

NEW MEXICO WOMEN'S AGENDA

P. O. Box 903 • Cedar Crest, NM 87008
505-281-5603 • Fax 281-2988

In-progress report of the Safe Harbor Task Force, December 4, 2014

Definition and Focus

The focus of Safe Harbor laws is to ensure that children who are forced to engage in prostitution are treated as crime victims, not as criminals. We agreed to focus solely on children, under the age of 18, of any gender who are at risk for arrest and detention on prostitution charges. But the members of the task force believe that it is critical in the near future to address the myriad needs of those who fall within the broader definition of exploited youth since they are at the highest risk of becoming victims of human trafficking.

The task force struggled to identify which youth should fall within our target population. We initially considered using a broad definition of exploited youth that would have included runaway and throwaway youth who use sex to barter for food, shelter and illicit drugs.

Other States Safe Harbor laws vary:

- Prohibit prosecution, but no services required-Conn., Tenn., TX
- Diversion program at discretion of judge-NY
discretion of prosecutors-WA
discretion of either judge or prosecutors-VT, MA
- Decriminalization with mandatory diversion to services-Ill, Minn

History in New Mexico (selective)

2008: Law making trafficking illegal passed. Included services for victims and provided for an on-going task force. Services increased in 2013.

2009: NMAG conference, Domestic Minor Sex Trafficking
Presentations from Texas, Arizona, and Washington, DC of law enforcement and shelter programs for runaways and sexually exploited youth
How many prostitutes are minors?

Chicago study:
1/3 of adult prostitutes entered prostitution before age of 15
62% started before age of 18

Phoenix Innocence Lost Task Force had found prostituted children age 11
National Center for Missing and Exploited Children:/New Mexico estimate (3/24/2004-3/24/2009)

18 Active and PFI Endangered Runaway cases
349 Endangered Runaways recovered

June, 2014: FBI Operation Cross Country VIII, a week-long enforcement action to address commercial child sex trafficking, with local and state law enforcement and the National Center for Missing and Exploited Children as partners, reported recovering 18 juveniles and arresting 11 pimps in Denver and 5 juveniles and 21 pimps in Phoenix, 0 in Albuquerque.

The task force strongly supports

- Services available to at-risk minors when they come into the system
- Services should be offered repeatedly to each individual
- On-going training of officials, providers and advocates who might encounter minors involved in prostitution
- No court-mandated rehabilitative services
- Screening rather than sweeps for sexually exploited minors
- Funding for services
- Sensitivity to LGBT issues

Words of survivors who came to task force to help with their experience.

Voices—She had never been in a group with people who have “been through it’--people my own age who understood what I went through.. Programs seem to “label you-she’s a prostitute.” Law enforcement wants a good case for prosecution. Probation sent her out of state for services and didn’t tell her family where they sent her. Criminalizing was traumatic after whole previous experience. Need to focus on trauma.

Experience of Mary Louise Romero, counselor of 2 teen groups on probation from teen court-- Under very intensive supervision. Writing was inappropriate. They are reluctant to put their thoughts on paper. It feels safer to talk. 100% attendance in group. The girls wanted the meeting time extended. Girls were responsible for each other and there was no discussion of what was said outside the group. Found that the most powerful person they knew is them. No recidivism.

Voices-What would have made a difference? --safe environment, not feeling exploited.

Questions to ask survivors:

*What services are most important?
What really helped? How to feel safe? What brought you to services?
Fear of prosecution or not?*

Experience of successful girls probation groups in Santa Fe

Numbers (Out of the shadows):

If there are services, they will come. Member of New Mexico law enforcement

The task force struggled to locate numbers of the target population in our state. We can only point to indicators that might suggest the number. We are convinced that once programs are available and there is a heightened awareness of sexually exploited children as victims and not criminals, we will see the numbers increase.

- National Center for Missing and Exploited Children:/New Mexico estimate (3/24/2004-3/24/2009)—*as reported by NMAG Conference in 2009*
 - 18 Active and PFI Endangered Runaway cases
 - 349 Endangered Runaways recovered
- More recently, the Crimes Against Children Research Center suggests that there is no reliable estimate of juvenile sex trafficking.

