

2014–2016 Impact Report

Combating Trafficking in
Persons in Ohio (CTIPOhio)

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Introduction

In 2014, the Combating Trafficking in Persons in Ohio (CTIPOhio) Program was awarded approximately \$440,000 in funding over the course of three years through the United States Department of Health and Human Services' Office on Trafficking in Persons. This program was created to address the identification and referral to services of foreign national victims of human trafficking. The program, administered by the Office of Criminal Justice Services in partnership with the Governor's Human Trafficking Task Force, was locally implemented through three regional anti-human trafficking coalitions (Core Regional Coalition Partners) and local grassroots organizations that directly address and serve victims of human trafficking. As a result of these collaborative partnerships, the program successfully identified victims of human trafficking, increased anti-human trafficking coalition capacity to provide services for communities, and contributed to the overall knowledge and awareness of human trafficking among Ohio's key stakeholders.

These three Core Regional Coalition Partners (CRCPs) played an integral role in implementing program activities throughout the state:

The Central Ohio Rescue and Restore Coalition: The Central Ohio Rescue and Restore Coalition (CORRC) is coordinated out of Columbus, Ohio and serves fourteen counties throughout the Central Ohio region. The Salvation Army of Central Ohio, the coalition manager site for CORRC, was the primary victim services partner for CTIPOhio and works closely with partners to facilitate a continuum of services for identified victims of human trafficking, including short-term safe housing, culturally-sensitive long-term comprehensive case management, street outreach, and a drop-in center for women trafficked in the sex industry.



15,781

Individuals were trained on human trafficking indicators and state/federal laws.



1,912

Individuals were provided technical assistance on implementing human trafficking protocols.



6,973

At-risk foreign national individuals were engaged and provided human trafficking information.



130

Potential human trafficking victims were identified as a result of CTIPOhio partnerships and activities.

End Slavery Cincinnati: End Slavery Cincinnati (ESC) is coordinated out of Cincinnati, Ohio and serves six counties throughout Southwest Ohio. The Salvation Army of Greater Cincinnati is the coalition manager site for ESC and was the primary victim services partner for CTIPOhio within the Southwestern Ohio region. ESC works through local partners to identify and serve trafficking victims and individuals who are identified as at-risk of trafficking through services similar to those of The Salvation Army of Central Ohio, such as short-term safe housing, culturally-sensitive long-term case management, street outreach, and a drop-in center for women trafficked in the sex industry.

The Lucas County Human Trafficking Coalition: The Lucas County Human Trafficking Coalition (LCHTC) is coordinated out of Toledo, Ohio and serves five counties in Northwest Ohio. Lutheran Social Services served as the administrative and fiscal agent for the coalition. LCHTC is made up of key local partners that collaborate to educate the community on human trafficking indicators, implement human trafficking protocols in criminal justice, healthcare, mental health and academic settings, as well as respond to victim identification through direct service provision by coalition members and community stakeholders.

To ensure that the resulting benefits of the grant funding were not limited to only those regions covered by the Core Regional Coalition Partners, the three coalitions extended services to counties beyond those counties that fell directly within the scope of their coalition partners and activities. The service regions covered by the grant include those identified in *Figure 1* (page 3). While the primary emphasis of the program was to identify foreign national victims of human trafficking and refer them to services, the Office on Trafficking in Persons recognized that the outcomes of this objective would be bolstered by educating the community on human trafficking indicators and equipping key stakeholders with service delivery protocols for when victim identification occurred. Given the overall goals of the program, four key objectives under CTIPOhio activities were identified.

CTIPOHIO PROGRAM GOALS

- 1) To identify and refer foreign national victims of human trafficking to service delivery systems;
- 2) To train and provide technical assistance to strengthen capacity of local organizations that are not involved in a local anti-human trafficking coalition;
- 3) To build capacity of local coalitions through participation in community-led efforts to marshal and leverage local resources to address human trafficking in the region; and
- 4) To increase public awareness of human trafficking by educating the public on potential indicators of sex and labor trafficking, and legal protections and services available to victims.

