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PROJECT SUMMARY/ABSTRACT
HHS-2014-ACF-ACYF-CA-0831

Project Title: Project NO REST
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Summary and Needs to Be Addressed: Project NO REST (North Carolina Organizing and Responding to the Exploitation and Sexual Trafficking of Children) will increase awareness of human trafficking affecting children and youth involved with the child welfare system in North Carolina. The project will reduce the number of these youth who are trafficked, and it will improve outcomes for victims of trafficking. This goal will be accomplished by bringing together government agencies, organizations, and stakeholders to develop a comprehensive and coordinated plan to address human trafficking among child welfare-involved children and youth. Through the development of this Comprehensive Strategic Plan, the state’s infrastructure for dealing with human trafficking issues involving child welfare-involved children and youth will be strengthened and enhanced. In addition to creating a stakeholder group to oversee and advise in the development of the strategic plan, NO REST will implement a set of pilot projects that use the strategic plan for trafficking prevention and to provide services to child welfare-involved youth identified as victims of trafficking. Experiences and lessons learned in the implementation of the pilot projects will be used to develop a tool kit that provides a template for implementing similar efforts in counties across the state. Existing data sources will be mined and explored to develop valid and reliable estimates of the size of the human trafficking problem in the state. Additional sources of information will be identified. Information developed from this project will be widely disseminated across the state and made available to the field.

Proposed Services: The University of North Carolina at Chapel Hill (UNC-CH) proposes to work in collaboration with key stakeholders in North Carolina. These stakeholders include public agencies, law enforcement, religious and nonprofit organizations, child caring institutions, advocacy groups, and individuals. Through the development of a collaborative and comprehensive plan, an array of services will be identified. These include prevention, outreach, intake, screening, assessment, therapeutic care, medical and oral health care, housing, employment, education, and life skills. These will be delivered as necessary.

Population Groups to Be Served: The target population is any child or youth in North Carolina who might become a victim of human trafficking and who is involved with child welfare or may become involved in the future. These youth will be served through prevention efforts. A subset of these youth—those who have been victims of human trafficking—will benefit though the development of a comprehensive service plan.
OBJECTIVES AND NEED FOR ASSISTANCE

The purpose of Project NO REST (North Carolina Organizing and Responding to the Exploitation and Sexual Trafficking of Children) is to increase awareness of human trafficking affecting children and youth involved in the child welfare system in North Carolina, to reduce the number of these youth who are trafficked, and to improve outcomes for those who are trafficked. This goal will be accomplished through bringing together government agencies, organizations, and stakeholders to develop a comprehensive and coordinated plan to address human trafficking among child welfare-involved youth. Through the development of this plan, North Carolina’s infrastructure for dealing with human trafficking issues, especially involving youth, will be strengthened and more effective. In addition to creating a stakeholder group to oversee and advise on the development of the strategic plan, NO REST will implement a set of pilot projects that use the strategic plan for trafficking prevention and to provide services to child welfare-involved youth who are identified as victims of trafficking. Experiences and lessons learned in the implementation of the projects will be used to develop a tool kit that provides a template for implementing similar efforts in counties across the state. Existing data sources will be mined and explored to develop valid and reliable estimates of the size of the human trafficking problem in the state. Additional sources of information will be developed to inform prevention and intervention efforts. Information developed from this project will be widely disseminated across the state and, through networks, and made available across the country.

This project will pursue 4 strategies drawn from the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States 2013-2017 (President’s Interagency Task Force, 2014). (See Figure 1.) Our first strategy is to develop an integrated, coordinated system for providing services to youth victims of human trafficking who are
Figure 1: Project NO REST Goals and Strategies

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<td>Build awareness of human trafficking affecting children and youth involved in the child welfare system in North Carolina, reduce the number who are trafficked, and improve outcomes for those who are</td>
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<td>Promote a strategic, coordinated approach to the provision of services for children and youth who are victims of human trafficking and who have contact with the child welfare system</td>
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<td>Expand and coordinate human trafficking-related research, data, and evaluation especially as it applies to children and youth involved with the child welfare system in North Carolina</td>
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<td>Provide and promote outreach, training, and technical assistance to agencies and organizations at the state and local level to increase victim identification and expand the availability of services</td>
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<td>Promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being of victims who were or are involved with the child welfare system</td>
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involved in the child welfare system. Second, we will expand and coordinate human trafficking-related research, data, and evaluation relevant to youth victims of human trafficking who are involved in the North Carolina child welfare system. Third, we will provide training and technical assistance to state and local agencies and organizations to increase victim identification, promote outreach, and expand the availability and accessibility of services to victims. Fourth, we will promote the use of effective, culturally appropriate, trauma-informed services to improve the short- and long-term health, safety, and well-being of youth victims of human trafficking who are involved in the child welfare system. These strategies will be pursued through the 5 activities shown in the project’s logic model, outlined later in this proposal.

Projects funded under this announcement are authorized under Title I of the Child Abuse Prevention and Treatment Act (CAPTA) as amended by Public Law 111-320 in 2010. Section 105 of CAPTA authorizes training programs and discretionary grants. The Act also requires all projects funded under that section be evaluated for effectiveness. Under the training programs, the Secretary of US DHHS is able to make grants to public and private agencies that demonstrate innovation in responding to reports of abuse and neglect. The innovations include those based on
collaborative partnerships to improve safety outcomes for children that involve state child protective service agencies, community social service agencies, other community agencies, health and mental health entities, schools, churches and synagogues.

**Scope of the Problem**

Human trafficking’s prevalence is on the rise around the world and is especially acute across North Carolina. According to the U.N. Office on Drugs and Crime (2012), approximately 460 different trafficking flows were identified between 2007 and 2010, increasing the estimated number of trafficking victims from 800,000 to 2.5 million. To combat these alarming numbers, we have and will continue to pursue efforts to empower, inform, and uplift victims and community members across our state.

Human trafficking is both an international and local issue. This $32 billion industry is second in profitability only to drug trafficking. In North Carolina and around the world, criminal organizations are increasingly turning to selling humans as commodities rather than drugs because humans can be obtained at lower cost and sold repeatedly. Human trafficking is also more lucrative because it is more difficult for authorities to detect and prove the sale of human beings; even if the crime is detected, the victim— rather than the trafficker— is often identified and treated as the criminal.

North Carolina has many documented cases of sex and labor trafficking. These cases demonstrate that human trafficking is a growing problem in the state, but they only hint at how pervasive the problem is in reality. Reports from the Polaris Project have shown that since December 2007, nearly 2,000 reports of human trafficking have been made in North Carolina (Polaris Project, n.d.a). Of those reports, 295 were tips or crisis calls about human trafficking occurrences. It is not clear how many of those trafficking cases may have involved vulnerable
youth who are involved with the state’s child welfare system. However, North Carolina’s real numbers of trafficking victims are likely significantly higher given the barriers to self-reporting, the difficulties of trafficking detection, and the many community members unfamiliar with either trafficking or the Polaris hotline. The extent of trafficking is hinted by the hundreds of online ads for prostitution listed for each of our large cities; recently, a trafficked teenager was discovered and rescued in North Carolina after someone found her in such an ad.

While trafficking victims have been discovered in all 50 states, the Polaris Project (n.d.a) ranks North Carolina #8 in the United States for human trafficking cases. Several factors contribute to our climate for trafficking, including the convenience of major highways and ports for transportation; easy access to and from tourist areas with high demand for labor and sex trafficking; a large military presence (associated with greater mobility and numbers of adult businesses that fuel or front for sex trafficking); and an expansive agricultural community with both high demand for manual laborers and large isolated, rural areas in which trafficked laborers can be easily concealed. These features make it easy for predators to locate, coerce or seize, move, and sell vulnerable victims.

When targeting victims, sex traffickers gain the trust and confidence of vulnerable children or adults by manipulating their emotions and offering them a better life through false promises of security, protection, and love. Once an individual is trapped and dependent, they are then enslaved, often isolated and confined, and let out only to perform trafficked acts. To make them comply, victims are frequently beaten into submission and threatened with further harm to them or their family members. Victims typically form trauma bonds with their traffickers through traumatic dependency, shame, and hopelessness. Many traffickers also establish dependency through drug addiction; others document victims’ exploitation on video, establishing
leverage. Traffickers deliberately employ these techniques to render victims unwilling or unable to leave.

Undocumented foreign victims are especially vulnerable because they are often unaware of their legal rights or protections. Many have been told that their exploitation is normal or that no one will help. Others, already lied to about or afraid of deportation, are terrified to contact law enforcement or speak to anyone on the outside. Traffickers may also conceal victims or exploit victims who are unfamiliar with English or each other’s languages. Recent trends observed throughout North Carolina involve large numbers of Latino brothels, several cases of domestic servitude, and a large percentage of victims trafficked from Central America and Africa.

The crime of human trafficking affects men, women, and children. The U.N. Office on Drugs and Crime (2012) estimates that women account for 55%–60% of all victims identified globally; females are overrepresented in sex trafficking, but males are most likely to be exploited in forced labor. Women and girls together account for around 75% of all victims. Globally, 27% all victims are children, and 1 out of 3 of these child victims is a boy. Trafficking is not specific to a certain race, culture, or gender—everyone is at risk. For this reason, a number of organizations have worked to raise awareness in diverse communities in our state. These efforts have proven successful, but much more is needed to raise awareness and understanding of trafficking to the levels necessary to effectively combat the problem.

According the U.S. State Department (Siskin & Wyler, 2010), an estimated 800,000 people are trafficked worldwide each year. Of those, 50% are children whose average age is 13 years old. The Polaris Project (n.d.) estimates 100,000 children are exploited in the sex trade in the United States each year. Runaways and traumatized children are especially vulnerable to trafficking. Recent research by Shared Hope International about domestic trafficking in Las
Vegas showed that 65% of minors arrested for prostitution in the United States had been victims of sexual assault, family molestation, or both (Kennedy & Pucci, 2008). Of those, 75% had run away from home before their arrest, making these traumatized children even more susceptible to traffickers’ manipulation and promises of financial survival. Many of these victims are dismissed as willing prostitutes or arrested and charged with prostitution crimes. North Carolina, through its Safe Harbor legislation, has taken steps to decriminalize and not charge victims of human trafficking with a crime.

Many trafficking victims are runaways who have been in foster care or ran away from an abusive home life. Numerous studies have shown that about 1 in 3 runaways who do not return home are trafficked or forced to trade sex for basic needs (National Alliance to End Homelessness, 2009). In many instances, throwaway children become disposable commodities for traffickers. Particularly in North Carolina, vulnerable, trusting youth are often funneled into trafficking by trusted caretakers, pimps posing as boyfriends, or gangs serving as surrogate families. A number of recent instances have been publicized in which caretakers and young men have trafficked children in North Carolina (NC). In Fayetteville, a 5-year-old girl was sold by her mother to a buyer who then raped and killed the girl (Sims, 2013). Also in Fayetteville, a young man confined and beat two teenage girls, then forced them to perform sex acts on camera and for customers (Blythe, 2013). Recently, a 5-year-old boy was adopted and molested by a prominent man in Durham, who then offered the child for sale over the Internet (Hartness & Owens, 2009).

In 2011, in Fayetteville, home of the Fort Bragg military installation, a project was funded by the NC Governor’s Crime Commission to address trafficking. Project staff reported that a large percentage of victims were minors between 12-17 years old. In an 18-month period, the project was able to help identify and provide services to 8 girls who were victims of domestic
minor sex trafficking in Fayetteville. Of these victims, 6 were African American and 2 were Hispanic. All had been labeled as “at-risk youth” and chronic runaways before being trafficked.

Project staff reported that it was easy to get the Fayetteville community to support these victims because they were seen as “their” children. As stakeholders in the community received training to better understand trafficking, they began revisiting other children who had been labeled as troubled or at-risk. The project provided in-house case management services, and developed and implemented a new Rapid Response Team (RRT) in the county. The community stakeholders also helped identify and save numerous victims in 2012 and 2013.

Through these and other efforts, reports of human trafficking have grown. In 2011 alone, phone reports to the Polaris Project’s National Human Trafficking Center from individuals self-identifying as human trafficking victims rose from 471 to 756 (Polaris Project, 2012). This increase is especially significant given those who are trafficked often do not realize they are victims, and many feel there is no hope of being rescued. At the same time, increasing numbers of law enforcement officers, private individuals, and crisis centers are requesting assistance and referrals with newly identified cases of trafficking. Additional funds and infrastructure are needed to ensure adequate services are available to help victims once freed from their traffickers.

Offering victims rehabilitative services, basic services, and chances to rebuild their lives is important not only to save them from being exploited again, but to help save their lives. Women working in street-level prostitution face significantly higher mortality rates in the time they are on the street. Studies have found street prostitutes are at least 18 times more likely than other women to be murdered (Potterat et al., 2004). However, this homicide rate does not include the many trafficked women that simply “disappear,” overdose as they cope with their trauma, or die under circumstances classified only as violent. One study found approximately 75% of
women in escort prostitution had attempted suicide, while another study found sex workers comprised at least 15% of completed suicides that reached hospitals (Open letter from Susan Kay Hunter of the Council for Prostitution Awareness as cited in Chesler, 1994). Non-trafficked rape survivors have an approximate 3 times increased likelihood of attempting or committing suicide; the suicide rates are likely far higher among trafficking victims because they are raped and assaulted more frequently and are less likely to receive help than non-trafficked rape survivors. One study found that 71% of children trafficked for sex had suicidal tendencies (Chesler, 1994).

Quality therapeutic services are critical to reaching victims and reducing these dangers, and essential for enabling victims to reclaim and rebuild their lives. Unfortunately, service providers in our state lack the resources to provide effective outreach to growing numbers of trafficking victims. As the prevalence of trafficking rises, so does the number of victims seeking services. Agencies in our state are not yet equipped to serve large numbers of victims with quality care. For example, The Salvation Army plays a key role in a trafficking project in and around Raleigh (state capital), but this organization has funds to serve only 4 victims at a time; other agencies face similar constraints.

