



COMMONWEALTH of VIRGINIA

Department of Criminal Justice Services

The Honorable Jackson H. Miller
Director

Tracy Louise Winn Banks, Esq.
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February 27, 2024

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Richmond, Virginia 23219
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The Honorable Glenn Youngkin
Governor of Virginia
Patrick Henry Building
1111 East Broad Street
Richmond, Virginia 23219

Re: Sex Trafficking Response Coordinator Annual Report

Dear Governor Youngkin:

Pursuant to Virginia Code §9.1-116.5(C), the Virginia Department of Criminal Justice Services (DCJS) is responsible for reporting annually to the Governor and to the General Assembly a summary of sex trafficking issues within the Commonwealth.

Attached please find the "Sex Trafficking Response Coordinator Annual Report."

Please contact me with any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Jackson H. Miller".

Jackson H. Miller
Director

Attachment



A Collaboration to Eradicate
Human Trafficking in Virginia

Sex Trafficking Response Coordinator

ANNUAL REPORT

October 2023



Virginia Department of Criminal Justice Services
www.dcjs.virginia.gov

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I. Introduction

During the 2019 regular session of the Virginia General Assembly, policymakers enacted *Code of Virginia* § 9.1-116.5, creating a Sex Trafficking Response Coordinator position within the Virginia Department of Criminal Justice Services (DCJS). In accordance with the *Code of Virginia*, the position is to:

1. Create a statewide plan for local and state agencies to identify and respond to victims of sex trafficking;
2. Coordinate the development of standards and guidelines for treatment programs for victims of sex trafficking;
3. Maintain a list of programs that provide treatment or specialized services to victims of sex trafficking and make such list available to law enforcement agencies, attorneys for the Commonwealth, crime victim and witness assistance programs, the Virginia Department of Juvenile Justice, the Virginia Department of Social Services, the Virginia Department of Education, and school divisions;
4. Oversee the development of a curriculum to be completed by persons convicted of solicitation of prostitution under § 18.2-346.01; and
5. Promote strategies for the education, training, and awareness of sex trafficking and for the reduction of demand for commercial sex.

Additionally, the Coordinator is to report annually on or before October 1 to the Governor and the General Assembly. The report shall include a summary of activities for the year and any recommendations to address sex trafficking within Virginia.

II. Data on Sex Trafficking in Virginia

Data Review

Data on sex trafficking-related offenses in Virginia is collected by multiple agencies at the federal, state, and local levels. Appendix A of this report includes relevant data from Uniform Crime Reports, submitted by participating law enforcement agencies to the Virginia Incident-Based Crime Reporting Repository System.

Insights about the state of sex trafficking in Virginia can be readily gained by examining the data tables in Appendix A. For example:

- Data indicate an overall decline in the number of arrests and sentencing events for prostitution-related offenses at both the misdemeanor and felony levels in Virginia over the past decade. This decline was especially pronounced in 2020 and 2021 during the COVID-19 pandemic.
- Arrest and sentencing data related to prostitution indicates that Virginia law enforcement agencies most commonly charge the crimes of Prostitution for Money (§ 18.2-346(A)), Solicitation for Prostitution (§ 18.2-346(B)), and Maintaining or Frequenting Bawdy Place (§ 18.2-347), which are offenses most often associated with individual buyers and sellers as opposed to traffickers.
- Arrests for commercial sex trafficking (§ 18.2-357.1) have increased, from five in 2019 to 26 in 2022.

- Data reveals juveniles arrested for prostitution and/or trafficking charges has decreased entirely; this is most likely due to law enforcement utilizing approaches other than formal arrest.
- The number of reported pornography offenses involving child exploitation in Virginia has generally grown over the past decade, from 224 in 2012 to 828 in 2022 (an increase of 270%).

Virginia Analytics System for Trafficking (VAST)

Virginia's Analytics System for Trafficking (VAST) is a pilot comprehensive data collection and analytics system for capturing data related to human trafficking cases. The initial pilot phase of the VAST system ran from January 26–June 8, 2022. During this time, a decision was made to begin the historical data import for the VAST system beginning in 2019 and moving forward. This coincides with the year that the Virginia Department of Social Services (VDSS) was required to begin human trafficking assessments. The initial dashboards within the VAST system include the National Incident-Based Reporting System (NIBRS) overview dashboard for Virginia, the Virginia Missing Children Dashboard, and the Eastern Shore Police Incident dashboard. Additional dashboards with data from Arlington County and the City of Alexandria were later added. Ongoing efforts seek to integrate historical data from VDSS human trafficking assessments conducted as a component of Child Protective Services investigations.

The vision for VAST will allow Virginia to capture the number of human trafficking cases that are being identified, and then analyze that information at a deeper level to better understand risk factors, the relationship between the perpetrator and victim, the demographics of the perpetrator and victim, the location(s) where the offenses occurred, and more. The enhanced information is expected to inform a variety of decisions that include, but are not limited to, funding decisions, the deployment of investigative resources, the location(s) that need support in developing services, and the types of services that need to be improved or developed.

One of the very important features of this system is the ability for the appropriate agencies to receive reports on a daily basis on missing children in Virginia. The system generates a daily report for these professionals that provides them with information on children who have been reported missing and of children who have been recovered. Historically, these professionals have only received a monthly report with this information.

III. FY2023 Activities

As noted previously, the *Code of Virginia* identifies specific responsibilities for the Sex Trafficking Response Coordinator (the Coordinator) under § 9.1-116.5. Additionally, § 9.1-102 directs DCJS to perform other duties relating to human trafficking that inevitably require the Coordinator to lead or collaborate with various agency staff. The Coordinator undertook a number of activities during FY2023.