County Coverage by Region Through the 2014-2016 CTIP Ohio Program

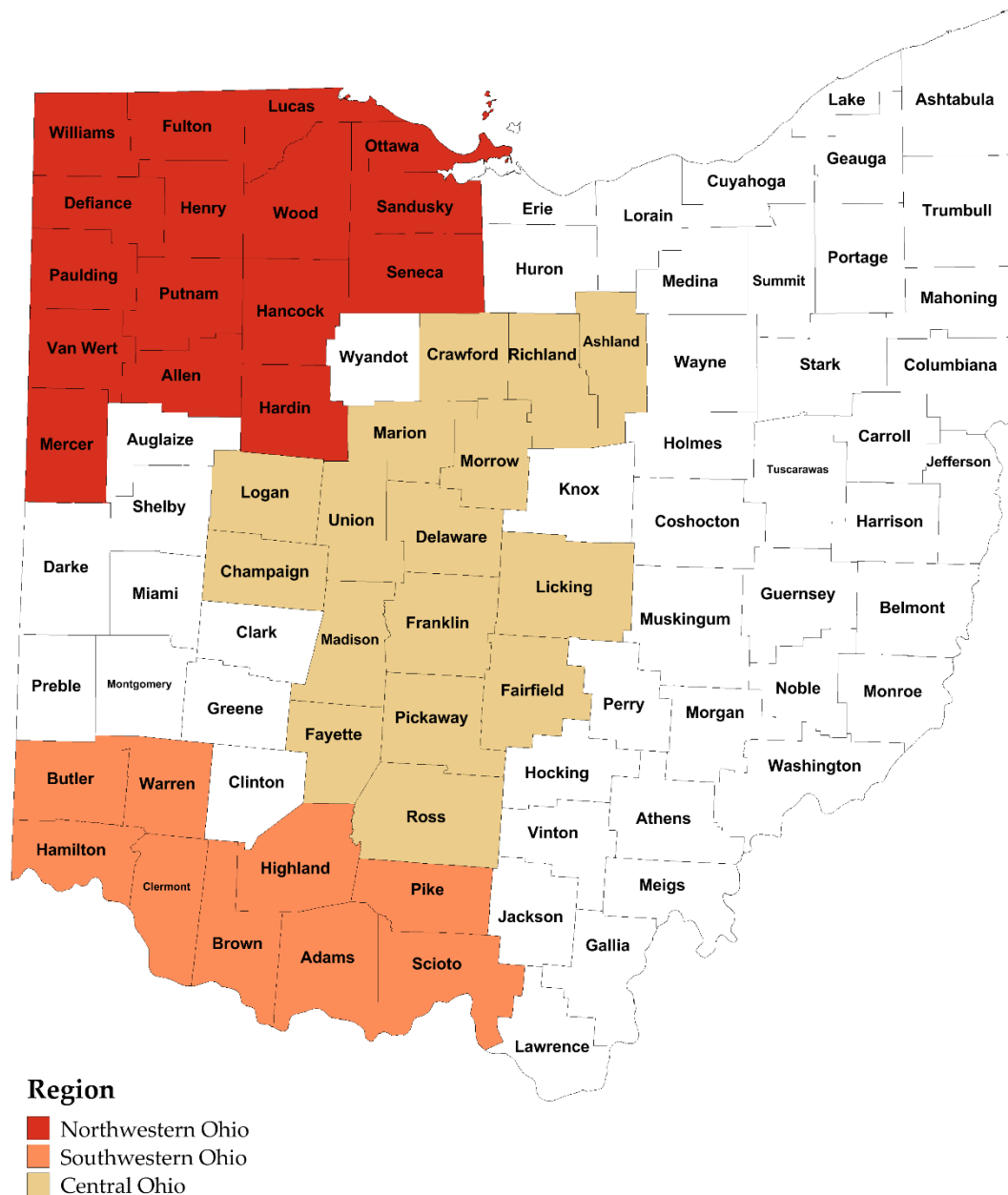


Figure 1. Regional coverage of the CTIPOhio Program¹

¹ Figure 1 represents the counties covered by the CTIPOhio program as funded under the Rescue and Restore program and does not represent the presence or absence of anti-trafficking responses in those areas not covered by the program.

Overview of Project Model

To accomplish program objectives, CTIPOhio implemented a model that relied on local partners to reach foreign national communities and build capacity within neighboring coalitions. Responsibility for accomplishing program objectives was placed not only on the Core Regional Coalition Partners, but on culturally-specific outreach partners that actively served at-risk foreign national communities. Figure 2 outlines the conceptual framework for the approach that was used to reach the target populations of the program in Ohio.

