

Human Trafficking Youth Prevention Education (HTYPE)

Demonstration Program: Year 1 Reflections

Human Trafficking Youth Prevention Education (HTYPE) Demonstration Program: Year 1 Reflections

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Overview

Researchers, practitioners, and policymakers have increasingly emphasized the importance of a proactive, multidisciplinary approach to human trafficking—one that involves all systems responsible for protecting youth, including schools.

Introduction

In 2020, the Administration for Children and Families' Office on Trafficking in Persons (OTIP) established the Human Trafficking Youth Prevention Education (HTYPE) Demonstration Program. The purpose of the HTYPE Demonstration Program is to fund local educational agencies to partner with a nonprofit or nongovernmental organization to create, implement, and build the capacity of schools to deliver prevention education and skills-based training to educators and other school staff and students. The grant recipients are also required to establish a Human Trafficking School Safety Protocol (HTSSP, or "protocol") that addresses the safety, security, and well-being of staff and students. Eight HTYPE Demonstration Program projects were awarded in September 2020, with a performance period of 36 months. In partnership with OTIP, the Office of Planning, Research, and Evaluation is overseeing a process evaluation of the HTYPE Demonstration Program, with RTI International as the evaluator.

This report summarizes the Year 1 project planning and startup activities conducted by the eight HTYPE demonstration grant recipients, and it outlines their plans for Year 2 of project implementation.

Primary Research Questions

- What were the main activities, accomplishments, and challenges of HTYPE projects during Year 1 of project startup and implementation?
- What are the main goals for each of the eight HTYPE projects for Years 2 and beyond?

Purpose

The purpose of this report is to describe Year 1 (2020–2021 school year) project planning and startup activities conducted by the eight HTYPE projects. Specifically, this report provides

- a high-level overview of projects and project contexts,
- a cross-project synthesis describing Year 1 project activities and accomplishments, and
- a cross-project synthesis of project goals for Year 2 and beyond.

Key Findings and Highlights

- Education agencies, districts, and schools in project communities are facing a variety of challenges, many of which have been exacerbated by the COVID-19 pandemic. These include meeting students' basic needs and the needs of vulnerable populations; addressing racial inequities; and mitigating learning loss, high teacher workloads and stress, and decreased school budgets.
- Youth in project communities are facing an array of interconnected economic, emotional/behavioral, and social challenges, many of which have also been worsened by the COVID-19 pandemic. These include poverty, mental health, and violence and exploitation.
- Projects initially intended to deliver prevention education to educators/staff and students in at least some schools during the 2020–2021 school year. However, all projects worked with OTIP to develop revised timelines that reflected the challenges facing youth and schools, including those associated with the fallout of the COVID-19 pandemic as well as the lengthy process of revising the prevention education programs and HTSSPs.

- Respondents consistently described four key activities and accomplishments related to project planning and startup:
 - Hiring key project staff
 - Establishing and enhancing partnerships with nonprofit partners, law enforcement agencies, schools and school districts, and others (e.g., service providers)
 - Revising educator/staff and student prevention education programs
 - Developing and revising HTSSPs

Methods

The information in this report is informed by semistructured interviews with 20 HTYPE project staff and partners (including 8 project directors or coordinators, 9 nonprofit subaward recipients, and 3 law enforcement partners) as well as by a review of HTYPE project documentation, including grant applications, performance progress reports, draft or final HTSSPs, and documentation of partner roles and responsibilities (e.g., memoranda of understanding).



Executive Summary

The purpose of the Human Trafficking Youth
Prevention Education (HTYPE) Demonstration Grant
Program is to fund local educational agencies
to partner with a nonprofit or nongovernmental
organization to build the capacity of selected
schools to provide skills-based human trafficking
prevention education for educators, other staff, and
students. The grant recipients are also required to
establish a Human Trafficking School Safety Protocol
(HTSSP) that addresses the safety, security, and wellbeing of staff and students.

The HTYPE Demonstration Grant Program comprises four project objectives that contribute to a comprehensive, whole-school response to prevent human trafficking and provide age-appropriate responses to reported risks and incidents of human trafficking. When implemented together, the four project objectives will build individual students' skills and resiliency to human trafficking and prepare educators and other staff to recognize and respond to signs of human trafficking or students with high-risk profiles.

Under the HTYPE Demonstration Grant Program, the following activities are required:

- Provide human trafficking prevention education to educators and other staff
- Deliver human trafficking prevention education to students
- Train qualified individuals employed by the local educational agency to implement and replicate project activities throughout the school district or one or more identified target areas

 In consultation with local law enforcement, develop and implement the HTSSP for reporting trafficking concerns and referring individuals to supportive information and services

The purpose of this report is to summarize the efforts across HTYPE projects during Year 1 of project implementation. Specifically, this report provides a high-level overview of the eight projects and project contexts, a summary of cross-project activities and accomplishments, and a summary of cross-project goals for Year 2 and beyond.

The findings in this report are informed by a detailed review of HTYPE project documentation and 20 semistructured interviews with project staff and project partners representing both nonprofit subaward recipients and law enforcement partners.

Projects faced many unexpected challenges in Year 1 of implementation, many of which were related to the COVID-19 pandemic. Project implementation had to be navigated at a time of surging and unexpected needs among students, teachers, and other staff. Timelines for curriculum implementation had to be pushed back to allow sufficient time for comprehensive revision to prevention education programs and HTSSPs.

Despite these challenges, projects reported four key achievements during Year 1: hiring of key staff, establishing and enhancing necessary partnerships for program implementation, revising educator/staff and student prevention education curricula, and developing and revising HTSSPs.

Introduction

Researchers, practitioners, and policymakers have increasingly emphasized the importance of a proactive, multidisciplinary approach to human trafficking—one that involves all systems responsible for protecting youth, including schools.¹⁻⁵ In fact, several states have passed mandates requiring students and/or educators to receive sex trafficking prevention education.^{3,7} However, limited guidance exists on how to best equip educators and other staff and students to prevent human trafficking and on how schools can or should respond to human trafficking concerns.³

In 2020, the Administration for Children and Families (ACF) Office on Trafficking in Persons (OTIP) established the Human Trafficking Youth Prevention Education (HTYPE) Demonstration Program.a The purpose of the HTYPE Demonstration Program is to fund local educational agencies to partner with a nonprofit or nongovernmental organization to create, implement, and build the capacity of schools to deliver prevention education and skills-based training to educators and other school staff and students. The grant recipients are also required to establish a Human Trafficking School Safety Protocol (HTSSP, or "protocol") that addresses the safety, security, and well-being of staff and students. Eight HTYPE Demonstration Program projects^b were awarded in September 2020, with a performance period of 36 months. In partnership with OTIP, the Office of Planning, Research, and Evaluation (OPRE) is overseeing a process evaluation of the HTYPE

Demonstration Program, which is being conducted by RTI International. The goals of the evaluation are to investigate and document how HTYPE projects approach and accomplish program objectives and to inform the refinement of future implementation and evaluation strategies.

