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INSTITUTE ON RACE AND JUSTICE



# UNDERSTANDING AND IMPROVING LAW ENFORCEMENT RESPONSES TO **HUMAN TRAFFICKING**

FINAL REPORT

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## UNDERSTANDING AND IMPROVING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING

### EXECUTIVE SUMMARY

The federal government has prioritized human trafficking prosecutions and expects local law enforcement to become the “eyes and ears for recognizing, uncovering and responding to circumstances that may appear to be a routine street crime, but may ultimately turn out to be a human trafficking case”  
- U.S. Department of Justice, 2004 *Anti-Trafficking News Bulletin*

#### Introduction

Victims of human trafficking are deprived of the most basic human right: the right to freedom. Trafficking victims are often forced into cruel and dehumanizing working conditions and are helpless to leave their exploitative situation or seek help. It is a crime that affects people from all around the world, including here in the United States. Law enforcement, particularly local law enforcement, is often in the best position to identify victims, who may be hidden within the communities they serve and difficult to uncover due to the subversive and underground nature of this crime. As a result, the federal government has prioritized human trafficking prosecutions and expects local law enforcement to become the “eyes and ears for recognizing, uncovering and responding to circumstances that may appear to be a routine street crime, but may ultimately turn out to be a human trafficking case” (U.S. Department of Justice, 2004: 5)

Though recognition of the importance and severity of human trafficking has grown in recent years, the identification and investigation of human trafficking cases remains a complex undertaking for local law enforcement. Effectively responding to human trafficking requires officers to notice and identify victims who often have been hidden from or had poor relationships with law enforcement in the past (e.g., women in prostitution, migrants, immigrant community member, and poor women). Sometimes officers may be reluctant to intervene in sex and labor trafficking situations due to a belief that victims were complicit with their own victimization. Local law enforcement response is further complicated by immigration issues since many local agencies have made a decision to not inquire about citizen status during routine policing activities as a means of building trust and confidence in the local community. Additionally, the crime of human trafficking may take backseat to other institutional priorities such as violence and drugs. Finally, officers must look at old problems or traditional crime categories such as prostitution through a different lens and therefore reclassify “offenders” such as prostitutes as victims. Since the enforcement of the law in the United States is predominately carried out by the thousands of local, county and state agencies representing diverse environments and local crime problems and coming from a variety of different organizational structures, fully understanding how law enforcement perceives and responds to the problem of human trafficking in the United States necessitates inquiry into the specific experiences of these agencies. The majority of research on law enforcement responses to human trafficking to date has focused on the experiences of a narrow number of large municipal police departments who were perceived to be most likely to come into contact with incidents of human trafficking.

While this research has provided an important starting point for understanding the challenges law enforcement agencies encounter in the identification and investigation of human trafficking, it represents only the experiences of a limited number of large agencies. On the other hand, the research presented here documents in a systematic fashion, the present response of local, state and county law enforcement to human trafficking in the U.S. It provides the first description of the steps taken by local law enforcement to identify human trafficking. Additionally, it will shed light on the impact of law enforcement efforts by measuring how often identification of trafficking victims leads to their rescue and the prosecution of trafficking perpetrators. Ultimately, this research will prove instrumental in providing local law enforcement in the U.S. with the necessary tools to successfully identify, investigate and aid in the prosecution of cases of human trafficking.

The project addresses four main areas: 1) the perceptions of trafficking held by law enforcement and the preparation agencies have taken to address the problem; 2) the frequency in which law enforcement identifies and investigates cases of human trafficking and 3) the characteristics of those cases investigated by law enforcement and 4) the investigation and prosecution of human trafficking cases.

### **Law Enforcement Preparation and Identification of Human Trafficking: National Survey Results, Part I.**

The National Law Enforcement Human Trafficking Survey (the national survey) was distributed to a national random sample of approximately 3,000 state, county and municipal law enforcement agencies in the U.S. to measure the current perceptions of local law enforcement about human trafficking and measure the frequency in which they investigate such cases. Since law enforcement agencies serving larger populations may encounter human trafficking more frequently than agencies in smaller communities, the original random sample was supplemented with all remaining agencies (not included in the random sample) serving populations over 75,000 and all law enforcement agencies working in partnership with existing federally funded Bureau of Justice Assistance (BJA) human trafficking task forces who were not originally included in either the random or large city samples.<sup>1</sup> The national survey

### **Noteworthy Findings from the National Survey**

- Local law enforcement perceive human trafficking as rare or non-existent in their local communities; however, agencies serving larger communities are more likely to identify human trafficking, particularly sex trafficking as a more pervasive problem
- **All types of law enforcement agencies, including those serving the smallest jurisdictions, have investigated at least one case of human trafficking.**
- Over half of the law enforcement agencies serving large jurisdictions (over 250,000 population) have investigated trafficking cases
- When controlling for size and location of communities, **the degree to which law enforcement is prepared to identify human trafficking cases** is a significant indicator of whether or not they actually investigate cases
- Nearly **92 percent** of law enforcement agencies reported a connection between human trafficking and other criminal networks such as drug trafficking and prostitution
- Agencies that have identified cases of human trafficking report pro-active investigative strategies (such as gathering information on human trafficking during the course of other investigations).