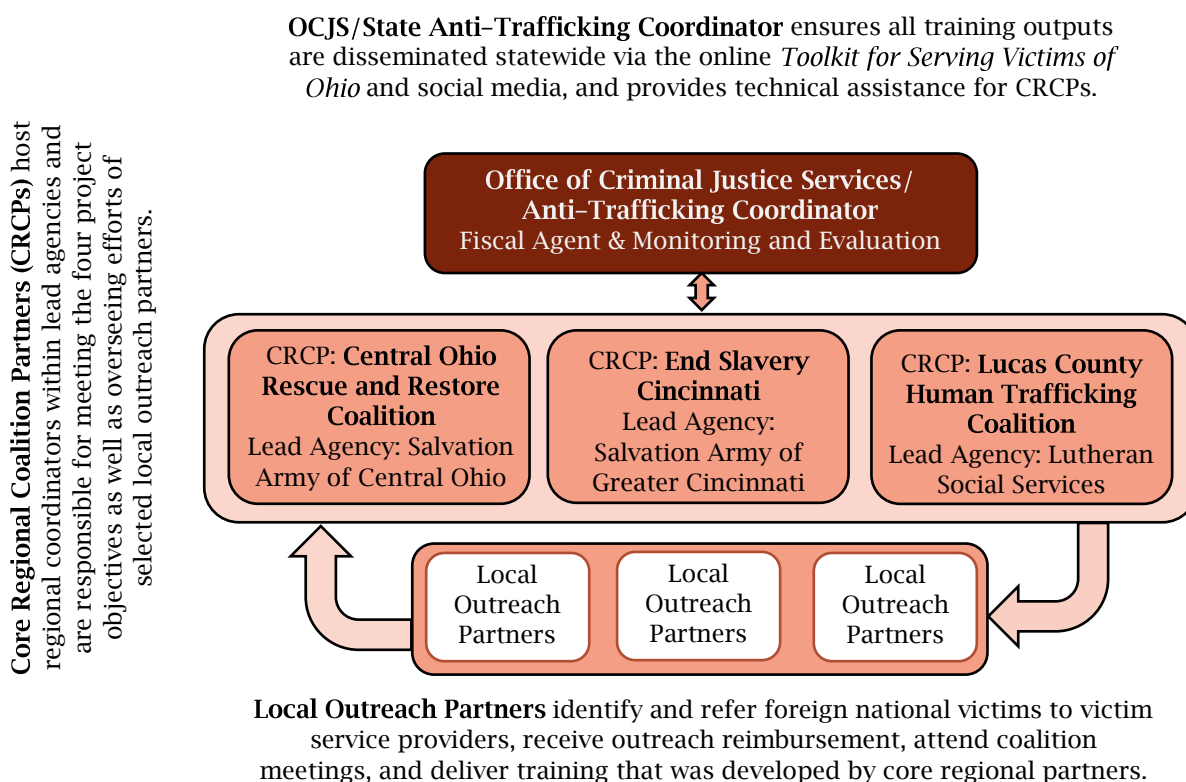


Figure 2. Project Model

1. The Office of Criminal Justice Services acted as the project's fiscal administrator and reporting agency for all grant-related activities. Designated staff within the agency worked with each of the Core Regional Coalition Partners to offer technical assistance and guidance on materials developed throughout the program period.
2. Each Core Regional Coalition Partner hired a part-time regional coordinator that oversaw the coalition's regional grant efforts. Primary responsibilities of the regional coordinators included developing and maintaining relationships with local outreach partners, conducting direct outreach to target populations, developing materials to be disseminated

statewide and building capacity within their local coalition to respond to trafficking.

3. To further promote local grant coordination, local outreach partners were chosen based on their relationships with and their ability to serve at-risk foreign national communities (Table 1). The identification of human trafficking victims relied heavily on the local outreach partners' access to at-risk populations, and thus partners were strategically selected as agencies that provided services that were utilized and trusted by the program's targeted communities. Due to the partners' added responsibility of conducting human trafficking outreach and training efforts, local outreach partners were eligible to receive stipends for their work toward the grant.

Table 1. Local outreach partners.

| Central Ohio Rescue and Restore Coalition | End Slavery Cincinnati | Lucas County Human Trafficking Coalition |
|--|--|---|
| <ul style="list-style-type: none"> ▪ Asian American Community Services ▪ Ethiopian Tewahedo Social Services ▪ Harold D'Souza (Survivor Advocate) ▪ Inna Simakovsky Law ▪ Kimberly Flynn (Survivor Advocate) ▪ Mount Carmel Health Systems ▪ My Project USA ▪ Vanessa Perkins (Survivor Advocate) | <ul style="list-style-type: none"> ▪ Alliance for Immigrant Women ▪ Asian Community Alliance ▪ Catholic Charities Cincinnati ▪ Interfaith Workers Center ▪ Santa Maria Community Services | <ul style="list-style-type: none"> ▪ Advocating Opportunity ▪ Children's Lantern ▪ Crime Victim Services ▪ H.O.P.E. Center with the YWCA ▪ Legal Aid of Western Ohio |

Identification of foreign national victims of human trafficking was successful due to the relationships between the Core Regional Coalition Partners and local outreach partners. Each of the local outreach partners identified in Table 1 signed a Memorandum of Understanding with its respective coalition partner to provide services such as:

- Assisting in the identification and referral of foreign national victims of trafficking, including participation in law enforcement and social service interviews when appropriate;
- Conducting outreach events/trainings to foreign national communities;
- Disseminating the Ohio human trafficking public awareness campaign materials through trainings, conferences, etc.; and
- Attending coalition monthly meetings at least quarterly to provide program updates as requested.