A. Identifying and Responding to Victims of Sex Trafficking

Collaborations for Identification and Response

DCJS Activities

Meeting the requirements outlined in the *Code of Virginia* requires the Coordinator to develop and maintain relationships with various local and state agencies focused on addressing human trafficking. The Coordinator has continued to maintain relationships with existing entities working to

respond to, and prevent, human trafficking and victims across Virginia. These entities include, but are not limited to:

- Local or regional task forces (e.g., Northern Virginia Human Trafficking Task Force, Richmond Regional Human Trafficking Collaborative, Roanoke Valley Human Trafficking Collaborative)
- Local multidisciplinary teams working together on trafficking-related issues (teams typically include agencies such as the local department of social services, local and federal law enforcement, victims' and witness services groups, Commonwealth's Attorneys, etc.)
- Private-sector organizations providing services related to human trafficking (e.g., Virginia Victims' Assistance Network, which operates Virginia's "Human Trafficking Infoline", non-governmental organizations, etc.)
- State agencies focusing on human trafficking and/or integral to the overall state response plan (e.g., Virginia State Police Human Trafficking Unit, Virginia Department of Social Services, Virginia Department of Juvenile Justice, Office of the Attorney General, etc.)

A federal grant to DCJS in 2020 from the U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime (OVC) to promote services for minor victims of sex trafficking led to a coordinated response to child sex trafficking in the Western region.¹ This region was intentionally identified for this purpose because many of the area localities did not have a coordinated response established, and because the federal government prioritized rural communities for that specific grant cycle. The absence of an established response allowed the Coordinator to prove or disprove the efficacy of the planned coordinated response.

During the initial process of identifying localities to partner with, one of the identified organizations expressed concern that they did not know how many cases they would be able to identify because they had never been aware of these cases in their area. With some initial organizational planning and training, these localities have since identified and served over 88 juvenile cases. Within a rural area that did not originally have a coordinated response to human trafficking, this is a significant accomplishment.

The process that has proven to be effective through the implementation of this federal grant funding requires a collaborative approach between county-level government agencies, state agencies, federal agencies, and non-governmental organizations (NGO). This approach requires the use of county-level multi-disciplinary teams (MDT), mandated reporting protocols to social services and law enforcement, a variety of NGO's that provide victim services, and NGO's that provide civil legal services. Federal partners may be included in this process if the details of the case warrant a federal level investigation and prosecution.

The Coordinator is currently writing a model policy that outlines these processes.

Virginia State Police Human Trafficking Unit

In 2022, the Virginia State Police (VSP) developed a Human Trafficking Unit. This has filled an important gap in statewide responses to human trafficking. Prior to the creation of this unit, there was not an official mechanism to report to law enforcement that would support a consistent

¹ OVC FY2020 Services for Minor Victims of Sex Trafficking to develop, expand, and strengthen assistance programs for minor victims of sex trafficking.

statewide response. Historically, localities have reported directly to their local law enforcement agencies. Although this is a valid law enforcement reporting process, not all local law enforcement agencies have the knowledge or resources to effectively investigate trafficking cases in a victim-centered and trauma-informed manner. In some cases, investigations of valid cases have not been completed due to the lack of training and resources.

The Virginia State Police Human Trafficking Unit has been designed as a collaborative unit to investigate human trafficking cases in cooperation with local law enforcement agencies. When a case is reported to this unit it will be evaluated by the unit and recorded for statistical purposes; the local law enforcement agency where the offense occurred will then be contacted. The local agency may choose to investigate the case independently, request assistance from VSP, or opt to allow VSP to investigate the case. These options provide a way to work collaboratively and are particularly helpful when the case crosses county lines within Virginia and/or when the local law enforcement agency may need additional resources to properly investigate.

To report suspected cases of human trafficking (sex or labor) to the Virginia State Police Human Trafficking Unit: Call #77; Text "VSP" to "847411"; or submit a tip online.²

Regional Task Forces

Virginia has had regional law enforcement task forces focused on human trafficking that have operated successfully; however, most of these task forces collapsed or lost their federal funding by 2019. Prior to the formation of the Virginia State Police Human Trafficking Unit, the only remaining regional law enforcement task force that still existed was the federally funded Hampton Roads Human Trafficking Task Force, an enhanced collaborative model (ECM) task force.³

Since the formation of the Virginia State Police Human Trafficking Unit, they have taken the lead on establishing regional law enforcement task forces throughout Virginia. In 2023, the Virginia Capital Area Human Trafficking Task Force was established by VSP and serves all counties in the Virginia State Police Division I area, including Henrico, Hanover, and Chesterfield Counties. State and local member agencies are supported by routine participation from the FBI and Homeland Security Investigations. Additional regional task forces are being planned by VSP.

Screening for Trafficking

Timely and accurate screening for human trafficking is essential to any response or prevention effort. Effective screening not only alerts professionals and everyday citizens to the possible existence of trafficking but also enables assessment of risk levels, without which scarce resources cannot be efficiently and effectively deployed in response to the trafficking problem(s). Despite the importance of effective screening, Virginia has historically lacked a consistent screening tool for human trafficking. Identifying and implementing such a tool has been a key priority during these first three years of the Coordinator's position. This is consistent with statutory directives to create a statewide plan for identifying and responding to victims of sex trafficking, to coordinate the

² Virginia State Police Online Tip Portal. www.tip411.com/tips/vastatepolice/new

³ The Enhanced Collaborative Model (ECM) to Combat Human Trafficking is a multidisciplinary approach including victim and social service providers, law enforcement and prosecution personnel, survivors, and a range of other governmental and non-governmental partners that work together to provide a diverse set of appropriate services for trafficking victims.

development of standards and guidelines for the treatment of victims of sex trafficking (which depends upon effective screening), and to promote strategies for education, training, and awareness of sex trafficking.

The process of identifying a potential tool began in 2020 with the formation and use of a workgroup focused on assessing screening tools. A total of five validated human trafficking screening tools were assessed by approximately 70 stakeholders. An assessment of each tool was conducted by the workgroup, resulting in completed feedback on all five tools by 15 of the 70 stakeholders.