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<sup>1</sup> Of the 3,191 surveys that were mailed to local, county and state law enforcement agencies, 1,903 agencies completed at least Part I of the survey for an approximately 60 percent response rate.

instrument was divided into two separate parts. Part 1 was designed to measure the number of agencies that have investigated a case of human trafficking nationally, and to identify some of the attitudes of law enforcement officials toward the crime of human trafficking. Part 2 was designed to measure the nature, characteristics and outcomes of the human trafficking cases identified by agencies with experience investigating trafficking cases. The following general conclusions can be drawn from Part 1 of the national survey.

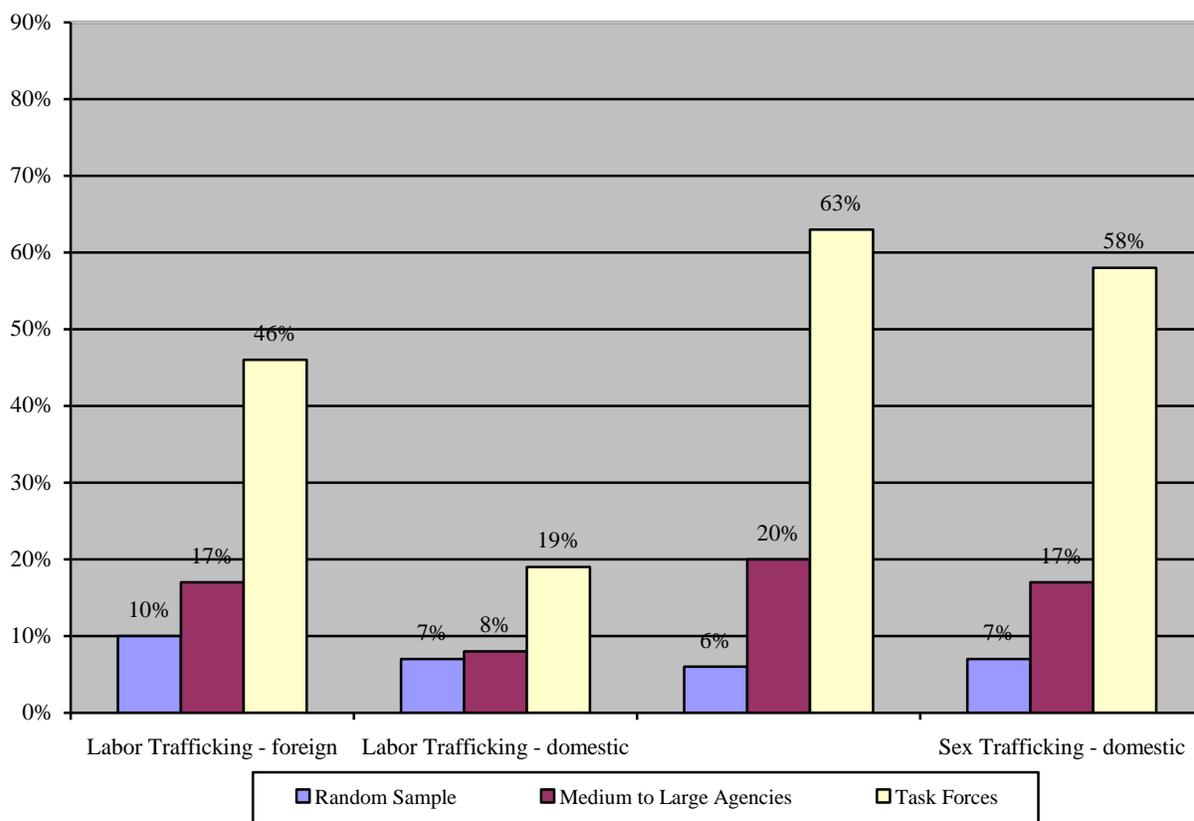
***Law enforcement perceptions of human trafficking problems in their local community:***

- The majority, between 73 and 77 percent, of local, county and state law enforcement in the random sample (n=1661) perceive human trafficking as rare or non-existent in their local communities. There is little difference in perceptions of sex trafficking versus labor trafficking among local law enforcement - both types are perceived as rare or non-existent.
- Agencies serving larger communities (over 75,000 in population) are more likely to identify human trafficking, particularly sex trafficking as a more pervasive problem. More than 20 percent of law enforcement serving larger communities (n=392) perceive sex trafficking from outside the U.S. to be widespread or occasional and a little over 17 percent perceive sex trafficking from inside the U.S. to be widespread or occasional.
- Law enforcement agencies participating in human trafficking task forces perceive the problem of labor trafficking as 2 to 3 times more prevalent than the respondents from either the random sample or the medium to large agencies who do not participate in human trafficking task forces (see Figure 1).<sup>2</sup> The task force agencies perceived sex trafficking to be 3 to 4 times more prevalent than either the random sample or medium to large agencies.
- While agencies differ on the degree to which they think trafficking is a problem in their local community there are many similarities among the types of trafficking they think are most prevalent. Medium to large agencies and task force agencies perceive human trafficking (either sex or labor) involving foreign victims as more prevalent than any type of domestic trafficking.

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<sup>2</sup> Figure 1 illustrates the differences in perceptions of the human trafficking problem in local communities between agencies in the random sample, medium to large agencies (with 30 medium to large city agencies who participate in human trafficking task forces removed here for purposes of comparison) and all those agencies participating in human trafficking task forces. These figures reflect the vast differences in level of concern about human trafficking experienced by law enforcement agencies across the U.S.

