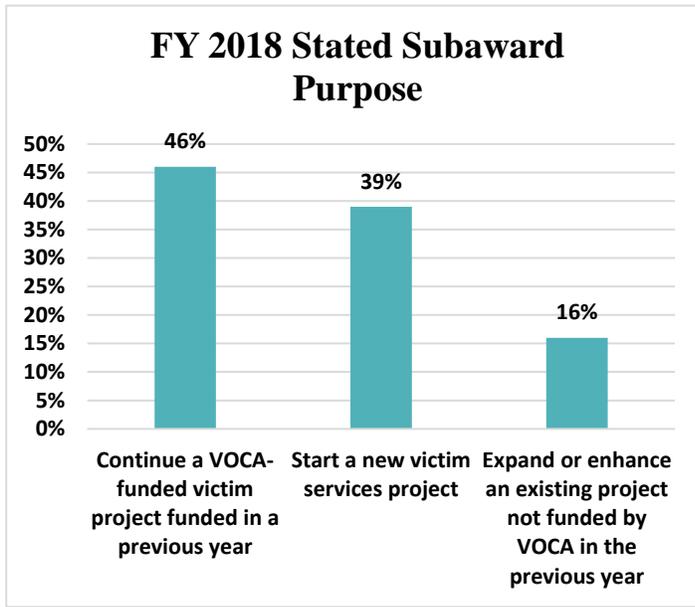


In FY 2018, 84 percent of VOCA HT subawardees that reported serving victims of HT categorized themselves as a nonprofit organization. The remaining subawards fell into government agencies or campus organizations.

In FY 2018, 24 percent of VOCA HT subawardees categorized themselves as multiservice agencies that would benefit the multi-faceted needs of HT victims. Although historically there has been a significant focus on youth and minor victims of trafficking, only 3 percent of organizations were designated as juvenile justice and child abuse service organizations.

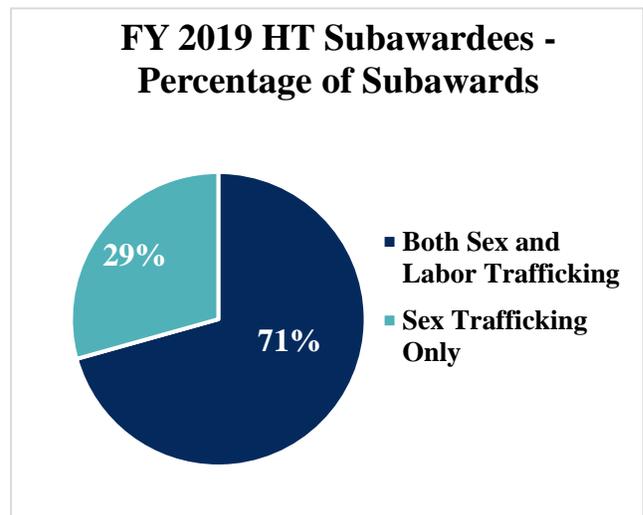
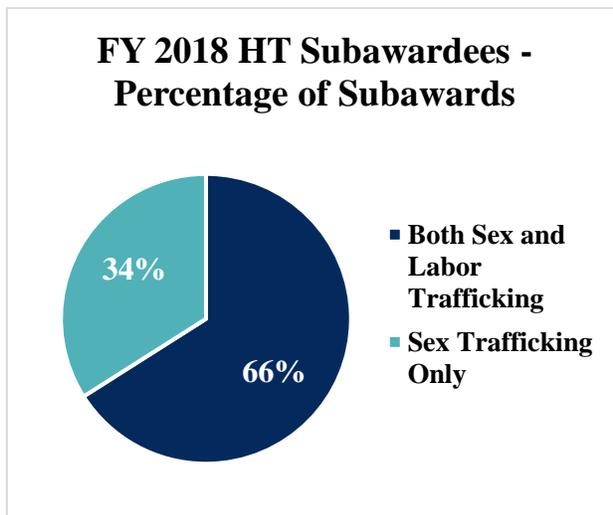


*“Other” includes human trafficking service provider, district attorney’s office, legal clinic, educational university, resettlement agency, the mayor’s office, etc.



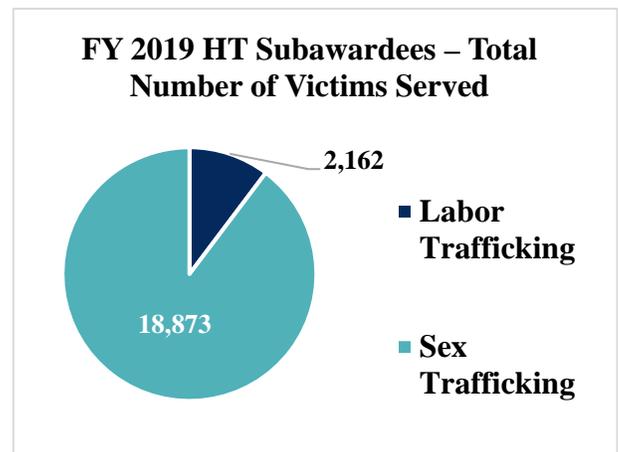
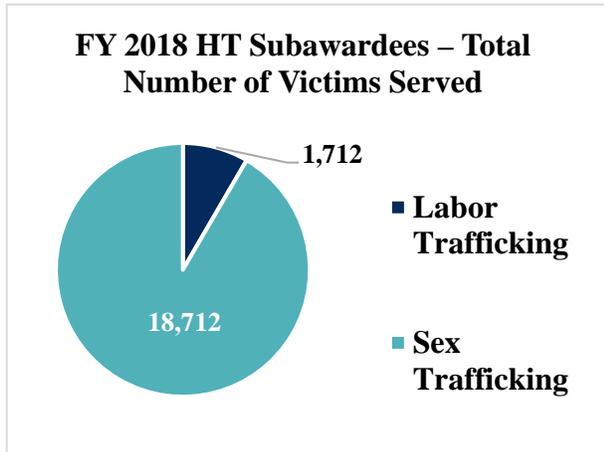
Among the FY 2018 VOCA HT specific subawards to serve victims of HT, 46 percent were organizations that were already receiving funding and were awarded another year of funding in continuation of a previously funded project. Thirty-nine percent used this funding to start a new program to address HT, and 16 percent used VOCA funding to expand or enhance an existing program.

In FY 2018, 66 percent of VOCA HT subawardees received funding to provide services to labor and sex trafficking victims, the remaining subawardees received funding to serve sex trafficking victims exclusively. Of the 184 HT subawardees in FY 2019, 130 (71%) were awarded funds to address both sex and labor trafficking, the remaining 54 focused on serving victims of sex trafficking only.