Life Link presentation to LHHS in 2013 stated that they had provided services to human trafficking victims since 2008 and that they have served 35 victims in 5 years. Victims have been aged from 13-46, male and female, gay, transgendered, pregnant and international. (see attachments)
Life Link reports “With increased awareness campaigns comes an increased need for services to support the influx of victims.” Life Link is located in Santa Fe, with representation in Albuquerque.

The Attorney General’s office reports having handled 19 trafficking cases, including both labor trafficking and sex trafficking. 6 of the cases involving 5 victims were victims under age 18.

Child sexual exploitation (NCMES, National Center for Missing and Exploited Children)

- U.S. law enforcement agencies have seen a dramatic increase in cases of sexual exploitation of children since the 1990s. According to a report to Congress in 2010. [4]
- In 2006 U.S. attorneys handled **82.8 percent more** child pornography cases than they had in 1994.
- State and local law enforcement agencies involved in Internet Crimes Against Children Task Forces reported a **230 percent increase** in the number of documented complaints of online enticement of children from 2004 to 2008.
- ICAC Task Forces noted a more than **1,000 percent increase** in complaints of child sex trafficking from 2004 to 2008.
- As of June 2014, the CyberTipline has received more than **2.5 million reports** of suspected child sexual exploitation since it was launched in 1998. Suspected child sexual exploitation can be reported to the CyberTipline at www.cybertipline.com or 1-800-843-5678.
- As of June 2014, NCMEC’s Child Victim Identification Program has reviewed and analyzed more than **115 million child pornography images** since it was created in 2002.
- **1 in 7 endangered runaways** reported to the National Center for Missing & Exploited Children in 2013 were likely **sex trafficking victims**.
- **67 percent** of these likely sex trafficking victims were in the care of social services or foster care when they ran.
- 70-90% of sexually exploited children have a history of child sexual abuse (multiple studies)

Nature of the Problem

The National Strategy for Child Exploitation Prevention and Interdiction: A Report to Congress, U.S. Department of Justice, 2010

- The domestic prostitution of children may be increasing as more criminals have discovered the high profitability and relatively low risk of commercial child sexual exploitation.
- The transitory nature of the crime also adds to the law enforcement challenge
 - Some pimps and child victims are constantly on the move-difficult to build a case and difficult to make connections with crimes in other locales

Shortage of adequate resources for victims has an impact on the number of prosecutions

- If victims not stabilized, less likely to help with prosecutions
- Victims don't begin a recovery process

Child victims of prostitution require specialized recovery programs

Traffickers often reclaim child victims, particularly those in short-term programs, juvenile detention facilities, or jail

New Mexico Resources

The following resources are available to youth in New Mexico. However, be aware that sexually exploited youth and their possible pimps may present a very dangerous situation to the other youth. In addition, pimps have been known to send their charges into shelters to recruit new subjects.

Every youth presents independently. Each case would generally qualify for shelter and Medicaid. Documented kids can get services (behavioral health, shelter care, and medical), through Medicaid. Some limited funds from general fund dollars to community health agencies for undocumented Housing is possible if they are wards of the state, or dependency case coming from another state in cases such as in foster care because of abusive situation in other state Time limited-30 days, but can be extended on a case by case basis.

Comments from Task Force: If services are voluntary, youth may not take advantage of these services as discussed by the group.

Ted Lovato, CYFD:

We look at service delivery, alternatives, safe environment and then, move on from that point. Youth and families are eligible for services regardless of ability to pay. .

NM Attorney General:

Maria Sanchez Gagne, Division Director, Border Violence, Attorney General's Office; We continue to do training (on trafficking and sexual assault of minors) I have done several presentations at Police Training Academy. Human Trafficking training for law enforcement training is recommended, but not mandatory. Law enforcement training, service provider training as well as community awareness is important to identify victims of human trafficking.

(Please see attachment for needs of victims and goals of services.)

Providers:

Current: LifeLink: Provides full range of mental health, substance abuse, and trauma services to homeless, indigent and marginalized residents in Santa Fe. Has developed an aftercare program to provide comprehensive clinical and aftercare services to victims of Human Trafficking. LifeLink has also provided training for law enforcement and service providers. One precept of services provided is that people are willing, not forced to come.