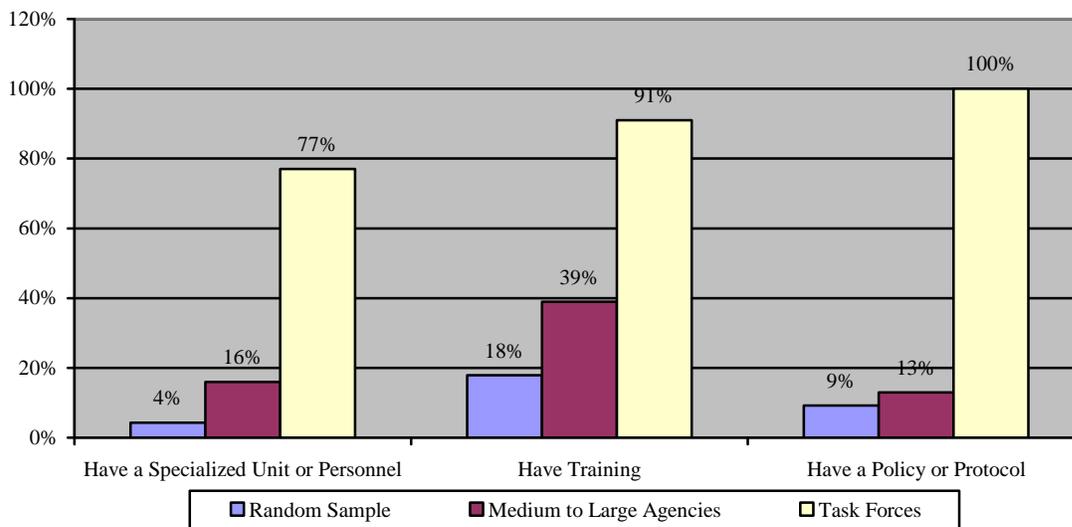
**Figure 1: Law Enforcement Perception of the Severity of the Problem of Human Trafficking by Random Sample, Medium to Large Agency Survey and Task Force Survey Responses**



***Preparation to identify and investigate human trafficking:***

- Due in part to the attitudes about the pervasiveness of human trafficking cited above, preparation to identify and investigate human trafficking has been minimal by law enforcement agencies across the U.S. Approximately 18 percent of local, county or state law enforcement agencies in the random sample have had some type of human trafficking training, 9 percent have a protocol or policy on human trafficking and only 4 percent have designated specialized units or personnel to investigate these cases (see Figure 2).
- Medium to large agencies serving populations over 75,000 have made more preparations to identify and investigate cases of human trafficking. Approximately 39 percent of these agencies have adopted training, 13 percent have a policy or protocol and 16 percent have designated specialized units or personnel to investigate human trafficking.
- While medium to large agencies are generally more likely than smaller agencies to have programs in place to respond to human trafficking, such as training, protocols or specialized personnel, they are significantly less prepared than those select agencies that are participating in a human trafficking task force.

**Figure 2: Special Units or Personnel, Training and Protocol for Three Survey Groups**



**Identification and investigation of human trafficking cases:**

Despite the limitations law enforcement agencies face in being prepared to identify and respond to human trafficking, more cases of human trafficking were identified by local law enforcement agencies than may have come to the attention of federal officials.

- Approximately 7 percent of the law enforcement agencies in the random sample (n=1661) report having investigated a case of human trafficking. While well over half (58 percent) of agencies that serve very large populations (250,000 and above) investigated a case of human trafficking, **all types of law enforcement agencies**, including those serving the smallest jurisdictions, have investigated at least one case of human trafficking.
- Extrapolating from the findings from the random sample, we estimate that approximately 907 law enforcement agencies in the U.S. would have investigated at least one case of human trafficking since 2000.
- Of those agencies that responded to the random sample, 43 states indicate having at least one law enforcement agency that has investigated a case of human trafficking. The highest proportions of agencies indicating they investigated cases of human trafficking were from Arizona (50 percent) Florida (27 percent), California (27 percent).

**While agencies generally think human trafficking is a rare or non-existent problem in their community, and relatively few agencies have taken pro-active steps such as developing training or protocols or assigning specialized personnel to investigate cases of human trafficking, a surprisingly larger proportion of local law enforcement agencies have investigated one or more cases of human trafficking since 2000.**

## Characteristics of Human Trafficking Cases Identified by Law Enforcement, National Survey Results, Part II.

If an agency reported investigating a case of human trafficking between 2000 and 2006 they were subsequently asked to complete a more detailed follow up survey (Part 2) that collected information on the characteristics of these cases and the processing of these cases through Federal or state systems. Sixty six percent (118 of the 180) of the agencies that indicated they investigated a case of human trafficking on Part 1 of the national survey completed the detailed follow-up survey. The following conclusions can be drawn from the results of Part II of the national survey.