A review of that feedback revealed that the screening tool that fully met the needs of Virginia's professional stakeholders was the CSE-IT from WestCoast Children's Center.⁴ A meeting was held with the vendor at that time; however, the structure that was needed in Virginia for a statewide rollout did not correspond to the needs of WestCoast Children's Center. The project was paused while some of the identified challenges were resolved. The potential of creating a screening tool specific to Virginia that would screen for both sex and labor trafficking was considered and may still be considered moving forward.

Progress has been made in Virginia with the sex trafficking response protocols. It is believed that an agreement for partnership is now possible between the vendor and DCJS. When this partnership is solidified, a training will be created through a collaboration between DCJS, the Virginia Department of Social Services (VDSS), and WestCoast Children's Center to instruct professionals on the proper procedure to screen youth for both general trauma and sex trafficking.

Although the initial plan was to train a maximum of 100 practitioners on the screening advisory tool each state fiscal year, there have been challenges with tool selection and the vendor, therefore, this has not been accomplished. The Coordinator estimates approximately 2,400 individuals should receive this training once a tool is identified and training model finalized. Training could be facilitated through a train-the-trainer model featuring approximately 124 trainers statewide.⁵

Treatment and Resources

Virginia Human Trafficking Resource Guide

There are a number and variety of resources and treatment providers available for victims of sex trafficking throughout Virginia, many of which are providers of services for victims regardless of the crime type. Understanding the potential special needs and circumstances of a trafficking victim is important for the service provider. Services become more complicated when the victim is a minor. To help responders identify service providers for victims of sex trafficking, the *Code of Virginia* directs the Coordinator to maintain a list of programs providing treatment or specialized services.

In accordance with § 9.1-116.5(A)(3), the Coordinator maintains, continuously updates, and publishes a directory of programs providing treatment or specialized services to victims of human trafficking. This directory is included as Appendix B and is available on the DCJS website.⁶ It is

⁴ WestCoast Children's Clinic, *Commercial Sex Exploitation-Identification Tool (CSE-IT)*, www.westcoastcc.org/cse-it.

⁵ This number reflects a minimum of two individuals per locality representing each of the following program or service types: Child Protective Services, juvenile probation, Community Services Boards, K-12 schools, law enforcement, local domestic or sexual violence agencies, healthcare providers (including hospitals), and groups explicitly focused on human trafficking.

⁶ www.dcs.virginia.gov/human-trafficking/virginia-human-trafficking-resource-guide

strongly recommended that this list be accessed via the DCJS website to ensure that the most current version is being used. Providers are being added to the Resource Guide regularly.

Treatment Providers

DCJS utilizes a number of victim funding sources to provide funds to service providers serving victims of crime, including trafficking victims. Currently there is no requirement for victim services providers to obtain specialized training for working with human trafficking survivors. There have been several cases identified throughout Virginia in which the person alleging that they are a qualified service provider does not have the licensure that they are stating that they have. If victim services providers were able to obtain a certification for working with survivors this would support the development and delivery of consistent service quality throughout Virginia.

In 2015, the Virginia General Assembly enacted *Code of Virginia* § 9.1-116.3, establishing the Virginia Sexual and Domestic Violence Program Professional Standards Committee. This committee is to establish voluntary accreditation standards and measures by which local sexual and domestic violence programs can be systematically evaluated with a peer-reviewed process. DCJS administers this process. Since many providers of services for victims of sex trafficking are also providers of sexual assault services, consideration of expanding the existing process would make for an efficient process, for both DCJS and the provider. During the coming year, the Coordinator will work with staff assigned to this process to develop standards and guidelines for treatment programs for victims of sex trafficking which can be used alongside existing standards and guidelines. Future legislation to incorporate specialized services for victims of sex trafficking may be considered.

As noted earlier, DCJS was awarded a competitive grant from OVC in 2020 to promote services for minor victims of sex trafficking. Virginia received an award of \$1,684,000 to support a wide range of services focused on minors who have been, or are at risk of becoming, victims of sex trafficking in the western portion of the state. The grant award ends December 31, 2023. Efforts under the grant award have resulted in expanded services for minor victims, including:

- Street Ransom Residential Program, also known as The Lampstand, has opened their doors to minor sex trafficking victims from across the state. They are licensed through the Virginia Department of Social Services. The Lampstand is now accepting referrals and providing residential services to minor victims. The Lampstand transitioned from an emergency to a long-term residential program for minor victims. They can now provide residential programming for up to 12-months.
- Women’s Resource Center of the New River Valley is providing wrap-around services to minor victims and family members. Direct services staff have attended SETTS training. Women’s Resource Center has also built on their existing relationships within their community to increase awareness and education on human trafficking. Women’s Resource Center and DCJS have collaborated to provide training to MDTs and child welfare agencies in each of the five localities that they serve. This training has resulted in an increase of referrals by child welfare professionals for human trafficking services. Women’s Resource Center also developed the New River Valley Human Trafficking Collaborative. This group consists of professionals from a variety of disciplines who will work together to increase awareness, education, and service provision for human trafficking in the New River Valley. Women’s Resource Center is currently trying to identify funding opportunities to continue their human trafficking staff position.