Stabilizing survivors of trafficking often takes months, but many shelters in NC are limited to sheltering survivors for 90 days or less. Services are even more limited for youth; shelters that provide services to runaways and homeless youth with Family and Youth Services Bureau grants are limited to 21 days. Counseling for trafficking victims can often take 18 months to be effective, but there are currently only 50 beds in long-term care facilities specifically designed for stabilizing domestically trafficked minors.

In addition to secure shelter and therapeutic counseling, victims that come forward may need legal services. As a partner on a recent project, Legal Aid of North Carolina was
overwhelmed by the number of trafficking victims requesting assistance. Among international
victims, even once identified as a trafficking victim, applicants for the special visa for victims of
human trafficking typically face a 9-month wait before attorneys have time to begin working on
the case. Without additional help, many victims will return to exploitation or potentially
dangerous situations in the United States, their home countries, or another location because they
cannot find another way to survive without help to rebuild their shattered lives. Receiving this
grant will allow us to close gaps in legal services for victims by training more attorneys (both in-
house counsel and outside partners) to provide direct legal services for victims of human
trafficking.

Child Welfare Involvement

Children and youth involved with the child welfare system face an elevated vulnerability
or risk for becoming a victim of trafficking because most have histories of trauma or trauma
exposure. For example, 2009 national child welfare data identified approximately 702,000 youth
as maltreatment victims, with 78% neglected, 18% physically abused, 10% sexually abused, and
8% psychologically maltreated (US DHHS, 2009). Given the slightly increasing reporting rates
in NC since 2000 (Stewart & Duncan, 2011), concerns have emerged that interpersonal trauma—
especially in instances involving parents, relatives, or caregivers—may result in adverse
psychological outcomes among maltreated children and youth. While the results of the trauma
can appear in a number of ways, the effects of trauma can manifest as PTSD symptoms. These
childhood experiences also result in a number of relational difficulties because youths’ expected
source of protection and trust (e.g., family, caregiver) becomes one of fear and expectations of
relationships as violent and untrustworthy.

Felitti and colleagues’ study of adverse childhood experiences reported a strong
relationship between exposure to abuse as a child and adverse outcomes as adults (Felitti et al., 1998). They found individuals who had 4 or more adverse experiences as a child were 7.4 times more likely to be an alcoholic and 6.8 times more likely to have had 50 or more sexual partners. They further report that these unhealthy behaviors may be “consciously or unconsciously used because they have an immediate … benefit as a coping device” (Felitti et al., 1998, p. 253).

Even when removed from an abusive or neglectful home, entering foster care can cause a child to experience additional trauma. Despite child welfare’s intentions, the processes of investigation, substantiation, removal, and out-of-home placement can represent significant sources of additional trauma or distress for youth. In response to the trauma of entering foster care, many children and youth exhibit behaviors such as defiance, aggression, and acting out; these behaviors can result in placement disruption, leading to multiple foster placements. In turn, multiple placements can dramatically increase the child or youth’s trauma. This re-traumatizing and placement disruption can result in further behavior problems and complicate the ability of children to form strong and meaningful relationships with their caregivers.

Trauma and adverse experiences—being abused or neglected, witnessing violence or maltreatment, or being in fear of harm or death—can result in the child engaging in risky behaviors as a coping mechanism. In order to avoid feeling emotions or establish relationships that might end in pain, the child becomes numb. Others of these children have only experienced relationships that were manipulative, and thus, they often become manipulators. To avoid bullying, the child may become a bully and perceive most interactions as having hostile intent. An accidental bump in a lunch line might be met with a violent punch as if the accidental collision was an intentional act of harm.

Because of these experiences, these children may be unable or unwilling to establish
trusting relationships with others. This inability to form meaningful relationships can make former foster youth, especially those who have experienced trauma, vulnerable to traffickers or others who seek to manipulate them. This vulnerable encounter could begin as a chance meeting on a street where other youth reach out or by the manipulator showing some sign of warmth or respect as he or she reads the intended victim and decides how best to approach. These youth also may be vulnerable to joining a gang where the initial costs are low compared with the rewards of membership. Slowly these youth may be forced into the sex trade to support others.

In other instances, the victims of human trafficking are not involved with child welfare, or at least not in foster care, until they have been identified as trafficking victims. In these instances, the youth might have become involved in trafficking through one of several ways. First, a child could be a runaway. The child could encounter a trafficker in his or her hometown or at a bus station in a distant city. Other children become victims of trafficking through their own parents or caretakers who start trafficking the child, or a parent or guardian might sell or trade the child to a trafficker. This situation was recently reported in Eastern North Carolina where a child protective services investigation of a bruise on a child’s neck revealed the pre-teen child had recently been issued a passport. No members of the child’s family lived outside of the country, nor did they have plans to travel outside of the United States. The investigation into the passport resulted in the discovery of a plan to traffic the child in Central America.

Demographic Profiles of Foster Youth and Former Foster Youth

On March 31, 2013, North Carolina had 8,733 children in foster care (Note. All foster care data in this section specific to North Carolina is from a longitudinal dataset created and maintained by Duncan et al., 2014). Of these children, 40% were younger than 6 years old and 27% were 14 years or older. Of the 2,346 youths who were 14 years or older, 51% were female,
39% were African American, 54% were White, and 7% were Hispanic. Only 10% (235 youth) of those adolescents had entered foster care for the first time before age 6 years, whereas 46% (1,079) entered care at 14 years or older. About 78% of these youth were in their first-ever spell of foster care, while another 19% had been in foster care once before. Of the youth with multiple spells of foster care, 10 youth had been in foster care 3 or more times. Given these statistics, many NC youth in foster care should be considered “at-risk” for trafficking.

Multiple reasons exist for entry into care. Among youth 14 years or older who entered foster care for the first time in State Fiscal Year (SFY) 2012-2013, neglect was cited as the reason for entry to care for 62% of the adolescents, while behavior was cited as a reason for entry for 34%, and dependency was listed as a reason for entry for 26%. Other reasons for entry into care after age 14 included sexual abuse (4%) and physical abuse (6%). (Note. The preceding numbers sum to more than 100% because there can be more than one reason shown for entry into foster care.) Although we do not know how long these youth will remain in care, based on historical experience, we know that more than 40% will exit foster care through reunification with their families, 2%–3% are likely to be adopted, less than 10% will exit through a guardianship arrangement, and nearly 30% will age out of care at 18 years old.

In SFY 2011-2012, across the state, 621 foster youth were emancipated or aged out of foster care. About 52% of those youth were males, 47% were White, 46% were African American, and about 7% were Hispanic. Much like the youth in care on March 31, 2013, some of these 621 youth had entered foster care for the first time before age 6 years. Another 36% were younger than 14 years old when they first entered foster care, and more than half (54%) were 14 years or older when they first entered foster care. Nearly 74% of the youth who aged out of foster care were in their first-ever spell of foster care (at least in the NC system). Counting all
of their spells in foster care, 24% had been in foster care for 2 years or less, 16% had been in care for 2–3 years, 14% had been in care for 3–4 years, and 45% had been in care for more than 4 years.

Little is known about the experiences of former foster care youth who are homeless—whether they aged out of care or left for other reasons. Most information about former foster care youth is anecdotal and comes from service providers who operate basic centers funded through the Family and Youth Services Bureau (FYSB). Former foster youth account for 20%–50% of the individuals served through these centers. However, information is not collected from these youths on a systematic basis. A number of homeless youth are lesbian, gay, bi-sexual, transgender, or questioning (LGBTQ); however, it is not clear what proportion of this subgroup have been in foster care. Some of these youth were forced to leave home when they disclosed their sexual orientation to their parents or caregivers. Other LGBTQ youth may have engaged in risky behaviors and may have had contact with the juvenile justice system. Some simply left of their own accord. In addition, these basic centers serve homeless youth who are pregnant or parenting, some of whom left home because they were pregnant while others became pregnant after leaving. A number of the youth served by the FYSB centers do not meet the U.S. Department of Housing and Urban Development (HUD) definition of chronically homeless because they stay with friends and acquaintances instead of sleeping on the streets or in shelters.

Previous research on youth in their late teens in the NC foster care system and youth who aged out of care indicated these youths have poor outcomes. A 2008 study funded by the Assistant Secretary for Planning and Evaluation (ASPE) of the US DHHS found that only 16% of the youth aging out of care in North Carolina were consistently connected to the workforce and 22% of these youth were never connected to the workforce (Macomber et al., 2008). At age
24 years, youth who aged out of care had average monthly earnings of only $450. Among these youth from July 2009 through June 2012, less than 25% had any earnings in the first quarter after leaving care (Duncan et al., 2014). However, the poor outcomes are not limited to employment. A study by Duncan and colleagues (2008) found that about 40% of the African American males in foster care at age 16 in North Carolina had been charged with a felony by the time they turned 21 years old. The involvement of these youth in the criminal justice system may be the result of their engaging in risky behaviors due to insecure attachments, emotional dysregulation, maladaptive coping strategies, and poor social functioning caused by abusive, neglectful, or other traumatic experiences that brought them into foster care. The lives of these youth are also complicated by undiagnosed or inadequately treated mental health needs. For example, a high percentage of the youth who age out of care have been prescribed psychotropic medications in the year before leaving care. Among the youth who aged out in SFY 2011-2012, two dozen had been in a psychiatric residential treatment facility 12 months before their exit.

Another disturbing trend among former foster youth is the increased rate of child and teen trafficking. A 2012 paper by The Salvation Army of Wake County, a NC county with rapid population growth and substantial immigration, identified 13 factors heightening the likelihood of sexual and labor servitude. These factors include risks prevalent among former foster youth, including out-of-home placement, economic hardship, mental health/behavioral problems, low school attachment, juvenile offending, and teen pregnancy or parenting.

Depending on how their local educational agency interprets the McKinney-Vento Act, local departments of social services (DSSs) are limited in funding transportation for foster youth to attend their school of origin, resulting in disruption of school ties and social networks for many youth in foster care. For youth turning 18 years, county DSSs that form Contractual Agreements
for Residential Services (CARS) cannot use Title IV-E funds to pay the board rate, and changes to this policy cannot be made without an amendment to the state’s foster care plan. Also, the housing and other services available through CARS may not be what the youth needs.

Another troubling complication for youth who age out of care is posed by the fragmentation of adult mental health services, which leaves these young people who have extensive trauma histories with little support. The situation is further aggravated by the number of private providers who do not accept Medicaid.

**Timeline of Anti-Trafficking Activities in North Carolina**

North Carolina has a long history of combating human trafficking. Maria Fryer, a crime victim’s planner with the NC Governor’s Crime Commission, constructed a timeline detailing the activities in the state that address trafficking (Fryer, n.d.). According to that timeline, the first statewide anti-trafficking efforts began in April 2004, when the NC Attorney General’s office and the NC Coalition Against Sexual Assault (NCCASA) hosted a meeting in Raleigh that brought together a large number of individuals from local, state, and federal agencies. One outgrowth of this meeting was the creation of the Recognition, Identification, Protection, Prosecution, Liberation, and Empowerment (RIPPLE) workgroup coalition focused on ending trafficking in the state.

In April 2006, the University of North Carolina at Chapel Hill (UNC-CH) Carolina Women’s Center hosted an international conference on sex trafficking. In the same year, RIPPLE pursued anti-trafficking legislation in NC as well as a bill to outlaw enticing minors to leave the state for employment. In addition, RIPPLE advocated for laws that mandated training for professionals likely to encounter trafficking victims and provided funding for victim services.

The Carolina Women’s Center hosted a second conference on sex trafficking in 2008.
Shortly after that conference, the state received funding from the Federal Bureau of Justice Assistance (BJA) and the Office for Victims of Crime (OVC). The BJA award was made to the Pitt County Sheriff’s Office while NCCASA received the grant from OVC. The funding was designed to support the state’s victim response efforts.

In 2009, RIPPLE began working with agencies involved in human trafficking across the state to create Rapid Response Teams (RRTs) composed of law enforcement, county social service agencies, health care, legal services, and others. The RRTs can be brought together quickly to coordinate services when a victim of trafficking is identified. In 2010, RIPPLE, which has been continuing its efforts with RRTs, changes its name to the NC Coalition Against Human Trafficking (NCCAHT).

Efforts to combat human trafficking have continued to grow across the state. In 2011, the NC Governor’s Crime Commission awarded a grant to NCCASA to combat sex trafficking in Cumberland County. In 2012, a number of anti-trafficking efforts were undertaken across the state. These include a symposium on sex trafficking of minors hosted by NCCASA as well as an initiative, funded through the Governor’s Crime Commission, by the Child Advocacy Centers of North Carolina to expand the use of RRTs. Also in 2012, the General Assembly created a Human Trafficking Commission.

In 2013, the NC General Assembly passed Safe Harbor/Victims of Human Trafficking legislation (S.L. 2013-368) that applies to involuntary servitude as well as sexual servitude. The legislation also rewrote the state statutes on prostitution, making prostitution a felony and strengthening the protections for victims of trafficking. Safe Harbor provides minors with immunity from prosecution for prostitution and requires law enforcement officers who take minors taken into custody to immediately notify the local DSS. The local DSS is required to
launch an immediate investigation into child abuse or neglect. The legislation also waives state residency requirements for benefits and services for victims of trafficking. Individuals older than 18 years who are charged with prostitution can have these charges expunged if they were a victim of trafficking.

In July 2014, the NC Division of Social Services (NCDSS) issued an administrative letter to all counties that provided guidance for the child welfare response to child trafficking. The policy letter noted that no screening tool was available for identifying victims of exploitation or trafficking, and advised intake workers to use screening tools for physical and sexual abuse until a trafficking tool became available. The policy letter also noted the data collection form used for tracking reports of maltreatment had been revised to include fields for tracking cases with allegations of trafficking, whether involuntary servitude, sexual servitude, or both.

**APPRAOCH**

The implementation of Project NO REST will involve 5 major activities (see Figure 2).