Enlace Comunitario: provides services to immigrant victims of domestic violence. Sometimes determines that victims are trafficking victims. –continues to provide services to them. Has had some training programs re services for trafficking victims.

Pathways: Working under UNM Health Care, providing primary health care. Working with women leaving sex trafficking.

Copper Point-Spoken For: Hosts annual summit on trafficking, offers care and support to victims, with training in career and life skills for a viable and sustainable life change.

Police Use Department Wish List When Deciding Which Assets to Seize

By SHAILA DEWANNOV. 9, 2014

From Orange County, N.Y., to Rio Rancho, N.M., forfeiture operations are being established or expanded. In September, Albuquerque, which has long seized the cars of suspected drunken drivers, began taking them from men suspected of trying to pick up prostitutes, landing seven cars during a one-night sting.

Future:

Hope's Home: A project of Beyond Borders Ministry, to be funded by grants. Plan to establish a home for girls in Moriarty, NM, to deal with sexually abused, exploited, trafficked minors. The eventual plan is to accommodate boys, also. Planned for 6-7 girls, including home schooling at first. To open in 2015.

Wecks Foundation: Planning home for adult women in Tijeras to open in Feb, 2015. Working with Shelly Rep with Spoken For to identify women and get the word out. Truckers Against Trafficking a possible connection. Program for 1 year, but planning a 3 phase program with aftercare.

Bernalillo County new program at former Hogares?

Federal activity:

TVPA (Trafficking Victims Protection Act) of 2000 defines "severe forms of trafficking in persons" in this two-tiered definition: Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or

•The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purposes of subjection to involuntary servitude, peonage, debt bondage, or slavery.

There is currently activity around sexual exploitation of minors on both the Federal and state level.

- **The Federal Preventing Sex Trafficking and Strengthening Families Act** addresses children

in foster care, recognizing their vulnerability and requires state child welfare agencies to work collaboratively with judges and others to develop policies, procedures, and training for working with children who are believed to be, or are at risk of becoming victims of sex trafficking (according to a report from the National Council of Juvenile and Family Court Judges). A recent webinar on Child Trafficking and Juvenile Justice stated that *“Foster care youth are likely to run away from foster care placements, especially when they are over the age of 12. Also, many youth become homeless after exiting the foster care system, including aging out at 18 or 21 and failed kinship care and adoption placements.”*

FBI Innocence Lost:

- Over 3,600 child victims have been recovered
- Nearly 1,500 traffickers have been convicted
- More than \$3.1 million in assets have been seized
- During Operation Cross Country VIII (July 2014), 168 child victims were recovered and over 281 traffickers were arrested across 106 cities.

The number of victims and traffickers arrested in Albuquerque during the July operation was 0 in both cases. *A request by the Task Force sent to the FBI in Albuquerque, on Oct 10, by phone and letter, for information about activity in New Mexico has so far not been answered.*

Some Promising Efforts in Other States:

New York: GEM (Girls Educational and Mentoring Services) Provides Prevention and Outreach, Direct Intervention, Holistic Case Management, Transitional and Supportive Housing, Transitional Independent Living, Court Advocacy, Alternative to Incarceration, Family Court Advocacy. It stresses trauma informed, culturally competent, and gender informed services. Has a court that deals with cases of prostitution and offers attendance at five counseling sessions as alternative to charges.

Washington: Does not have a Safe Harbor law, but has a diversion program providing for mandatory referral to services, but not mandatory attendance. A committee, established by statute, has been meeting for two years. Recommendations are due on Dec 1, 2014. Expected to be chief recommendations are more services, including job training and education, and increased training for law enforcement.

Recommendations of the Task Force;

- Continue the Trafficking Task Force. Make an effort to engage survivors as decision-makers on the task force. Engage a representative of the judicial system as well as others. *From Polaris, Fall 2014.* " Safe harbor legislation can be complex to draft due to the number of state entities involved in a successful safe harbor plan and because there are differing opinions on the best way to provide services."
- Pass a memorial encouraging the FBI in New Mexico to share information periodically about what they are doing to combat sexual exploitation of minors in New Mexico.
- Pass a memorial encouraging more education of law enforcement-including local law enforcement on the sheriff level-, provided by criminal justice professionals. Training should include recognizing victims who are being sexually exploited, recognizing juveniles who might be presented as adults, up-to-date information about services offered and possible shelters.
- Support for funding for services.