Prior to implementing grant activities, local outreach partners received training, either from the regional coordinator or a training source approved by program staff, on best practices for working with, identifying, and serving foreign national victims of human trafficking.

Outreach to Foreign National Communities

Over the course of the program, Core Regional Coalition Partners as well as local outreach partners participated in or attended **153 outreach events** where a total of **6,973 foreign nationals** were engaged and provided human trafficking resources that included information on trafficking indicators and referral sources should they identify potential trafficking victims or self-identify as a victim.

Table 2. Annual overview of outreach activities and community engagement.

| | Year 1 | Year 2 | Year 3 | Total |
|---|--------|--------|--------|-------|
| Number of outreach events. | 21 | 58 | 74 | 153 |
| Number of people reached through outreach activities. | 1,719 | 2,271 | 2,983 | 6,973 |

Partners also developed tools that could be used beyond the program's funded period and utilized broadly by Ohio's anti-human trafficking coalitions. Outreach materials developed through the grant include outreach cards available in 13 languages, including Amharic, Arabic, Burmese, English, Hindi, Japanese, Korean, Zhongwen (i.e. Simplified Chinese), Spanish, Swahili, Tagalog,



Figure 3. CTIPIOhio Outreach Card in English.

Thai, and Vietnamese (Figure 3). The cards included basic questions that may indicate exploitation along with the National Human Trafficking Hotline information (phone, text, and website). An online *Outreach Toolkit on Identifying and Serving Foreign Nationals* accessible for service providers was who would like to pursue outreach to foreign national victims of trafficking and

victims of labor trafficking was also designed.² The outreach toolkit provides venue-specific guidance on interacting and reaching day laborers and migrant

² For more information on the online guidance for day laborers and migrant farm workers, please visit the Ohio Human Trafficking Task Force website at <http://humantrafficking.ohio.gov/tool-kit-guidance.html>.

Barriers to Outreach Implementation

One of the largest barriers to outreach that Core Regional Coalition Partners initially faced was the length of time it took to develop working relationships with agencies that serve foreign national communities. Conversely, some local outreach partners had pre-existing, positive working relationships with the CRCPs, but the capacity of the outreach agency was not able to sustain activities outside of their regular programming regardless of the stipend available to agencies. In these instances, regional coordinators were primarily responsible for communicating with the community served by the agency while the local outreach partner provided opportunities for the engagement to occur. Outreach events began to consistently occur in the second year of programming.

farm workers, and includes resources for law enforcement, service providers and coalitions on safely and strategically reaching foreign nationals via outreach events and media outlets.

Given the broad reach of the local outreach partners and Core Regional Coalition Partners, outreach activities took place within the foreign national communities where individuals at-risk of human trafficking were most likely to be present and included both structured and unstructured activities. Structured activities included presentations during English as a Second Language (ESL) classes and mental health forums, whereas unstructured, or more informal events, included discussions during community events that targeted foreign national populations. Examples of these types of events include participating in mobile health coach hours, immigrant and farm laborer outreach events, participation in walk-in hours with local outreach partners, and participation in community fairs such as the Asian Food Festival and Festival Latino.

Victim Identification and Characteristics

Throughout the course of the program, **130 potential victims of human trafficking were identified and referred for services** (Table 3). An important component of identification was, and continues to be facilitating the connection

Lesson Learned

“It’s critical to show cultural competence and cultural humility when reaching out to the target population. ...Because human trafficking is a sensitive topic, it’s important to have some strategies to reach out to the [target] community. For instance, we may start to introduce Asian American Community Services through our ESL class or interpreting services.

After we build a good relationship with the target population, we may introduce the anti-human trafficking program to them.”

- Asian American
Community Services

of survivors to essential services. Certification allows adult victims of trafficking who are not United States (U.S.) citizens or Lawful Permanent Residents (LPRs) to be eligible to receive benefits and services under any Federal or state program or activity to the same extent as a refugee. Foreign child victims of trafficking (under the age of 18) do not need to be certified to receive benefits and services. The Office of Refugee Resettlement will instead issue a letter stating that a child is a victim of a severe form of trafficking and is eligible for benefits and services.³ Throughout this grant period, nineteen individuals initiated the certification process and six received certification.

A majority of victims identified through the program were as a result of collaboration between coalition partners, law enforcement and outreach partners. While it was not uncommon for one or two victims to be identified at a time over the course of the three years, a majority of victims identified in the first year of the program were identified through collaborative efforts and large sting operations. This is the primary reason that identification occurred at a significantly higher rate in the first year of the program compared to the second and third years.