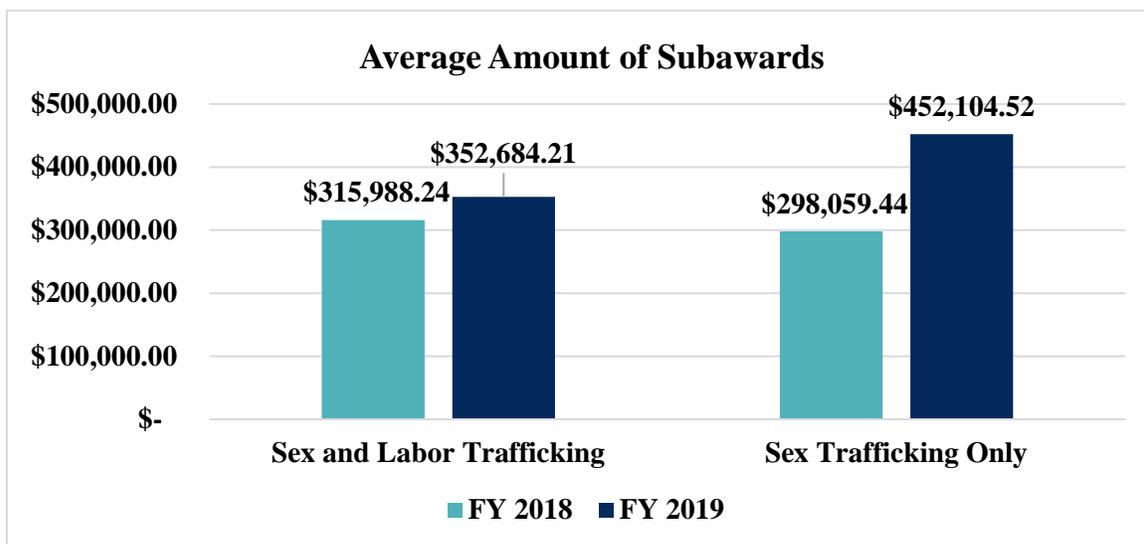


FY 2018 subawardees reported serving approximately 20,424 HT clients and 2019 subawardees reported serving a total of 21,135 HT clients during the award periods.

Although the majority of subawards were designed to support victims of both sex and labor trafficking, only 8 percent (1,712) in FY 2018 and only 10 percent (2,162) of total clients served were categorized as victims of labor trafficking. The number of victims of labor trafficking served by state ranged from 0 in Georgia and Connecticut to 368 in California followed by 365 victims of labor trafficking served in North Carolina.



According to PMT data, the HT-specific subaward amounts totaled more than \$53 million in FY 2018 and \$70.2 million in FY 2019. The HT-specific subawards distributed by each state to address both sex and labor trafficking victims ranged in FY 2018 from \$10,000 in Vermont to over \$9.8 million in North Carolina and in FY 2019 from \$58,741 in Kansas to more than \$12.1 million in Texas.



OVC TTAC also analyzed VOCA RFPs from FYs 2018–2020 that were available online to review how HT funding was addressed.¹ During the period reviewed, 8 states had VOCA RFPs specific to HT, and 11 states mentioned HT with other crime categories in their RFPs. Award amounts ranged from \$25,000 (Texas) to \$1.2 million (Georgia). VOCA subawards specific to human trafficking fund a variety of services, including legal assistance, victim advocacy, short- and long-term residential services, community-based services, crisis stabilization, a domestic minor sex trafficking receiving center, and a regional navigator program. California funded the most diverse range of services, with VOCA grants awarded to six different types of services,

¹ Some states did not have RFPs available online or had no HT-specific information; therefore, data may be missing.

including funding to support victim-witness programs, homeless youth programs, hotlines, legal rights, housing, and low wage workers/youth in foster care.

An Overview of VOCA Human Trafficking Subaward Programs

The analysis of FY 2018 and FY 2019 VOCA HT subawards showed that a wide range of services are being provided, and there are some areas of innovation, including unique partnerships. While most stated they could support all victims of both labor and sex trafficking, many programs only reported providing services to female victims of sex trafficking. Of the eight VOCA victim assistance administrators that OVC TTAC connected with in 2020, one administrator reported that 91 percent of its programs do serve both sex and labor trafficking victims; however, three other states noted that very few, if any, of the subawards funded to serve both sex and labor trafficking victims actually served victims of labor trafficking. There also appears to be a variance in language and data points used by organizations. Through a review of VOCA HT subaward websites and social media platforms, many continue to use sensationalized words such as “rescue” and “modern-day slavery,” while others have adapted trauma-informed and client-centered language.

For FY 2018, the four states with the highest concentration of programs were Texas (16 subawards), California (14 subawards), North Carolina (13 subawards), and Ohio (10 subawards). The results looked similar for FY 2019, with Texas (31 subawards) and California (25 subawards) again having the most programs, Ohio (14 subawards) remaining with the fourth highest concentration, and Washington (16 subawards) jumping into the third spot.

In Texas, most VOCA HT subawards are multiservice agencies or faith-based organizations. Those subawards provide a variety of services, including advocacy, crisis intervention, therapeutic care, family therapy, case management, mental health services, and legal/immigration assistance. The populations being served, when specified, were mostly victims under 25, or families, women, and victims of sex trafficking. In a call with Texas VOCA assistance administrators, they also reported prioritizing VOCA grants to support minor victims of trafficking.

Subaward Innovations

- Shelters specific for labor trafficking (Michigan)
- Specialized legal clinics for LGBT victims (Ohio)
- Specialized substance abuse treatment facility that allows children to accompany parents (Ohio)
- Peer mentors from the Latinx community to engage with victims with limited English proficiency (California)
- Statewide HT coordinator to assist subawardees in using best practices (Michigan)
- A human trafficking advocacy program implemented a labor trafficking task force (California)

In California, most VOCA HT subawardees identified as legal providers or as organizations for underserved victims of crime. Those subawardees provided a variety of services, including crisis intervention and youth services, immigration services, shelter, case management, legal services, and transportation. The populations being served, when specified, were mostly youth victims, women, and victims of all forms of human trafficking. According to data shared with OVC TTAC by VOCA victim assistance administrators in California, of the 21 organizations funded by VOCA to address HT, 18 (86%) report serving victims of labor trafficking. Additionally, of the 11 counties funded by VOCA to address human trafficking, 10 (91%) report serving victims of labor trafficking.

In North Carolina, most VOCA HT subawards identified as “other,” which is defined as an organization by or for underserved victims of crime or an organization that provides domestic and family violence and sexual assault services. Those subawardees provide a variety of services, including crisis intervention, therapy, advocacy, case management, forensic interviewing, individual and group counseling, and legal services.