- Project Horizon is providing wrap-around services to minor victims and family members. Direct services staff have attended SETTS training. Project Horizon and DCJS have collaborated to provide identification and response training to teachers at local public schools. Project Horizon has officially opened their Forensic Nursing Center in Lexington, Virginia. They used award funding to purchase equipment and supplies for the space. They have created protocols and completed training with medical providers, law enforcement, and agency staff to ensure a coordinated response. Adding this exam space to their rural community eliminates the more than an hour drive that a victim has had to take to see a forensic nurse examiner after an assault. Project Horizon is currently trying to identify funding opportunities to continue their human trafficking work.
- Straight Street’s Wrap Around Services Coordinator is providing wrap-around services to minor victims and family members. They have provided human trafficking training to public school personnel as well as prevention curriculum with students at some of these schools. Straight Street is working to build partnerships with all the schools in their service area. Straight Street is very involved in the Roanoke Valley Human Trafficking Task Force by hosting meetings and fostering partnerships.
- Our legal partner subgrantees, Ayuda, Blue Ridge Legal Services (BRLS), and Southwest Virginia Legal Aid Society (SWVLAS), received a very low number of referrals for human trafficking cases. The agencies have created proactive plans to try to increase awareness. Ayuda started screening all minor clients for signs of potential and/or confirmed trafficking. BRLS and SWVLAS have promoted the term “legal checkup” to encourage victim service providers to refer clients for a legal needs assessment in case there are legal issues that they could assist with that are not immediately identified.

B. Education, Training, and Awareness

Increasing capacity for training related to human trafficking is a key focus area outlined in statute, directing the Coordinator to “[p]romote strategies for the education, training, and awareness of sex trafficking and for the reduction of demand for commercial sex”. Efforts to develop training capacity and increase the availability of training have centered on three distinct professional roles in the response to, and efforts to prevent, human trafficking: licensed behavioral health professionals, case managers, and law enforcement.

Beginning in 2020, DCJS focused on creating foundational training courses that would be presented as a progressive curriculum for both law enforcement and victim services. This method has been successful and additional courses are being added to each training track (law enforcement and victim services). There are additional progressive curriculum tracks planned for future development to support other professions. Since 2020, over 5,400 professionals have been trained on human trafficking throughout Virginia under DCJS coordinated and collaborative efforts.

Core Training Courses

Interdiction of the Protection of Children (IPC) Course

The Interdiction for the Protection of Children (IPC) course is offered in-person to sworn law enforcement throughout Virginia. Virginia State Police (VSP) maintains qualified trainers to deliver this curriculum. DCJS is the agency that plans and funds the course to be delivered throughout

Virginia so that local law enforcement agencies may benefit from the curriculum. Prior to this partnership, IPC was only being delivered through the Virginia State Police Basic Recruit Academy.

The course is designed for patrol officers and patrol supervisors. It is an introductory course to child sexual abuse, child exploitation, and child sex trafficking. Through this course, patrol officers and supervisors learn how to identify possible child exploitation and trafficking cases while interacting with the public through traffic stops, while responding to calls for service, and while engaged with other citizen contacts.

The course employs several professionals and agencies to deliver a complete multidisciplinary curriculum including:

- Virginia State Police (investigations block);
- Virginia State Police Legal Counsel, Office of the Attorney General, and/or former Assistant Commonwealth's Attorneys (legal block);
- Child Protective Services (Virginia Department of Social Services); and
- Trauma & Hope (trauma and therapeutic services block).

The IPC course was paused in 2023 after the completion of the first six sessions to be restructured. A thorough review of the comments from participants and observations by DCJS staff and the instructors was conducted. Those comments are being used to make some adjustments to the course curriculum while also maintaining the course requirements as set forth by the Texas Department of Public Safety.⁷

Human Trafficking Investigation and Prosecution

DCJS has provided one of two planned Advanced Human Trafficking Investigation and Prosecution training courses. This training teaches investigators and prosecutors how to build human trafficking cases without depending on victim testimony. This is a collaborative project between DCJS, VSP, and the Commonwealth's Attorneys' Services Council (CASC). DCJS is using grant funds to partially fund this course, sharing the cost with collaborative partners.

The first session was held on April 24–25, 2023, in Glen Allen, Virginia. The instructors were from the Law Enforcement Training Academy and Consultation (LETAC)⁸ and the Human Trafficking Training Center (HTTC)⁹. A total of 50 participants attended this course. A second session will be held September 27–28, 2023, in Williamsburg, Virginia. The vendor for this session is the Human Trafficking Institute.¹⁰

This course will be offered three times each year. Each session will be sponsored by one of the partner agencies (DCJS, VSP, or CASC).

⁷ Texas Department of Public Safety. *Interdiction for the Protection of Children*. www.dps.texas.gov/section/training-operations-tod/interdiction-protection-children-ipc

⁸ Law Enforcement Training Academy and Consultation. <https://letacusa.com>

⁹ Human Trafficking Training Center. www.humantraffickingtrainingcenter.com

¹⁰ Human Trafficking Institute. <https://traffickinginstitute.org>

Sexual Exploitation Treatment and Training Services (SETTS)

Beginning in August 2020, the Coordinator partnered with clinicians from Trauma & Hope, a program with the proven ability to successfully provide effective behavioral health services and support services to adolescent and adult trafficking survivors in a variety of settings, to design and deliver in-person training on human trafficking for licensed behavioral health professionals and case managers in Virginia. The training, “Sexual Exploitation Treatment and Training Services (SETTS)”, was tailored to meet the training needs of clinicians and case managers in Virginia. While the standard SETTS training is designed to take place over the course of five days (and is delivered to a variety of professionals in Virginia), the creators modified course content to be delivered over a period of two days to better align with the existing knowledge of practitioners already working in the field of behavioral health and case management throughout the state.

The SETTS course is designed to take place over the course over five days and is intended to meet the needs of a variety of professionals to include case managers, licensed clinicians, law enforcement, non-profit organizations, and other human trafficking focused professionals. DCJS has seen a significant increase in law enforcement attending the SETTS course after attending the Interdiction for the Protection of Children (IPC) course. As a result, the SETTS course now offers Partial In-Service Credits (PIC) for law enforcement officers when they attend this course. Continuing education credits from the National Association of Social Workers (NASW) are also offered to participants of all SETTS courses. These credits are accepted by the Virginia Board of Counseling.