The HTYPE Demonstration Program represents the first federal initiative specifically designed to support school-based human trafficking prevention education and response. As a "demonstration program," this initiative provides education agencies an opportunity to partner with nonprofits in the development and delivery of human trafficking prevention and response programs and activities. Lessons learned from the eight demonstration projects4 have the potential to create a foundation for the design and delivery of future school-based human trafficking prevention and response efforts.



^a The United States Congress enacted the Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2018 (Public Law 115–425), which authorized the U.S. Department of Health and Human Services (HHS), with the U.S. Departments of Education and Labor, to award grants to local education agencies to establish and expand programs to teach educators and other staff to recognize and respond to signs of labor and sex trafficking and to provide age-appropriate information to students on how to avoid being victimized. In response to this authorization, OTIP established the HTYPE Demonstration Program. Source: Human Trafficking Youth Prevention Education (HTYPE) Demonstration Grants Funding Opportunity Announcement, HHS-2020-ACF-IOAS-OTIP-TV-1816.

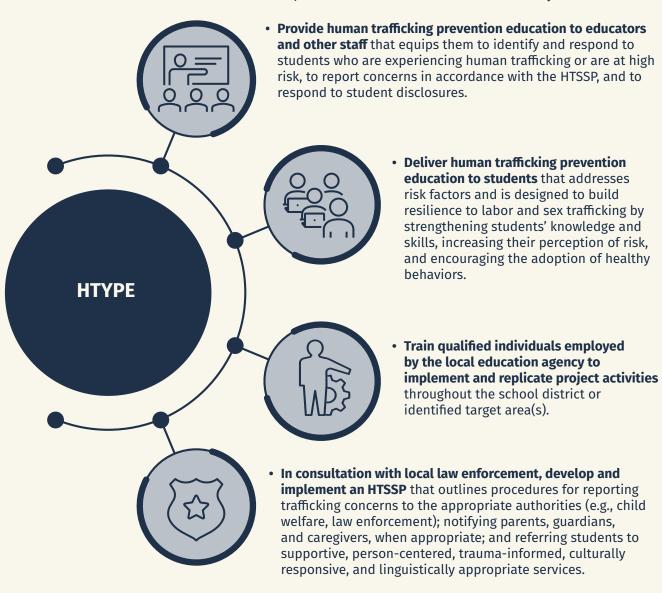
b We use the term "project(s)" to refer to the local education agencies awarded funding and their projects, inclusive of partnerships and activities.

^c Demonstration projects or programs involve the use of an innovation that operates "at or near full scale in a realistic environment for the purpose of (1) formulating national policy, (2) improving national programs, or (3) promoting the use of the innovation." Source: Glennan, T. K. (1985). The Management of Demonstration Programs in the Department of Health and Human Services. Rand.

HTYPE Demonstration Program Objectives

The HTYPE Demonstration Program comprises four project objectives that contribute to a comprehensive, whole-school response to prevent and respond to human trafficking and to provide age-appropriate responses to reported risk and incidents of human trafficking.

THE FOLLOWING ACTIVITIES ARE REQUIRED THROUGHOUT THE 3-YEAR PROJECT PERIOD:



The purpose of this report is to describe Year 1 (2020—2021 school year) project planning and startup activities conducted by the eight projects.

Specifically, this report provides a

- high-level overview of projects and project contexts,
- cross-project synthesis describing Year 1 project activities and accomplishments, and
- cross-project synthesis of project goals for Year 2 and beyond.

Information in this overview comes from a review of project documentation, including grant applications, performance progress reports, draft or final HTSSPs, and documentation of partner roles and responsibilities (e.g., memoranda of understanding); and semistructured interviews with 20 project staff and partners, including project directors or coordinators (hereafter, project directors) representing the funded education agencies (8 interviews), nonprofit subaward recipients (hereafter, nonprofit partners) (9 interviews), and law enforcement partners (3 interviews). Interviews

Figure 1. Locations of the 8 HTYPE Demonstration Programs



were designed to obtain more information about project planning and startup, including successes and challenges encountered over the course of Year 1. All interviews were conducted approximately 9 to 11 months after grant funding was awarded; therefore, interviews are best described as capturing reflections on the very beginning of the 3-year grant period.

Quotations from interviews illustrating themes are in callout boxes throughout the report.

HTYPE Demonstration Program Projects and Project Context

Projects

An overview of the eight HTYPE Demonstration Program project awards and nonprofit subaward recipients is presented in *Table 1*. Projects cross six states, two of which (California and Texas)^d have state laws requiring schools to provide human trafficking prevention education to educators and other staff and students. Education agencies represent both independent school districts and regional education

agencies that provide services and support to multiple districts.

The HTYPE Demonstration Program projects represent the largest efforts to date to design and deliver a comprehensive, school-based approach to the prevention of human trafficking. The eight projects are consistent in concept and goals, all

d Assembly Bill 1227, the Human Trafficking Prevention Education and Training Act, was signed into law in October 2017 in California. This law requires schools to provide human trafficking prevention to educators/staff and students in grades 7 through 12. Texas Education Code 28.017, effective January 2019, requires schools to provide human trafficking prevention education for educators/staff, students, and parents.

working to achieve the four HTYPE objectives. The evidence base is limited regarding human trafficking prevention education programs or models for delivery.³⁻⁶ Consequently, as one project director noted, projects are also "to some extent building the plane as [they] fly it." Yet, each project has slightly different designs and approaches to achieving HTYPE objectives. Each education agency is developing a comprehensive strategy that involves a unique mix

of staffing models, partners, programs, and activities designed to meet the four objectives and fit the local context. Throughout this summary, we provide *Project Spotlights*, examples of project partnerships and activities intended to illustrate the diverse approaches taken by this cohort. Comprehensive descriptions of individual projects' components and approaches to achieving the four project objectives will be developed after Year 2.