The first activity involves the creation of a stakeholder team that will function as an Advisory Board. This Advisory Board will provide guidance and feedback on the development of a Comprehensive Strategic Plan. This plan will provide a framework for providing an array of services, including prevention, outreach, intake, mental and physical health, housing, and life skills, at the state and local level. A set of pilot interventions, or pilot projects, based on the Comprehensive Plan will be implemented in 3–5 sites across the state. These pilot interventions will provide the services identified in the Comprehensive Plan to child welfare-involved youth. The fourth activity involves mining existing data sources to develop valid and reliable estimates of the
number of child welfare-involved youth who are victims of trafficking. The fifth activity is the dissemination of project information across the state and country.

Project NO REST presents a coordinated approach to providing services to child welfare-involved youth who are victims of trafficking. If not for the implementation of this project, these children would be provided a hodgepodge of services that are not connected and may not be appropriate. Without this project, the youth could be taken into custody by police, interviewed repeatedly to determine what she or he was doing, what her or his role was, and who she or he worked for. If the youth were 18 or under, the local department of social services would be called, and arrangements would be made for a Child Protective Services (CPS) assessment. As a result, the youth might be taken into foster care. She or he would be seen by a physician and might be referred to therapist for a behavioral health assessment. The experience of entering foster care may result in more trauma. In order to keep the youth from running away, she or he may be placed in a secure facility. Even though it is foster care, it may seem like prison.

**Benefits of Project NO REST.** There is no program now, at the federal or state level, which comprehensively addresses the needs of children, particularly those who have some involvement with child welfare, who are victims of trafficking. There are a number of agencies and organizations across the state that provide services that would be beneficial to these youth. Some may be eligible for foster care. For those, there are funding streams that would cover their maintenance (room and board) expenses. Those youth are eligible for Medicaid which would cover medical, oral, and behavioral health care. These children also would receive case management services. Without Project NO REST, they might not receive all of the services they need. Prevention and trauma-informed intake services would not be provided. Their need for education, employment, and life skills training might not be met.
Project NO REST also will provide services to youth who were involved with child welfare but who are now over 18 and not eligible for foster care. This includes youth who were reunited with their families or with a guardian, who were adopted, or who were emancipated. The project will identify ways of providing services to these youth, especially those under age 21 who are eligible to sign a Contractual Agreement for Residential Services (CARS) and would be eligible for Medicaid benefits. As part of the Comprehensive Strategic Plan, approaches will be described that can be used to provide services to these youth. Even though the youth may be eligible for assistance through CARS, the type of housing as well as the services may not meet his or her needs. Through the development of the strategic plan and the collaborative approach to planning and implementation of the pilot projects, alternate safe and secure housing can be identified.

Establish a Team of Stakeholders

The first project activity will be to establish a stakeholder team to serve as the project’s Advisory Board and to assist with the development of a system of comprehensive services for youth trafficking victims. This group will bring together representatives of agencies and organizations from across the state. A number of these organizations participated in the development of this proposal. The Advisory Board will include representatives from state agencies, such as the NCDSS, the Divisions of Medical Assistance (DMA), Mental Health, Developmental Disabilities, and Substance Abuse Services (DMH/DD/SAS), Public Health (DPH), and Juvenile Justice (DJJ), the Administrative Office for the Courts (AOC), the Department of Public Instruction (DPI), the Governor’s Crime Commission (the state’s primary Children’s Justice Act [CJA] grantee), and the Conference of District Attorneys. The stakeholder group also will include representatives from local-level counterparts of these agencies, such as
directors/staff of county departments of social services and county health departments, child advocacy centers, representatives from local police and county sheriff’s departments, juvenile justice counselors, and assistant district attorneys. In addition, this group will include representatives from Family and Youth Service Bureau (FYSB) grantees that operate programs for runaway and homeless youth, street outreach programs, transitional living programs, and maternity programs, among others (See letters of support). Local-level stakeholders will include representatives of children’s rights organizations, women’s commissions, crisis-response organizations, child caring institutions, and faith-based organizations and shelters. The Advisory Board will include representatives from the North Carolina Coalition Against Sexual Assault (NCCASA); Partners Against Trafficking Humans in NC (PATH NC); World Relief; North Carolina Coalition Against Human Trafficking (NCCAHT); state association of chiefs of police, and statewide association of youth who have been in the out-of-home-care system in North Carolina.

Create a Comprehensive Strategic Plan

The Advisory Board will provide guidance and feedback on the development of a Comprehensive Strategic Plan to provide services to child welfare-involved youth who are victims of human trafficking. This plan will address issues ranging from trafficking prevention to outreach to initial contact with victims. The plan will provide a framework for providing intake services for trafficking victims in a manner that minimizes additional trauma to these youth. In addition, this plan will define protocols for conducting interviews to ensure sufficient information is collected for law enforcement, child welfare, and other stakeholders, thereby decreasing the need for youth to repeat their stories of their experiences.

As part of the focus on trafficking prevention, the Comprehensive Strategic Plan will
address factors such as how to increase awareness of trafficking among youth, their parents/caretakers, and other community stakeholders. For youth in foster care, trafficking information will also be delivered through the LINKS program (Note. LINKS is not an acronym but is drawn from the purpose of the John H. Chafee Foster Care Independence Program to build a network of family, friends, mentors, the community, employment, and education. LINKS serves all youth in foster care between 16–18 years as well as youth ages 18–21 years who are participating in a Contractual Agreement for Residential Services [CARS] with their DSS.)

The strategic plan also will describe approaches to providing safe, secure housing to these youth trafficking victims after intake. A system of trauma-informed, culturally appropriate assessments for identifying health, mental health, and oral health needs will be articulated in the plan. Moreover, the Comprehensive Strategic Plan will include a method for connecting youth with these services, along with a framework for covering costs of services. After assessment, some of these youth are likely to need to enter or re-enter foster care. For example, a youth in NC foster care who ran away before achieving permanency would re-enter foster care. That youth would still be in the court-ordered custody of a county DSS. Some youth may be found to be at risk and need to be placed in care. Others, who emancipated from care at 18 years old, may be eligible to receive assistance through the state’s CARS program for former foster youth. Some may be runaway foster youth from another state. As part of this intermediate care process, the legal status of each youth will be determined. Determining a youth’s legal status will be carried out in a way that reduces or eliminates the likelihood that the youth will flee from care and reunite with the individual who was trafficking them.

In addition to intermediate care for youth trafficking victims, the strategic plan will articulate methods of providing an array of services, including life skills training, financial
literacy, employment training, and education. The period of transitioning from being trafficked to rebuilding her/his life could take a youth 18 months or longer (Clawson & Grace, 2007). This length of time is needed for providing therapeutic services that address the trauma of being a victim of trafficking as well as to teach life skills. In most instances, the facilities housing youth victims of trafficking need to be separate from other group care facilities. Given the trauma experienced by these vulnerable youth, the facilities should be staffed by individuals who “live and breathe trafficking” (Clawson & Grace) and facilities for female victims should have a female-only staff. Those with experience in providing housing for youth victims of trafficking have stated that all staff in the facilities “need to be able to be consistent, nonjudgmental, and treat victims with the utmost respect” (Clawson & Grace, p. 6). Clawson and Grace suggest that one way of ensuring staff have this perspective is to hire staff who have been in “the life” and were sexually exploited.

Providing housing for trafficking victims is a complex issue. First, the facility must provide a sense of safety and security to the youth as they begin their healing. It must be secure to prevent traffickers from contacting or abducting their former victims. Given these security concerns, facilities will likely need 24/7 staffing. Facilities may also need to institute drug screening and limited access to telephones and the Internet. Staff will need to develop a safety plan for each resident (Clawson & Grace, 2007) similar to those developed for residents of domestic violence shelters. The location of these facilities is also a primary concern: Should youth trafficking victims be housed in facilities in or near the same area where they were trafficked or should facilities for these youth be in a location far away? While being in the area where the youth was trafficked might be detrimental in that it provides easy access to “the life,” it could also provide strengths and supports through access to friends and family. It is unlikely
that a “one size fits all” solution exists for how best to provide housing for youth trafficking victims.

Youth trafficking victims are likely to need an array of services, including ongoing therapeutic and medical care and life skills training to enable their successful transition to independent living. The strategic plan will address the need for these services as well as recommend approaches to helping these youth live independently. In addition to basic needs, such as a place to live, access to nutritious meals, and clothes, some trafficked youth may wish to continue their formal education. This may mean re-enrollment at a school, completing a GED, or pursuing post-secondary education. Many of these youth may need life skills training, particularly financial literacy skills such as opening a checking account, using and managing a credit card, and budgeting. All are likely to need guidance and support in obtaining employment. Creative youth development programs are needed to help victims find their gifts, talents, and interests (e.g., painting, music, writing, or sports; Clawson & Grace, 2007). And at some point, services may be needed to re-unite these youth with their families.

One key aspect of housing for youth trafficking victims is to ensure the youth are able to remain as psychologically comfortable as possible. The services provided should minimize the potential for relapse. In these facilities, as in those for substance abusers, some of those residents will leave and re-enter life on the streets. When faced with tumultuous change and an uncertain future, even the known evils of being trafficked could seem appealing to traumatized youth. Therefore, the strategic plan will address the issue of relapse as well as the outreach and intake services for youth who return to trafficking. It will be important to collect information on why the program failed these youth, and to determine the changes necessary to meet their needs.

As part of the development of the strategic plan, 6 to 8 workgroups will be created. These
workgroups will address specific areas of the plan, such as prevention, outreach, housing, or funding. The specific number of workgroups and their tasks will be determined by the Advisory Board. Members of the Advisory Board will be asked to identify the workgroups on which they wish to serve. At least one member of the project team will be assigned to each workgroup, which will allow coordination of activities across groups. Workgroups will report their activities to the Advisory Board by e-mail each month.

The workgroups will meet as frequently as 2 times per month during Year 1 of the project to ensure the development of the Comprehensive Strategic Plan is completed in a timely, efficient manner. The Advisory Board initially will meet bi-monthly; these bi-monthly meetings will include reports from each workgroup, areas of agreement, and areas where issues need to be resolved. Even though the workgroups will have reported much of this information in their monthly e-mail reports, the bi-monthly forum will enable the Advisory Board to ask questions of workgroup members and to clarify areas of development. After the Comprehensive Strategic Plan is created, the Advisory Board may meet only quarterly.

As indicated in the project timeline, a draft of the Comprehensive Strategic Plan will be available by Month 10 of the project, with a final version available by Month 12. Even after the plan is finalized, we will review it on an ongoing basis to incorporate items and activities learned over the life of the project. In addition, a number of external changes over time are likely to affect the strategic plan. First, legislative changes at the federal and state level are likely to impact human trafficking policy, how human trafficking is handled and prosecuted, and how services for victims of human trafficking are funded. Second, changes may be made in the regulations dealing with child welfare, which could affect the strategic plan. For example, the Children’s Bureau might issue new policy guidance that expands the types of services that can be
provided to victims of trafficking.

At the state level, changes may be made in the laws dealing with human trafficking. The composition of the NC Human Trafficking Commission was recently modified by the passage of the Safe Harbor legislation, and thus, the Commission may be expanded or given tasks dealing explicitly with child welfare-involved youth. Additional responsibilities for investigating human trafficking may be assigned to local DSSs, child advocacy centers, or local law enforcement.

Further, changes in the strategic plan may be required if key stakeholders leave the project or limit their participation. Additional sources of funding may become available, or some current funding sources may disappear. Responsibilities of agencies or organizations may change. All of these potential factors can affect the structure of the strategic plan. In revisiting the plan on an ongoing basis, a number of approaches may change. The plan will need to adapt to its current context.

The creation of the strategic plan will foster the development of the infrastructure needed to sustain our efforts to address the needs of child welfare-involved youth who are victims of human trafficking. This collaborative environment will result in substantial information sharing and communications between these organizations and stakeholders. The Advisory Board will support joint accountability and shared responsibilities for outcomes for agencies and organizations in providing services for child welfare-involved human trafficking victims.

Launch Pilot Interventions

The project’s Comprehensive Strategic Plan will guide the development and implementation of a series of pilot interventions, or pilot projects, at the local level. These projects will be implemented in 3–5 counties across North Carolina. Counties will be invited to submit proposals for implementation at the end of Year 1. The Advisory Board will assist with
the development of selection criteria for the pilot sites. A primary criterion is that the sites as a group should reflect the geographic diversity of the state. Other criteria will be previous collaboration experience of key actors, such as the local DSS, local law enforcement, and other key agencies or organizations. The counties will be required to develop the pilot projects in accordance with this project’s Comprehensive Strategic Plan. Pilot projects will focus on the development of infrastructure at the local level that mirrors the structure of the Advisory Board. The pilot projects will be implemented over a 3-year period. Project staff will work with the pilot sites to facilitate meetings and foster collaboration.

The Comprehensive Strategic Plan will provide a framework for providing services to child welfare-involved youth who are victims of trafficking, but it will not address the specifics of all necessary aspects of such services (e.g., who should provide prevention services, mechanisms for providing intake services 24/7, after hours staffing). Pilot sites will need to develop many procedures, which will require a high level of coordination and collaboration. Further, a great deal of process discussion will need to be undertaken and completed at the local level in order to implement the Comprehensive Strategic Plan at each site. Members of the project team will work with the pilot sites to facilitate these discussions.

Because the projects are being implemented at each site as a collaborative partnership, as well as the services that will be provided and the method for providing them will be contained in the Comprehensive Strategic Plan, we are not able to provide a great deal of detail about the pilot interventions. If the details were articulated in detail, the pilots would not be collaboratively developed. There also would be a risk to the joint accountability by the partners for shared outcomes.

After pilot sites are selected, project staff will schedule visits to meet with the local
leaders and staff involved with the initiatives, discuss the pilot implementation process, review the Comprehensive Strategic Plan, and identify current efforts addressing human trafficking. In addition, project staff will discuss past collaborative efforts and ways in which the pilot site can apply the positive outcomes of those efforts to strengthen their pilot.

The local leaders and staff involved in each pilot initiative should include a senior leader from the county DSS, other DSS staff, a senior leader from local law enforcement, officers from multiple law enforcement departments, a representative of the district attorney’s office, a representative of the local child advocacy center, a representative of the local FYSB grantee, and representatives of other organizations. It is important that each local pilot group involve both leaders and front line staff because the commitment and collaboration of individuals at all levels is needed to have a successful pilot implementation.