Table 3. Annual overview of victims identified through grant activities.

| | <i>Year 1</i> | <i>Year 2</i> | <i>Year 3</i> | <i>Total</i> |
|---|---------------|---------------|---------------|--------------|
| Number of potential victims identified through project activities and partners. | 86 | 26 | 18 | 130 |

A majority of victims identified were identified as adults (58%), however a large portion of individuals' ages went unreported (33%). Most of the victims were also identified as female (59%). While literature on human trafficking in the United States generally emphasizes the occurrence and identification of sex trafficking,^{4,5} given the CTIPOhio program's emphasis on foreign national identification and labor trafficking, a majority of individuals identified were victims of labor trafficking (51%) or both sex and labor trafficking (10%). Roughly a third of the individuals identified were victims of sex trafficking (36%). Figure 4 below provides an overview of victim demographic characteristics as well as trafficking type.

³ *Fact Sheet: Certification for Adult Victims of Trafficking* accessed at

<https://www.acf.hhs.gov/orr/resource/fact-sheet-certification-for-adult-victims-of-trafficking>

⁴ *National Human Trafficking Hotline Data Report: Ohio State Report 1/1/2016–12/31/2016* accessed at

https://humantraffickinghotline.org/sites/default/files/2016%20State%20Report%20-%20Ohio_0.pdf

⁵ *2016 Ohio Human Trafficking Data from State Sources* accessed at

<http://www.humantrafficking.ohio.gov/links/2016OhioHumanTraffickingDatafromStateSources.pdf>.

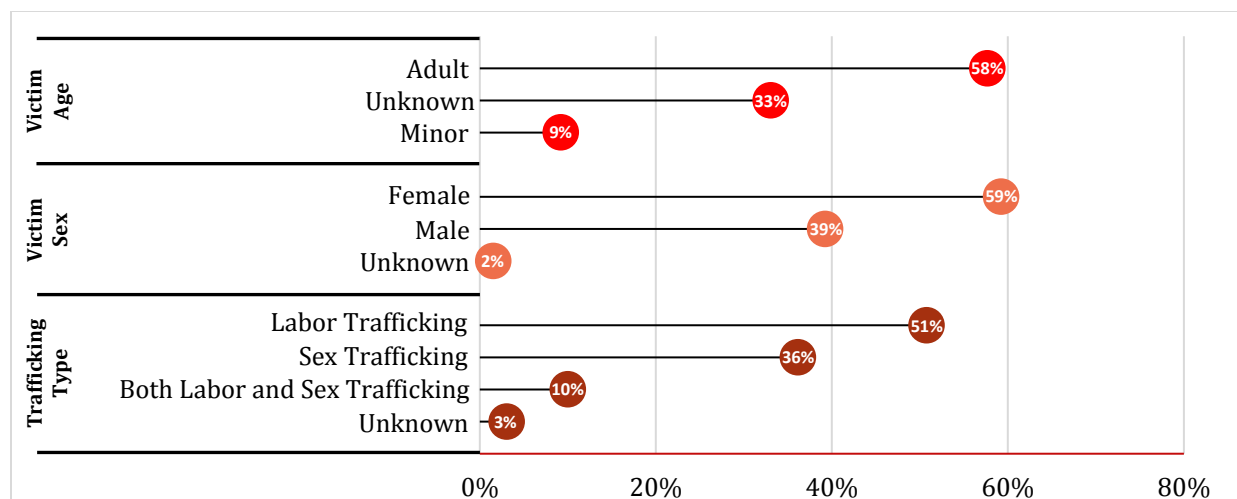


Figure 4. Victim characteristics.

The largest portions of individuals were identified as trafficking victims in the agriculture setting (36%), followed by massage parlors (26%). Individuals were also trafficked in venues such as: domestic servitude, hotel-based sex trafficking, mail-order brides, pimp-controlled sex trafficking, labor trafficking within restaurants, as well as other less common venues such as labor trafficking in grocery stores, hair braiding salons, and construction settings. An overview of these venues is provided below in Figure 5.