Table 1. HTYPE Demonstration Program Projects

Education Agency	Location	Nonprofit Subaward Recipient(s)	Student Curricula
Brentwood Union Free School District	Brentwood, NY (New York metro area)	ECPAT-USA	Y-ACT
DeKalb County School District	Stone Mountain, GA (Atlanta metro area)	Love146	Not a Number
Fort Worth Independent School District (FWISD)	Fort Worth, TX	Unbound Fort Worth; 3Strands Global Foundation (3SGF)*	PROTECT
Granite School District	Salt Lake City, UT	3SGF*	PROTECT
Kent Intermediate School District (regional agency)	Grand Rapids, MI	Solutions to End Exploitation (SEE); Wedgewood Christian Services; 3SGF*	PROTECT
Los Angeles County Office of Education (LACOE) (regional agency)	Downey, CA	iEmpathize	Empower Youth Program
Oakland Unified School District (OUSD)	Oakland, CA	MISSSEY, Inc.	Let's Talk About It
San Diego County Office of Education (SDCOE) (regional agency)	San Diego, CA	Global Communities; 3SGF	PROTECT, Project ROOTS, kNOw MORE

^{* 3}SGF is national organization that developed the human trafficking prevention curriculum, PROTECT. 3SGF partnered with multiple education agencies for their HTYPE projects. Three of the four HTYPE projects that partnered with 3SGF also partnered with local nonprofits.

Project Context

The HTYPE Demonstration Program projects are embedded in a broader historical and community context. First and foremost, it must be acknowledged that the eight projects were funded in September 2020, during which time the global COVID-19 pandemic created widespread upheaval for students, educators, and education systems. The historical context of the COVID-19 pandemic therefore represents the backdrop for project context and all project activities. The issue of COVID-19 was present throughout stakeholder interviews—including during discussions with project directors about challenges facing school districts, schools, and students in their communities.

Challenges Facing School Districts and Schools in Project Communities. Education agencies, districts, and schools in project communities are facing a range of challenges, many of which have been exacerbated by the COVID-19 pandemic. Project directors reported that the most significant challenges facing schools in their district(s) are related to

 meeting the needs of vulnerable populations, including English language learners, families with undocumented status (and their associated

- low trust in services and systems), refugees, unaccompanied minors, students who are incarcerated or transitioning back to the community from incarceration, and youth in foster care;
- addressing racial inequities, including school discipline-related inequities (e.g., suspensions, expulsions) affecting Black students;
- meeting students' basic needs, including material resources, such as food, clothing, and shelter;
- re-engaging disconnected students and families after a year of interrupted learning, often accompanied by economic hardship, grief, and isolation;
- mitigating learning loss after a year of interrupted or largely virtual learning;
- teacher workloads and stress, contributing to declining teacher wellbeing and burnout;
- decreased school budgets, contributing to high student-to-teacher ratios and an insufficient number of counselors, social workers, psychologists, and other staff devoted to student well-being; and



ON CHALLENGES
FACING DISTRICTS AND
SCHOOLS:

Our workforce is tired.... We are working with teachers who are handing in resignations before the school year even starts.

-PROJECT DIRECTOR

Schools have so many other priorities.... How will they sterilize and keep things clean? How many students are coming back? They've been away from a traditional school system for over a year. How will we identify mental health needs? What students are in crisis, and how will we support them? How will we increase capacity with mental health counseling? And then also looking at mitigating learning loss... and issues of equity... and numbers [cases of COVID-19] going back up in our county and we're like—Okay, are we going to have to go back to online?

-PROJECT DIRECTOR



PROJECT SPOTLIGHTS

Brentwood Union Free School District and Oakland Unified School District plan to take a targeted approach to prevention, prioritizing delivery of prevention education to the following:

- Brentwood, NY: English language learners and students with interrupted formal education (primarily due to migration). Educators and other staff working with these student populations will be similarly prioritized.
- Oakland, CA: Students who are identified as high risk, including Black girls (a population overrepresented in foster care) and newcomer students.
- uncertainty about both district administration plans and priorities and the future of the COVID-19 pandemic.

Project leadership is attentive to these challenges. Although much uncertainty remains about the impact of COVID-19 (e.g., on future school closures, educator and staff shortages), they are carefully considering how to best partner with and reduce burden on schools—and, in some cases, how to best meet

the needs of vulnerable populations. See *Project*Spotlights for examples from Brentwood Union Free
School District and Oakland Unified School District.

Challenges Facing Youth in Project Communities.

Youth in project communities are facing a range of interconnected economic, emotional/behavioral, and social challenges, many of which have also been worsened by the COVID-19 pandemic. Despite the differences in geographic location, education agency, or district size, project directors overwhelmingly reported that the most significant issues facing youth in their communities are related to

- poverty and associated economic challenges, such as housing and food insecurity;
- mental health, including depression, suicidality, and suicide—particularly among two-spirit, lesbian, gay, bisexual, transgender, queer and/or questioning, intersex, asexual+ (2SLGBTQIA+) and transitioning students; and
- violence and exploitation, including trafficking and sexual violence, labor trafficking (particularly among immigrant populations from Central and South America), gun violence, and gang violence.

Other challenges students meet include racism, inequities facing students of color, and inadequate access to services, especially mental health services.



All contextual challenges described above predate the COVID-19 pandemic; they are all longstanding issues facing youth in project communities.

However, consistent with findings in the research literature, project directors observed that the COVID-19 pandemic has exacerbated preexisting systematic inequalities in employment, education, housing, and health care. That is, COVID-19 has pushed populations—particularly Black and Hispanic populations—deeper into social and economic hardship. Project directors expressed concern about the mental health impacts of social isolation, economic stressors, and decreased access to typical support systems and mental health treatment—including school-based mental health care.

Project leadership is attentive to how these challenges—all of which may increase risk for human trafficking exploitation—can be simultaneously addressed by or might impact project activities. See the *Project Spotlight* for an example from the Los Angeles County Office of Education.



PROJECT SPOTLIGHT

As part of its HTYPE Demonstration Grant Project, the **Los Angeles County Office of Education** (Los Angeles, CA) has partnered with the University of Southern California Dworak-Peck School of Social Worke to develop a teaching institute that will support graduate-level social workers in providing mental health and case management support to students in need.

[•] This partner is not currently supported with HTYPE funds. Under the HTYPE Demonstration Program, no funds may be used for services for students identified as having experienced, or at risk to experience, human trafficking.



ON CHALLENGES FACING YOUTH IN PROJECT COMMUNITIES: Poverty is the big umbrella—it trickles into a lot of other issues... housing issues and food insecurity.