After discussing the pilot process, project staff will facilitate a discussion of the next steps that the local project should take, such as establishing a schedule of regular meetings and a timeline for implementation. Project staff will attend the local meetings for 9 months (or longer, if necessary) to ensure the pilots are implemented successfully. Initially, the project staff will serve as facilitators for the local group by assisting the group in focusing their discussion and by keeping the local groups moving forward with implementation. The project staff will also meet regularly as a separate group to discuss the progress being made at the pilot sites, their successes, and challenges that are holding them back. These project staff meetings will enhance project staff’s ability to work together toward a successful implementation.

In addition to having the pilots sites meet individually, a modified learning community model will be used where 8–10 representatives from each site will be brought together quarterly during the first year of the local projects. These meetings will provide training, both didactic and
small group formats, on topics related to successful implementation of the pilot. Each group will work on problems and report out to the larger group.

A learning community differs from a learning collaborative. Both have their roots in the Breakthrough Series Collaborative approach developed by the Institute for Healthcare Improvement (IHI; 2003). A learning collaborative concentrates on the adoption of best practices and brings together teams from different offices or agencies to learn those best practices as well as to learn from each other about the challenges, approaches, successes, and failures in implementing them. On the other hand, a learning community is made up of individuals who come together over a period “to share ideas, find solutions, and build innovations” (National Child Traumatic Stress Network [NCTSN], n.d.). While the learning community does not include all the activities from a learning collaborative, “it does include face to face contact, on-going sharing between participants regarding both barriers and solutions and incorporation of innovation learning opportunities between participants” (NCTSN). The learning community incorporates the key attributes of implementation science (Fixsen et al., 2005).

An outgrowth of the pilot projects will be the development of a tool kit for use with implementing collaborative initiatives to address the needs of child welfare-involved victims of human trafficking in all NC counties. The tool kit will focus on the project’s Comprehensive Strategic Plan but also will address practical approaches for fostering collaborative relationships among stakeholders at the county level. The tool kit will be based on the lessons learned in implementing the pilot initiatives and will serve as a guide in disseminating effective approaches to other counties. The design of the tool kit will be targeted toward use by agency managers, supervisors, staff, interested stakeholders, and trainers/facilitators.
Mine and Explore Data Sources

Project team members from the UNC-CH School of Social Work have experience creating longitudinal datasets that track the experiences of children and youth who have contact with human service agencies in the state. These datasets include files tracking the experiences of children who have been assessed for maltreatment, children who have entered foster care, children who have come into contact with the juvenile justice system, and youth 16 years or older who have been charged with a misdemeanor or felony. These datasets will be scoured to extract information on child welfare-involved youth who have been victims of trafficking. The resulting information will be used to address the dearth of valid and reliable data on the number of child welfare-involved youth who are victims of trafficking. These data, as well as those from other sources, will be mined to provide accurate measures of this vulnerable population of youth. Moreover, making reliable data available will provide a better-informed picture of the extent of child welfare-involved youth in the state who are victims of trafficking. At the same time, the project team is sensitive to the right to privacy for victims of trafficking. The use and analyses of these data will be reviewed and overseen by the UNC-CH Institutional Review Board in the Office of Human Research Ethics (OHRE) to ensure human subjects protection. As part of that protection, all project staff who have contact with these data must have current certification in training on the rights of human subjects in research.

Until very recently, North Carolina did not track whether children assessed for maltreatment had been involved with human trafficking. An administrative letter was sent to counties in early July 2014 (NCDSS), noting the revision of forms for maltreatment assessments to include allegations of child trafficking as well as whether the assessment yielded information that the child was a victim of trafficking; these reports are entered in the state’s Central Registry
of Reports of Abuse and Neglect. Information from the revised assessment forms will be made available to members of the project team from UNC-CH as part of the ongoing work they perform for NCDSS. These data will be tracked over time to observe the number of children/youth who have been trafficked, their ages, gender, racial classification, and counties where the assessments were made.

**Proposed uses of mined data.** Information on youth who have entered foster care will be used in several ways. Primarily, this information will inform the analysis on the experiences of the youth who are victims of trafficking. For some youth, their assessment as a victim may be their first-ever contact with the child welfare system. Some youth who are assessed as trafficking victims may subsequently enter foster care, whereas other youth may have exited foster care—either to permanency, emancipation, or running away—before becoming victims of trafficking. In either case, the information on foster care experiences will be used to explore the length of time in care, the number and types of placements while in care, and the number of episodes of foster care.

Through the analysis of arrest data, it will be possible to identify all individuals who were arrested for prostitution and prostitution-related offenses since 2003 who were 18 or under. This will provide a ten-year time window prior to the passage of Safe Harbor legislation. (After October 2013, a referral was made to the county department of social services for a human trafficking assessment and the youth was not charged.) This will provide the number of youth charged each year before Safe Harbor. It will be possible to link information on these individuals with child welfare records to identify how many had been in foster care or had been assessed for maltreatment. The retrospective analysis of the child welfare data linked with the arrest data can be used to identify experiences of these youth, such as the type of maltreatment alleged, whether
the youth entered foster care, age at entry into care, county of residence, the number of placements, and the length of time in care. If we assume that all youth 18 and under who were charged with prostitution were trafficked, prospective analysis of the child welfare data can be used on cohorts of all children and youth who entered care at the same age or the same calendar year to estimate the relative risk of certain factors on being victimized.

**Tracking foster placements and stability.** Data on youth who enter foster care after being a victim of trafficking will be used to track the types of placements and placement stability. These data will be used to compare the foster care experiences of youth who were trafficked with those who were not. The foster care information is linked with Medicaid claims data, making it possible for the project team to observe the types of health care services these youth receive (e.g., medical, dental, and behavioral services). This service profile includes whether the youth has received therapeutic care from a physician with specialized training in providing certain evidence-based treatments such as **trauma-focused cognitive behavioral therapy** (TF-CBT) or **multisystemic therapy** (MST). The Medicaid claims data also contain information on the types of medications prescribed, which can be used to identify the number of youth receiving psychotropic medications.

** Trafficking prevention efforts.** Trafficking prevention efforts will be informed by the data gathered on youth who became victims of human trafficking after leaving foster care. These data will include the youth’s experiences while in care, reason for entry, and circumstance of exit from care. For example, analysis of these data might indicate youth who entered care at a certain age (e.g., early teens), were sexually abused, and who frequently ran away from their placements were more likely to be victims of trafficking than other youth. Analysis of the Medicaid data might indicate that youth who received psychotropic medications were more likely to be victims
of trafficking. The type of exit from care—such as reunification or emancipation—may be shown to have a positive or negative association with being a victim of trafficking.

After exploring the youth’s experience in care retrospectively, it will be possible to use these data to follow youth prospectively to see how foster care-related factors are associated with the likelihood of the youth being a victim of trafficking within a given period after leaving care. In doing this prospective analysis, it will be important to note from the outset that just because a youth has not been identified as a victim of trafficking does not mean that he or she has not been trafficked. The absence of status as a trafficking victim just means the youth has not been identified as a victim of trafficking by a given time point. Similarly, just because a youth has not been identified as being trafficked by a certain point in time does not mean that the youth will never be a victim of trafficking. The analysis will need to treat the observations as censored.

**Exploring the connection of juvenile justice involvement and trafficking.** Juvenile justice data will be used to explore the connection between youth with juvenile justice involvement and trafficking. These data have been linked with the data from foster care to observe youth who are involved in both systems. For this project, these data will be analyzed to explore whether dually involved youth are more likely to become victims of trafficking. The analysis will also examine the relationship between charges that resulted in the youth becoming involved with juvenile justice and the likelihood that the youth will become a victim of human trafficking. The analysis will also explore how the interplay between a youth’s juvenile justice experience and child welfare experience are related to the youth being identified as a victim of trafficking. Additional information will be sought from juvenile justice files on the number of youth identified as victims of trafficking who are returned to their home state through interstate compact agreements.
In addition to the data on child welfare and juvenile justice, members of the research team from UNC-CH will examine arrest data from the Administrative Office of the Courts (AOC) for current and former foster youth. North Carolina is one of only two states where youth 16 years and older are treated as adults in the criminal justice system. These data will yield the number of current and former foster youth charged with prostitution offenses prior to the passage of the Safe Harbor legislation. An earlier study of youth who were in foster care in North Carolina on their 16th birthday indicated that a high number were charged with a criminal offense (Barth, Duncan, Hodorowicz, & Kum, 2010). These arrest data will be linked with the file containing foster care experiences, and analyzed to examine the number of former youth who are charged with a prostitution offense. While not every former foster youth who is charged with prostitution is a victim of trafficking, it may be a reasonable assumption that some of them were. The analysis will explore the connection between foster care and subsequent charges of prostitution to identify the characteristics of these youth. Even if these youth were not trafficked, the analysis will be useful in designing and developing interventions for other foster youth that may keep them from being trafficked or discouraging them from engaging in risky and illegal behaviors such as prostitution.

In addition to these datasets, additional sources of information will be pursued. Possible data sources include the Human Trafficking Reporting System (HTRS) at Northeastern University, and surveys of sheriffs’ offices and local police conducted by the NC Governor’s Crime Commission. While these sources will not permit linking with child welfare data to generate estimates of the number of child welfare-involved youth who are involved in trafficking, these potential data sources will support the creation of estimates of the number of individuals in the general population involved in trafficking. These data might also permit
sufficient disaggregation to generate counts by county, age, race, and gender.

**Pilot projects’ data collection.** Limited data collection will also be a part of the pilot projects. As part of the pilot initiatives, local project groups may develop a limited data collection system to collect information on victims of trafficking. To minimize the data collection burden on these victims, the data collection could be restricted to information on whether the youth had been involved with child welfare or been in foster care in North Carolina, the age at entry, and the age at exit. Not every youth who is a victim of trafficking would qualify for re-entry to foster care. As a result, there would be no administrative data on their entry to care. Some youth are likely to be older than 18 years and choose not to sign a CARS agreement. Of those who are younger than 18 years, some may be reunified with a parent or guardian. Even without the foster care administrative data, the information collected at intake will be useful in generating estimates of the number of child welfare-involved youth who are trafficked.

When the pilot interventions are implemented, a data system will be developed to track the number of youth served, their characteristics, their experiences, and the services they received. A secure approach will be used to collect these data and enter them into an electronic format for analysis. The information on the number of individuals served and their experiences will be reported back to each site and to the Advisory Board.

**Performance Indicators.** Project NO REST will foster joint accountability through a number of means. One will be through the development of performance indicators by the Advisory Board. At the initial meeting of the board, it will be asked to begin the development of a set of performance indicators. The indicators will be used to ensure that the project is on track and reaching intended objectives. These indicators also will be used to determine if Project NO REST is making the intended impact on human trafficking within the child welfare population.
The first set of indicators will be agreed upon by the board by the end of its third meeting. A dashboard will be created and updated quarterly. It will be published on the site’s web site and discussed at Advisory Board meetings. These indicators will be integrated into the project’s Continuous Quality Improvement (CQI) process. Reaching all performance targets will not be the responsibility of any one group or agency. It will be a shared responsibility. By reviewing these indicators, the board will assure the accountability of its members in meeting the goals of the project. Through discussion of these measures, the board will identify approaches that can be used to improve performance.

A similar approach will be used with the pilot intervention sites. In the initial meetings with the pilot sites, Project NO REST staff will initiate discussions concerning the need for performance measures. The stakeholders in the pilot sites will be asked to develop performance indicators for their site in order to determine if the project is on track and whether the project is meeting the outcomes it wants to achieve. The need for performance indicators will be covered at the initial meeting of the learning community. Sites will be asked to discuss their ideas on measures in order to develop consistency across sites. The NO REST project staff will work with the sites to develop a core set of indicators that will be used across all pilot sites.

After the pilot sites identify their performance indicators, NO REST staff will work with them to develop ways to collect data on performance and to generate a dashboard. The dashboards will be used to monitor performance. The dashboards will be used as part of a CQI process to help the sites identify strengths and areas of concern. NO REST staff will work with the sites to develop approaches to improve performance as needed. The dashboards for the pilots will be made available on the web site. The indicators will be identified by nine months after the
pilots start. The dashboards will be available three to six months later. The dashboards for the pilot sites will be updated quarterly.

**Enhancing the Capacity to Address Trafficking**

The experiences of creating the Advisory Board, developing the Comprehensive Strategic Plan, implementing the pilot projects, and developing the tool kit are all strategies that will enhance this project’s ability to address the trafficking of child welfare-involved youth as well as the ability of NCDSS to address human trafficking efforts. The creation of the Advisory Board and the development of the plan will strengthen and expand existing infrastructure through routine consultation and interactions with other agencies. The collaborative approach will provide for cross training and staff development as well as by developing processes for communication and information sharing. Quality practices will be identified and implemented. The development of performance indicators will support joint accountability and shared outcomes among agencies and organizations involved. Memoranda of understanding or formal agreements will not be needed for the services to be developed due to the collaborative way they were developed. The information on the extent of trafficking of child welfare-involved youth will provide measures of the problem and how it has changed over time. The information dissemination will raise awareness of how involvement in child welfare increases the risk of being a victim of human trafficking. The project will exploit opportunities for cross training.