**Between 2000 and 2006, the number of human trafficking investigations by respondents rose dramatically each year from 175 reported cases in 2000 to 750 in 2006.**

### *Number and Characteristics of Human Trafficking Investigations:*

- Between 2000 and 2006, the number of human trafficking investigations by respondents rose dramatically each year from 175 reported cases in 2000 to 750 in 2006. Additionally, the average number of cases investigated by each agency more than doubled from 3 cases in 2000 to 8 cases in 2006.
- The majority (70 percent) of agencies that have investigated multiple cases of human trafficking between 2000 and 2006 report only investigating a single *type* of case (either sex trafficking or labor trafficking); the proportion of agencies who investigated only one type of trafficking case is nearly equivalent (36 percent investigated only sex trafficking and 34 percent investigated only labor trafficking).
- The majority of responding agencies reported that they spent more time investigating sex trafficking cases than labor trafficking cases

**The average number of cases investigated by each agency more than doubled from 3 cases in 2000 to 8 cases in 2006.**

### *Characteristics of Human Trafficking Victims and Perpetrators:*

- On average, the human trafficking victims identified by law enforcement are young. Approximately 62 percent of all trafficking victims identified by law enforcement were younger than 25 including 16 percent that were under 18 years old. Victims of sex trafficking are proportionately younger than other trafficking victims with 31 percent of the identified sex trafficking victims under 18 years old.
- Overall, the majority of human trafficking victims identified were female (70.8 percent). However, agencies who only investigated cases of labor trafficking reported proportionately more of the victims they encountered were male (62 percent).
- Perpetrators of trafficking tend to be older than their victims (29 percent were in their thirties) and were much more likely to be male (70 percent).

**The United States was the second largest source country for both victims and perpetrators, after Mexico.**

- For those agencies that only investigated cases of sex trafficking, perpetrators were still predominately male (63 percent), but **females were much more involved in the perpetration of these crimes (37 percent)**.
- The majority of law enforcement agencies report that perpetrators and victims originate from the same countries (Mexico and the United States). In fact the top 10 “countries of origin” are the same for both victims and perpetrators.

### *Strategies for Identifying and Responding to Cases of Human Trafficking:*

- Law enforcement most often learns about cases of human trafficking (52 percent) during the course of other investigations (e.g., drug raids, calls for domestic violence).
- The majority of responding agencies (81 percent) indicated that one of the most important indicators of human trafficking was the victim’s appearance, particularly whether the victim appeared fearful and non-cooperative.
- Nearly 92 percent of law enforcement agencies reported a connection between trafficking other and existing criminal networks such as drug distribution or prostitution.
- Collaboration with other law enforcement agencies and the use of surveillance are most common investigative strategies used by law enforcement to build human trafficking cases.

### *Trafficking Charges and Prosecution:*

- Since 2000 a little more than half of agencies who investigated cases of human trafficking have brought formal charges against individuals involved in human trafficking. Of those agencies that brought any formal charges, 32 percent reported filing federal charges, and of those filing federal charges 61 percent prosecuted cases under federal TVPA statutes.<sup>3</sup>
- Agencies associated with federally funded human trafficking task forces were more than twice as likely to file federal charges when compared to other non-task force

## **Examples of Human Trafficking Case Identified by Law Enforcement**

**Case Example #1:** Officials in Albion, NY identified a farm labor contractor who recruited workers from Mexico, charged up to \$1,800 for a van ride from Arizona to New York and withheld wages to pay for food, rent, electricity and rides into the fields. Local authorities were alerted after a worker escaped and sought help. The labor contractor was eventually sentenced to 46 months in prison.

**Case Example #2:** ICE, FBI and the New York City Police identified a criminal organization engaged in smuggling and trafficking of undocumented South Korean women into the U.S. for prostitution. Once the women arrived in the U.S. they were placed in brothels in order to pay large financial debts owed to recruiters in Korea and other members of the defendants’ organization. The brothel managers confiscated the women’s identification and travel documents and threatened to turn them in to law enforcement and/or harm their families in Korea should they leave before paying off their debts.

**Case Example #3:** A Wisconsin couple was charged with using threats of serious harm and physical restraint against a woman from the Philippines to obtain her services as their domestic servant for nineteen years. She was required to work long hours, seven days a week. The couple threatened the victim with deportation and imprisonment if she disobeyed them. They also confined her inside their home, not allowing her to socialize with others, communicate freely with the outside world, or leave the house unsupervised.

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<sup>3</sup> Survey respondents were asked about state charges as well as federal charges; however, at the time of the study most jurisdictions did not have state human trafficking laws in place, and only eight agencies reported filing charges for state human trafficking violations

agencies (55 percent compared to 25 percent).

- Law enforcement agencies reported that a large number of investigations do not result in arrests, but if an arrest is made, the case is highly likely to lead to a conviction.
- When asked about outcomes for foreign victims of human trafficking, about one-quarter of the victims received T-visas (allowing them to remain in this country) and about an equal amount were deported.

#### *Challenges of Identifying and Investigating Human Trafficking Cases:*

- The most frequent challenge faced by law enforcement agencies investigating cases of human trafficking was a lack of victim cooperation (70 percent). Paradoxically, non-cooperation and fearfulness on the part of the victim is also one of the most important indicators that alerts law enforcement to the possibility of human trafficking.
- The majority of law enforcement agencies believe that victims do not cooperate with law enforcement due to fear of retaliation directed at them or their family as well as a lack of trust in the criminal justice system.

#### **The Use of Multi-Agency Human Trafficking Task Forces to Enhance Law Enforcement Response to Human Trafficking**

To help understand in more depth how human trafficking cases are investigated and prosecuted we examined multi-agency law enforcement task forces throughout the U.S. Multi-agency task forces are one of many models implemented by the Federal government for the purpose of bringing together federal, state, county and local law enforcement stakeholders to engage in collaborative problem solving activities. In an effort to enhance efforts by law enforcement in the identification and prosecution of human trafficking cases locally, the federal government funded 42 multi-agency law enforcement task forces. The multi-agency task forces are designed to help local, state and territorial law enforcement agencies partner with their U.S. Attorney's Office and victim service agencies to ensure a victim-centered response to human trafficking locally. Despite the relative newness of human trafficking taskforces, law enforcement agencies participating in these BJA funded task forces are more likely:

**Local law enforcement agencies participating in federally funded human trafficking task forces who investigated a case of human trafficking reported investigating many more cases on average than non-task force agencies (36 on average for task force agencies compared to 15 on average for non-task force agencies).**

- To perceive human trafficking as a problem in their community and have training, protocols and specialized units of personnel devoted to human trafficking investigations.
- To have identified and investigated more cases (36 on average for task force agencies compared with 15 on average for non-task force agencies) and made more arrests for (12 on average for task force agencies compared with 8 on average for non-task force agencies).