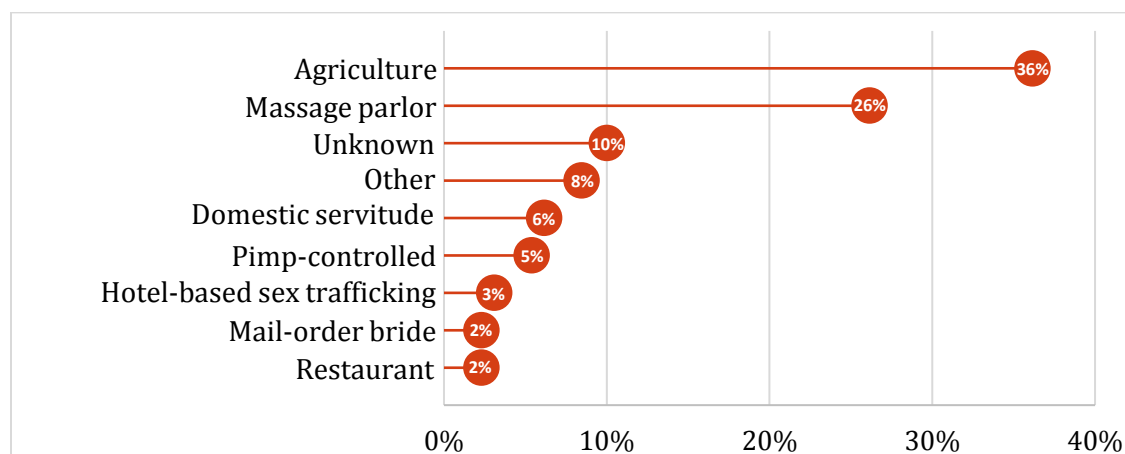


Figure 5. Trafficking venue of identified victims.

A significant portion of victims were from Central America (46%), including countries such as Guatemala (37%), Cuba (1%), El Salvador (2%), Honduras (2%), and Mexico (4%). Roughly a third of the victims were from Asia including China (30%), India (2%) and the Pacific Islands (2%). A smaller percentage were from the Middle East and the Northern Africa (MENA) region (4%), including Ethiopia, Eritrea, Pakistan, and Syria. Several victims were also identified from African countries (5%), including Ivory Coast, Kenya, Nepal,

Rwanda, and Senegal. Figure 6 below provides an overview of the regional origin of identified victims.

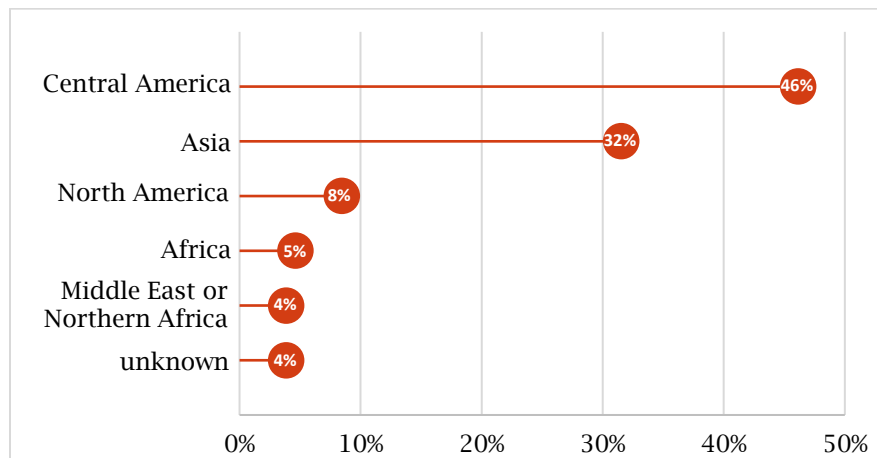


Figure 6. Regional origin of trafficking victims.

Training and Technical Assistance

When the program was initially implemented, coalitions across the state were conducting training on human trafficking for community stakeholders, but coalitions identified a need to create a readily available training presentation that included information that emphasized not only sex trafficking, but also foreign national victim identification and labor trafficking indicators. One of the objectives specifically directed by the CTIPOhio program was to develop an Outreach Toolkit⁶, emphasizing services for foreign national victims of human trafficking, and then to incorporate this information into an adaptable presentation that could be utilized by coalitions throughout the state. Within the first year of the program, regional coordinators and other key program staff developed a research-informed and adaptable training presentation, which was then expanded to create the online Outreach Toolkit on Identifying and Serving Foreign Nationals.

Throughout the program period, over 15,000 individuals were trained by regional coordinators, Office of Criminal Justice Services program staff, and local outreach partners utilizing the new training (Table 4).

Table 4. Annual overview of individuals trained by program representatives.

| | Year 1 | Year 2 | Year 3 | Total |
|--|--------|--------|--------|--------|
| Number of persons that were trained to identify and refer potential victims of trafficking for services. | 2,587 | 7,173 | 6,021 | 15,781 |

⁶ Outreach Toolkit available online at http://humantrafficking.ohio.gov/fn_tool_kit.html.

The toolkit was continuously updated with current human trafficking laws, venue-specific guidance for working with culturally-specific populations, and practical resources such as tips on media utilization and outreach safety. Two key resources that were also developed through the program included a Law Enforcement Pinch Card, which is an awareness tool for law enforcement officers to understand, identify, and respond to trafficking, as well as guidance on media utilization for coalitions and anti-trafficking programs to reach foreign national communities. This includes a Spanish video produced by Ohio Latino TV, featuring an interview with a local outreach partner from Northwest Ohio.⁷

In addition to training development, a notable accomplishment of the CTIPIOhio program included hosting a statewide conference during the second and third years of the program titled “*Enhancing Ohio’s Statewide Response to Human Trafficking*”, for anti-human trafficking stakeholders and service providers. The first conference brought together 82 of Ohio’s anti-human trafficking coalition managers, children’s advocacy centers’ directors, legal advocates and other key stakeholders to train and discuss different topic areas including trends in labor trafficking and foreign national victimization, developing a community-based continuum of care for survivors, and implementation of Ohio’s Safe Harbor Law for minors in the juvenile justice system. The second conference included 150 key stakeholders and discussed outreach and service delivery to foreign national populations and the importance of implementing trauma-informed responses when working with survivors in their communities.