Participants in the Task Force:

Conveners:

Susan Loubet, New Mexico Women's Agenda
Sheila Lewis, Santa Fe Safe
Kim Alaburda, New Mexico Coalition of Sexual Assault Programs, Inc.

Maria Sanchez-Gagne, New Mexico Attorney General's Office
Ted Lovato, CYFD
Lori Bachman, New Mexico Voices for Children
Antoinette Sedillo Lopez, Enlace Comunitario
Joan LaMunyon Sanford, Raising Women's Voices
Lynn Sanchez, Life Link
Keahi Kimo Souza, Pueblo of Jemez BH
Juliana Koob, New Mexico Coalition of Sexual Assault programs, Inc.
Rebecca Harada, Hope's Home
Carolyn Gorman, Hope's Home
Toya & Rebecca Kaplan, Freedom House
Daniela Romo, PB&J Family Services
Kelly Lacen, Life Link
Micaela Cadena, Young Women United
Susannah Burke, PB&J Family Services
Denicia
Crystal, Spoken For New Mexico
Cheryl Birmingham, Pathways



National Press Releases

Home • News • Press Room • Press Releases • 168 Juveniles Recovered in Nationwide Operation Targeting Commercial Child Sex Trafficking

168 Juveniles Recovered in Nationwide Operation Targeting Commercial Child Sex Trafficking

Washington, D.C.
June 23, 2014

FBI National Press Office
(202) 324-3691

During the past week, the FBI; its local, state, and federal law enforcement partners; and the National Center for Missing & Exploited Children (NCMEC) conducted Operation Cross Country VIII, a week-long enforcement action to address commercial child sex trafficking throughout the United States. This operation included enforcement actions in 106 cities across 54 FBI field divisions nationwide and resulted in 168 recoveries of children who were being victimized through prostitution. Additionally, 281 pimps were arrested on state and federal charges.

"Targeting and harming America's children through commercial sex trafficking is a heinous crime, with serious consequences," said FBI Director James B. Comey. "Every child deserves to be safe and sound. Through targeted measures like Operation Cross Country, we can end the cycle of victimization."

"Child sex traffickers create a living nightmare for their adolescent victims," said Leslie R. Caldwell, Assistant Attorney General for the Criminal Division of the Department of Justice. "They use fear and force and treat children as commodities of sex to be sold again and again. This operation puts traffickers behind bars and rescues kids from their nightmare so they can start reclaiming their childhood."

Operation Cross Country is part of the Innocence Lost National Initiative that was established in 2003 by the FBI's Criminal Investigative Division, in partnership with the Department of Justice and NCMEC, to address the growing problem of child prostitution.

"Operation Cross Country reveals that children are being targeted and sold for sex in America every day," said John Ryan, President and CEO of NCMEC. "We're proud to partner with the FBI and provide support to both law enforcement and victim specialists in the field as they help survivors take that first step toward freedom."

To date, the FBI and its task force partners have recovered nearly 3,600 children from the streets. The investigations and subsequent 1,450 convictions have resulted in lengthy sentences, including 14 life terms and the seizure of more than \$3.1 million in assets.

Task force operations usually begin as local enforcement actions that target truck stops, casinos, street "tracks," and websites that advertise dating or escort services, based on intelligence gathered by officers working in their respective jurisdictions. Initial arrests are often violations of local and state laws relating to prostitution or solicitation. Information gleaned from those arrested frequently uncovers organized efforts to prostitute women and children across many states. FBI agents further develop this evidence in partnership with U.S. Attorney's Offices and the U.S. Department of Justice's Child Exploitation and Obscenity Section so that prosecutors can help bring federal charges in those cities where child prostitution occurs.

The Innocence Lost National Initiative partners with NCMEC to provide training for state and federal law enforcement agencies, prosecutors, and social service providers from across the country.

The FBI thanks its local, state, and federal law enforcement partners representing 392 separate agencies for their ongoing enforcement efforts and participation in Operation Cross Country VIII.