For the most part, the populations served were not specified by age, gender, or type of victimization.

In Ohio, most VOCA HT subawardees identified as a domestic and family violence organization, a coalition (e.g., state domestic violence or sexual assault coalition), or other. Those subawardees provide a variety of services, including housing assistance, counseling, mental health services, and medical care services. The populations being served, when specified, were mostly youth or adult victims, women, and victims of sex trafficking. Ohio VOCA assistance administrators also shared with OVC TTAC that of the organizations funded to serve victims of sex and labor trafficking, very few were reaching victims of labor trafficking.

In conversations with VOCA subawardees, some reported being connected to local and state task forces or being part of statewide initiatives, either through the Governor’s office or the state Attorney General’s office, while some, even those in the same city, did not specify partnerships with one another. Providing a mechanism and intention for organizations to learn about one another, and then finding ways to

connect them, may be helpful, and setting a minimum standard of program service would also help support the diversity and reach of programs that are currently funded.

VOCA Administrator Solicitation, Application Review, and Subaward Monitoring Processes

Data Used by VOCA Administration To Inform Solicitations

The data sources used by VOCA administrators to inform and develop solicitations differed by state. Most states reported using a combination of state and national data, as well as information from more specific sources, such as current VOCA subawards, prevalence studies, service provider data, and steering committees or advisory groups.

Information gathered from online sources and interviews with VOCA administrators revealed that some states might be using the National Human Trafficking Hotline reports as the only data set that specifies the perceived prevalence of trafficking in their states. Other states included local and state assessments or research by state universities that indicate local trends and the needs of HT victims in their jurisdictions. Through research on data available online from 32 VOCA offices, 11 had no available HT data online, and 12 included state or local data within publicly available reports (Appendix E).

From March to June 2019, OVC TTAC contacted VOCA victim assistance administrators (see Appendix D) to discuss their processes for reviewing grant applications, awarding and monitoring subawards, and strategies for measuring the success of anti-trafficking programs with the understanding that the VOCA grant-making system might create guidance that could be shared with potential HT subawardees and other state administrators. Administrators shared successes and challenges throughout this process and identified areas for additional training support. In May and June 2020, OVC TTAC conducted another set of interviews with VOCA administrators to discuss HT grant solicitations and how they monitor HT subawards (Appendix D).

State Innovation

Two states, Iowa and Pennsylvania, appoint retired service providers or subject matter experts who are not seeking VOCA funding to their review teams/committees; thereby linking application screening with programmatic expertise.

Of the 56 states and territories with VOCA administration offices, 50 states, Washington, D.C., and 3 U.S. territories (America Samoa, Puerto Rico, and the U.S. Virgin Islands) attended a Biannual OVC VOCA Administration Meeting on June 10, 2020. OVC TTAC polled all VOCA administrators in attendance regarding their response to human trafficking (Appendix C). When asked if their state conducted a needs assessment to determine how to fund HT programs, 34 states and Washington, D.C., responded; and only 13 (35%) of these respondents said yes. Of the seven VOCA administrators interviewed by OVC TTAC in 2020, four (Texas, Virginia, Washington, and California) noted that they conducted needs assessments that were specific to human trafficking, and

two states (Hawaii and Ohio) noted their needs assessments were general to victim services. Texas reported that they had several focus groups with stakeholders, including law enforcement, social workers, survivors, medical professionals, prosecutors, and other subject matter experts, to conduct a needs assessment for their state.

Solicitation Parameters

In June 2020, OVC TTAC reviewed RFPs for 32 states. These specific states were selected according to PMT data outlining HT specific subawards. Of the 32 VOCA administration websites that OVC TTAC reviewed, 26 listed RFPs (available from 2014 to present day) that addressed human trafficking. Of those 26 states, 5 (Texas, Wisconsin, Georgia, Michigan, North Carolina) listed additional parameters for applicants seeking funds to address victim services that were in addition to the minimum requirements to qualify for VOCA funding. These were not specific to HT programs but addressed any program applying for funding to support victims of crime. Of the 50 states, three U.S. territories, and Washington D.C., polled as part of the June 2020 OVC VOCA Administrators Meeting, 36 states and Washington, D.C., responded when asked if their state allows HT grantees to use VOCA funding for all activities under the VOCA rule, only two states (Alaska and Wyoming) answered “no.”

Of the states that provided additional data to OVC TTAC through email or phone calls, California, Texas, Iowa, and Washington reported they opted to include parameters for HT-specific solicitations that are in addition to general VOCA parameters. In California, recipients must meet the definition of a county victim-witness assistance program under California Penal Code 13835.2 and dedicate at least one half-time advocate specially trained to serve the needs of HT victims. Iowa reported assessing for applicants who have a clear understanding of vulnerable populations, dynamics that make it difficult for victims to leave trafficking situations, and federal laws pertaining to U-visas, T-visas, and record expungement.

OVC TTAC also inquired about parameters that VOCA administrators set for subawards within HT solicitations concerning housing, type of victimization, and expungement/vacatur laws. Of the seven VOCA administrators who responded about parameters set for housing programs, only Tennessee noted that they set additional parameters that were specific to trafficking. Tennessee allows funds for HT to be used for shelter, transitional housing, and hotels. California requires all housing programs for victims of any crime to provide trauma-informed support services. In reviewing RFPs available online among 32 states, California and Tennessee were also the 2 states that listed HT-specific housing RFPs that were available between 2017–2018.

Of the VOCA administrators who responded about parameters set within human trafficking solicitations by trafficking victimization, California reported that they write specific eligibility requirements into HT solicitations about staff qualifications and agency capacity. Washington reported that they created solicitations specific to addressing labor trafficking to ensure that these victims are being served, noting that few service providers have the expertise to offer services to victims of labor trafficking. Texas reported that while some solicitations address sex and labor trafficking, most focus on sex trafficking due to state priorities identified through their HT needs assessment.

Of the seven VOCA administrators who responded about parameters relating to expungement/vacatur laws, all stated they have no specific parameters in place. Four of the seven noted that they have never received a funding proposal for expungement/vacatur support. One state also noted if this request did arise, they would need training and technical assistance on this issue.

Reviewing and Awarding Grant Applications

Responses regarding the review methods for HT applications demonstrated differences across states in overall knowledge of human trafficking and the definition of best practices for service delivery. Some administrators reported a challenge in designing appropriate program measures for anti-trafficking organizations, while others worked creatively on how they identify effective anti-trafficking programs.