-PROJECT DIRECTOR

We need to continue to talk about kids that are vulnerable, left out and lost, and fall through the cracks. If we don't reach them in some way, we don't meet our academic goals.

-PROJECT DIRECTOR

Throughout the years we have seen the need and know that we cannot work in isolation, so we are very involved with community organizations so that we have blended and integrated resources available. Our family centers have been key to allow families to come in for resources such a dental work, medical, housing, English classes, computer skills, etc.

-PROIECT DIRECTOR

Looking Back: Year 1 Activities and Accomplishments

The first year of the HTYPE Demonstration Program was focused on project planning and startup activities. At the time of the grant award, project staff intended to deliver prevention education to educators/staff and students in at least some schools during the 2020–2021 school year. However, early in Year 1, all project staff worked with OTIP to develop revised timelines reflective of the challenges facing youth and schools, especially those associated with the fallout of the COVID-19 pandemic (e.g., virtual learning environments, engaging disconnected youth and families after a year of interrupted learning).

Importantly, although the COVID-19 pandemic contributed to some degree of a slowdown in hiring project staff and onboarding schools (discussed below), project staff noted that revised timelines were necessary in part to account for the largely unanticipated and intensive process around gaining approvals from OTIP and the education agencies for the prevention education programs and HTSSPs. Therefore, even without the challenges presented

by COVID-19, it is unlikely that all projects—particularly those related to implementation of student prevention education programs—would have met all timelines as initially planned. As noted by one project director, time to thoughtfully engage key partners and develop and revise project materials was "necessary to get on solid footing."

Four key activities and accomplishments related to project planning and startup were consistently described in both project documentation (e.g., performance progress reviews) and stakeholder interviews:

- · Hiring key project staff
- Establishing and enhancing partnerships with nonprofit partners, law enforcement agencies, schools and school districts, and others (e.g., service providers)
- Revising educator/staff and student prevention education programs
- Developing and revising HTSSPs



Hiring

A key Year 1 accomplishment for many projects was recruiting and onboarding staff to fill important roles. Although staffing models vary across projects, most projects were designed with a senior-level administrator in the project director position someone who brings important institutional knowledge, ability to broker relationships with key partners and experts, and experience managing staff and complex initiatives. However, senior-level administrators tend to have a limited amount of time available, and therefore most staffing models were designed to also employ multiple support staff, including project managers to oversee the budget and subawards, coordinators to focus on onboarding schools and organizing trainings, and program specialists and others to conduct "on the ground" work, such as monitoring program delivery.

Some project staff described challenges in the hiring process, most of which related to the extensive paperwork and time it takes to create a job description and receive approval from unions or boards of education. Several project staff used the phrase "bureaucratically challenging" to describe the process for hiring *any* new position within their agency or district. Consistent with national trends showing an increasing number of unfilled vacancies for educators and other school-based positions, project directors also described difficulty soliciting enough applications from qualified candidates,



PROJECT SPOTLIGHT

Granite School District (Salt Lake City, UT) plans to hire three human trafficking coordinators, who will in turn train counselors, social workers, and health teachers to deliver prevention education to students. These coordinators will be assigned to specific schools and will also be responsible for ensuring cross-coordination and collaboration between schools, staff, and agencies involved in the project.

despite competitive salaries and flexible work arrangements. Delays in hiring contributed to shifting responsibilities in some cases; project directors who intended to spend 5% to 10% of their time on project activities in Year 1 noted that they spent three to four times that amount on activities intended for staff in still-vacant positions.

Other project staff reported fewer challenges with hiring, which might have been due to staffing models (e.g., employing fewer total staff for a greater percentage effort each) or to the type of position. For example, one project hired a full-time coordinator into a permanent role, ensuring job security after the end of the project grant period.



ON HIRING:

Hiring a really amazing coordinator [has been our greatest Year 1 success]. They are beyond spectacular and have kept it going with such grace and tenacity, which has kept everyone fired up.

-PROJECT DIRECTOR

A number of challenges have been associated with hiring.... It took forever to get any qualified candidates, and I think it was [hard because] we were hiring during COVID.

-PROJECT DIRECTOR

Establishing and Enhancing Partnerships

The HTYPE Demonstration Program was established on the understanding that prevention practice is enriched by collaboration among individuals and organizations with diverse and complementary perspectives. Along these lines, a second significant Year 1 accomplishment for projects was establishing and enhancing key partnerships with nonprofits, law enforcement, school districts and schools, and other organizations, including local coalitions and task forces, child welfare agencies, and service providers. These partnerships are discussed below.

Nonprofit Subaward Recipients. Education agencies are required to partner with an experienced nonprofit or nongovernmental organization to implement human trafficking prevention education for educators, other staff, and students, and to build the capacity of schools to meet project objectives.

Education agencies engaged one to three nonprofit partners as subaward recipients (see *Appendix A* for a brief description of subaward recipient roles on each project). Per funding requirements, all projects have engaged a nonprofit partner with an existing student prevention education curriculum (and in some cases, nonprofit partners also had existing prevention programming for educators and other staff). Most education agencies had a working relationship with at least one nonprofit



PROJECT SPOTLIGHT

Kent Intermediate School District (Kent County, MI) is working with Solutions to End Exploitation (SEE), an organization that aims to address the needs and gaps of individuals in Kent County who have experienced trafficking by developing a coordinated approach among all relevant community agencies. A liaison to the Kent County Human Trafficking Coalition, SEE is responsible for convening partners for the development of the HTSSP.

partner prior to the grant award through joint task force work, prior programming in schools, or other collaborations. In other cases, nonprofit partners initiated conversations and subsequent partnerships with education agencies in response to the funding opportunity.

A history of collaboration, even if informal, was described by project staff as a strong foundation for the education agency–nonprofit partnership. Regardless of history of collaboration, project staff also noted that the front-end effort to co-develop a grant application was critical to establishing



ON NONPROFIT PARTNERSHIPS:

We were already working with our partner. They have really strong cultural competence and understand the needs of our kids and have demonstrated that over time. They are well-respected in our community, have an excellent track record, and their vision is in alignment with ours.

-PROJECT DIRECTOR

We have a great team and a great collaborative effort... because everybody has pulled their weight and done their best. Everybody has the same vision at the forefront, providing awareness and training, and really reducing these numbers [of youth who have experienced human trafficking] in our county and state.

-NONPROFIT PARTNER

or building trust, developing common goals, and working through differences in practices inherent to cross-system work. The project staff that described education agency–nonprofit partnerships as thriving over the course of Year 1 also described mutual respect for each partner's strengths and contributions. These project staff also emphasized the importance of clear communication.