**Project Timeline**

The timeline for Project NO REST is presented in Figure 3. As the timeline indicates, the during the first calendar quarter of the project, a team of stakeholders will be identified, contacted, and invited to join the Advisory Board. The Advisory Board will be formed and will meet for the first time that quarter. During the first year, while the Comprehensive Strategic Plan
**Figure 3: Project NO REST Timeline**

| Goals: Build awareness of human trafficking affecting children and youth involved in the child welfare system in North Carolina, reduce the number who are trafficked, and improve outcomes for those who are |
|---|---|---|---|---|---|---|---|---|
| **Activity 1: Establish a team of stakeholders** | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Identify | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 |
| Contact | | | | | | | | |
| Form Advisory Board | | | | | | | | |
| Advisory Board meets | | | | | | | | |
| Develop performance indicators | | | | | | | | |
| **Activity 2: Create a comprehensive strategic plan** | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Form workgroups | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 |
| Workgroups meet | | | | | | | | |
| Draft plan developed | | | | | | | | |
| Plan adopted | | | | | | | | |
| **Activity 3: Pilot initiatives** | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Recruit pilot sites | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 |
| Select sites | | | | | | | | |
| Planning in sites | | | | | | | | |
| Develop performance indicators | | | | | | | | |
| Implementation | | | | | | | | |
| Develop toolkit | | | | | | | | |
| **Activity 4: Mine and explore data** | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Inventory existing sources | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 |
| Analyze existing sources | | | | | | | | |
| Develop additional sources | | | | | | | | |
| Analyze additional sources | | | | | | | | |
| Report findings | | | | | | | | |
| **Activity 5: Disseminate information** | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Report on project creation | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 | Quarter 1 | Quarter 2 | Quarter 3 | Quarter 4 |
| Report on trafficking | | | | | | | | |
| Report on plan development | | | | | | | | |
| Report on pilot projects | | | | | | | | |
| Report analysis | | | | | | | | |
| Report on toolkit | | | | | | | | |
is being developed, the Advisory Board will meet every other month. It will likely transition to quarterly meetings after that. The Advisory Board also will discuss and adopt a set of performance indicators for the project during the first two quarters.

Work on the Comprehensive Strategic Plan will begin during the first calendar quarter of the project as well. This work will begin through the creation of a set of work groups. The work groups will meet twice each month during the first four quarters of the project while the plan is being developed. A draft of the plan will be available by the beginning of the fourth quarter of the project. The final version will be adopted by the end of the first year of the project.

The sites for the pilot initiatives will be recruited during the fourth quarter of Year 1 the first year of the project and during the first quarter of the second year of the project. The sites will be selected during the first quarter of the second year. The sites will be selected and planning will begin in the sites during the first quarter of the second year. One of the first items the pilot sites will address is the creation of performance indicators for the sites. The indicators will be selected by the second quarter of the second year of the project. Planning will continue in the sites through the fourth quarter of the fourth year of the project. The long planning time will be needed to craft the approach to be used at the local level to implement the strategic plan collaboratively. Full implementation will begin during the third quarter of the fourth year. Implementation will continue through the fifth year of the project. Work on the tool kit will begin during the last quarter of the fourth year of the project. The tool kit will be completed by the end of the fifth year.

An inventory of existing data sources will be done during the first two quarters of the project. Analyses of these data will begin during the second quarter of the project and will continue through the end of the fifth year. Analysis of additional data sources, such as those that
will be developed as the result of the pilot implementation, will begin during the third quarter of the third year of the project. Those analyses will continue through the end of the project. The results of the findings will begin during the third quarter of the project and will continue through the end of the fifth year.

Dissemination of information on the project will begin during the first quarter of the project and will continue through the end of the fifth year. The initial information disseminated will focus on the creation of the project. This will start during the first quarter and will continue through the third quarter. Information on trafficking, especially the trafficking of child welfare-involved youth, will begin during the second quarter and will continue through the fourth year of the project. Information on the development of the strategic plan will be disseminated between the fourth quarter of the first year and the third quarter of Year 2. Information on the pilot projects will be disseminated starting with the second year of the project and continuing through the end of the fifth year. This information on the results of the analysis conducted as part of Activity 4 will be disseminated from the third quarter of the first year though the end of the project. Information on the tool kit will be disseminated during the last three quarters of the project.

**Moving Toward Collaboration**

Researchers who study collaboration and organization development professionals who facilitate it frequently refer to the “Four C’s”: communication, cooperation, coordination, and collaboration. These four terms form a continuum of how agencies, organizations, and individuals deal with each other. Collaboration is not a state that can be achieved easily. Once reached, it takes effort to maintain effective collaboration; however, those maintenance costs generally are not as high as the initial costs. The process of pursuing collaboration generates
trust, understanding, and goodwill. Those resources are strong protective factors for ongoing collaboration.

The process of pursuing collaboration is key to creating and supporting the infrastructure that is needed for the success of this project and to developing and implementing trauma-informed services for combatting the trafficking of child welfare-involved youth in North Carolina. The effort of building a strong, collaborative group to advise and oversee this project will bear much fruit. First, it will build strong connections among an array of organizations and stakeholders across the state. These connections will be used to identify and implement prevention efforts to reduce the likelihood that child welfare-involved as well as other youth will be drawn into trafficking. This collaborative framework will create a strong network for linking trafficked youth with needed services when they come to the attention of staff at runaway shelters, teachers, law enforcement, child welfare caseworkers, and other stakeholders. These trafficked youth can then be provided individualized and trauma-informed services to help them make the transition to a safe and secure environment. This includes being sensitive to their needs and minimizing any trauma from the transition from trafficking, such as repeated questions asked by multiple interviewers about their experiences that require the youth to relive their traumatic experiences over and over again. The collaborative network will also allow the youth to make a seamless move from intake to intermediate services where they can receive medical, behavioral, and oral health care while living in a safe and secure environment. The collaborative network also will help the youth transition to a longer-term living situation where he or she can receive additional assistance in pursuing educational goals, learning life skills, developing vocational plans, and moving to independence and self-sufficiency.

A first step in building collaboration between two or more individuals or organizations is
developing communication. In some instances, just having two organizations speak to each other is a major accomplishment. The communication process must be bi- or multi-directional: successful communication needed for collaboration cannot flow in only one direction. Organizations and individuals will need to share information widely. Developing a communication flow will be a first step in building the Advisory Board for this project. The Advisory Board will form the infrastructure for addressing the human trafficking of child welfare-involved youth.

Already, as part of the process of developing this proposal, a large group of agencies, organizations, and stakeholders have come together to advise and assist our efforts. An indication of the types of agencies and their level of support is provided by the number of letters of support included in the appendices. In addition to letters of support from state agencies such as NCDSS, the Divisions of Mental Health, Developmental Disabilities, and Substance Abuse Services (MH/DD/SAS), Public Health (DPH), and Juvenile Justice (DJJ), and the Governor’s Crime Commission, there are letters from the 3 US Attorneys, the Conference of District Attorneys, and the state Association of Chiefs of Police. We also have letters of support from FYSB grantees, an organization representing youth who have been in foster care, child advocacy centers, child caring institutions, a shelter for victims of trafficking, a religious organization, and organizations that advocate on behalf of children. We have also received letters of support from organizations that combat human trafficking and sexual violence. In addition, we have letters of support from local DSSs, public health agencies, and a local district attorney who played a major role in the development of the state’s Safe Harbor legislation. Representatives from most of these organizations participated in one or more meetings or conference calls on the development of the proposal.
Communication is just the first step. Open communication can create a sense of transparency and trust. This feeling of trust can lead to a state where individuals and organizations are willing to cooperate in their activities and services. Cooperation is a necessary step in the move toward collaboration. Cooperation can be as simple as agreeing to schedule meetings together (or agreeing to shift your schedule to meet with someone from another organization). Services can be delivered cooperatively. Organizations interact as the need arises. For example, an agency that provides transportation services can cooperate with a second organization that provides health care services to transport clients to and from the health care site in a seamless manner so that the client does not have to wait.

This cooperation can be accomplished in a manner that is efficient for the two organizations as well as the client. This cooperation does not occur automatically. There first needs to be discussion between the two organizations. Officials, usually those at the top, may need to agree and sign off on an arrangement that allows for cooperative scheduling. In other instances, the cooperation can be just between two individuals from different organizations. As Mattessich and colleagues (Mattessich, Murray-Close, & Monsey, 2001a) note, “Cooperation is characterized by informal relationships that exist without any commonly defined mission, structure, or planning effort. Information is shared as needed.” They add that “Resources are separate as are rewards.”

The step after cooperation is coordination. The transition between cooperation and coordination may not be clear cut. Coordination generally requires more effort than cooperation. Coordination usually requires more effort than making a scheduling change, and may involve a policy change or a significant change in the way services are delivered. An example of interagency coordination could be an agreement between two or more agencies to accept the
client information that is collected by Agency A to determine the client’s eligibility for services from Agency B. In our proposed project, an example of the extent of interagency coordination we will seek would be the decision by child welfare, police, and the district attorney to allow a forensic interviewer—who might work for a fourth agency—to question and collect information from a child welfare-involved victim of human trafficking. Instead of having the youth questioned multiple times by staff from each organization, a single interview is completed and the client information is shared across agencies. As a result of this coordination, the youth does not have to relive his or her experience multiple times, reducing the likelihood that the youth will be re-traumatized. “Coordination is characterized by more formal relationships and an understanding of compatible missions” (Mattessich et al., 2001a).

In order to achieve this level of coordination, there needs to be open and transparent communication between and among the agencies involved. The relationship is no longer just between individuals of different organizations. The organizations themselves establish relationships. If problems arise, those issues need to be discussed openly. The discussion needs to be conducted in a non-threatening manner. In addition, the actors involved must agree to and accept that processes and procedures can be changed so long as the end purpose is still met. There may need to be a realization among the organizations that there are multiple ways of achieving an objective. There also may need to be negotiations of how things will need to be done in order to meet policy and legal requirements. These negotiations may need to involve individuals at multiple levels in each organization. It is unlikely that the sheriff or chief of police would interview and conduct an investigation of child trafficking. By the same token, it is unlikely that the county director of social services would conduct a protective services investigation or assessment. These officials will likely need to agree on the cooperative response,
but the members of the organizations who perform these activities also will need to participate in the discussions and decisions.

The other end of the continuum from communication is collaboration. It is the step after coordination. The move from coordination to collaboration involves major changes in constituents’ established processes and procedures. Achieving collaboration may involve restructuring, a transfer of resources, or giving up control over how an activity is performed. Collaboration, in its true sense, represents a major shift. “Collaboration depends on the existence of trust, shared vision, communication, and other ingredients” (Mattessich et al., 2001a). It may involve one agency contracting with another agency to deliver services that the first agency used to provide. It could involve the transfer of control of a program to someone else. Collaboration is more than contracting alone: It represents a high level of mutual trust between two or more individuals or organizations.

One example of collaboration would be how two agencies who provide prevention services resolve the delivery of these services in a multi-county area. In this situation, the agencies might be providing the same basic service. One may work with schools; the other may work with after-school or other youth organizations. There may be substantial overlap between the population of youth served by these agencies. Through collaboration, they may decide to divide the services they are providing. One group may begin to focus on delivering training to youth group administrators and teachers while the other focuses only on youth. The groups may decide to divide the counties or the geographic area where the services are provided. They may decide to merge the curricula so they are delivering the same message. Or they may decide to merge their training teams so that each team contains members from both organizations.

While these examples describe the interactions of organizations in grappling with
communication, cooperation, coordination, and collaboration, there are similar issues when individuals representing organizations try to work together on a common issue, such as the development of a strategic plan such as the one that will be developed for this project: the delivery of trauma-informed services to child welfare-involved youth who are victims of human trafficking. All these individuals and their organizations may have a common vision of the end: the elimination of human trafficking. Each may have a different piece of this or a closely aligned puzzle. “Members of the collaborative group share an understanding and respect for each other and their respective organizations: how they operate, their cultural norms and values, their limitations, and their expectations” (Mattessich et al., 2001a). Some organizations, such as child advocacy centers or county departments of social services, may have a narrow focus on providing services to child welfare-involved youth. Other organizations, such as NCCASA or PATH NC, may have a wider focus on sexual violence and exploitation or the prevention of human trafficking. They have or will come together to develop an action plan for child welfare-involved youth. By providing services to these youth, each agency may be able to advance the goals of their own organizations.

In fostering collaboration, it will be important that information is shared widely and on a timely basis. As the Advisory Board forms, it will be necessary that all voices are heard and that the individuals owning those voices feel that their positions are adequately presented. There needs to be discussion and review of the options. Some issues may need to be reframed. There will no doubt be instances in which there will be broad differences on actions that need to be taken or approaches that need to be pursued. There will need to be compromise. Some extent of compromise can be accomplished through facilitated discussion. “Building strong relationships takes time. Collaborative groups should allow sufficient time for trust and understanding to
develop” (Mattessich et al., 2001a). Ground rules regarding how group decisions will be made will need to be developed at the beginning of the process. Those ground rules will be revisited frequently and may be revised if necessary. At some point, decisions about what will be done and how it will be accomplished will be made. By pursuing an approach that supports communication, cooperation, and coordination in order to achieve collaboration, it will be possible to develop a Comprehensive Strategic Plan that addresses the needs of child welfare-involved youth who are victims of trafficking.

**Connection to the Child Welfare Agency**

The proposed project represents a strong and longstanding partnership between the NC DSS, which supervises the administration of the child welfare program in the state, and the UNC School of Social Work. Each organization understands that the successful development and implementation of the project will result in better outcome for children and families and will require significant time, commitment, and leadership on their part. As the lead agency, the UNC School of Social Work agrees to administer Project NO REST. UNC School of Social Work will work closely with NCDSS, with whom the School has a decades-old collaborative relationship. NCDSS has endorsed this proposal and vouched to participate as a key and active leader in the project’s committees and work groups. UNC School of Social Work and NCDSS have a longstanding contractual relationship that allows the state to provide data and other needed information throughout this project. For more than a decade, the UNC School of Social Work has used NCDSS data to provide feedback to the state agency and county departments of social services who administer the child welfare programs on the experiences and outcomes for children and youth.

The letter of commitment and support from NCDSS is included with this proposal. In
addition to the support expressed in that letter, Erin Connor, an NCDSS program consultant will serve as a member of the management team as the child welfare liaison. There are no personnel charges to the project for that individual’s time. Project funds will cover the cost of travel for that individual to attend grantee meetings in Washington, DC. That individual will participate in all project management decisions.

**Law and Policies**

As noted above in the Objectives and Need for Assistance section, the NC General Assembly ratified Safe Harbor legislation on July 25, 2013. The bill was signed by the Governor July 29, 2013, and became effective in October 2013. That legislation drastically revised the prostitution statutes and the penalties for individuals who facilitate sexual exploitation. It assists law enforcement in appropriately identifying the perpetrator of the crime by prohibiting the criminalization of children involved in the commercial sex trade. Prior to the passage of the legislation, youth older than 16 years were charged with prostitution. With the passage of Safe Harbor, those younger than 18 years cannot be prosecuted for prostitution. In addition, a suspected crime of human trafficking must be reported to the county DSS in an attempt to identify victims.