When reviewing grant applications, most administrators reported looking for expertise and the ability to provide services to victims of both sex and labor trafficking. Additional factors included trauma-informed outreach and marketing strategies, partnerships with law enforcement and other social service providers, civil and legal services, and knowledge of victims' rights. VOCA administrators also report the importance of a demonstrated capacity to provide trauma-informed and victim-centered services and program sustainability.

Challenges

VOCA administrators shared common challenges, including that their communities have a high interest in responding to human trafficking. This led to concerns about “pop-up” organizations, often faith-based, that have little to no experience in working with HT victims, knowledge of complex trauma, or best practices in intersected victim service fields and service delivery. Some faith-based organizations that apply for funding noted that they exclude services to victims who are also part of the LGBT community, which could further decrease access to services for this population. Administrators also expressed concern about pop-up substance abuse treatment and mental health service providers. Some administrators reported uncertainty about how to identify established and reputable substance abuse facilities that can also assist with complex trauma (this is often noted as a need for HT victims). One administrator had concerns about organizations exaggerating their experience, data, and overall statistics for funding.

Administrators also mentioned that in rural areas, small organizations with limited capacity or expertise might be the only organizations available to support HT victims.

One VOCA administrator indicated that they would benefit from guidance on how much funding is reasonable to provide to an HT service provider based on the clients served and programming, explaining that services to trafficking victims appear to be more costly than services to victims of other crimes.

Effective Practices

To resolve these identified challenges, some VOCA victim assistance administrators implemented strategies, such as the parameters mentioned earlier within solicitations, to look for service providers that—

- Demonstrate records of addressing direct services to HT victims, which include the vast

cultural competency components needed to serve all victims of trafficking.

- Establish relationships in the community and show comprehensive partnership and referral protocols, including active participation in HT task forces or multidisciplinary teams.
- Demonstrate the understanding of trauma and have programmatic policies and procedures that reflect a trauma-informed response.
- Demonstrate financial sustainability.
- Understand intersected victim service fields and polyvictimization.

Monitoring and Supporting Grantees

Responses to approaches in monitoring grantees also varied. Approaches to monitoring were consistent with measuring how agencies met the criteria outlined in their application. The effectiveness of states in addressing challenges to monitoring and supporting grantees appeared tied to their knowledge of human trafficking and the nuanced dynamics of serving victims of this crime. Standards for monitoring VOCA subawards on HT were based on how administrators understood best practices for serving HT victims. Currently, there is no minimum level of standards that all state VOCA administrators use consistently to support subawards funded to address human trafficking.

Challenges

VOCA administrators shared that subawardees struggle to identify and support victims of labor trafficking and male victims. Administrators may also lack the knowledge to provide subawardees with guidance on how to expand services to those populations.

Other gaps included—

- Strategies to build partnerships with community service providers.
- Effective task force collaboration.
- Addressing human trafficking in rural areas and on tribal lands.
- How to implement and measure effective street outreach.
- What metrics to use to measure the success of trafficking programs due to a current lack of standards specific to serving human trafficking victims.
- Understanding what the real cost of service should look like based on field standards.
- Trauma-informed policies, procedures, and practices among VOCA administrators and subawards.
- Lack of subawardee knowledge of grant expectations and management.

Question: How do you define a successful HT program?

Answer: “I don’t know that I could put a definition to this. For me, it’s mostly about what victims are saying about the services they receive. I’m not sure we know enough to say who’s really doing it well and who’s not.”

- VOCA Administrator

Effective Practices

Administrators in some states developed structures to overcome barriers in overall knowledge of

human trafficking and to be attentive to emerging trends in the anti-trafficking field. For example, Michigan created a human trafficking coordinator position to provide guidance on funding and supporting HT programs (Appendix F). The position is nested within the [Michigan Department of Health and Human Services, Division of Victims Services](#), and it is charged with collaborating closely with other statewide victim service providers, including child advocacy centers, sexual assault nurse examiner programs, and staff attorneys. Other states are in the process of developing similar positions or have specific staff to oversee HT awards.

Ohio engages in the statewide task force and other HT initiatives coordinated through the Attorney General’s office. This partnership increases their knowledge base of HT, provides a connection to anti-trafficking organizations, helps to identify trends and gaps in service, and keeps the office apprised of regional experts working on issues related to HT within the state.

VOCA administrators reported using site visits to encourage questions and engage with and learn from agencies. Some administrators meet new grantees in person to offer support and address problems as they arise, and others shared that they implemented regular conference calls to assess subrecipient needs.

“We (VOCA administrators) must set the bar as what person-centered programming is and give examples of what this looks like as a funder. They (subawardees) can then know how to implement the same for the victims they serve.” - VOCA Administrator

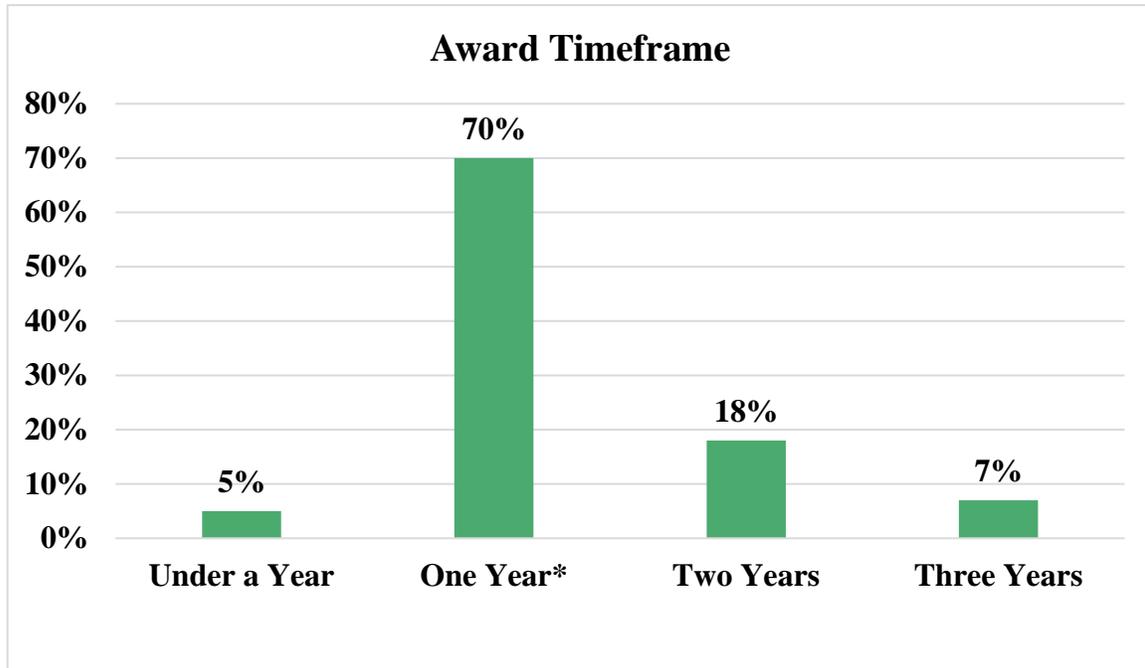
Many VOCA victim assistance administrators shared that they recognize the importance of organizations that are survivor-led or that incorporate survivors as experts, so they explore how organizations are implementing survivor input. In a [solicitation](#) addressing HT services and outreach, Washington VOCA also included recommendations from survivors and other stakeholders, including—