The SETTS course addresses key topics in working with both juvenile and adult survivors of human trafficking, such as:

- Actionable strategies to enhance services for survivors within community-based advocacy programs
- Self-care for professionals working with high-risk groups in order to reduce the risk of burn-out and promote sustainability
- Identifying staff needs and building capacity
- Managing intake processes, including identifying victims of trafficking and screening/assessing for service needs
- Understanding and addressing complex trauma
- Enhancing the physical, emotional, psychological, and financial health of survivors
- Case management strategies and interventions
- Specific clinical interventions and treatment approaches for clients with a history of sex trafficking
- Multidisciplinary, team-based approaches to addressing and preventing trafficking

From January 2023 to October 2023, DCJS held two sessions of the five-day in-person SETTS; one Clinical two-day session; and one Case Management two-day session. These courses trained 114 professionals, representing all geographic regions of Virginia, from the following agency categories:

- 67 private and non-profit agencies providing mental health services, behavioral health services, and comprehensive case management to trafficking survivors
- 8 law enforcement officers
- 5 advocacy centers

- 5 corrections professionals (Department of Corrections probation and parole officers)
- 5 medical and healthcare professionals
- 5 forensic interviewers
- 4 educators
- 4 trafficking specific treatment programs
- 10 Social Services (local agencies)
- 1 State Government employee

DCJS consistently has a waitlist for the SETTS courses. It would be ideal to offer each of the versions of the course three times per year (SETTS five-day; SETTS two-day for Clinicians; SETTS two-day for Case Managers). Future funding availability will determine the number of sessions that can be offered.

Hotel Proprietor and Employee Training

In 2022, the Virginia General Assembly passed legislation amending § 9.1-102 by adding a paragraph requiring DCJS to “develop an online course to train hotel proprietors and their employees to recognize and report instances of suspected human trafficking.” The legislation also added § 35.1-15.1, requiring the State Board of Health to make, adopt, promulgate, and enforce regulations for required human trafficking training.¹¹ Under § 35.1-15.1, every hotel proprietor “shall require its employees to complete a training course on recognizing and reporting instances of suspected human trafficking. Such training courses shall be an online course provided by the Department of Criminal Justice Services at no cost to the hotel proprietor and its employees pursuant to § 9.1-102 or an alternative online or in-person training course approved by” DCJS. The legislation requires that every hotel proprietor require its employees to complete such human trafficking training course within six months of being employed by a hotel and thereafter at least once every two years, for as long as the employee is employed by the hotel. The act has an effective date of January 1, 2023.

DCJS finalized the implementation of an agency-wide learning management system (LMS) in 2023 to allow courses to be available to stakeholders online. The first human trafficking related module that was available in the LMS was the *Human Trafficking Awareness for Hotels*. As of August 9, 2023, over 1,700 employees have completed the free DCJS online module.

As noted, the legislation also allows DCJS to approve curriculums that are created by external organizations and vendors for use by hotel employees. DCJS has approved four curriculums that have been created by advocacy organizations and private for-profit vendors. A total of nine hotel corporations have also had their internal curriculums approved for use by their employees. Wyndham Hotels and Choice Hotels have not had their curriculums approved, although DCJS has contacted their corporate offices to inform them of this legislation and request that they submit their courses for review. Until these companies have had their internal courses approved, their employees will only receive credit for completing the free DCJS online module.

¹¹ Chapter 751, 2022 Acts of Assembly (HB258).

Curriculum for Persons Convicted of Solicitation of Prostitution

Among the responsibilities of the Sex Trafficking Response Coordinator, the *Code of Virginia*, § 9.1-116.5(A)(4), directs the position to “oversee the development of a curriculum to be completed by persons convicted of solicitation of prostitution under § 18.2-346.01.” The Coordinator completed an assessment of other states that currently have an existing curriculum and issued a Request for Information (RFI) to collect information from the identified programs, as well as any additional curriculums that exist but were not located in the initial research phase. Not all the identified programs responded to the RFI; however, after the RFI closed many of them contacted the Coordinator. This has slowed the process. An intern was assigned to continue the process of identifying existing curriculums and did complete this task. This will be a priority for the coming year.

Other Training and Presentations

DCJS staff provided basic training and presentations on sex trafficking to an additional 1,335 professionals from September 2022 to August 2023 through a variety of opportunities. These included:

- 2 Introduction to Sex Trafficking during School Resource Officer Basic training
- 1 Core Competencies for Local Probation and Pretrial Practices training (this course is now being delivered online via the agency learning management system for local probation/pretrial officers)
- 1 Virginia State Police Fusion Center Training
- 1 CASA Staff and Volunteer Training
- 2 Crime Prevention Recertification Courses
- 1 Virginia League of Social Service Executives training
- 1 Virginia Fire Marshal Academy training
- 1 VDOE Workshop for Emergency Medical Technician (EMT) Educators
- 1 Virginia Health and Medical Sciences Educators Association event
- 1 Sex Trafficking in Virginia presentation at Marymount University
- 1 Sex Trafficking in Virginia presentation for Chesterfield County School Nurses

IV. Conclusion and Recommendations

The creation of the Sex Trafficking Response Coordinator position has resulted in substantial progress toward ensuring Virginia’s response to human trafficking is coordinated, strategic, and supported by consistent training and services. This progress is expected to continue. The following recommendations are proposed to enhance the ability to identify and respond to victims of sex trafficking:

Data Collection

- **Continue pilot of VAST.** Additional funding is needed to maintain the VAST system and continue to develop new datasets and features. Obtaining additional funding to continue the next phase of development would allow DCJS to maintain and resolve bugs within the existing five data platforms; increase the number of source datasets, data platforms, and automated reports that can be generated within VAST; add new users (i.e., user licenses for the VAST platform); hold monthly management team meetings and weekly team meetings; and cover the ongoing costs of maintaining VAST. The total amount of funding needed for these purposes is estimated at \$350,000 annually.