Lesson Learned

“Due to the rhetoric that exists around immigration... it is vital for the trainers/presenters to have a good understanding of the intricacies of working with foreign-born victims as well as an understanding of how trauma impacts the brain.... Having well-formed, research-based responses can help dispel the inaccuracies and myths about working with foreign-born victims. In addition, it is helpful for the trainer to understand how the T-Visa process works, what it takes to become a legal permanent resident, how to become a citizen and the naturalization process.”

*–Northwest Ohio Rescue
& Restore Coalition Chair*

⁷ “Guidance for Media Utilization” accessible at <http://humantrafficking.ohio.gov/tool-kit-guidance.html>



Image 1. Leaders from the Ohio Department of Public Safety, the Governor’s Ohio Human Trafficking Task Force, the Ohio Network of Anti-Human Trafficking Coalitions, and Ohio Network of Children’s Advocacy Centers spoke at the 2016 statewide human trafficking conference.



Image 2. Regional Rescue & Restore grant partners Bryttani Barker and Erin Meyer along with local outreach partners Harold D’Souza, Raven Loaiza and Kathy Chen discussed promising practices for conducting outreach to foreign national victims during the 2016 statewide conference.

While training is the provision of information to broader audiences, CTIPOhio prioritized the provision of technical assistance to community professionals regarding anti-human trafficking protocols to bridge the gap from general awareness to practical, strategic and sustainable policy changes.

Over the course of the CTIPOhio Program, 1,912 individuals were provided specific guidance and resources on human trafficking to address the topic within their agency/organization (Table 5).

Table 5. Annual overview of technical assistance provision.

| | <i>Year 1</i> | <i>Year 2</i> | <i>Year 3</i> | <i>Total</i> |
|---|---------------|---------------|---------------|--------------|
| Number of persons who were provided technical assistance on identifying and/or referring victims of trafficking | 682 | 491 | 739 | 1,912 |

Coalition Capacity Building

In many cases, anti-human trafficking coalitions and their activities are primarily powered by volunteer time. As awareness and education increase, it is expected that identification of victims and the need for a coordinated response subsequently increase as well. To meet this need, one of the key elements of the program was to provide a designated regional coordinator for each of the Core Regional Coalition Partners (CRCPs) to implement program activities and bolster the response of the coalition. While the regional coordinators were housed within the CRCPs, program activities were intended to support capacity building efforts across the state, including in counties that are not covered by an existing human trafficking coalition. Aside from regularly attending and holding coalition meetings (Table 6), partners also worked to develop

relationships with other coalition leaders and stakeholders in communities that had either yet formally developed a coalition response to human trafficking or were in the process of developing a formal response protocol. To assist in this task, regional coordinators and program personnel developed a coalition model to guide community stakeholders as they worked to build a collaborative and coordinated response to human trafficking in their service areas.⁸

Not only was the coalition model used to provide technical assistance at the local level, but it was also the focal point of a workshop held during the 2016 “*Enhancing Ohio’s Statewide Response to Human Trafficking*” conference. Additionally, the model has been distributed across the nation and internationally, with different anti-human trafficking groups in California, Texas, Indiana, and Canada requesting information specifically from the Lucas County Human Trafficking Coalition.

Table 6. Annual overview of coalition meetings led or attended by program personnel.

| | <i>Year 1</i> | <i>Year 2</i> | <i>Year 3</i> | <i>Total</i> |
|--|---------------|---------------|---------------|--------------|
| Number of coalition meetings led or attended by grantee and partners | 127 | 137 | 172 | 436 |

A critical component of the tool’s implementation was the ability to assess the needs of a given community along with the gaps within existing coalitions. Given these factors, Core Regional Coalition Partners (CRCPs) annually assessed the status of their coalition against the developed coalition model. In cases where discrepancies were identified, coalitions were able to respond strategically to pursue areas of potential growth and leverage the available resources and services provided through their coalition membership to strengthen their community’s coordinated response efforts.

Interviews with regional coordinators and outreach partners shed light on the impact the CTIPOhio program has had on coalitions’ abilities to increase collaboration across Ohio to address human trafficking. For example, since the beginning of the program the Northwest Ohio Rescue and Restore Coalition (NWORRC) has expanded capacity and added the Tri-County and Hancock County Chapters. While NWORRC is not a CRCP, they have worked closely with the Lucas County Human Trafficking Coalition (LCHTC) since the program was first implemented, with the LCHTC regional coordinator attending NWORRC

⁸ “Building a Coalition Response to Human Trafficking in Your Community” accessed at http://humantrafficking.ohio.gov/links/Ohios_Coalition_Model_January_2015.pdf.