Ms. Lindsey Roberson, an Assistant District Attorney for Fifth Prosecutorial District, drafted the Safe Harbor legislation in 2013, and she is a potential member of the Advisory Board that will be created to guide this project. A letter of support from Ms. Roberson is included in the appendices. Ms. Roberson will support the planning process and the development of the Comprehensive Strategic Plan. Ms. Roberson has provided more than 200 presentations to law enforcement agencies, prosecutors, and others likely to come into contact with youth vulnerable to exploitation. The training that Ms. Roberson has developed will likely be incorporated into the
Comprehensive Strategic Plan.

NC DSS has provided policy guidance to local DSSs concerning children who are victims or at risk of becoming victims of human trafficking. This guidance addresses sexual as well as involuntary servitude. The guidance notes that instances where a parent, guardian, or caretaker has “sold or attempts to sell” a child, he or she should be classified as an abused juvenile under state law. Guidance has also been provided to counties on how to treat reports of human trafficking with regard to the Safe Harbor legislation. An administrative letter issued to counties also provides procedures for handling reports where the trafficker is not the child’s parent, guardian, or caretaker.

Disseminate Information

A number of approaches will be used to disseminate project information, including conferences, development of a website, and social media. The primary audience for this information will be stakeholders and other individuals in North Carolina. As a result, many of the conference presentations will be made at meetings in North Carolina. Most of these conferences are targeted to working professionals and are not purely academic in nature. In addition, the project website will be used to publish and distribute information and reports developed as part of the project. Social media, such as Twitter, will be used to distribute brief findings and to point individuals to the project website. In addition, periodic reports on the project will be made to the Governor’s Crime Commission and the NC Human Trafficking Commission.

Presentations will be made annually at the NC Social Services Institute, which is sponsored by NCDSS. As part of our dissemination efforts, project staff will conduct workshops and panels on the project and on human trafficking among child welfare-involved youth. The
attendees at the NC Social Services Institute range from directors of county DSSs to board members to front line social workers. The project’s Comprehensive Strategic Plan (finalized version) will be presented at the Institute. In subsequent years, the presentations will focus on the pilot projects and the lessons learned in those pilot programs.

Similar presentations will be made at the Prevent Child Abuse North Carolina (PCANC) annual meeting. While a number of county DSS staff attend the PCANC conference, many of the individuals who attend represent non-profit organizations. Again, the presentations at PCANC will focus on the project’s Comprehensive Strategic Plan and the development and implementation of the pilot projects. Reports of the findings from the analysis of child welfare, juvenile justice, arrest, and other data also will be made.

Presentations also will be proposed for other conferences, such as the National Child Abuse and Neglect (NCAN) conference, the Society for Social Work and Research (SSWR) conference, the National Association for Welfare Research and Statistics (NAWRS) conference, and Association for Public Policy and Management (APPAM) conference. Many of these conferences tend to draw an academic audience. The presentation of findings from the project at these and similar conferences will be important in building a broader understanding of the impact of human trafficking on child welfare-involved youth.

A project website will be developed and maintained throughout the grant period. This site will be used to disseminate information on the project and for updates on the Advisory Board and workgroups. Minutes from the meetings of the committees and workgroups may be posted on the site. The Comprehensive Strategic Plan will be posted on the site after it is finalized (Month 12). The website will also be used to distribute information on the pilot projects. Reports based on the analysis of the various data sources will be available on the site.
The project will use Twitter to provide information about the project. The posts will include information about the Advisory Board and the project’s Comprehensive Strategic Plan as well as information on human trafficking of child welfare-involved youth gleaned from the analysis of the administrative and other data. The Twitter feed also will be used to provide information about the pilot projects. The Twitter posts will be informative and similar in style to those from the Office of Adolescent Health (OAH) or will provide links to reports, such as the ones from the Annie E. Casey Foundation.

Updates and reports on the project will be made periodically to a number of state organizations, such as the Governor’s Crime Commission and the North Carolina Human Trafficking Commission. These reports will describe the project and the development of the strategic plan to provide services to child welfare-involved youth who are victims of human trafficking. Reports also will be made on the development and implementation of the pilot projects.

**Sustainability**

Sustainability will be easy to achieve with Project NO REST. As Fixsen and colleagues note, full implementation of a project in a new community often requires two to four years (Fixsen et al., 2005). The issue with sustainability for Project NO REST does not involve funding as much as it involves maintaining the support for victim-centered services for child welfare-involved youth who are drawn into human trafficking. Over time, staff come and go. Program champions leave agencies, move, or retire. As Fixsen and colleagues note “External systems change with some frequency, political alliances are only temporary” (Fixsen et al., 2005). Perhaps the most important factor for sustainability is that procedures and services are institutionalized. As part of the pilot innovations under Project NO REST, communities,
agencies and organizations will come together to develop a coordinated approach to providing services to child welfare-involved youth who are victims of human trafficking.

Once these procedures and practices are implemented, they become a normal and expected way of providing services. When prevention services are started, they are unlikely to be stopped, especially if the need still exists and the services appear to have an impact. After a community implements a single interview intake for victims of human trafficking that serves the needs of the county department of social services and law enforcement, as well as to identify and conduct a preliminary assessment of a youth who has been a victim of trafficking, that procedure is unlikely to change. After these assessments are used to guide the youth to trauma-informed therapeutic services, the process is unlikely to change. After a community adopts a process to provide safe and secure housing to a victim of trafficking, those services are likely to continue, even if the individuals who argued and pushed for their implementation leave.

Another factor affecting the sustainability of this project is that the Children’s Bureau is likely to issue guidance to states on providing comprehensive services to child welfare-involved youths who are victims of trafficking. North Carolina and other states will be required to implement service arrays for these youth. Project NO REST will be implemented as a collaborative partnership with NCDSS. The Comprehensive Strategic Plan will serve as a model for communities across the state to follow. The lessons learned in implementing the pilot interventions will be used to develop a tool kit that will be used to deploy similar collaborative partnerships for providing services across the state. Funding will not be an issue. Project NO REST will not be subsidizing the delivery of services. The services that will be provided are funded through other sources. These sources will continue to exist when the project is over.
NCDSS will continue with the effort for facilitating the development of the community partnerships that provide these services.

**Evaluation**

The evaluation of Project NO REST will include both process and outcomes evaluation components and employ quantitative and qualitative methods to assess the project’s effectiveness in attaining the stated goals. To increase the rigor of the evaluation, changes in outcomes over time in the pilot counties will be compared to outcomes in a group of matched non-intervention counties. Data sources for the evaluation will include both original data collection and the use of secondary data, including child welfare and criminal and juvenile justice administrative data. The evaluation is tied closely to the outputs and outcomes defined in the Project NO REST’s logic model as discussed further in subsequent sections.

**Research Questions**

The evaluation will answer the following primary research questions:

1. Did the project significantly increase awareness of child trafficking in the child welfare system?
2. Did the project successfully reduce the number of child welfare-involved victims of child trafficking?
3. Did the project significantly improve the outcomes of child welfare-involved victims of child trafficking?

**Methods**

Quantitative methods include the development, administration, and analysis of measures to assess awareness of human trafficking and collaboration between key stakeholders. In addition, researchers will analyze data from the project’s data system as well as child welfare
criminal, and juvenile justice administrative data to identify and track child welfare-involved victims of human trafficking. Qualitative methods include conducting focus groups and interviews of key stakeholders, such as child welfare staff in pilot and non-intervention counties, staff in agencies serving victims of human trafficking, and youth and families impacted by human trafficking in order to further assess awareness of human trafficking, collaboration, and implementation of project activities.

Both quantitative and qualitative data will be collected prior to the implementation of project activities and post-implementation to assess changes over time and the impact of the intervention. Measures will also be taken in matched non-intervention counties for comparison with measures in the pilot counties. Non-intervention counties used for comparison will be matched with intervention counties on a variety of factors, such as child abuse and neglect rates, poverty rates, crime rates, urbanicity, and population size.

**Timeframes**

Instruments to assess child trafficking awareness and the extent of coordination and collaboration among child welfare, law enforcement, service providers, and other key stakeholders will be developed and administered after the pilot sites are selected to capture baseline measures. These instruments will be administered again in Year 4 or 5 to capture post-intervention data. Process measures to assess project implementation will be developed in Year 1 and updated frequently to provide continuous feedback to project staff. The data system to identify and track victims of child trafficking involved in child welfare will be implemented in the Years 1 and 2. These data will be analyzed over the course of the project to assess the incidence and prevalence of trafficking as well as levels of service provision to victims of trafficking.
Evaluation Capacity

The project team has sufficient in-house capacity to conduct an objective evaluation of the project. This project will be conducted by faculty members from the School of Social Work and Jordan Institute for Families at the University of North Carolina at Chapel Hill. Researchers at the Jordan Institute for Families have a long history of conducting evaluations and providing technical assistance and training activities related to child welfare. Selected research affiliated with the Jordan Institute includes evaluations of child welfare initiatives, such as the IV-E waiver, Intensive Family Preservation Services (IFPS), Families for Kids (FFK), and Family-to-Family.

C. Joy Stewart, Research Assistant Professor, will serve as the lead evaluator for the NO REST project. Stewart has more than 12 years’ experience conducting research and evaluation of social services programs. She is an investigator on Project Broadcast, a 5-year federally funded project to improve the well-being of children and families through the development of a trauma-informed child welfare system. She also serves as an analyst and evaluator for the Management Assistance project, which is an ongoing assessment of social services programs in North Carolina. In addition, Stewart served as the lead evaluator of the North Carolina Child Welfare Workforce Collaborative, a 5-year federally funded project to prepare graduate students for leadership roles in child welfare and assess child welfare workforce needs.

Data Collection and Analysis

Data Sources. In July 2014, the NC Division of Social Services added data fields related to child trafficking to the existing electronic central registry for child abuse and neglect reports. The project will use this administrative data source, which will be augmented through original data collection in pilot and comparison counties for additional characteristics of youth, screening
and assessment data elements, and response types. Although the data system for identification, screening and assessment will be designed to fit the needs of North Carolina’s child welfare agencies and other relevant stakeholders, we will draw from the work of similar projects in other states, such as in Florida (Center for the Advancement of Human Rights, 2003), Illinois (Walts, French, Moore, & Ashai, 2011) and Tennessee (Tennessee Department of Human Services, 2013). Children who are screened positive for child trafficking will then be linked to child welfare administrative data that contains information about child protective services history and foster care experiences.

The secondary data sources available for use in this project draw upon a long and extensive history of research conducted at the Jordan Institute with administrative data. In a partnership with the NC Division of Social Services (NCDSS) that has lasted more than 15 years, researchers at the Jordan Institute maintain a KDD (Knowledge Discovery and Data mining) information system. The KDD system is updated monthly with data from the state’s social services administrative data system, which includes longitudinal datasets for research and technical assistance to state and county administrators (Duncan, Kum, Weigensberg, Flair, & Stewart, 2008; Duncan et al., 2014; Kum, Duncan, & Stewart, 2009). Researchers work closely with DSS managers and practitioners to assess the validity and reliability of these datasets. Researchers have linked these datasets to other secondary data sources, and those relevant to this project include Medicaid, juvenile justice and criminal arrest data.

A number of research studies have been conducted using these datasets with wide relevance to the child welfare field. These studies include felonious arrest rates of former foster youth (Barth et al., 2010); employment outcomes of youth who aged out of foster care (Macomber et al., 2008; Stewart, Kum, Barth, & Duncan, 2014); Title IV-E Waiver evaluations
in North Carolina (Usher et al., 2002; Wildfire et al., 2007); and an investigation of the effects of 
the recession on child maltreatment rates (Millett, Lanier, & Drake, 2011).

Measures. The measurement plan for the process evaluation is closely aligned with the 
project’s logic model outputs (see Table 1). Researchers will develop a master plan based on the 
project’s activities and corresponding outputs in order to track start and completion dates for 
most of the outputs. We will use focus groups and interviews to assess challenges in 
implementation and staff development and training efforts. The project’s data collection system 
and secondary data sources will be used to measure the current incidence and prevalence of 
human trafficking the child welfare population as well as changes over time.

Table 1. Process Evaluation: Project Outputs and Measures

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Measures</th>
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<tbody>
<tr>
<td>Creation of a state level planning and governance committee</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
</tr>
<tr>
<td>Development and integration of a strategic plan to address trafficking</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
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<tr>
<td>of child welfare-involved children and youth</td>
<td></td>
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<tr>
<td>Selection of a group of pilot sites</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
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<tr>
<td>Knowledge of the unanticipated challenges of implementing a coordinated</td>
<td>Focus groups and interviews</td>
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<tr>
<td>response to child welfare-involved trafficking victims at the local</td>
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<tr>
<td>level, and how to overcome them</td>
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<tr>
<td>A coordinated response tool kit to share with other counties across the</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
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<tr>
<td>state</td>
<td></td>
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<tr>
<td>Training and staff development with and across agencies</td>
<td>Instruments to assess child trafficking awareness, collaboration, and</td>
</tr>
<tr>
<td></td>
<td>coordination; focus groups and interviews; process evaluation master</td>
</tr>
<tr>
<td></td>
<td>plan to track outputs and completion dates</td>
</tr>
<tr>
<td>Identification, acquisition, and analysis of data elements to analyze</td>
<td>Data collection system for identification, screening, and assessment;</td>
</tr>
<tr>
<td>the degree child welfare-involved youth are victims of human trafficking</td>
<td>analysis of secondary data sources</td>
</tr>
<tr>
<td>Wide dissemination of findings</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
</tr>
<tr>
<td>A sustainability plan</td>
<td>Process evaluation master plan to track outputs and completion dates</td>
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</table>

The outcomes evaluation will be tied with the short and long-term outcomes (see Table 2). Outcomes measures will be administered both pre-implementation and post-implementation 
and in both the pilot and non-intervention counties for comparison. The pre/post and comparison
measures include measures of awareness of human trafficking among child welfare agencies, related agencies, and the public; collaboration among key stakeholders; the types of services provided to victims; expanded outreach services; placement types for victims; and provision of evidence-based therapies.