Collaborations for Identification and Response

- **Utilize a coordinating committee of external stakeholders.** To effectuate a statewide plan for local and state agencies to identify and respond to victims of sex trafficking, DCJS and the State Trafficking Response Coordinator must seek input from external stakeholders. Such collaborations have led to strong plans for state action, including that most recently published under Governor Glen Youngkin’s Commission on Human Trafficking Prevention and Survivor Support.¹² The Coordinator served on this Commission as an ex-officio member and the published report will be used to help guide plans made by the Coordinator for the coming years in response to the duties specified in § 9.1-116.5. DCJS should re-establish a coordinating committee including external stakeholders to provide input and guidance on the statewide plan created by the Coordinator.
- **Expand and support regional task forces.** Regional collaborative task forces are effective approaches to addressing criminal enterprise such as human trafficking. Various models have proven effective. Virginia State Police efforts to lead the establishment of such task forces should be supported. Additional funding is likely necessary to support overtime and local leadership for task force efforts.
- **Consider expanding professional standards for programs serving victims.** Code of Virginia § 9.1-116.3 sets forth the duties and membership of the Virginia Sexual and Domestic Violence Program Professional Standards Committee. Consideration should be given to expanding this existing process to include standards for providers serving sex trafficking victims as part of the accreditation process.

¹² Commonwealth of Virginia. (2023). *The Commission on Human Trafficking Prevention and Survivor Support*. Retrieved from www.governor.virginia.gov/newsroom/news-releases/2023/january/name-992224-en.html.

Education, Training, and Awareness

- **Create online learning modules for a variety of audiences.** DCJS has fully implemented an agency-wide learning management system (LMS) that will allow the agency to create online courses for professionals. There are a variety of reasons that professionals benefit from online learning opportunities, including but not limited to: shift work, travel concerns due to distance, employees working at multiple locations, and efficiency of delivery to large workforces. Online learning modules will assist those professionals in accessing some of the training that is offered by DCJS. Some courses that are currently offered by DCJS will continue to only be offered in-person, however, DCJS will evaluate the possibility of integrating more training regarding human trafficking as an online offering.
- **Develop a hybrid course for licensed clinicians who have attended the SETTS course to learn how to administer a Sexual Exploitation Assessment.** There has been an interest from the licensed clinical professionals who have attended the foundational SETTS course in learning how to administer a Sexual Exploitation Assessment. This is an assessment that is conducted by licensed mental health professionals to assess an individual who has been sexually exploited and/or trafficked. It provides information on the trauma history of the individual, current safety concerns, mental health diagnosis, and recommendations for serving the individual successfully. This report can be accepted by court systems and other government agencies to inform their decisions and response plans.

This course is intended to be delivered in a hybrid format and presented as a training co-op with eight licensed clinicians at a time. The initial session would be in-person. Over the course of two months, the clinicians will administer a Sexual Exploitation Assessment to existing clients who qualify and will receive direct support and direction from the instructor(s) in virtual and in-person settings. DCJS has been in negotiations with the vendor to create this course and make it available as soon as possible.

- **Prioritize strategies for the education, training, and awareness of sex trafficking during the next two years.** Based on recommendations from the Commission on Human Trafficking Prevention and Survivor Support and challenges reported to the Coordinator regarding the understanding of human trafficking and appropriate responses in settings such as schools, focused attention on updating resources, state-supported websites, and materials is necessary. This will be bolstered by re-establishing a coordinating committee. Additional recommendations and joint-efforts are likely, including those related to strengthening school-based resources and responses such as training, curricula, and model protocols.
- **Update the Virginia Department of Education website page on human trafficking.** As noted in the prior recommendation, resources, state-supported websites, and materials are in need of review and updating. The Virginia Department of Education (VDOE) website includes information for schools and members of the public on human trafficking, including reporting suspected human trafficking. The website directs individuals to report suspected human trafficking to the National Human Trafficking Hotline and does not provide additional guidance for reporting under mandatory reporting laws.¹³ *The Guidelines for Training on the Prevention of Trafficking of Children* adopted by the Board of Education in 2018 are vague on reporting. It is

¹³ www.doe.virginia.gov/about-vdoe/search?q=human%20trafficking

recommended that the VDOE website be updated to specify that mandatory reporting protocols may apply in suspected cases and include the contact information for both the Child Protective Services hotline, the Mandated Reporter Portal, and the Virginia State Police Human Trafficking Unit:

- Child Protective Services hotline at (800) 552-7096 or via the online [Virginia Mandated Reporter Portal](#)¹⁴
- Report the case to the Virginia State Police Human Trafficking Unit by calling #77, Text “VSP” to “847411”, or [submit a tip online](#) through the “Tip411” portal¹⁵

¹⁴ Virginia Department of Social Services. *Mandated Reporter Portal*. www.dss.virginia.gov/abuse/mrportal.cgi

¹⁵ Virginia State Police. Tip411. www.tip411.com/tips/vastatepolice/new

Appendix A+

Reported pornography offenses involving child exploitation

Calendar year	Total Offenses	Offenses involving distribution, manufacture, promotion, or transport
2012	224	32
2013	335	62
2014	310	65
2015	315	50
2016	372	31
2017	469	49
2018	519	87
2019	515	57
2020	631	84
2021	808	59
2022	828	80
2023 thru June	432	25

Number of arrests of adults and juveniles in Virginia for assisting or promoting prostitution, for prostitution, and for human trafficking–commercial sex acts

Age	Arrest Year	Prostitution	Assisting or Promoting Prostitution	Human Trafficking, Commercial Sex Acts*	Total
Adult	2012	540	285	n/a	825
	2013	462	397	n/a	859
	2014	407	560	n/a	967
	2015	418	273	n/a	691
	2016	405	497	n/a	902
	2017	266	355	n/a	621
	2018	196	198	n/a	394
	2019	207	302	5	514
	2020	139	129	9	277
	2021	85	153	11	249
	2022	77	126	26	229
	2023 thru June	30	38	4	72
	Juvenile	2012	0	1	n/a
2013		3	0	n/a	3
2014		2	1	n/a	3
2015		2	1	n/a	3
2016		0	3	n/a	3
2017		4	1	n/a	5
2018		4	0	n/a	4
2019		1	2	1	4
2020		0	0	0	0
2021		0	0	0	0
2022		0	0	0	0
2023 thru June	0	0	0	0	

*Arrests for human trafficking-commercial sex acts were first reportable in calendar year 2019.