A few project directors and nonprofit partners acknowledged early communication-related challenges and emphasized the importance of the first year to negotiate a common understanding around project vision, roles, and responsibilities. The project staff who described communication challenges were most often those who were navigating new partnerships that had been built quickly in response to the funding opportunity and lacked the structure or function of fully developed partnerships.

Law Enforcement Partners. To ensure the safety of school staff reporting or disclosing suspected or confirmed cases of human trafficking, education agencies are required to consult with a local law enforcement agency to develop and implement the HTSSP. In Year 1, the extent of this consultation varied across projects, ranging from a few meetings to ongoing communication and collaboration through HTYPE project advisory councils or workgroups.

Project staff reporting greater success collaborating and consulting with law enforcement in HTYPE planning activities tended to be those with prior working relationships, often through a human trafficking task force or coalition. These law enforcement partners were also more responsive to requests for interviews from the RTI study team. In those interviews, law enforcement partners described positive but fairly limited involvement in HTYPE activities; all three noted meeting about HTYPE activities anywhere from approximately 2 to 8 hours over the course of Year 1. Nonetheless, these partners also felt that this level of involvement was adequate given the narrow scope of their roles. One partner noted that their involvement is limited to providing input into how to engage the police department in cases where a student is actively experiencing human trafficking, has experienced human trafficking in the past, or where an educator or other staff is concerned that a student may be experiencing human trafficking. Another partner noted that they provide definitions and data (e.g., trends in arrests) to the education agency so that the educator/staff and student programs can be tailored to the local context.

Other project staff reported limited involvement from law enforcement partners—largely due to turnover in points of contact, and in some cases, the need to establish entirely new relationships with



ON LAW ENFORCEMENT PARTNERSHIPS:

If we were to redo the grant or replicate it elsewhere, I would be more inclined to include law enforcement in a much bigger way. Involving them in the community aspect of it. I had never seen this great of reception by law enforcement before.

-NONPROFIT PARTNER

Listen to law enforcement's expertise and understand law enforcement is about catching bad guys and saving people—not about providing counseling or victim services. We do partner with them, but that is not what we do.... Our idea of how to work something is going to be far different than someone in the school.

-LAW ENFORCEMENT PARTNER

police departments. One education agency noted that they intended to partner with the school police department (with whom they have had a strong working relationship), but the district's recent move to police-free campuses necessitated focusing resources on establishing new relationships with the city police.

School Districts and Schools. All education agencies described a significant investment in engaging and onboarding school districts and schools. These investments of human and time resources were largely in support of creating authentic buy-in, or acceptance of and willingness to actively participate in HTYPE activities. Project staff described the importance of taking time to create a foundation of trust, a shared vision, and engagement of schools as co-developers of project activities (in support of the idea that project activities are being conducted "with" rather than "at" schools).

Some project staff described challenges finding the right "decider" or creating buy-in within larger schools that have multiple levels of administration. Others described challenges countering what some project staff described as the "not in my backyard" phenomenon—the idea that human trafficking

is not a problem within a school's community. As noted earlier, schools have a finite amount of time and resources; some project staff noted that the introduction of a new topic into the school system must be met with convincing evidence that a problem exists within the school community; that the problem is amenable to prevention; and that addressing the problem is in the best interest of students, educators, and the broader school community.

Project staff noted that one of the most important factors to support buy-in is a strong school district "champion" or individual who can influence school leadership or school staff. Of note, in some cases, influential champions are project directors themselves: school staff or administrators who are well-known, trusted, and respected. Other factors described as supporting buy-in include statemandated human trafficking prevention education, integration of programs with related content (e.g., sex education, healthy relationships), and preexisting motivation among school leadership to address human trafficking. For example, one project noted that a school board member had been regularly involved in the county anti-human



ON SCHOOL PARTNERSHIPS:

Different schools have different power structures. You just got to find your champion.... I think [buy-in] is a combination of real data, real people's stories, and making some connection between the two... and then I think it's also about being open minded about who might be the champion and then you have to let that authentic grassroots work happen.

-NONPROFIT PARTNER

We spent a lot of time... having initial conversations with administrators about this. They needed to know that my priority was doing this with them, and not at them, and not to them. We were in the middle of this pandemic and I wasn't going to come in and stress them out further.... What was critical was trust and knowing that we were doing this for the right reasons, but we were going to do it at a pace that was going to honor where they were at, when they were at.

-PROJECT DIRECTOR

trafficking task force. Another project director described the importance of a project website as a tool to provide information. This project director noted that they have received several emails from school administrators and staff indicating interest in HTYPE as a result of information on the website.

As noted, schools and school districts are facing enormous challenges that require project staff to be patient, flexible, and compassionate. Maintaining flexibility while also meeting funding requirements and project timelines was described by some project staff as a challenge. Nonetheless, project staff overwhelmingly described this patience and flexibility as a long-term investment with an eye toward successful implementation in Years 2, 3, and beyond.

Other Partners. All education agencies expanded or strengthened partnerships beyond the required partners to include universities (see the *Project Spotlight* on the Los Angeles County Office of Education), child welfare agencies, prosecutors' offices, juvenile probation, and behavioral and mental health service providers. Most of these partners were identified through a coalition or

task force. Several project staff noted that the grant provided the impetus to engage in more regular conversations about how to best identify and serve students who may have experienced human trafficking, formalize partnerships, and create a larger joint vision for their community that transcends a specific prevention education program. One project director noted plans to provide subaward funding to a partner in Year 2, noting financial support as a way to further acknowledge partner contributions and formalize responsibilities.

In the HTYPE notice of funding opportunity, OTIP encouraged the integration and engagement of individuals with lived experience in human trafficking in project implementation strategies. Project staff recognized the importance of survivor expertise, many providing paid opportunities (often through a nonprofit partner) for consultation on curricula revisions and protocol development. Collaboration with individuals with lived experience is also discussed in the Revising Educator/Staff and Student Prevention Education Curricula and Developing and Revising HTSSPs sections.



ON SCHOOL PARTNERSHIPS:

People come to the table when there is a reason to. They might be loosely affiliated [with projects or ongoing work] but until there's a practical reason, often times agencies don't really step in and say, "I can fill this need." This grant has given a lot of agencies a reason.... The Children's Advocacy Center was a partner before, but this has forced them to do the same type of thing—to define their role in the community.

-NONPROFIT PARTNER

It has been like holding people's hands, creating safe spaces, building those relationships. We are just a facilitator of building connections and relationships so that this process will work. That is where the real work is.