The following list denotes FBI divisions, not necessarily actual cities, where juveniles were recovered and pimps were arrested.

FBI Division	Juveniles Recovered	Pimps Arrested
Albany	0	0
Albuquerque	0	0
Anchorage	0	3
Atlanta	11	15
Baltimore	2	5
Birmingham	1	3
Boston	0	0
Buffalo	2	0
Charlotte	0	3

Operation Cross Country

Since its creation in 2003, the Innocence Lost National Initiative has resulted in the identification and recovery of approximately 3,600 children who have been sexually exploited. This year's Operation Cross Country sweep was the eighth.

Resources:

- National press release
- Director's remarks
- Podcast: Survivor Speaks Out
- Story: 168 Juveniles Rescued in Operation Cross Country VIII
- Previous Cross Country Operations: VII | VI | V | VI | III | II | I
- Violent Crimes Against Children Section
- Innocence Lost National Initiative
- Crimes Against Children Stories
- Office for Victim Assistance

Chart: Cross Country VIII Operations



[Download Map](#)

Local Press Releases:

- Atlanta
- Birmingham
- Columbia
- Denver
- Jackson
- Jacksonville
- Knoxville
- Los Angeles
- Milwaukee
- New Haven
- New York
- Newark
- Phoenix
- Pittsburgh
- Portland
- Richmond
- Sacramento
- San Antonio
- San Diego
- Seattle
- Springfield
- St. Louis
- Tampa

Raw Video



Watch: Operation Cross Country VIII in Jackson, Mississippi.

Banners

Chicago	13	4
Cincinnati	0	1
Cleveland	16	12
Columbia	1	2
Dallas	2	2
Denver	18	11
Detroit	5	6
El Paso	0	1
Houston	4	4
Indianapolis	4	3
Jackson	2	19
Jacksonville	0	1
Kansas City	2	7
Knoxville	0	1
Las Vegas	7	2
Little Rock	2	5
Los Angeles	10	12
Louisville	0	4
Memphis	2	5
Miami	3	4
Milwaukee	6	12
Minneapolis	1	9
Mobile	0	0
Newark	1	8
New Haven	1	1
New Orleans	3	17
New York	3	3
Norfolk	0	1
Oklahoma City	2	14
Omaha	1	2
Philadelphia	0	2
Phoenix	5	21
Pittsburgh	0	3
Portland	1	2
Richmond	0	2
Sacramento	9	7
Salt Lake City	0	0
San Antonio	6	3
San Diego	2	6
San Francisco	6	13
Seattle	4	13
Springfield	2	1
St. Louis	0	1
Tampa	8	3
Washington	0	2
Total	168	281