- Recognizing that victims/survivors are experts on their lives and more than their victimization.
- Understanding and acknowledging that each individual’s experience, perspective, and response is unique.
- Culturally responsive advocacy and supportive resources are key (food, meals, traditional healing practices).
- The availability of consistent staffing (advocacy) that provide unconditional support is key.
- Trafficking impacts boys and men.

To encourage capacity building and program stability, Washington provides 3-year awards to encourage time to plan, train, engage, and build trust with clients and communities. [The solicitation](#) outlined applicant expectations in the following way: “It is expected that services

will be person-centered, inclusive, and incorporate a human rights approach to human trafficking. It is expected that applicants will demonstrate an understanding of the importance of and commitment to meeting the self-determined needs of individuals impacted by human trafficking. It is expected that a strength-based model will also be used in the provision of services.”

Washington’s 3-year award period is longer than most other VOCA award timeframes. The chart below shows that the vast majority (70%) of awards are for a 1-year timeframe.



Measuring Success

Some VOCA administrators are looking for specific measures of success, while others were unsure of how to define positive outcomes in HT service provision—or victim services in general. One administrator noted that they use the [OVC Model Standards](#) for developing standards to support victims of labor and sex trafficking.

Similar challenges in measuring success were also dependent on knowledge of HT and general best practices for victim service delivery.

In addition to areas that are reviewed when subawardees apply for VOCA funding, administrators review grantee data to determine—

- If subawards are supporting sex and labor trafficking victims.
- The overall number of victims served by funded programs.
- Collaboration and service provider connections, including how they built relationships with clients and the community, and how the partnerships increase service capacity.

State Innovation

Some administrators support mobile case management. Subawardees identify safe places near the victim to meet for service provision to reduce barriers related to mobility and to further cement the victim-service provider relationship.

Use of VOCA Funds

In August 2016, OVC issued a new VOCA assistance rule that states VOCA victim assistance administrators can use funds to expand legal services, capacity building, and housing services, among other target areas, for victims of domestic violence, sexual assault, dating violence, and stalking. Housing funds can now be used by service providers to support costs related to transitional housing and relocation. Legal service funds can now be used to support victims with vacatur or expungements, custody proceedings, divorce, immigration, and housing negotiations. These additions aligned with victim needs identified by HT service providers.

Some HT subawardees that applied because of this rule extension have shared some unexpected frustrations. One shared that an HT program did not receive its first reimbursement for 10 months. The subrecipient was told that the funding agency was slow, paying more than \$700,000 in back payments. Other subawardees noted they stopped applying for VOCA funds entirely because of delayed payments or because of frequent denials for reimbursement or inconsistencies in guidance as to what services are covered.

While most VOCA administrators noted no delays in reimbursements or challenges in reimbursable activities, some administrators noted receiving requests for reimbursement of services that were not allowable by VOCA funds but, subawardees argued, were allowable through their OVC federal discretionary grant. There appeared some confusion between VOCA administrators and subawardees on what was allowable under the new VOCA Expansion Rule that clarified additional HT-specific work that could be funded. Consequently, OVC TTAC recommends the fact sheet as described below.

Recommendations

- Fact sheets developed for VOCA administrators and VOCA subawards to clarify what services VOCA can fund and what can be funded by their OVC federal discretionary grant.

- Peer-to-peer training, support, and tools for VOCA administrators on streamlining reimbursement processes.

Additional Challenges

In 2019, VOCA victim assistance administrators identified concerns with available HT trainings. Administrators expressed uncertainty about how to identify the best trauma-informed HT training; others noted that available trainings are inconsistent in content, are not meeting the specific needs of HT victims, or only speak to sex trafficking of women and girls.

Some administrators expressed concern about recommending the use of local, state, or national hotlines without knowledge of their processes for responding to human trafficking victims, nor if they abide by practices that support HT victims. Screening processes and referral protocols should be transparent and focused on ensuring client safety and referrals to trauma-informed organizations. Several states requested a training on best practices to operate a state hotline.

Human Trafficking Program Foundations



Through qualitative and quantitative data gathered for this report, four key themes emerged in effective practices to address common challenges in service delivery for HT programs.

OVC TTAC found these themes of practice may help set a minimum standard of service delivery, offering a foundation for programs and federal and state funders struggling with identifying sustainable programs.

Ensuring Programs are Trauma-informed

Through conversations for this report and insight gathered by OVC HT grantees, the knowledge of trauma and how to mitigate re-traumatization is a critical foundation to effective service delivery. Programs that are building healthy relationships with clients and ensuring client self-determination are demonstrating a trauma-informed approach in action. A trauma-integrated response must be adapted at all stages of program development and delivery and exercised within all community and collaborative work.

Implementation factors—

- Comprehensive knowledge and experience working with complex trauma
 - Training on trauma for all direct staff and those who supervise direct staff.
 - Training distinctions for developmental trauma, historical and generational trauma, and how to integrate those principles into trauma-informed organizations and leadership.

- Training partners and stakeholders on trauma.
- Development of trauma-informed policies and procedures and supervision of direct staff and volunteers. For example—
 - Review policies and procedures to ensure trauma-informed approaches and evidence-based practices are clearly articulated and transparent in operations.
 - Integrate staff training on trauma-informed approaches and policies to apply and implement practices.
 - Mindfulness of building resiliency, consistent staff training on protective factors, boundaries, roles and expectations, and vicarious trauma.
 - Promote and model self-care.

Collaboration

Collaboration is essential to address the broad range of needs of HT victims, both emergent and long-term. Collaboration ensures communities are leveraging existing resources (financial, topical and regional expertise, leadership). Outside of working with local partners, creating a community of practice and clear avenues to engage and grow with others doing similar work was an additional hallmark of implementing collaborative practices.