- To have cases result in formal charges following human trafficking related arrests than non-task force agencies. Cases investigated by task force agencies were twice as likely to result in federal charges as cases investigate by non-task force agencies.

To help understand in more depth the experiences of local law enforcement participating on human trafficking task forces, researchers concentrated their efforts on three sites: (Boston, Massachusetts, Harris County, Texas (Houston) and Phoenix, Arizona that each represented a different dynamic of human trafficking. Case studies were developed for each site describing the structure, problem definition, activities and challenges of the multi-agency task forces (detailed descriptions for each site are available in the appended materials). Each of the three sites developed an innovative practice that is designed increase the identification of trafficking cases by law enforcement.

### **Multi-Agency Human Trafficking Task Force Case Study Sites**

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#### ***Sex Trafficking Victim Screening, Boston, Massachusetts***

The Boston Police Department (BPD) created a process to proactively identify youth who are at risk for sex trafficking. Cases are prioritized based on information from police reports with priority given to cases involving youth in need of immediate intervention. Since the system has been in place, BPD has identified 150 girls who meet the programs criteria, and they have successfully rescued 20 girls. The screening process not only helps identify cases that might previously have gone unidentified, it provides a proactive outreach strategy for victims most in need of immediate intervention.

#### ***Protocols to Guide Task Force Activity Once Victim is Identified, Harris County, Texas***

The Human Trafficking Rescue Alliance (HTRA) has developed a set of guidelines that contain general information about how agencies should respond to victims of human trafficking. The guidelines provide specific instructions for each group (local law enforcement, federal law enforcement, and service providers) who could potentially come into contact with victims. Additionally, HTRA developed and emergency protocol for crisis situations including the immediate rescue of potential victims. The protocol addresses both responses of service providers and law enforcement agencies.

#### ***Training and Awareness Raising, Phoenix, Arizona***

The integration of training on the identification of human trafficking cases is a hallmark of the Phoenix Task Force (PPD). One of the areas where training has been most useful is in helping to clarify distinctions between human smuggling and human trafficking. Having a clear understanding of the differences between human trafficking and human smuggling is particularly important in areas like Phoenix which face serious immigrant smuggling problems that could potentially turn into human trafficking victimization. In addition to local training, the Sergeant representing PPD on the task force trains law enforcement across the nation.

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Comparative analysis conducted across the three sites helped identify the challenges and lessons learned from the three task force experiences. Task forces struggle to overcome a number of obstacles, some endemic to multi-agency partnerships themselves, and others specifically tied to human trafficking. Some of these obstacles include:

- Ambiguous and sometimes contradictory definitions of human trafficking and new, untested laws. These ambiguities result in disagreements among members about whether a person is a victim of human trafficking.
- Tenuous relationships among task force members who operated with different and at times conflicting goals (i.e. immigration rights advocates and Immigrations and Customs Enforcement officials often must come to agreement about how to best intervene in situations involving potentially out of status immigrant groups).
- Human trafficking investigations are often lengthier and more complex than other criminal investigations.
- Gaps in communication between task force members about the status of particular cases.

Despite these challenges, there is strong evidence that agencies participating in task forces are significantly more likely to identify and prosecute cases of trafficking and provide the necessary services for victims.

### **Policy Implications and Recommendations**

The research presented here provides the first benchmark of the current practices of U.S. law enforcement agencies to identify and investigate human trafficking in local communities. It has provided important information about the current perceptions of local law enforcement officials about the problem of human trafficking and steps their agencies have taken to prepare to investigate such cases. A number of policy implications flow from the analysis summarized in this report. We have identified five important steps law enforcement can take to improve the identification and response to human trafficking

In addition to the actions law enforcement can take to improve response to human trafficking, more research needs to be done around the important topic of human trafficking. Some of the areas of focus include additional information on human trafficking victims and offenders who do not come in contact with law enforcement, additional information about the overlap between human trafficking network and other criminal networks, and successful strategies for investigating cases, supporting victims of human trafficking, and aiding in the successful prosecution of human trafficking cases. Additionally, follow up is needed to determine if years later there is a better match between perception and prevalence.

### **5 Steps for Improving Law Enforcement Identification and Response to Human Trafficking**

1. Use the findings from this study to inform a national human trafficking training curriculum targeting local law enforcement agencies. This training should: acknowledge the present level of understanding about human trafficking, emphasize the utility of protocols and designated personnel, and highlight indicators and investigative techniques identified in this study.
2. Acquire and make available model protocols to local law enforcement to help guide the identification and investigation of human trafficking as well defining the roles and responsibilities of partner agencies or organizations that assist law enforcement.
3. Start a dialogue about complexities of dealing with human trafficking cases, including discussion of the ambiguities in definition of trafficking and the challenge of victim changes in status from smuggled migrants to trafficked victim.
4. Consider broadening the victim centered focus to include some focus on offenders as well. Broadening the focus may reduce some of the areas of tension around victim categorization that presently exist in many task forces and encourage investigations which utilize a broader range of investigative tools.
5. Continue to use and support multi-agency task forces. Law enforcement agencies associated with task forces have initiated more investigations, made more arrest and brought more charges.