-NONPROFIT PARTNER

Revising Educator/Staff and Student Prevention Education Curricula

A third key Year 1 accomplishment for projects was revising prevention education curricula and educator training to align with funding requirements (e.g., programs that are skills-based, research-based, theory-driven, in alignment with specific learning objectives, and, in the case of student prevention education, in alignment with the Centers for Disease Control and Prevention's "Characteristics of Effective Health Education Curriculum"). As of October 2021, the revision process is ongoing for about half of the educator/staff and student prevention education programs.

In grant applications, all project staff described prevention education curricula and educator training that they asserted largely met the requirements of the funding opportunity. This was echoed during interviews with project directors and partners, with understanding that some degree of revision would be needed to include content on labor trafficking. However, many educator/staff and student prevention education programs and training materials did not fully align with required learning objectives, and revisions were necessary to ensure that project materials met funding requirements. The extent of required revisions varied greatly between projects. In one case, revisions were limited, but otherwise, revisions to student prevention education curricula were extensive and became a large focus of projects' Year 1 activities. Generally, revisions to student curricula were more substantial than revisions to educator/staff prevention education. All adaptations and revisions to programs were heavily supported by OTIP project officers and staff and consultants from OTIP's National Human Trafficking Training and Technical Assistance Center.

All project staff described the curricula revision process as unexpected, and nearly all project staff

A table presenting selected programs and planned approaches for implementation of educator/staff and student prevention education can be found in *Appendix A*. This table is intended to provide a preliminary "first look" at programs and approaches.

These approaches may change as project staff respond to school context and capacity. All project staff expect to begin delivery of educator/staff and student prevention education by the end of Year 2 (2020—2021 school year).

described it as robust and complex (e.g., multiple reviewers, forms, and checklists). In some cases, project staff noted developing entirely new program content and training materials during revisions. In at least one case, project staff reported expending approximately 1,000 labor hours on revisions to multiple student curricula and staff training materials.

For some, program revisions are still in process; however, project directors and partners shared that revisions to prevention education curricula to date have largely related to

- adding content, particularly related to labor trafficking;
- ensuring language is inclusive of multiple sexual orientations and gender identities and is culturally responsive to racially, culturally, and linguistically diverse student bodies;
- enhancing pedagogical approaches, such as adding interactive activities (e.g., role plays) and opportunities for critical thinking and reflection (e.g., opportunities to explore individual values and beliefs);

- adding information on how to access community resources;
- clarifying session descriptions and instructions for implementers; and
- rewriting how terms or concepts are defined to reflect the current knowledge base.

Project staff also consulted individuals with lived experience to ensure that the activities, examples, and scenarios used in programs would be trauma-informed and reflective of the lived experiences of survivors. Project and partner staff underscored the value of capturing feedback from individuals with lived experience in reviews of initial content, development of new content, and reviews of OTIP feedback. Some project staff noted that, at times, they wished for the opportunity for more discussion with OTIP about required versus suggested changes.

Ultimately, many project staff reported that postrevision, educator/staff and student prevention education curricula became stronger-more consistent with the best available evidence on risk and protection related to both sex and labor trafficking, more inclusive of youth of all identities and backgrounds, and reflective of state-of-theart pedagogical approaches. Some project staff expressed appreciation that OTIP's thorough review, although demanding, brought legitimacy, or a "stamp of approval" from respected experts. Nonprofit partners stated that they believed offering a program with federal approval would help with buy-in from school districts and would boost their own efforts with engaging districts and schools outside of the HTYPE Demonstration Program.



ON REVISIONS TO PREVENTION EDUCATION PROGRAMS:

There is always going to be an opportunity to improve, and in this work you have to be open to that because this content is evolving. You will continue to learn best practices based on lived experience experts and making sure that their voice leads everything.... Their voices have always been a part of the curriculum but this mixture of their voices, with OTIP and the grant objectives, has just made it the best possible result that we could really hope for.

-NONPROFIT PARTNER

We have kids at risk and are being victimized now... but they are not receiving it [prevention education] because the curriculum isn't perfect.... "Great can be the nemesis of "good enough".... At some point you have to say this is good enough, we will continue to refine it and work on it on the back end.

-PROJECT DIRECTOR

Going through this process with HTYPE has really been sort of a glowing stamp of approval from the federal government.... It really allows schools to say, "Okay, this has been reveiwed by the federal government, and this has been reviewed by X number of survivors" and I think that helps schools to say, Okay!

-NONPROFIT PARTNER

Developing and Revising HTSSPs

A fourth key Year 1 accomplishment for projects was developing and revising HTSSPs that facilitate reporting trafficking concerns to the appropriate authorities; notifying parents, guardians, and caregivers, when appropriate; and referring students to supportive, person-centered, trauma-informed, culturally responsive, and linguistically appropriate services.

A few education agencies already had protocols for identifying students at risk for trafficking, making referrals, and providing support (which required some revision to align with HTYPE requirements). However, most project staff invested in groundup development of HTSSPs, relying on intensive multisector collaboration and coordination (e.g., with law enforcement, child protective services, individuals with lived experience, service providers). Many project staff also had to coordinate the development of their protocol with other districtwide protocols and policies and obtain approvals from such entities as local boards of education. Several project staff highlighted the important contributions of individuals with lived experience; applying survivors' experiences to the content of the protocol helped project staff identify missing components or areas that needed refinement to be more in tune with the realities of human trafficking and the unique needs of survivors.

Similar to work on the prevention education curricula, a significant investment of resources from both project and OTIP staff was necessary to ensure that protocols met funding requirements. Many project staff noted that at startup they did not have an accurate understanding of how much work would be required to develop the protocol or how many mandatory rounds of revisions there would be prior to final approval. Moreover, some project staff felt overwhelmed by multiple layers of oversight (e.g., some received multiple reviews for the same



PROJECT SPOTLIGHT

On the basis of conversations with community partners, including through a project advisory council, **San Diego County Office of Education** created HTSSP supplemental guides focused on special populations, e.g., youth in foster care, unaccompanied or migrant youth, 2SLGBTQIA+ youth, Native youth, and youth experiencing homelessness.

protocol draft) and noted the time required to navigate grant requirements vis-à-vis district policies. Other project staff noted that it would have been useful to have examples of effective protocols developed by other school districts that they could adapt to their community's needs and context. Project staff expressed concern that although OTIP requests for additional details in the specification of various procedures may make the protocol more comprehensive, it could also reduce its usability by causing school staff to become overwhelmed by the document's length or level of detail.