Implementation factors—

- Collaborative efforts should be made across disciplines in and out of formal multidisciplinary teams.
- Outline referral protocols and build sustainable relationships with partner organizations.
- Schedule a regular time to connect on shared community efforts and programs.
- Create Communities of Practice.
 - Peer-to-peer connection within the local community, but also with similar programs across the state and country:
 - Decreases isolation felt in specialized HT programs.
 - Builds the capability and capacity of others in the field.
 - Provides a space for resource sharing and brainstorming.

Action Research, Data, and Evaluation

Organizations that developed and revised programs based on current research and evaluation were able to provide space for innovation. Concerted efforts, and not having to reinvent the proverbial wheel, were helpful in the timing and expectations of a program starting and maintaining its projected response. The need to utilize action research and a shared respect of data were noted as a purposeful benchmark of program success and sustainability.

Implementation factors—

- Provide training on AR, how to implement it into programming, and the importance of program evaluation.
- Use internal, regional, and national data to understand current trends in HT victim service delivery.
 - Assists in building internal and external program expertise and accessibility of services for all victims of trafficking.

- Use evidence-based treatment modalities, screening tools, and assessments.
- Training on how to integrate and use tools, approaches, and modalities, and how the modality is meeting a client-driven goal.
- Ensure victim and survivor input.
 - Use input from current clients and survivor leaders.
 - Develop and share best practices for assessing survivor engagement.

Building Capacity

Building an organization's ability to respond to the needs of a victim of HT is closely connected with the importance of building internal infrastructure and staff capabilities to respond. Prioritizing the number of clients served and service units logged binds organizations to those numbers as the only relevant output and measure of success, but it does not highlight effective programming. Programs that build the ability of their staff and partners to see success in a myriad of service efforts aids in a deeper understanding of their impact on victim service delivery.

Implementation factors—

- Intentionally building sustainable programs.
 - Fiscal planning and operationalizing of sound financial policy, board development, succession planning, etc.
- Build capabilities of staff, volunteers, community partners, and stakeholders.
 - Establish minimal standards of service delivery, training and technical assistance, deliverables, and program outcomes.
 - Foundational training on victim service response through OVC training programs, including *VAT Online* and the Effective Management series.
 - Foundational training on grant management and sustainability for human trafficking subawards who are new to grant management.

Recommendations: Training Support and Additional Resources

Many VOCA victim assistance administrators reported interest in additional training and resources on HT; others noted receiving training from state task forces or other organizations. Based on data available from VOCA administrators and subawardees, the items below are recommendations for training and technical assistance.

Training and Technical Assistance for VOCA Administrators

- Send the [*Understanding Human Trafficking*](#) online training link to all VOCA administrators to serve as a baseline for HT knowledge for their programmatic staff and to use for current and future subawards.
- Train VOCA administration on minimum standards of practice for trafficking service programs, including—
 - Standards of care for shelters/housing programs, case management, and other services.
 - Using trauma-informed care within HT service settings.
 - Effective collaboration and outreach efforts, including what subawards should include in their training and outreach efforts.

- Share existing resources and outline the importance of using VOCA funding for infrequently funded services for HT victims, such as criminal record relief, through remote training platforms.
- Developing and identifying minimum standards for VOCA administrators to identify and fund human trafficking service providers.
- Developing and implementing monitoring tools specific to human trafficking programs.
- Peer-to-peer training and support and tools for VOCA administrators on streamlining and educating VOCA subawardees on reimbursement processes and grant management.

Training and Technical Assistance for VOCA Subawards

- Support training for VOCA subawards on grant management and sustainability.
- Training support for agencies on victim advocacy and the differences and similarities between system-based and community-based advocacy programs.
- Training support on developing trauma-informed policies and procedures.
- Training to support survivor inclusion and best practices for survivor engagement.
- Share approaches to addressing labor trafficking and male victims of human trafficking.
- Defining and providing examples of effective collaboration and sustaining partnerships.
- Supporting and responding to subawardees that find community partners are unwilling to serve victims of human trafficking because of misinformation and sensationalism.

OVC TTAC Overarching Recommendations

- Encourage VOCA administrators that have not done so to complete needs assessments on HT as relevant for their states.
- In partnership with OVC HT TTA providers, build on the best practices above and create minimum standards for human trafficking-specific program delivery, training content, and language and imagery use.
- In partnership with OVC HT TTA providers, share existing and future training materials on increasing state efforts to reach labor trafficking and male victims.
- Create an HT fact sheet that provides education on VOCA funding for all human trafficking VOCA subawards that also provides beneficial information to VOCA administrators who are new to HT.
- Share best practices on building and sustaining partnerships with VOCA administrators through tools and insights gleaned from collaborative work with the OVC Human Trafficking Task Force Fellow and the International Association of Chiefs of Police, the Bureau of Justice Assistance-funded TTA provider for Enhanced Collaborative Model Grantees.

Summary

Although federal funding for HT programs has increased, not all victims are able to access needed services. Gaps in victim identification and comprehensive service delivery remain challenges in responding to this crime. VOCA administrators and HT victim service providers are seeking frameworks for identifying and incorporating best practices and strategies to better serve victims of trafficking. The foundation trends for successful programming, as outlined in this document, could ground this framework. Additional support is needed for VOCA administrators, and their subawardees, to implement those best practices in service provision, community partnerships, training, and outreach.

VOCA administrators need additional support on how to measure successful outcomes within HT organizations. Building the capacity of VOCA administrators and their subawardees will require additional training and technical assistance, possible development of new tools, and access to resources. VOCA HT subawardees would also benefit from training and technical assistance on grant management and sustainability. As demonstrated throughout this report, some administrators and OVC HT grantees have established promising practices, which can be leveraged to provide peer-to-peer support to reduce barriers to service provision, increase organizational capacity, and ensure services are trauma-informed. Although the capacity to respond to the many challenges noted throughout this report may appear daunting, the response is actionable, and the results would create a much-needed grounding and an essential shift for the anti-trafficking field.

Appendix A

Human trafficking data provided by PMT in 2020 addressed the number of subawards provided by state, total number of available subawards, amounts of subawards, and the amounts available to address sex trafficking and labor trafficking.