# UNDERSTANDING AND IMPROVING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING

## SECTION I. INTRODUCTION

Trafficking in persons has become a critical human rights and law enforcement issue in the 21<sup>st</sup> century. Perceived to be one of the world's fastest growing criminal enterprises, local law enforcement officials must now help prevent international and domestic trafficking. To enable law enforcement to develop effective responses, a knowledge base regarding responses to human trafficking must now be constructed. This study provides the first comprehensive assessment of the current state of U.S. local, state and county law enforcement responses to human trafficking. This project measures how often and under what conditions different law enforcement agencies identify human trafficking cases and evaluates whether such recognition leads to investigations, interventions and/or prosecution. Additionally this study provides detailed information about the characteristics of human trafficking victims and perpetrators as well as the nature of those cases that have been identified by law enforcement. For example, we examine whether trafficking investigations apprehend perpetrators who are involved in other local criminal activities such as gambling, prostitution or other violent crimes. This information can help us begin to understand whether perpetrators have shifted away from – or perhaps integrated - traditional crimes (e.g., drug dealing, gambling, or weapons trafficking) to trafficking in persons as a new means of illegal revenue. This study also seeks to identify successful models for recognizing, reporting and intervening in situations of human trafficking to inform and enhance future law enforcement efforts.

### **A. The Problem of Human Trafficking**

#### *1. Definitions of Trafficking*

Modern day human trafficking takes many forms. Individuals may be held against their will as domestic workers, working for little or no pay, and with no way to find other employment. Others may be forced into prostitution and isolated from people who could provide a means of escape. Victims of human trafficking have few resources and most often go unrecognized by law enforcement, social services representatives and other service providers. Their hidden victimization allows perpetrators to offend under the radar of law enforcement, making the significance of this crime more important to understand. As such, current measures of the magnitude of human trafficking may be underestimated.

The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Article 3, defines human trafficking as:

The recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of

deception, of the abuse of power or of a position of vulnerability or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation or the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.

In the United States, the Trafficking Victims Violence Prevention Act of 2000 (TVPA) defined and classified human trafficking into two main categories – sex trafficking and labor trafficking.

**Trafficking Victims Violence Prevention Act (2000) Definition:**

The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes:

- Labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or
- A commercial sex act through the use of force, fraud, or coercion; or
- If the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved.

Under this definition, sex trafficking involves the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act in which a commercial sex act is induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of eighteen years old (Trafficking Victims Violence Prevention Act, 2000). Labor trafficking is defined as the recruitment, harboring, transportation, provision, or obtaining of a person for labor services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery (TVPA, 2000). Such violations might include domestic services, manufacturing, construction, migrant laboring and other services obtained through subjection to involuntary servitude, peonage, debt bondage or slavery.

Human trafficking is often confused with other forms of people movement, such as migrant smuggling. This confusion means that service providers and law enforcement agencies often do not recognize trafficking as a specific form of crime, thereby making it difficult to disrupt trafficking networks and obtain accurate information about the scope of trafficking in the United States. According to the U.S. Department of State's *Trafficking in Persons Report (2004)*, distinguishing between trafficking and smuggling requires consideration of the victim's final destination. While smuggling usually involves the transport for profit of a consenting person for illegal entry into a country, trafficking victims do not consent to their movement. Even in cases where they initially consent, this consent may be negated by the coercive, deceptive, and abusive actions of traffickers. Therefore, the key component that distinguishes trafficking from immigrant smuggling is this element of fraud, force or coercion (p. 18). This is

often a difficult element of the crime for law enforcement to detect at an early stage of an investigation, and a difficult one to prove in prosecuting.

## ***2. Prevalence of the Problem***

Human trafficking has become an increasingly important human rights concern and a serious challenge to law enforcement in the 21<sup>st</sup> century. Trafficking of persons is often fueled by the enormous pressure on people to leave the economic struggles of their home country and seek opportunities abroad. While many trafficked individuals are moved to new or foreign locations, movement itself is not what constitutes trafficking; the force, fraud or coercion exercised on that person by another to perform or remain in service are the defining elements of trafficking in the modern usage (U.S. Department of State, 2005). The human trafficking crisis has recently been exacerbated by factors that include a global economy, increased travel, high demand for low cost labor, inadequacy of law enforcement and legislation, treatment of trafficking cases as illegal immigration and the potential criminalization of trafficking victims (Shelley, 2003a). In addition, the increasing globalization of the world economy through treaties expanding trade (e.g. NAFTA), increased demand for inexpensive and mobile labor, easing restrictions on travel (particularly to and from former Soviet bloc countries), and the increasingly availability and use of high speed communication tools such as the internet have all contributed to an atmosphere that makes human trafficking more likely to occur and more difficult to deter.