Elements of Success

“Having a staff person whose only job it is to build capacity for the coalition, to train, and to do outreach has helped build new relationships and strengthen existing partnerships. This additional support for the coalition has allowed [our coalition] to be more proactive and strategic in how [we] create opportunities for the community to connect and engage on the issue of human trafficking.”

*-End Slavery Cincinnati
Coalition Chair*

meetings and working closely with the chapter chair to provide the coalition model and additional resources to strengthen relationships in the area. The Central Ohio Rescue and Restore Coalition and End Slavery Cincinnati have different perspectives to capacity building, but similar to one another. Given that both coalitions are primarily managed by The Salvation Army staff, staff resources under their anti-human trafficking programs are prioritized and directed toward victim services. While both coalitions have been established for approximately ten years, having a dedicated staff person focused primarily on outreach, training and capacity building was essential in following up and responding to community partners in continuously developing relationships.

Public Awareness

In 2013, Governor Kasich’s Ohio Human Trafficking Task Force launched a statewide awareness campaign to shed increased light on the issue of human trafficking in Ohio and to direct citizens who suspect human trafficking to report the incident to the National Human Trafficking Hotline.⁹ While materials were initially developed prior to CTIPOhio implementation, the program funds provided the opportunity to translate campaign posters for the program’s targeted foreign national populations into four additional languages: Spanish, Arabic, French and Zhongwen (Simplified Chinese).

⁹ Ohio’s Human Trafficking Awareness Campaign Materials accessible at <http://humantrafficking.ohio.gov/campaign.html>.

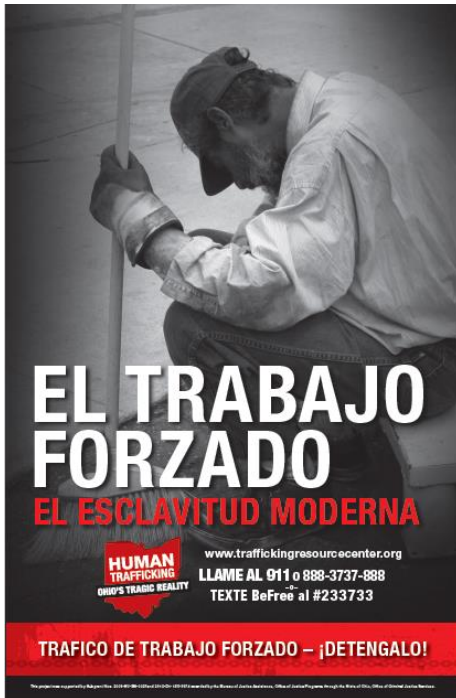


Image 3. Ohio human trafficking awareness campaign poster in Spanish.



Image 4. Ohio human trafficking awareness campaign poster in Zhongwen (Simplified Chinese).

In addition to posters, the program also provided funding to print fact sheets that highlight human trafficking indicators and applicable state and federal trafficking laws, air radio ads, and share materials displayed on bus stop benches within service regions (Image 5).



Image 5. Ohio human trafficking awareness campaign bench campaign in Central Ohio. Bench ads were rotated throughout Columbus during the second year of programming.

Sustaining the Work of CTIPOhio

After three years of funding geared specifically toward coalition capacity building, raising public awareness, providing training, and coordinating outreach and identification efforts, the CTIPOhio program built capacity among Ohio's communities to better identify and respond to the exploitation of at-risk foreign nationals residing in the shadows of the state. While funding for the program was provided for three years, program staff strategically focused on developing relationships and deliverables that would last beyond the life of the grant. Many of the deliverables are available online (e.g. translated awareness campaign materials, outreach toolkit, and developed coalition model) or have been integrated into the Core Regional Coalition Partners' structure, such as the Human Trafficking 101 training that emphasizes identification of foreign national victims of trafficking and labor trafficking victims.

Partners also continue to work toward greater cultural competence and cultural humility when serving foreign national and underserved populations. For example, the Central Ohio Rescue and Restore Coalition has hosted two annual conferences in collaboration with Mount Carmel Health Systems on cultural competency, highlighting different under-served and under-identified communities and populations each year, such as foreign nationals, male victims and homeless youth. Lastly, the partnerships formed with local outreach partners continue to bridge the gap in knowledge and services for victims of human trafficking in under-identified communities. With new and existing partners engaged in coalitions, the ability to equip communities to respond to human trafficking is heightened, the collective resolve to reach out to at-risk populations to identify victims is bolstered, and the capacity to respond to provide hope to survivors is strengthened.