Number and percentage of arrests (adults and juveniles combined) for assisting or promoting prostitution, for prostitution, and for human trafficking–commercial sex acts by Virginia State Police division

Arrest Year	Multi-jurisdiction	Division 1	Division 2	Division 3	Division 4	Division 5	Division 6	Division 7	Total
2012	1	234	22	10	5	271	66	217	826
2013	0	271	23	12	5	288	30	233	862
2014	2	334	51	19	5	186	38	335	970
2015	0	132	56	10	9	262	15	210	694
2016	0	334	31	3	30	264	9	234	905
2017	8	220	28	5	7	153	32	173	626
2018	0	114	14	6	1	178	5	80	398
2019	4	171	11	2	1	201	8	120	518
2020	0	70	7	5	0	170	4	21	277
2021	0	148	5	0	1	79	5	11	249
2022	0	158	5	2	0	39	1	24	229
2023 thru June	0	54	4	0	0	11	0	3	72

*Data source: Uniform Crime Reports, submitted by participating local law enforcement agencies to the Virginia Incident-Based Crime Reporting Repository System, administered by the Virginia State Police. Data tables produced by: Virginia Department of Criminal Justice Services Criminal Justice Research Center, July 2023.

Appendix B

The Virginia Human Trafficking Resource Guide

Providers listed as being SETTS Trained* have completed the *Sexual Exploitation Treatment and Training Services (SETTS)* course by Trauma & Hope that is provided through DCJS. To maintain this distinction, agencies should ensure that their staff are trained every two years.

SERVICES			
EMERGENCY SHELTER & STABILIZATION (SETTS Trained*)			
Provider Name	Certifications	Region	Website
ACTS SAVAS Sexual Assault Victims Advocacy Service	–	Northern Virginia–7	www.actspwc.org
Avalon Center for Women and Children	–	Tidewater–5	https://avaloncenter.org/services#Avalon%20Youth%20Services
CHOICES of Page County*	–	Culpeper–2	https://choicesofpagecounty.org
Doorways for Women and Families	–	Northern Virginia–7	www.doorwaysva.org
Eastern Shore Coalition Against Domestic Violence	–	Tidewater–5	www.escadv.org
Empowerhouse	–	Culpeper–2	www.empowerhouseva.org
Family Resource Center, Inc.	–	Wytheville -3	http://frcinc.org
Hanover Safe Place	–	Richmond–1	www.hanoversafeplace.com
Haven of the Dan River Region*	–	Roanoke Area–6	www.havenofthedanriverregion.com
Help and Emergency Response, Inc. (H.E.R.)	–	Tidewater–5	http://hershelter.com/home
Hope House of Scott County	–	Wytheville–3	http://hopehousescc.org
Loudoun Abused Women's Shelter	–	Northern Virginia–7	www.lcsj.org
New Directions Center*	–	Central Virginia–3	newdirectionscenter.org
Project Horizon*	–	Roanoke–6	www.newdirectionscenter.org
Seton Youth Shelters	–	Tidewater–5	setonyouthshelters.org
Transitions Family Violence Services*	–	Tidewater–5	www.transitionsfvs.org

FAMILY SERVICES (Comprehensive): (SETTS Trained*)			
Provider Name	Certifications	Region	Website
Goochland Cares	–	Richmond–1	www.goochlandcares.org
Northern Virginia Family Service*	–	Northern Virginia–7	www.nvfs.org
Patrick Henry Family Services*	–	Central Virginia–3	www.patrickhenry.org
People Incorporated*	–	Multiple Regions	www.peopleinc.net/index.html


Project Horizon*	–	Roanoke–6	www.projecthorizon.org
Sexual Assault Resource Agency (SARA)	–	Central Virginia–3	www.saracville.org
Straight Street*	–	Roanoke Area–6	https://straightstreet.org
Tahirih Justice Center–Greater DC	–	Northern Virginia–7	www.tahirih.org
Women's Resource Center of New River Valley*	–	Roanoke–6	www.wrcnr.org


LEGAL SERVICES			
Provider Name		Region	Website
Amara Legal Center	–	Northern Virginia–7	www.amaralegal.org
Ayuda	–	Statewide	www.ayuda.com
Blue Ridge Legal Services	–	Multiple Regions	http://brls.org
Central Virginia Legal Aid Society	–	Richmond–1	http://cvlas.org
Legal Aid Society of Roanoke Valley	–	Roanoke Area–6	http://lasrv.org
Legal Services of Northern Virginia	–	Northern Virginia–7	www.lsnv.org/what-we-do/human-trafficking
Southwest Virginia Legal Aid Society	–	Wytheville–4	www.swvalegalaid.org
Tahirih Justice Center–Greater DC	–	Northern Virginia–7	www.tahirih.org
Virginia Poverty Law Center (VPLC)	–	Richmond–1	https://vplc.org

FORENSIC MEDICAL EXAMS (SETTS Trained*)			
Virginia Sexual Assault Forensic Examiner Programs			
Provider Name		Region	Website
Mary Washington Hospital*	–	Culpeper–2	www.marywashingtonhealthcare.com/Our-Services/Emergency-Services/Medical-Forensic-Exam-Services.aspx
SAFE Center of Southwest Virginia*	–	Wytheville–4	
Centra Health*	–	Central Virginia–3	www.centrahealth.com