While no empirically valid analyses of the incidence of human trafficking exist, the U.S. Department of Justice has estimated that between 600,000 and 800,000 people are trafficked internationally each year and 14,500 to 17,500 people are trafficked annually into the U.S. (Miko, 2004; U.S. Department of Justice, 2004). Without empirical validation, however, it is difficult to know the validity and reliability of statistics on human trafficking victimization.<sup>4</sup> Despite the limitations of current estimates of the magnitude of human trafficking victimization, federal law enforcement officials project potentially staggering profits from human trafficking - recently estimated at \$9.5 billion a year with profits supporting other criminal activities such as money laundering, drug trafficking, document forgery and human smuggling (U.S. Department of State, 2006). Some efforts have been made to prepare estimates of trafficking victims both globally and in the U.S. In 2005 the International Labour Office (ILO) used a methodology that relied on reported cases of forced labor to estimate that at least 12.3 million people were victims of forced labor in the world, and about 20 percent (2.45 million) of that number included victims of human trafficking. The ILO first estimated the global number of reported cases of forced labor in the world and the total number of victims. The first part of the estimate was based on a "capture-recapture" sampling method and led to an estimate of total reported victims over a period spanning from 1995 to 2004. Next, they used the total number of reported victims from 1995 to 2004 to develop estimates of the actual number of people who were victims of forced labor (Belser et al., 2005). In 2006, Caliber Associates developed an estimation model indicating the number of women trafficked into the U.S. for commercial sex was higher than the official U.S. estimates cited by the Department of Justice (Clawson et al., 2006a). A key finding of this study was that in order to generate sound estimates using statistical approaches the field

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<sup>4</sup> In July 2006 the GAO reported a number of serious deficiencies in the estimates of trafficking in persons across international boundaries used by the United States government. Specifically, the GAO found "methodological weaknesses, gaps in data and numerical discrepancies" that cast doubt on the reliability of both U.S. and international estimates (GAO, 2006: 2).

needed to collect more detailed and systematic data on trafficking victimization, including reliable statistics on law enforcement identification of human trafficking victims and perpetrators.

Despite efforts to estimate the numbers and record the characteristics of trafficking victims, large gaps remain in the area of data collection, which significantly limits our knowledge about the scale of trafficking, how it works, and the most effective means to combat it (Laczko, 2002). Collecting reliable data has been challenging given the overlap of trafficking with various crimes, particularly smuggling and prostitution. Additionally, as new sources of data emerge with more agencies joining in the fight against trafficking, there is no single organization that centralizes the collection, collation, or harmonization of trafficking statistics. This results in a great deal of confusion for policy makers who are often presented with conflicting data (Laczko, 2002).

As in many other crimes such as child abuse or rape, victims are reluctant to report their victimization. Human trafficking victims frequently fear retaliation towards them or members of their family if they come forward. Often they have been told by those keeping them that if they go to law enforcement they will be put in jail or deported (Aron et al., 2006). Trafficking victims are often reluctant to ask for help and may go out of their way to avoid contact with law enforcement, even if they have been subjected to severe physical and mental abuse (Tyldum et al., 2005). The hidden nature of the crime presents a serious challenge to calculating accurate estimates on the prevalence of human trafficking. Victims of human trafficking are often under intense surveillance by their captors, living and working in private homes and have very little exposure to the outside world. Because trafficking victims and offenders are often part of such a hidden population it becomes difficult to establish the parameters upon which representative samples should be drawn to develop accurate estimates (Laczko et al., 2005).

Currently we do not have sufficient systems to measure the prevalence of human trafficking when individuals have not been recognized by law enforcement as trafficking offenders or victims. An unknown number of human trafficking incidents are never recorded because neither the victim nor the perpetrator ever comes into contact with or is recognized by a governmental agency such as law enforcement. Some efforts have been made internationally to systematically record information about the characteristics of victims who come into contact with service providers. For example, the International Office of Migration (IOM) records information on all victims who are receiving services from providers in countries where IOM has a presence. These are largely countries of origin rather than countries of destination such as the U.S. (Laczko et al., 2005). Additionally, a global database on trafficking trends was established under the Global Programme Against Trafficking in Human Beings (GPAT) of the United Nations Office on Drugs and Crime. This database aims to systematically collect and collate open-source information such as research reports and statistics compiled by authorities, academics, intergovernmental organizations and the media about characteristics of trafficking victims, traffickers and trafficking routes that can be compared between different countries and regions (Laczko et al., 2005).

**“The nature of this crime- underground, often under-  
acknowledged- contributes to an inability to determine the precise  
number of people who are victimized by traffickers each year”  
-As reported by the U.S. Department of State (2004)**

In addition to the problem of collecting valid and reliable data, attempts to measure the extent of human trafficking and describe the characteristics of either victims or offenders have generally been confined to particular types of trafficking (e.g. commercial sex trafficking, Hughes et al., 2001a) or specific geographic regions (U.N. Office of Drugs and Crime, 2006). Research on international human trafficking patterns estimates that approximately 80 percent of trafficked individuals are female and up to 50 percent are minors, and the majority of these victims are trafficked for commercial sexual exploitation (U.S. Department of State, 2006). Consequently, much of the attention in the international anti-trafficking movement is directed toward preventing the sexual exploitation of woman and children. Far less, however, is known about labor trafficking even though it is possible that the scope of labor trafficking is even greater than that of sex trafficking when domestic trafficking is considered (U.S. Department of State, 2006). Presently, research indicates that 32 percent of trafficking victims worldwide are trafficked for economic exploitation (Belser et al., 2005). Research suggests labor trafficking is more difficult to identify and estimate than sex trafficking since victims of labor trafficking may easily be misidentified as smuggled migrants and their victimization is perceived as less compelling than that of young girls (Masud, 2005; U.N. Office on Drugs and Crime, 2006). The lack of reliable information on the prevalence of human trafficking victimization is due to both the inherent challenges of identifying incidents of human trafficking and the lack of any uniform system to record and report information about those cases which are identified. As reported by the U.S. Department of State (2004), “the nature of this crime- underground, often under-acknowledged- contributes to an inability to determine the precise number of people who are victimized by traffickers each year” (p.5).