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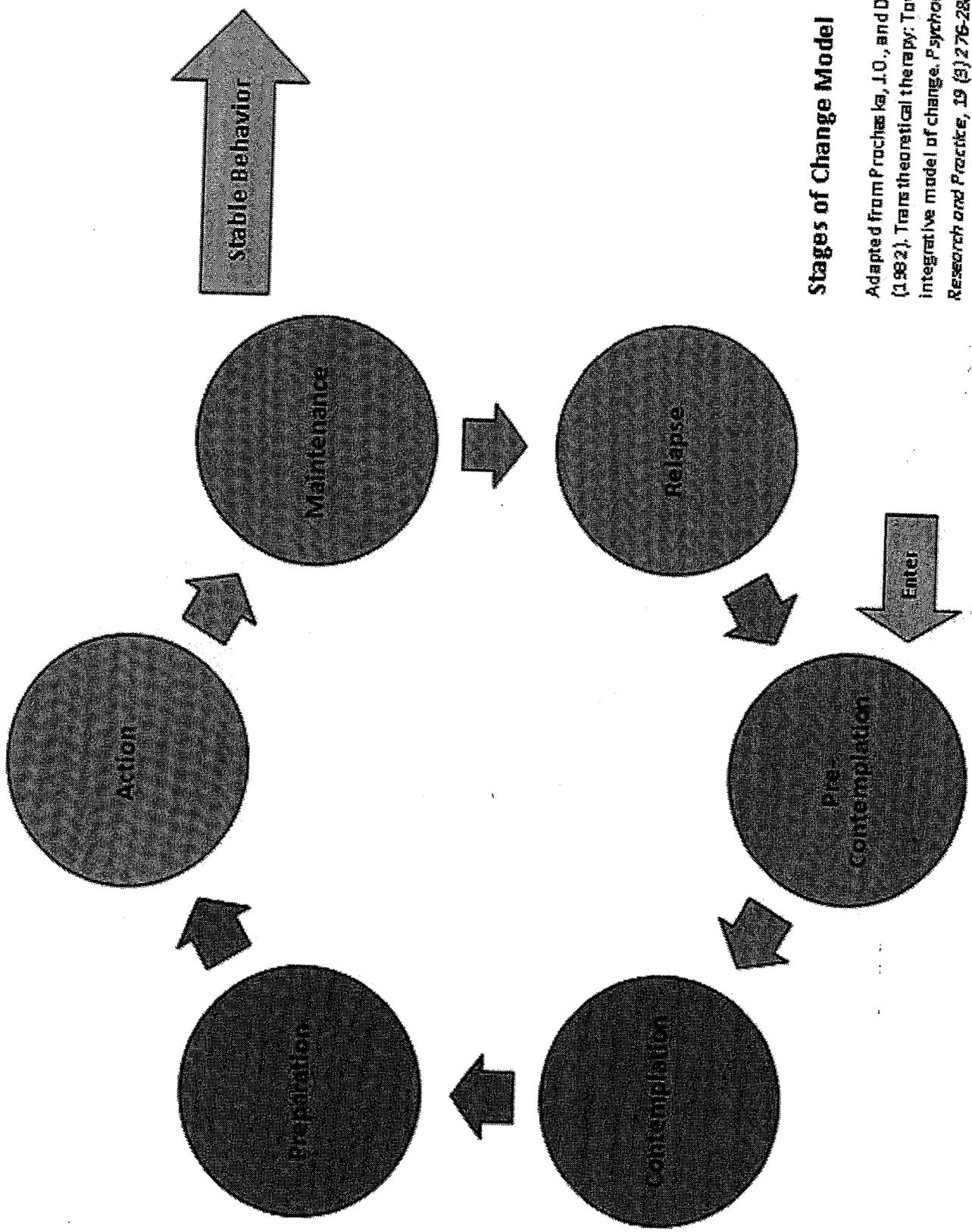
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Close



Stages of Change Model

Adapted from Prochaska, J.O., and DiClemente, C.C. (1982). Trans theoretical therapy: Toward a more integrative model of change. *Psychotherapy: Theory, Research and Practice*, 19 (3) 276-288.

Needs of HT Victims

- ❑ Crisis Housing
- ❑ Transitional/Permanent Housing
- ❑ Advocacy
- ❑ Legal Assistance
- ❑ Medical Care
- ❑ Financial Assistance
- ❑ Education
- ❑ Job training/employment
- ❑ Child Care
- ❑ Transportation
- ❑ Translation
- ❑ Mental Health Counseling
- ❑ Substance Abuse Treatment
- ❑ Rebuilding Identities

Goals of Services

- ❑ Establishing a sense of safety for self and others
- ❑ Building trust with service providers and law enforcement
- ❑ Developing healthy coping strategies to help deal with stress
- ❑ Working through trauma
- ❑ Building self-esteem and self-worth
- ❑ Obtaining/maintaining permanent housing
- ❑ Obtaining/maintaining employment
- ❑ Community connection and sense of belonging
- ❑ Obtaining lawful permanent resident status
- ❑ Becoming self-sufficient
- ❑ Becoming an advocate for self and others
- ❑ Mending relationships
- ❑ Community Integration

Service Providers by State

National Hotlines

National Trafficking Hotline: 1-888-3737-888

National Runaway Safeline: 1-800-RUNAWAY

Rape, Abuse, Incest National Network (RAINN): 1-800-656-HOPE

National Center for Missing and Exploited Children (NCMEC): 1-800-THE-LOST

Arizona

Catholic Charities DIGNITY House
Phoenix, AZ

Cottonwood Office

Flagstaff Office

Phoenix Office

Prescott Office

West Valley Office

California

Afterhours Ministry

Los Angeles, CA

Coalition to Abolish Slavery and
Trafficking (CAST)