FORENSIC INTERVIEWS (SETTS Trained*)			
Children's Advocacy Centers of Virginia			
Provider		Region	Website
Valley Children's Advocacy Center*	–	Central Virginia–3	https://valleychildrenscenter.org

MULTI-LINGUAL SERVICES (SETTS Trained*)			
Provider Name		Region	Website
Korean Comm Svc Ctr of Greater WA	–	Northern Virginia–7	www.kcscgw.org
Latinos in Va. Empowerment Ctr.*	–	Richmond–1	www.latinosenvirginia.org

RESIDENTIAL TREATMENT/AFTERCARE/TRANSITIONAL HOUSING (Adults) (SETTS Trained*)			
Provider Name		Region	Website
Avalon Center for Women and Children	–	Tidewater–5	https://avaloncenter.org/services#Avalon%20Youth%20Services
Friends of the Guest House	–	Northern Virginia–7	https://friendsofguesthouse.org
Safe Harbor*	–	Richmond–1	http://safeharborshelter.com/about/general-information
Samaritan House*	–	Tidewater–5	https://samaritanhouseva.org
Latisha's House*		Williamsburg–1	www.latishashouse.com

RESIDENTIAL TREATMENT/AFTERCARE (Juveniles) (SETTS Trained*)			
The Lampstand		Roanoke Area–6	thelampstandva.org
Youth For Tomorrow	–	Northern Virginia–7	www.youthfortomorrow.org/Home

SCHOLARSHIP OPPORTUNITIES			
Sun Gate Foundation	–	Northern Virginia–7	www.sun-gate.org
University of Toledo Human Trafficking and Social Justice Institute	–	Nationwide	https://mcusercontent.com/6ab4e22caa6c89069ce086d20/files/79697ffa-cf8a-0ae7-308a-097a3107a1a1/FREE_Flyer.pdf

THERAPEUTIC & CASE MANAGEMENT SERVICES (SETTS Trained*)			
Provider Name		Region	Website
Central Virginia Community College SARP*	–	Central Virginia–3	https://centralvirginia.edu/Campus-Life/Campus-Safety-and-Police/Sexual-Misconduct/Title-IX/SARP-SART
Child & Adolescent Trauma Services, LLC*	–	Roanoke Area–6	angie.cats@counselingmail.com
Choices of Page County*	–	Culpeper–2	https://choicesofpagecounty.org
Clinch Valley Community Action*	–	Wytheville–4	https://clinchvalleycaa.org
Connected Communities*	–	Culpeper–2	www.cciwinchester.com
Counseling and Forensic Services*	–	Northern Virginia–7	https://cfsvirginia.com

Eastern Shore Coalition Against Domestic Violence	–	Tidewater–5	www.escadv.org
Family Preservation Services*	–	Roanoke Area–6	https://fpscorp.com
Multicultural Clinical Center (MCC)	–	Northern Virginia–7	mcva.com
National Counseling Group (NCG)*	–	Wytheville–4	www.ncgcommunity.com
New Directions Community Outreach Programs, Inc.	–	Richmond–1	www.newdirections.support/services.html
New Directions Center*	–	Central Virginia–3	www.newdirectionscenter.org
Northern Virginia Family Service*	–	Northern Virginia–7	www.nvfs.org
Patrick Henry Family Services*	–	Central Virginia–3	www.patrickhenry.org
People Inc.*	–	Wytheville–4	www.peopleinc.net
Phoenix Project*	–	Culpeper–2	www.phoenix-project.org
Project Horizon*	–	Roanoke Area–6	www.projecthorizon.org
Reset180*	–	Northern Virginia–7	https://reset180.com
Safe Harbor*	–	Richmond–1	http://safeharborshelter.com/about/general-information
Salus Vita, LLC*	–	Northern Virginia–7	http://salusvitacounseling.com
Samaritan House*	–	Tidewater–5	https://samaritanhouseva.org
Street Ransom*	–	Roanoke Area–6	www.streetransom.com
Transitions Family Violence Services*	–	Tidewater–5	www.transitionsfvs.org
Trauma & Hope (SETTS Trainer)*	–	Northern Virginia–7	traumaandhope.com
Women's Resource Center of New River Valley*	–	Roanoke Area–6	www.wrcnr.org
YWCA of Central Virginia*	–	Central Virginia–3	www.ywcacva.org

PREVENTION & INTERVENTION

COMMUNITY BASED EDUCATION & AWARENESS

(SETTS Trained*)

Provider Name		Region	Website
Anti-Trafficking International (ATI)	–	Multiple Regions	www.preventht.org
Center for Improving Women's Lives	–	Northern Virginia–7	www.improvingwomenslives.org
Central Virginia Justice Initiative	–	Culpeper–2	www.centralvajusticeinitiative.com
Freekind	–	Tidewater–5	www.freekindva.org
imPACT Virginia (Ed Program)	–	Richmond–1	www.impactvirginia.org
Just ASK: Prevention Project	–	Northern Virginia–7	www.justaskprevention.org

Prevention Project (Managed by Freekind)	–	Multiple Regions	www.prevention-project.org
Reset180*	–	Northern Virginia–7	https://reset180.com
Straight Street*	–	Roanoke Area–6	https://straightstreet.org
Street Ransom*	–	Roanoke Area–6	www.streetransom.com
Trauma & Hope (SETTS Trainer)*	–	Northern Virginia–7	traumaandhope.com

MENTORING PROGRAMS (SETTS Trained*)

Provider Name		Region	Website
Seton Youth Shelters	–	Tidewater–5	setonyouthshelters.org
Straight Street*	–	Roanoke Area–6	https://straightstreet.org

SCHOOL-BASED TRAFFICKING PROGRAMS (SETTS Trained*)

Provider Name		Region	Website
Fairfax County Public Schools	–	Northern Virginia–7	www.fcps.edu/node/24745
Prince William County Public Schools*	–	Northern Virginia–7	www.pwcs.edu/departments/student_services/school_social_workers/human_trafficking_prevention