Some projects are still in the process of making HTSSP revisions; however, review of project materials and reports from project directors and partners indicate that HTSSP revisions to date have largely related to

- ensuring enough details are provided so that HTSSP users can better understand when, where, and how protocols are executed and who has responsibility for initiating and carrying out various steps;
- adding missing sections, concepts, or procedures so that the HTSSP is comprehensive and compliant;

- streamlining the HTSSP to include only the most pertinent information by removing unnecessary words, sentences, tables, or sections, particularly those that may be better suited for training (e.g., terminology lists) than for the HTSSP itself;
- ensuring language is culturally responsive to racially, culturally, and linguistically diverse student bodies; and
- reorganizing content to ensure that the HTSSP is stand-alone and easy to follow.

Similar to prevention education curricula, many project staff expressed pride in the work their team did to develop the protocol, address revisions requested by OTIP, navigate multiple layers of oversight, and ultimately obtain final protocol approval. In fact, most project staff called out the completion of the protocol as one of their greatest Year 1 accomplishments. Some project staff expressed appreciation for the process, which, although arduous, helped them develop a comprehensive and high-quality protocol.





We started with a blank piece of paper and now we have a protocol that has been informed by significant stakeholder input and areas of expertise. A lot of people have contributed... and we have done a good job making it ours in this community and hope and expect there will be a high sense of ownership with the protocol when it is ready to be rolled out.

-PROJECT DIRECTOR

When push comes to shove, who gets the last say, who gets the final word? ... The grant is going to be here for 3 years and then it's going to be gone but the district—we've got processes in place that are going to outlive the grant.... This takes time to navigate.

-NONPROFIT PARTNER

Looking Ahead: Project Goals for Year 2

In Year 1, project staff and partners accomplished critical activities and made remarkable strides toward their project goals. These achievements are even more impressive given the inherent challenges of implementing a complex, multifaceted, and first-of-its-kind initiative, all against the backdrop of the COVID-19 pandemic. Project staff plan to build on successes from Year 1 to achieve the four HTYPE Demonstration Program objectives. Specifically, in Year 2, project staff plan to do the following.

- Provide human trafficking prevention education to educators and other staff and students. Project staff who have not yet finalized and received OTIP approval for educator, staff, and student prevention education curricula, staff training, and HTSSPs expect to do so in Year 2. All project staff are eager to reach educators and other staff and students with the program content and make a positive difference in the lives of students and the school community. Several project staff described plans to continue to refine curricula content, weaving in lessons learned as the programs roll out in schools. At the same time, project staff also expressed a degree of hesitation around burdening school districts, schools, or educators. Project staff expect to remain flexible and responsive to the context and circumstances around a return to in-person learning and potential for COVID-19 outbreaks in school communities.
- Finalize and implement the HTSSP. Just as they are eager to finalize prevention education curricula, project staff are eager to finalize the HTSSP and train educators and other school staff on when, where, and how the protocol should be executed. Several project staff expressed that they are prepared to further refine the protocol, if necessary, after learning how it functions if and when it is put into action.

- Train qualified individuals employed by the education agency to implement and replicate project activities. A key activity in support of sustainability relates to increasing the capacity of qualified school staff to implement project activities. In Year 2, project staff expect the nonprofit partner to train key education agency staff (e.g., coordinators), who will in turn hold one or more trainings of trainers for other school staff, such as social workers or health educators, on the staff and student curricula.
- Strengthen partnerships with nonprofit partners, law enforcement, school districts, and others. Several project staff mentioned feeling "Zoom fatigue" and are eager to engage partners through more in-person meetings if it is safe to do so. Project staff also described the intent to strengthen relationships with organizations addressing the interconnected economic, emotional/behavioral, and social factors that increase risk for exploitation.
- Build family and community awareness around the importance of human trafficking prevention education. Several project staff mentioned the importance of parent engagement and buy-in, particularly within communities where there has typically been a high degree of parent and guardian hesitation and discomfort around students receiving education on topics related to sexual health or relationships. To build awareness, acceptance, and buy-in, some project staff plan to develop culturally sensitive project materials (e.g., curricula overviews) that emphasize the relevance and age-appropriate nature of the program content, translate materials into multiple languages, and disseminate on websites and at schools during parent-teacher days. Other project staff described plans to build

community awareness around the problem of human trafficking through, for example, broader community events, bus wraps, and media campaigns.

- Develop activities beyond the prevention education programs to reach youth. Several project staff expect to hold school-wide events (e.g., poster contests) or continue to engage youth through ambassador programs (see *Project Spotlight* for an example from DeKalb County School District) and other activities after they receive prevention programs.
- Engage a more diverse team of survivors, based on lived experiences and representation across multiple sexual orientations and gender, racial, and cultural identities.
- Continue to identify ways to center diversity,
 equity, and inclusion in all project activities. One
 project described the importance of hiring and
 retaining a diverse and inclusive HTYPE team
 that is reflective of the diverse community it
 serves. Another project described its commitment
 to ensuring that project activities—not just

information about prevention education, but also broader school- or community-wide events—are accessible to all families, including those who do not speak English or do not attend a general community event.



PROJECT SPOTLIGHT

Mountain, GA) plans to develop a Not a Number ambassador program. Ninth-grade students who complete the Not a Number prevention education program will have the opportunity to serve as student ambassadors, responsible for raising awareness through developing messages for posting on social media; helping plan schoolwide activities; and staffing tents at athletic events, concerts, and parent-teacher days.



ON YEAR 2 GOALS:

I want to continue adding districts and building awareness. Even if a school district doesn't come on officially, if they are engaged in the awareness piece of it, and learning about how they, as a school district, can put this [human trafficking prevention] at the forefront of their work—I'll take it. That's half the battle.

-PROJECT DIRECTOR

We are currently having discussions with large-scale Hispanic media companies, who have the largest reach in this area, to think through messaging campaigns. So, while we are educating teachers and students, we also want, at the same time, to have messaging go out to caregivers, to different levels of caregivers.