State	Trafficking: Sex and Labor Only					Trafficking: Sex only					Trafficking: Labor Only		
	Number of Subawards	Total Amount of Subawards	Sex Trafficking Victims	Labor Trafficking Victims	Total Number of HT Victims Served	Number of Subawards	Total Amount of Subawards	Sex Trafficking Victims	Labor Trafficking Victims	Total Number of HT Victims Served	Number of Subawards	Total Amount of Subawards	Total Number of HT Victims Served
Total	130	\$45,848,947	12,784	1,837	14,621	54	\$24,413,644	6,189	325	6,514	N/A	N/A	N/A
AL	1	\$1,015,974	125	3	128	1	\$1,015,974.00	125	3	128			
AR	1	\$124,014	100	4	104								
AZ	2	\$68,333	49	127	176	1	\$13,914.00	5	0	5			
CA	20	\$5,207,085	1335	365	1700	5	\$1,637,103.00	595	3	598			
CO	1	\$112,653	96	33	129								
CT	2	\$897,479	182	0	182	2	\$897,479.00	182	0	182			
DE	2	\$216,031	7	4	11								
FL	1	\$1,577,367	365	117	482	1	\$1,577,367.00	365	117	482			
GA	5	\$1,449,167	1745	0	1745	4	\$927,977.00	951	0	951			
HI	6	\$921,960	113	16	129	6	\$921,960.00	113	16	129			
IA	1	\$166,151	177	3	180								
KS	1	\$58,741	23	8	31								
LA	1	\$354,098	54	2	56	1	\$354,098.00	54	2	56			
MD	2	\$207,449	18	1	19								
MI	2	\$459,134	180	24	204								
NC	9	\$4,565,690	236	351	587	1	\$200,839.00	36	14	50			
NH	5	\$2,416,742	465	48	513								
NM	2	\$271,060	436	28	464								
NV	2	\$274,000	36	8	44								
OH	9	\$3,703,979	2748	212	2960	5	\$2,109,060.00	408	3	411			
OK	1	\$138,040	108	29	137								
OR	5	\$1,499,929	117	3	120	3	\$738,097.00	67	0	67			
PA	3	\$1,297,494	64	107	171								
RI	2	\$470,998	36	2	38	2	\$470,998.00	36	2	38			
SD	1	\$194,150	34	2	36								
TN	8	\$1,569,219	287	15	302	2	\$947,201.00	153	3	156			
TX	18	\$12,110,174	2781	88	2869	13	\$10,592,765.00	2371	32	2403			
UT	2	\$302,792	60	101	161								
VA	2	\$1,024,932	126	20	146	1	\$324,932.00	77	20	97			
VT	3	\$110,000	26	6	32								
WA	10	\$3,054,132	655	110	765	6	\$1,633,880.00	655	110	765			

State	Number of Subawards	Total Amount of Subawards	Sex Trafficking Victims	Labor Trafficking Victims	Total Number of HT Victims Served	Number of Subawards	Total Amount of Subawards	Sex Trafficking Victims	Labor Trafficking Victims	Total Number of HT Victims Served	Number of Subawards	Total Amount of Subawards	Total Number of HT Victims Served
Total	130	\$45,848,947	12,784	1,837	14,621	54	\$24,413,644	6,189	325	6,514	N/A	N/A	N/A
	\$352,684.21					\$452,104.52							

Human trafficking data provided by PMT in 2019 listed each subgrantee by state, the type of organization, and funds allocated by victimization type.

Appendix B

List of 32 states researched for available data on Requests for Proposals.

- Arizona
- California
- Connecticut
- Delaware
- Florida
- Georgia
- Hawaii
- Indiana
- Iowa
- Kansas
- Maine
- Maryland
- Michigan
- Mississippi
- Nevada
- New Jersey
- New Mexico
- New York
- North Carolina
- Ohio
- Oklahoma
- Oregon
- Pennsylvania
- South Carolina
- South Dakota
- Tennessee
- Texas
- Utah
- Vermont
- Virginia
- Washington
- Wisconsin

Appendix C

OVC TTAC polled VOCA administrators from 50 states, Washington, D.C., America Samoa, Puerto Rico, and the U.S. Virgin Islands as part of the June 10, 2020, Biannual OVC VOCA Administrators Meeting, and 36 states and Washington, D.C., responded. The following tables show the state responses for two questions.

Table 1. (Note: Tennessee and California did not answer the question listed in Table 1.)

Did your state conduct a needs assessment to determine how to fund HT programs?	
Yes	No
Arkansas	Alaska
Hawaii	Arizona
Iowa	Colorado
Maryland	DC
New Jersey	Delaware
New Mexico	Georgia
Rhode Island	Idaho
South Dakota	Indiana
Vermont	Kansas
Virginia	Maine
Washington	Massachusetts
Wisconsin	Michigan
Wyoming	Missouri
	Montana
	Nebraska
	New York
	Ohio
	Oklahoma
	Oregon
	Pennsylvania
	Texas
	Utah

Table 2.

Does your state allow HT grantees to use their VOCA funding for all activities allowable under the VOCA rule?	
Yes	No
Arizona	Alaska
Arkansas	Wyoming
California	
Colorado	
DC	
Delaware	
Georgia	
Hawaii	
Idaho	
Indiana	
Iowa	
Kansas	
Maine	
Maryland	
Massachusetts	
Michigan	
Missouri	
Montana	
Nebraska	
New Jersey	
New Mexico	
New York	
Ohio	
Oklahoma	
Oregon	
Pennsylvania	
Rhode Island	
South Dakota	
Tennessee	
Texas	
Utah	
Vermont	
Virginia	
Washington	
Wisconsin	

Appendix D

In 2019, five VOCA administrators from the following states responded to requests for additional information:

- Michigan
- Ohio
- Washington
- Iowa
- Pennsylvania

In addition to followup questions, they were asked:

1. What are the key program components you look for in reviewing grant applications from HT programs that apply for funding?
2. What are the challenges you experience in monitoring trafficking subawards?
3. How do you define a successful trafficking services program? How are subawards measuring and defining their outcomes?
4. Would it benefit your trafficking subawards and inform your program's monitoring processes to have TTA on minimum standards of practice for trafficking services programs, implementing trauma-informed service delivery, and maintaining collaborative partners?

In 2020, seven VOCA administrators from the following states responded to requests for additional information:

- California
- Hawaii
- Ohio
- Tennessee
- Texas
- Virginia
- Washington

They were asked—

1. Did you conduct a needs assessment or conduct other strategies that contributed to the design of the grant programs? If so, what did this entail? How did it inform the design of programs?
2. What data on human trafficking do you use to inform solicitations and the response to human trafficking within your state?
3. What additional parameters are in place for solicitations regarding:
 - a. Housing,
 - b. Services by types of victimization, and
 - c. Expungement/vacatur?
4. Of the organizations funded to serve both sex and labor trafficking victims, how many actually served victims of labor trafficking?

5. What parameters are in place regarding what agencies qualify for human trafficking funding?
6. What resources, trainings, or materials would be helpful to oversee human trafficking-related subawards?
7. What are the challenges in overseeing human trafficking subawards?
8. What innovative services and practices are you seeing implemented by VOCA subawards to address human trafficking?