Focus groups and interviews will serve as a primary or supplementary measure for many outcomes, including awareness, collaboration, reduction in trauma for victims of child trafficking, changes in capacity to serve victims, development of policies and practices to prevent trafficking, enhanced infrastructure to respond to trafficking, improved well-being outcomes for victims, and development of a set of independent living services for child welfare-involved victims of human trafficking.

Both the process and outcomes evaluation will utilize measures of awareness of human trafficking and collaboration among key stakeholders. A key goal of Project NO REST is increasing awareness of human trafficking among child welfare agencies, related agencies, and the broader community. A report by Clawson and Dutch (2009) for US DHHS identified lack of awareness and understanding of human trafficking that, along with hidden nature of crime, is a major problem in building a response system. The lack of awareness was true of both the general public and agencies that served victims. Based on prior research, the Project NO REST evaluation team will develop an instrument to assess awareness of human trafficking, including perceptions of victims and the nature and extent of the crime, which will be administered to staff in the pilot counties, non-intervention counties, and key stakeholders.

The Project NO REST evaluation team will also develop a measure of collaborative efforts focused on building a response to human trafficking for child welfare-involved youth. Drawing on research with the Wilder Collaboration Factors Inventory (Mattessich, Murray-
Close, & Monsey, 2001b), the measure will assess several aspects of collaboration, including history of collaboration, respect, levels of participation, flexibility, and communication. The measure will also assess the network of actors (individuals and agencies) involved in collaboration around human trafficking, such as the roles and types of actors as well as the frequency and type of communication or contact between actors.

Table 2. Outcomes Evaluation: Project Short- and Long-Term Outcomes and Measures

<table>
<thead>
<tr>
<th>Short-Term</th>
<th>Outcomes</th>
<th>Measures</th>
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<tbody>
<tr>
<td></td>
<td>Expanded awareness of trafficking of child welfare-involved children and youth</td>
<td>Pre/post and comparison measures of awareness; focus groups and interviews</td>
</tr>
<tr>
<td></td>
<td>Reduction in trauma for children and youth after they have been identified as victims of human trafficking</td>
<td>Focus groups and interviews</td>
</tr>
<tr>
<td></td>
<td>Improved cooperation and collaboration at the state and local levels among stakeholders and agencies that serve trafficking victims</td>
<td>Pre/post and comparison measures of coordination and collaboration; focus groups and interviews</td>
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<td>Development of policies and quality practices designed to prevent child welfare-involved youth from becoming trafficking victims</td>
<td>Focus groups and interviews</td>
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<td></td>
<td>Improved practices and policies to identify child welfare-involved trafficking victims</td>
<td>Data collection system for identification, screening, and assessment; analysis of secondary data sources; focus groups and interviews</td>
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<td></td>
<td>Improved capacity to serve child welfare-involved trafficking victims</td>
<td>Pre/post and comparison of provision of responses (crisis, intermediate, and long term); focus groups and interviews</td>
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<td>Expanded outreach services to children who are trafficking victims</td>
<td>Pre/post and comparison of outreach services for victims</td>
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<td>A safe and secure place to live and heal for child welfare-involved trafficking victims</td>
<td>Pre/post and comparison of appropriate placements for victims</td>
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<td>Increased use of evidence-based, trauma services</td>
<td>Pre/post and comparison of provision of evidence-based therapies</td>
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<td>Outcomes</td>
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<td><strong>Long-Term</strong></td>
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<tr>
<td>Greater public knowledge and understanding of trafficking of child welfare-involved children and youth</td>
<td>Pre/post and comparison measures of awareness; focus groups and interviews</td>
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<tr>
<td>Strategic coordination and institutionalized collaboration among providers of services to child welfare-involved trafficking victims</td>
<td>Pre/post and comparison measures of coordination and collaboration; focus groups and interviews</td>
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<td>Enhanced infrastructure to appropriately respond to child welfare-involved trafficking victims</td>
<td>Focus groups and interviews</td>
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<tr>
<td>An integrated set of independent living and other services for child welfare-involved trafficking victims</td>
<td>Focus groups and interviews</td>
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<tr>
<td>Improved well-being outcomes for child welfare-involved trafficking victims</td>
<td>Pre/post and comparison of provision of evidence-based therapies; analysis of secondary data; focus groups and interviews</td>
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<tr>
<td>Reduced trafficking of child welfare-involved children and youth</td>
<td>Data collection system for identification, screening, and assessment; analysis of secondary data sources</td>
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**Analysis.** To assess changes in outcomes between pre/post and comparison between and pilot and non-intervention counties, the project researchers will select the appropriate statistical test for repeated measures (such as repeated measures ANOVA or hierarchical linear modeling) based on the nature of the data and the test assumptions. The validity and reliability of the measures for awareness and collaboration will be assessed by factor analysis and reliability statistics, such as Cronbach’s alpha. We will use social network analysis to analyze the relational ties between actors who are part of the network formed to respond to child welfare-involved youth who are victims of human trafficking.
Program Performance Evaluation Plan

Project NO REST will include a continuous quality improvement (CQI) process to monitor ongoing processes and progress towards to project goals. The evaluation includes a process evaluation to track implementation of project activities which are also addressed in detail in the project timeline. In addition to these activities, the project team and evaluator will work closely with the Advisory Board to identify specific measures of success. The Advisory Board will decide what measures to use and how we will know if we are impacting the measures and if our progress is sufficient. This process will provide joint accountability between project staff and advisory board members in making progress toward the project goals. A similar process will be implemented with the pilot sites. Potential measures include the tasks outlined in the timeline, data concerning the number of victims identified and services provided, and data from the awareness and collaboration measures.

The project team and evaluator will develop reporting mechanisms of the CQI measures in consultation with the advisory board and pilot sites. In terms of data management software, project team members and the evaluator have significant experience with the SAS programming language for use in generating tables and reports of measures. In addition, project team members and the evaluator produce a website with measures used in the state child welfare system's CQI process, the Reaching for Excellence and Accountability in Practice effort (see the Management Assistance website at http://ssw.unc.edu/ma/). Project team members and the evaluator also have significant experience in developing and implementing on-line surveys via the university's Qualtrix software. Thus, a number of options are available for producing CQI measures in a timely fashion.
ORGANIZATIONAL CAPACITY

The section overviews the organizational capacity of UNC-CH and provides bio sketches of the faculty and consultants who will participate in project NO REST (see Appendix 4 for CVs). All positions are filled, and work on the project can begin immediately on funding.

Organizational Profile

University of North Carolina at Chapel Hill. Organized in 1920, the UNC-Chapel Hill School of Social Work seeks to expand knowledge regarding social problems and programs, to educate social workers for advanced practice, and to provide leadership in the development of socially and economically just policies and programs that strengthen individuals, families, groups, organizations and communities. The School enrolls more than 300 MSW students and 30 Ph.D. students. The master’s program includes an advanced standing 1-year program, a 2-year Distance Education Advanced Standing Program, a traditional Distance Education program at three locations and a 2-year full-time program. The faculty of the School of Social Work comprises 23 tenured/tenure-track faculty – including three distinguished professors—and more than 50 research and clinical faculty.

Data analysis will be conducted on a Unix server operated by the UNC-CH Information Technology Services (ITS) group. Only individuals associated with this or related projects have access to this server. Access to this server is monitored 24/7. The server has a 2-stage process for gaining entry. The first step requires the user to enter a private personal identification number (PIN) followed by the 6-digits displayed on an RSA SecureId token. The number displayed on the token changes every 60 seconds. Correct entry of the PIN and the RSA SecureId digits connects the user to a login server. From there, the user enters an ID and password to gain access to the Unix blade where the data files can be analyzed.
The Jordan Institute for Families was created in 1996 as the research, training and technical assistance arm of the School of Social Work. The educational public service and research activities that are carried on under the Institute’s umbrella exceed $9 million in contracts and grants from national, state, and local sources. Specific child welfare projects include previous Children’s Bureau awards: Child Welfare Recruitment & Retention, Child Welfare Practice in Rural Communities, evaluation of Project Broadcast—one of the 2011 trauma grantee initiatives—as well as traineeship and research awards. The School has also worked closely with the state to analyze outcomes for families and individuals receiving services through local departments of social services (DSSs) in each county and to develop child welfare training curricula, evaluate programs, and provide a child welfare data warehouse and other activities to support system enhancement. The school has been involved in the a number of child welfare initiatives in the state including the W. K. Kellogg funded Families for Kids, the evaluation of the North Carolina IV-E Waiver, and an US DHHS-funded study of earnings of youth aging out of care through their mid-twenties.

**Bio Sketches (see Appendices for CVs)**

Two faculty members form the School of Social Work will be involved with the project: Dr. Dean F. Duncan and Ms. Joy Stewart. Assisting Dr. Duncan and Ms. Stewart are three consultants and a program consultant for NC DSS. These individuals have substantial experience with the child welfare system in North Carolina and human trafficking. One is the coordinator for the Annie E. Casey Foundation’s Kid’s Count Data Book for the state. The second has served as interim executive director for a statewide child advocacy organization and is working with an array of stakeholders on a medical home initiative. The third has provided training and technical assistance to service providers as well as resources and referrals to survivors of human
trafficking across the state. The NCDSS program consultant is responsible for assessing and implementing ways state and local child welfare agencies can be more responsive to the needs of children and youth in North Carolina who have experienced any form of trafficking. All are introduced below.

These five individuals will be joined by the NCDSS staff member responsible for developing policies and responses to the needs of children and youth in North Carolina who have experienced all forms of trafficking and exploitation. This person will serve as a member of the project team at no salary cost to the project. She will serve as the liaison to the state’s child welfare program. She will attend grantee meetings in Washington, DC. Her travel costs will be covered by project funds.

D. F. Duncan is a Research Professor at the University of North Carolina at Chapel Hill (UNC-CH) School of Social Work where he has taught courses in welfare reform, data analysis, program evaluation, and research methods. He will serve as Principal Investigator (PI) on this project. In that role, he will be responsible for overall management of the project and the quality of the deliverables. He will be the primary contact with the Federal Project Officer (FPO). He will work with the partners and stakeholders from across the state in the creation of the Advisory Board, the development on the Comprehensive Strategic Plan, and the implementation of pilot interventions. He will conduct the data mining and data analysis of existing data sources to develop valid and reliable estimates of the number of child welfare-involved youth who are victims of trafficking. He also will be involved in dissemination activities. Since joining the UNC faculty in 1997, he has directed studies on child welfare, welfare reform, Medicaid, homelessness, and the Food Stamp program. Currently, he is directing the evaluation of a project funded by the Children’s Bureau designed to move North Carolina to a trauma-informed child
welfare system. In addition, Dr. Duncan is the PI on a multi-year project assessing the outcomes of children involved with the child welfare system as well as a project tracking the experiences of families and individuals who have received cash assistance in North Carolina. Dr. Duncan also led the data analysis development of the state’s Continuous Quality Improvement process, Reaching Excellence and Accountability in Practice (REAP).

Dr. Duncan and other project staff developed a website to provide DSS staff across the state with easy access to findings on the outcomes and experiences of children, families, and individuals they assist. Dr. Duncan directed the cost-effectiveness evaluation of a multi-site supportive housing initiative for chronically homeless individuals. He served as Task Leader of the cost-benefit evaluation of North Carolina’s IV-E waiver demonstration project. Dr. Duncan also served as Co-PI of a project funded by the Assistant Secretary for Planning and Evaluation (ASPE) of US-DHHS through the Urban Institute to examine the earnings of foster youth from the time they age out of foster care through their mid-twenties.

C. Joy Stewart, Research Assistant Professor, has over 12 years of experience conducting research and evaluation of social services programs. On this project, Ms. Stewart will direct the evaluation. She is the PI on a project involving the linking of information from the state’s Court Improvement Project with administrative data from the child welfare system. Prof. Stewart is an investigator on Project Broadcast, a federally funded project to improve the well-being of children and families through the development of a trauma-informed child welfare system. She also serves as an analyst and evaluator for the Management Assistance project, which is an ongoing assessment of social services programs in North Carolina. She also served as the lead evaluator of the North Carolina Child Welfare Workforce Collaborative, a 5-year federally funded project to prepare graduate students for leadership roles in child welfare and
assess child welfare workforce needs. She has conducted child welfare research for more than 7 years.

_Laila A. Bell_ is Director of Research and Data at NC Child. The mission of NC Child is to advance public policies that improve the lives of North Carolina’s children. The organization works statewide to ensure all children are healthy, safe, well-educated, and economically secure by engaging communities, and informing and influencing decision-makers. Ms. Bell will serve as an investigator on this project. She will be involved with creating the Advisory Board, the development of the Comprehensive Strategic Plan, and working with the sites implementing the pilot interventions. Ms. Bell also will be involved in the interpretation of the mining and analysis of information on trafficking of child welfare-involved youth. In addition, Ms. Bell will be involved in dissemination activities.

Ms. Bell is a policy analyst with over 7 years of experience translating complex data and research into valuable insight that inspires legislative action and improves decision-making. She has conducted state-level research and program evaluation for diverse nonprofits ranging from a nonpartisan policy think tank to a large statewide coalition. Prior to joining NC Child, Ms. Bell worked at the Center for Public Policy Priorities in Austin, Texas, where she tracked measures of child well-being for the Texas KIDS COUNT project. Her responsibilities ranged from harvesting data from local and state agencies to writing publications on emerging issues affecting Texas children and their families.

Previously, Ms. Bell worked at the Texas Council on Family Violence where she conducted a statewide evaluation of violence prevention and intervention programming and provided policy research and technical assistance on economic stability, housing and criminal justice. Her work created the Texas Prevention Services Directory, which is an online database
that connects programs to information about best practices in violence prevention and intervention, facilitates information sharing, and reduces service duplications within regions. Ms. Bell earned her master’s degree in public policy analysis and management with a focus on social and economic policy from the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin. She earned a bachelor of arts with double majors in political science and psychology from Winthrop University, where she earned research distinction. Ms. Bell will devote 2.4 months to the proposed project each year.