-PROIECT DIRECTOR

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Appendix A. Preliminary Project Plans for Educator/Staff and Student Prevention Education

Education Agency Location	Nonprofit Subaward(s) Brief Overview of Main Responsibilities	Educator/Staff Programming Implementation Approach	Student Curricula Implementation Approach
Brentwood Union Free School District Brentwood, NY	Responsible for providing human trafficking prevention education to educators and other staff and students, and developing and implementing the HTSSP in consultation with partners	Components from the Stop, Observe, Ask, and Respond (SOAR) training (National Human Trafficking Training and Technical Assistance Center), and Youth Against Child Trafficking (Y-ACT; ECPAT-USA) • Delivery first to middle and high school educators working with English language learners (ELL) and students with interrupted formal education (SIFE), followed by fifth-grade educators Awareness training • Delivery to all educators and staff in participating schools	 Y-ACT (ECPAT-USA) Delivery first to ELL and SIFE students in middle and high school, followed by students in fifth grade Delivery in both English and Spanish
DeKalb County School District Stone Mountain, GA	Responsible for providing human trafficking prevention education to educators and other staff and students, training qualified individuals employed by DeKalb County School District to replicate project activities, and developing and implementing the HTSSP in consultation with partners	Project-developed professional development training to include HTSSP training • Delivery to all educators and staff in participating schools	 Not a Number (Love146) Delivery first to ninth-grade students in schools identified as higher risk, followed by delivery to all ninth-grade students at participating schools
Fort Worth Independent School District Fort Worth, TX	 Responsible for delivering prevention education for educators and other staff and students, and for leading the training of trainers 3Strands Global Foundation (3SGF) Responsible for coordinating with the nonprofit partner (Unbound) to make curriculum adaptations, delivering prevention education to students, training FWISD and partner (Unbound) staff, and participating in HTSSP development 	 PROTECT (3SGF) and HTSSP training Delivery to all educators and staff in participating schools 	 PROTECT (3SGF) Delivery every other year* to students in 4th through 7th, 9th, and 11th grades in all participating schools

Education Agency Location	Nonprofit Subaward(s) Brief Overview of Main Responsibilities	Educator/Staff Programming Implementation Approach	Student Curricula Implementation Approach
Granite School District Salt Lake City, UT	Responsible for providing and delivering human trafficking prevention education for educators and other staff, providing a curriculum for trainers to deliver to students, training trainers who will be ultimately responsible for the program in the district, collaborating with local multidisciplinary group to develop the HTSSP, and participating in monitoring and evaluation activities	 PROTECT (3SGF) and HTSSP training Delivery to all educators and staff in participating schools 	PROTECT (3SGF) • Delivery first to students in 5th, 7th, 9th, and 11th grades in schools identified as higher risk, followed by delivery to the rest of participating schools
Kent Intermediate School District Grand Rapids, MI†	Solutions to End Exploitation (SEE) Liaison to the Kent County Human Trafficking Coalition, responsible for convening partners for the development of the HTSSP and providing HTSSP implementation and training support Wedgewood Christian Services Lead nonprofit partner agency responsible for the district training of trainers and for providing implementation support for participating districts as determined by needs of district trainers 3SGF Responsible for curriculum adaptations, coaching, and content support for educator/staff and student curricula, technical support for use of online learning modules, and participation in monitoring and evaluation activities	PROTECT (3SGF) • Delivery to selected health educators, counselors, and behavioral health specialists	PROTECT (3SGF) • Delivery to students in all participating middle and high schools

Education Agency Location	Nonprofit Subaward(s) Brief Overview of Main Responsibilities	Educator/Staff Programming Implementation Approach	Student Curricula Implementation Approach
Los Angeles County Office of Education Downey, CA§	iEmpathize • Responsible for providing access to the Empower Youth Curriculum, training qualified trainers employed by LACOE to facilitate human trafficking prevention education for educators and other staff, offering a training of trainers for school site staff to implement human trafficking prevention education for students, and evaluating training	Delivery to all staff at participating schools	Empower Youth Program (iEmpathize) • Delivery first to students in 6th through 11th grades in schools identified as being at highest risk for trafficking, followed by delivery to additional high-need schools
Oakland Unified School District Oakland, CA	Responsible for developing training materials, providing training of trainers to OUSD staff, assisting in the development of the HTSSP, piloting human trafficking prevention education for educators and other staff, providing Tier II prevention education to students, and participating in monitoring and evaluation activities	OUSD Staff Training (modified version of MISSSEY's professional training) • Piloted at three high schools, followed by all participating schools Training on the HTSSP • Delivery to all middle and high school principals, followed by elementary school principals	 Let's Talk About It, Tier II (MISSSEY, Inc.) Delivery to students in seventh and ninth grades identified at highest risk for trafficking, priority on Black girls and newcomer students Delivery in English and Spanish Components from Let's Talk About It, Tier I Delivery to all students in seventh and eighth grades in participating schools
San Diego County Office of Education San Diego, CA	 Responsible for coordinating project activities with the SDCOE Project Specialist, including training site staff teams and all project liaisons, overseeing implementation of prevention education for educators and other staff and students, overseeing survivor engagement, and participating in monitoring and evaluation activities As a subrecipient under Global Communities, responsible for curriculum adaptations and implementation of prevention education for educators and other staff and students 	PROTECT (3SGF) • Delivery to all educators in participating schools	 PROTECT (3SGF) Delivery to all students in seventh and ninth grades in participating schools Project ROOTS, kNOw MORE (Global Communities) These programs may be used to supplement PROTECT

^{*} Not a Number will be delivered to students in alternate years (Not a Number is not supported through HTYPE project funding).

 $^{^{\}dagger} \ Project \ website: \underline{https://www.kentisd.org/parents--community/human-trafficking-youth-prevention-education/}$

 $[\]S \ Project \ website: \underline{https://www.lacoe.edu/Student-Services/Human-Trafficking-Youth-Prevention-Education}$

This report was developed as part of the process evaluation of the HTYPE Demonstration Grant Program. Broadly, the goals of the evaluation are to investigate and document how projects approach and accomplish the goals of the HTYPE Demonstration Grant Program and to inform the refinement of future implementation and evaluation strategies.

The evaluation is part of the Human Trafficking Policy and Research Analyses Project, which aims to advance the scope of knowledge and data around human trafficking by identifying priority areas for learning and by conducting a series of studies that can immediately affect practice. All studies are overseen by the ACF Office of Planning, Research, and Evaluation in collaboration with the Office on Trafficking in Persons, and they are conducted by RTI International.

For additional information about the Human Trafficking Policy and Research Analyses Project or the evaluation of the HTYPE Demonstration Program, please contact OPRE Project Officers Mary Mueggenborg (Mary.Mueggenborg@acf.hhs.gov) and Kelly Jedd McKenzie (Kelly.McKenzie@acf.hhs.gov) or RTI Project Director Rebecca Pfeffer (rpfeffer@rti.org).