Appendix E

Data Sources Referenced Online by VOCA Administration Offices

State	Data Referenced in:	National Human Trafficking Hotline	State/Local	Other
Arizona	Arizona Human Trafficking Council Annual Report and the Prevention/Intervention Report		Outcomes from research studies, local organizations, and training/prevention efforts	
	Press Release “AZDPS Adds Public Webpage to Search for Missing Children”		Cites the Arizona Missing Person Database	National Center for Missing and Exploited Children
California	What is Human Trafficking?	Numbers cited are from the National Human Trafficking Hotline		
Connecticut				
Delaware	Report on Actions and Recommendations on Human Trafficking in Delaware (2018) by the Human Trafficking Interagency Coordinating Committee		Numbers cited are outcomes from Delaware programs	
Florida	Statewide Council on Human Trafficking Annual Report 2019		Numbers cited are outcomes from Florida programs and initiatives	
Georgia	Georgia’s Child Sexual Abuse & Exploitation Prevention Technical Assistance Resource Guide			National statistics from research article
Hawaii				
Iowa	Office to Combat Human Trafficking Annual Reports		Any statistics are from state agency reporting	
	Human Trafficking landing page on VOCA Admin website			National statistics of prevalence and demographics citing DOJ

	Human Trafficking Needs Assessment Report (2017)		Stats from findings from local/statewide agencies	
	Statewide human trafficking prosecutions (as of 01/2020)		Local agencies	
Kansas				
Maine				
Maryland	Maryland Human Trafficking Task Force		Stats from members of the Maryland Human Trafficking Task Force	
Michigan				
Mississippi	Human Trafficking Landing page on VOCA Admin website	Numbers cited are from the National Human Trafficking Hotline		
Nevada	VOCA Needs Assessment		Information from state/local agencies	
New Mexico				
New York				
North Carolina				
Ohio	2019 Human Trafficking Annual Report		Information from state/local agencies	
Oklahoma				
Oregon				
Pennsylvania	Human Trafficking Press Release	Numbers cited are from the National Human Trafficking Hotline		
South Carolina	2019 Annual Report Office of the South Carolina Attorney General	Numbers cited are from the National Human Trafficking Hotline	Statistics from law enforcement and service organizations	
South Dakota				
Tennessee	2017 Tennessee Office of Criminal Justice Programs Statewide Five-Year Strategy		Statistics from law enforcement	

Texas	Human Trafficking landing page on VOCA Admin website		Institute on DV and SA at the University of Texas at Austin for state statistics	International Organization for Migration for global stats
Utah				
Vermont	Press Release “Vermont Awarded \$1.2 Million Grant to Combat Human Trafficking”		Statistics from local/county	
Virginia	Needs Assessment (2012)		Statistics from local organizations	
Washington	Statewide Training for Law Enforcement, Prosecutors and Court Personnel- Human Trafficking Laws and Investigations Legislative Report (2019)			Statistics on prevalence from DOJ report <i>The Commercial Sexual Exploitation of Children in New York City</i>
Wisconsin	2019 Law Enforcement Assessment of Sex Trafficking in Wisconsin		Statistics from law enforcement agencies across the state	
	Estimating the Magnitude of Sex Trafficking Risks and Victimization of Juveniles and Young Adults City of Milwaukee (2018)		Statistics from local Milwaukee agencies	

Appendix F

Michigan Public Health Institute Position Description

Title: Statewide Human Trafficking Coordination

Employee Name: Aleksandra Andjelkovic

Supervisor: DVS Director

Purpose: Research and connect with existing and developing Human Trafficking projects in the state of Michigan, building infrastructure and alliances with appropriate non-profit and state agencies to promote consistent, professional and victim-oriented human trafficking services. Develop victim service funding priorities for programs seeking to serve victims of human trafficking.

Duties and Responsibilities:

- Research, identify and promote best practices, working to create consistency among human trafficking victim service programs in Michigan.
- Work with Division of Victim Services staff to develop statewide human trafficking funding priorities and recommendations.
- Establish alliances and act as liaison with the Division of Victim Services, the Prosecuting Attorney's Association of Michigan, the Michigan Commission on Law Enforcement Standards, the Michigan State Police, the Department of the Attorney General and other related state, local and federal agencies seeking to respond to human trafficking in Michigan.
- Provide technical assistance and consultation to existing and developing Human Trafficking Projects in Michigan.
- Work with Division of Victim Services Staff to establish, administer and evaluate programs, recommend program policies and procedures and design forms.
- Design and conduct surveys or studies to determine needs and to assist in planning, implementation, and evaluation of programs and services; consolidate data and prepare reports.
- Analyzes ongoing program operations and recommend modifications of policy and procedure to achieve greater efficiency and effectiveness.
- Interprets existing and proposed laws, policies, and procedures as they relate to human trafficking.

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- Integrate the coordinator's position and its activities within DVS and DHHS structures/system (developing internal forms, policies, procedures, establishing data collection, software...).
- Other duties as assigned.

Qualifications/Requirements:

Education: Bachelor's degree

Experiences:

- Experience in Human Trafficking or related program development, program development, and coordinated community response.
- Knowledge of victim services, programs, policies and protocols.

Important Skills and Characteristics:

- Knowledge of the principles and practices of administrative management at CACs including related budgeting techniques and federal and state grant reporting and standards.
- Ability to learn and utilize computer processes.
- Ability to analyze, synthesize, and evaluate a variety of data for use in program development and analysis.
- Knowledge of the initiation, development, accomplishment, and evaluation of public programs or services.
- Ability to establish program or service procedures, policies, or guidelines.
- Ability to analyze and assess operations from the standpoint of management controls, systems, and procedures.
- Ability to interpret laws, rules, and regulations related to project work.
- Ability to organize, evaluate and present information effectively.

Work Environment and Physical Requirements: Job may require moderate physical effort including lifting materials and equipment of <50# and involves viewing a CRT or VDT screen 25% to 75% of the time. Standard office environment. May require valid vehicle operator's license where needed to perform duties of the position.

RESPONSIBILITY FOR THE WORK OF OTHERS:

Lead Worker: Lead workers act as project leaders predominantly and/or coordinate the work activities of others.

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REQUIRED COMMUNICATION

Contact Person/Group	Frequency	Purpose
1. DVS Director	Weekly	Supervision
2. DVS VOCA Analyst	Monthly	Consultation
3. Statewide SANE Coordinator	As needed	Coordination
4. Statewide CAC Coordinator	As needed	Coordination
5. DVS Attorneys	As needed	Coordination

“For purposes of employment standards, this classification is “Non Exempt” from the overtime provisions of the Fair Labor Standards Act.”

Signature _____ Date _____
Employee Signature

Signature _____ Date _____
Supervisor or Program Director