**Leslie Starsonkeck** has extensive experience working with coalition and constituent groups, particularly in the areas of domestic and sexual violence. On this project, Ms. Starsonkeck will fill a several roles. She will serve as an investigator. She will assist in the creation of the Advisory Board. She also will facilitate meetings of that Board and the workgroups in the creation of the Comprehensive Strategic Plan. She also will work closely with pilot intervention sites, and will be involved in the dissemination of findings from the project.

For the past 10 years, Ms. Starsonkeck has worked as a consultant providing services to non-profits on building their capacity, and developing programs to address child maltreatment and family violence. Among her clients are private foundations – the Z. Smith Reynolds Foundation and the NC Community Foundations, statewide advocacy groups – Prevent Child Abuse NC, NC Child, NC Pediatric Society, and groups providing shelter to at risk family including youth – InterAct of Wake County, Haven House/Wrenn House. She has strong working relationships with the state’s Division of Social Services particularly as it relates to the child welfare system. She developed and currently leads a project to connect children and youth in foster care to medical homes. Prior to establishing her consulting business, she directed the state’s Domestic Violence Commission and worked on the reform of the state’s juvenile justice
system. She will devote 2.4 months to the project each year.

**Kiricka Yarbough Smith** provides training and technical assistance to service providers as well as resources and referrals to survivors of human trafficking. She will serve as an investigator on this project. She will assist in the creation of the Advisory Board, the development of the Comprehensive Strategic Plan, and the implementation of the pilot interventions. She also will be involved in the dissemination of findings. She also serves on the Executive Committee of The NC Coalition against Human Trafficking (NCCAHT) and co-chairs the NCCAHT committee to develop and implement Human Trafficking Rapid Response Teams across the state. She is also a member of Partner’s Against the Trafficking of Humans. Ms. Smith currently serves as a faculty member for the US Department of Justice Office on Violence against Women and Futures Without Violence project; her work focuses on building collaboration to address trafficking in domestic violence and sexual assault cases. She has also partnered with the Children Advocacy Centers of NC to develop and implement a domestic minor sex trafficking curriculum. She will spend 2.4 months on the project each year.

**Erin Conner** is a Social Services Program Consultant in child welfare policy at the North Carolina Division of Social Services. She will serve as the child welfare liaison to NC DSS. She will assist in the coordination of project activities and efforts underway at NC DSS as well as with other state agencies. She received her bachelor of social work degree from Appalachian State University (December 2008), where she was a scholar of the North Carolina Child Welfare Education Collaborative.

Mrs. Conner has worked as an intake social worker in Children’s Services and as a social worker in Child Protective Services Assessments at the Harnett County (NC) DSS. After working for 3 years in the public child welfare system, she returned to school to pursue a
master’s in social work from the University of North Carolina at Chapel Hill; she completed her MSW in 2013 with a concentration in Community Management and Policy Practice and a certificate in Nonprofit Leadership.

Mrs. Conner has been employed with the North Carolina Division of Social Services (NC DSS) since July 2013. Among other responsibilities, she is working to assess and implement ways in which the state and local child welfare agencies can be more responsive to the needs of children and youth in North Carolina who have experienced any form of trafficking and exploitation. Mrs. Conner has experience engaging diverse stakeholder groups, and currently participates in many multidisciplinary groups, including groups that focus on child welfare issues, and groups addressing human trafficking among all age and demographic groups within North Carolina. The goals and objectives of this project nearly parallel Mrs. Conner’s responsibilities at NC DSS, and the two overlap extensively. As a result, it is not feasible to identify the percentage of time Mrs. Conner will spend on project activities and what percentage will be spent on NC DSS responsibilities.

**Relationship with Other Federal and State Initiatives:** Project NO REST is designed to complement and build upon other federal initiatives in North Carolina. The UNC School of Social Work, in partnership with NC DSS and the Center for Child and Family Health (CCFH) at Duke University, is currently operating Project Broadcast under a cooperative agreement with the Administration on Children, Youth & Families (ACYF). Project Broadcast is designed to improve safety, permanency, and well-being outcomes for young children and youth disproportionately represented in the child welfare system through improving their access to trauma- and evidence-informed practices and services. As part of Project Broadcast, children in a number of counties coming into contact with the child welfare system are screened for trauma.
Children with a positive trauma screen are referred for assessment by a qualified therapist. To ensure the availability of qualified therapist, the project is providing training in 4 evidenced-based therapies to providers across the state. The screening of children entering care, as well as increasing the number of therapists trained in evidence-based therapies, will support the efforts of Project NO REST.

In addition to Project Broadcast, NC DSS has started delivering the “Making Proud Choices” curriculum to current and former youth receiving LINKS services. While this curriculum does not specifically address trafficking, it does address sexual attitudes and beliefs, pregnancy and STD prevention, and interpersonal relationships skills. Dr. Duncan is involved in the implementation and evaluation of this curriculum through his work with NC DSS.

Project NO REST also complements the System of Care Expansion Grant (SOC XP) received by DMH/DD/SAS. The SOC XP grant is designed to strengthen and enhance the system of care for children and youth age 21 and younger with serious emotional disorders (SED). Through SOC XP, coordinated and collaborative approaches will be developed at the local level to improve services and outcomes. Dr. Duncan currently serves as co-chair of the planning and governance committee of the SOC XP project.

Management Plan

As the lead agency and applicant, the UNC School of Social Work will oversee all aspects of the project including fiscal, contracting, evaluation, and reporting responsibilities. These functions will be included in the responsibilities of PI Duncan. As project PI, Dr. Duncan will be responsible for daily project activities, including monitoring to ensure milestones are achieved in a timely manner and within budget.

UNC School of Social Work will exercise due diligence in maintaining project records and
reports for the project in accordance with funder guidelines. There will be regular meetings of all project staff. Between meetings, staff will participate in regular conference calls to ensure everyone is current on project activities and outcomes. During the first 3 months of the project, these staff meetings will be held bi-weekly. The bi-weekly meetings will continue throughout the project. During these staff meetings, the project team will closely monitor timelines, task, and milestone. Progress will be tracked and course corrections will be made as needed.

After the comprehensive strategic plan is developed, these staff meetings will focus on the pilot interventions. Team members will report and track the progress of each pilot site. Challenges and issues arising in each site will be discussed. The team will work collaboratively to keep each pilot site on track. While each site will have a member of the NO REST team as their primary contact, the team members will assist each other as issues arise. A different team member, or one with expertise in a particular area, may be brought in to assist or facilitate a particular issue.

Reporting requirements will be more fully determined after consultation with the Children’s Bureau. We expect to prepare semi-annual reports to the Children’s Bureau on project activities as well as to participate in periodic calls with the FPO and participate in any cross-site evaluator. Dr. Duncan and other appropriate staff will participate in these calls. The reports will be central in the development of dissemination products.

UNC School of Social Work is committed to Project NO REST. By clearly determining roles and responsibilities, the School and the project team are uniquely positioned to accomplish the tasks as outlined and to ensure the quality of the ensuing service delivery. Thus, the UNC School of Social Work has created a sound management plan for achieving the objectives of the proposed project on time and within budget.
LOGIC MODEL

Project NO REST’s logic model defines the goals, inputs, activities, outputs, short and long-term outcomes for the project (see Figure 4 on page 76).

Goals

Based on our understanding of the nature of the problem of child trafficking among child welfare-involved children and youth as outlined in this proposal, we have designed this project to accomplish 3 overarching goals. The first goal is to increase awareness of human trafficking affecting child-welfare involved children and youth among child welfare professionals and the public. Increasing professionals’ and the public’s awareness of the forms, prevalence, and risks for human trafficking of youth in North Carolina will, in turn, increase the effectiveness of efforts to prevent trafficking (Goal 2) and to identify victims and provide services to improve outcomes for those who have been trafficked (Goal 3).

Inputs, Activities, and Outputs

Project NO REST has a number of inputs that, with funding from the Children’s Bureau, provide the resources needed to pursue the project activities designed to yield the outputs and short- and long-term changes in outcomes. First, North Carolina has demonstrated an ongoing commitment to combating human trafficking; beginning in 2004 with the reauthorization of Trafficking Victims Protection Act and continuing through the state’s passage of the Safe Harbor law in 2013 (see “Timeline of Anti-Trafficking Activities in North Carolina” on pages 17-19 above). This timeline of anti-trafficking efforts also reflects active, ongoing collaboration of local and state-level stakeholders working together to end human trafficking. This diverse set of at least 15 state-level agencies and organizations and numerous local organizations provides
strong support for Project NO REST.

This existing spirit and structure for collaboration combined with the Jordan Institute for Families’ expertise in child welfare training, evaluation, and research ensures that Project NO REST is positioned and capable of carrying out the project activities in a timely manner and producing meaningful project outputs. The outputs include establishing a state-level planning and governance committee that will produce a Comprehensive Strategic Plan to address trafficking of child welfare-involved children and youth. Three to five counties will be selected as pilot sites and interventions in these counties will be guided by the Comprehensive Strategic Plan. From these efforts, a Project NO REST will develop a tool kit targeted to child welfare professionals and other community stakeholders; the tool kit will detail how to build a local response system to child trafficking. The tool kit will be shared with all 100 North Carolina counties. The project’s data system along with state administrative data will provide information about the incidence and prevalence of trafficking with child welfare-involved youth.

Given the level of collaboration required to respond to child trafficking, an important output for the project is training and staff development within and across agencies. Additional outputs include the evaluation of the project, dissemination of findings, and a sustainability plan. The evaluation will include a process evaluation to document the implementation of activities, including success and challenges in implementation. A detailed evaluation plan is provided in a subsequent section.

**Short- and Long-Term Outcomes**

The logic model outlines the short- and long-term outcomes. Changes in these outcomes are indicators of the success of project strategies and activities, and indicate progress toward the project’s overarching goals. A major focus of Project NO REST is the expanded awareness of
trafficking and better identification of child welfare-involved victims of trafficking. Expanded awareness and improved practices and policies to identify victims are addressed in the short-term outcomes and then beyond to the long-term outcome of greater public knowledge and understanding of trafficking. In the area of collaboration, the short-term outcome of improved cooperation and collaboration among key stakeholders leads to the long-term outcome of strategic coordination and institutionalized collaboration among service providers that is required to produce an adequate response to trafficking. In addition to collaboration, improved capacity to serve victims and expanded outreach services (short-term outcomes) are related to enhancing the infrastructure to appropriately response to child welfare-involved trafficking victims (long-term outcome).

Additional short-term outcomes include offering safe and secure placements for victims of trafficking (short-term outcomes). These outcomes indicate addressing the immediate needs of victims while an integrated set of independent living and other services for victims (long-term outcome) is important to addressing the enduring needs of victims. The reduction in trauma for children and youth identified as victims and increased use of evidence-based therapies, trauma-informed services (short-term outcomes) are important indicators toward the longer-term outcome of improved well-being for child welfare-involved trafficking victims. Last, the short-term outcome of developing policies and practices designed to prevent trafficking (short-term outcome) reflects progress toward the long-term outcome of the reduction of trafficking of child welfare-involved children and youth.
**Goals**

Build awareness of human trafficking affecting children and youth involved in the child welfare system in North Carolina, reduce the number who are trafficked, and improve outcomes for those who are.

<table>
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<th>Inputs</th>
<th>Activities</th>
<th>Outputs</th>
<th>Outcomes</th>
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| A rich history of developing approaches to combat human trafficking | Establish a team of state and local stakeholders | Creation of a state level planning and governance committee | Short term
Expanded awareness of trafficking of child welfare-involved children and youth |
| A strong base of support among a diverse group of stakeholders, agencies, and organizations | Create a strategic plan to provide services to children and youth who are victims of trafficking and who are or may become involved with the child welfare system | Development and integration of a strategic plan to combat trafficking of child welfare-involved children and youth | Improved cooperation and collaboration at the state and local levels among stakeholders and agencies that serve trafficking victims |
| Ability to leverage our experience and expertise to train and assist child welfare and other organizations | Pilot an initiative to better identify child welfare-involved trafficking victims and link them with culturally appropriate, trauma-informed services | Identification, acquisition, and exploration of data elements to analyze the degree to which child welfare-involved children and youth are victims of trafficking | Development of policies and quality practices designed to prevent child welfare-involved youth from becoming trafficking victims |
| Access to and experience in linking and analyzing an array of administrative data tracking the experiences of children and youth involved with child welfare | Mine and explore existing data to develop reliable counts of child welfare-involved trafficking victims | Development and implementation of pilot interventions | Improved practices and policies to identify child welfare-involved trafficking victims |
| A legacy of collaborating with a range of organizations statewide | Widely disseminate information on the extent that child welfare-involved children and youth are victims of trafficking in North Carolina | Knowledge of the unanticipated challenges of implementing a coordinated response to child welfare involved trafficking victims at the local level, and how to overcome them | Improved capacity to serve child welfare-involved trafficking victims |
| Funding from the Children’s Bureau | | A coordinated response toolkit to share with other counties across the state | Expanded outreach services to children who are trafficking victims |
| | | Training and staff development with and across agencies | A safe and secure place to live and heal for child welfare-involved trafficking victims |
| | | Evaluation of the project and pilot interventions | Increased use of evidence-based, trauma-informed services and practices |
| | | Wide dissemination of findings | Reduction in trauma for children and youth identified as victims of trafficking (victims who receive intervention) |
| | | A sustainability plan | Long Term |

**Short Term**

Greater public knowledge and understanding of trafficking of child welfare-involved children and youth

- Improved cooperation and collaboration at the state and local levels among stakeholders and agencies that serve trafficking victims
- Development of policies and quality practices designed to prevent child welfare-involved youth from becoming trafficking victims
- Improved practices and policies to identify child welfare-involved trafficking victims
- Improved capacity to serve child welfare-involved trafficking victims
- Expanded outreach services to children who are trafficking victims
- A safe and secure place to live and heal for child welfare-involved trafficking victims
- Increased use of evidence-based, trauma-informed services and practices
- Reduction in trauma for children and youth identified as victims of trafficking (victims who receive intervention)
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