Los Angeles, CA

George P. Scotlan Youth and Family
Center

(Sexually Exploited Minors Program)

Oakland, CA

Motivating, Inspiring, Supporting, and
Serving Sexually Exploited Youth

(MISSEY, Inc)

Oakland, CA

Bilateral Safety Corridor Commission
(BSCC)

San Diego, CA

San Diego Youth and Community
Services (SDYCS)

San Diego, CA

Center for Young Women's Development
(CYWD)

San Francisco, CA

Standing Against Global Exploitation
(SAGE)

San Francisco, CA

Voices for Justice

Ventura, CA

Colorado

Colorado Network to End Human
Trafficking (CoNEHT)

Denver, CO

Operated by the Colorado Organization for
Victim Assistance

Prax(us)

Denver, CO

District of Columbia

Polaris Project

Washington, DC

Restoration Ministries

Washington, DC

Florida

Florida Coalition Against Human
Trafficking (FCAHT)

Statewide

Intake Line: 866.446.5600

Naples: fcahtoffice@gmail.com

Orlando: 407.495.5846

infofcahtorlando@gmail.com

Pensacola: 850.525.4807

search4missing@yahoo.com

Tampa Bay Office

Kristi House

Miami, FL

Georgia

Youth Spark (formerly Juvenile Justice
Fund)

Atlanta, GA

Illinois

Chicago Coalition for the Homeless—
Prostitution Alternatives Roundtable

(PART)

Chicago, IL

The Salvation Army STOP-IT Program

Chicago, IL

Young Women's Empowerment Project

Chicago, IL

Kansas

Veronica's Voice
Kansas City, KA and servicing Missouri
Maryland

You Are Never Alone (YANA)
Baltimore, MD
Massachusetts

Reaching Out to Chelsea Adolescents
(ROCA)
Chelsea, MA
My Life My Choice, a program of JRI
(Justice Resource Institute)

Boston, MA

Roxbury Youthworks—A Way Back
(AWB)
Boston, MA
The SEEN (Support to End Exploitation
Now) Coalition, a program of the
Children's Advocacy Center of Suffolk
County

Boston, MA

Michigan

Alternatives for Girls
Detroit, MI

Minnesota

Family & Children's Service—Prostitution
to Independence, Dignity, and Equality
(PRIDE)

Minneapolis, MN

Breaking Free

St. Paul, MN

Phone: 651.645.6557

Missouri

Veronica's Voice
Kansas City, KA and servicing Missouri

Nevada

Anti Trafficking League Against Slavery
(ATLAS) Task Force
Crimes Against Youth & Family Bureau—
Las Vegas Metro Police Dept

Las Vegas, NV
Network for Emergency Trafficking
Services—Salvation Army, Family
Services

Las Vegas, NV

Westcare

Las Vegas, NV

New Jersey

Polaris Project NJ

Newark, NJ

New York

Girls Educational and Mentoring Services
(GEMS)

New York, NY

Ohio

Second Chance

Toledo, OH

Oklahoma

The Salvation Army

Oklahoma City, OK

Oregon

Sexual Assault Resource Center (SARC)

Portland, Oregon

Texas

Letot Center/Catholic Charities of Dallas
Dallas, Texas

Virginia

National Center for Missing & Exploited
Children (NCMEC)

Alexandria, VA

Washington

New Horizon Ministries

Seattle, WA

New Mexico Youth Shelters:

Amistad Youth Crisis Shelter,	Albuquerque
Childhaven, Inc	Farmington
Christian Child Care Services	Gallup
Dream Tree Project, Inc.	Taos
La Otra Puerta Emergency Youth Shelter	Santa Fe
New Day Shelter	Albuquerque
San Juan County Juvenile Shelter	Farmington
Assurance Home	Roswell
Guidance Center of Lea County	Hobbs

Residential Treatment/Shelter

La Frontera Stepping Stones	Las Cruces
San Juan County Juvenile Crisis Shelter	Farmington
Christian Child Care Services	Gallup
Navajo Ministries	Farmington