### ***3. Characteristics of human trafficking***

To date, our understanding of the processes through which trafficked persons are victimized and the characteristics of those victims is limited. The majority of information about human trafficking comes from anecdotal accounts, limited qualitative research studies and attempts to apply theoretical frameworks from research in other areas of the criminal justice system such as gangs and organized crime (Brennan, 2005). While reports by non-governmental organizations are a rich source of information, the majority of published studies continue to say little, if anything, about the methods used to collect and analyze the data they present (Kelly, 2005). Moreover, the reports issued by non-governmental organizations generally do not go through a peer-review process and in turn have too often been considered subjective in nature (Bales, 2005). In short, they lack the basis to provide solid information for developing effective interventions.

Despite these limitations, it is useful to describe the characteristics of human trafficking victimization and perpetration about which we have some information. The U.S. Department of State (2004) reports that victims of sex trafficking may be initially recruited for the hotel and tourism industries, but often end up working in brothels, massage parlors or other commercial sex establishments. The following case provides an example of the types of problems addressed by a task force in Atlanta, Georgia, which is one of 42 federally funded anti-human trafficking task forces in the United States.

### **Case Example #1**

In December 2005 three individuals from Georgia, Lucilene Felipe Dos Santos age 35, Viviane Christina Chagas age 29, and Jurani Felipe Pinto age 55 received a six-count indictment for their involvement in a sex trafficking scheme. The defendants are charged with setting up an international pipeline for prostitution by threatening desperate young women from Brazil after luring them to the U.S. with the prospect of legitimate jobs.

It is also reported that some victims are trafficked under temporary “artistic” or “entertainment” visas that are stripped from them along with their passports when they arrive at their destination (U.S. Dept. of State, 2004). Victims reaching the U.S. are most likely to be trafficked from third world countries in Asia, Eastern Europe, Africa and Latin America where high rates of poverty, violence and corruption increase the likelihood that a country will become a source of trafficking victims (Clawson et al., 2003). “The dynamics of this trade in women and children for sex acts is a balance between the supply of victims from sending countries and the demand for victims in receiving countries” (Hughes, 2004, p. 1). Because the majority of sex trafficking victims are impoverished, many are “deceived and duped through false promises of economic opportunities that await them in more affluent destination countries, such as the U.S.” (Clawson et al., 2003, p.2). For example, women from the Ukraine are often recruited into trafficking through marriage agencies or promises of job opportunities in other countries (Hughes et al., 2001a). Some traffickers immediately begin the exploitation of their victims by charging fees for employment, housing or transportation (Clawson et al., 2003). The following case example from New York illustrates how some traffickers operate.

### **Case Example #2**

In 2006 law enforcement officials in Albion, NY identified a farm labor contractor who recruited workers from Mexico, charged up to \$1,800 for a van ride from Arizona to New York and withheld wages to pay for food, rent, electricity and rides into the fields. Local authorities were alerted after a worker escaped and sought help. Garcia was eventually sentenced to 46 months in prison. Former U.S. Attorney General Alberto Gonzalez suggested that the Buffalo area was, “particularly attractive to traffickers because of its ethnic diversity, numerous farms and the use of migrant labor.”

In their qualitative study of sex trafficking in women, Raymond and Hughes (2001) interviewed 15 international and 25 domestic women who had been trafficked into and within the United States. Eighty-seven percent (N=13) of the international women were from the former Soviet Union, while the majority (N=13) of the domestic women were African-American. Most women entered the sex industry before 25 years of age, and many victims were sexually exploited upon entrance to the U.S. The majority of internationally trafficked women identified

by Hughes and Raymond spoke little or no English and entered the United States through legitimate and legal means (tourist, spousal, and student visas, work permits or a green card) and then proceeded to overstay their visas (Raymond & Hughes, 2001). This research suggests different characteristics of human trafficking victimization may actually exist in specific to U.S. regions (i.e., Northeast, Southeast, Midwest, West Coast) making the challenges to law enforcement even greater in developing effective responses.

Victims of labor trafficking are often forced to migrate due to extreme poverty within their country of origin. Once in the U.S., they often find themselves physically isolated, unable to speak or understand the language or native dialect and unaware of the general working conditions of the host country. These factors place them at higher risk for exploitation (van der Linden et al., 2005). There are a number of known structural factors in destination countries that contribute to labor trafficking, including roadblocks to citizenship, inflexible work permits, lack of inspections at worksites and private and/or government corruption (van der Linden et al., 2005). Additionally, many traffickers of forced labor utilize debt bondage as a form of coercion backed by the threat of violence against the victims and their families. The threat of deportation of millions of illegal migrant men and women increase their vulnerability to being trafficked. The following case example from Kansas City, Missouri illustrates this process of victimization.

### **Case Example #3**

Following an investigation by the Kansas City Police Department and the Federal Bureau of Investigation, the managers of Frosty Treats Ice Cream Truck Company, along with the maintenance worker of a Northland apartment complex and two Russian nationals, were charged in federal court with aiding and abetting each other in the forced labor of eight Russian students. According to an affidavit eight Russian students from Voronozh, Russia were recruited to work in the United States under a student work program. The students worked 13 hours a day, seven days a week averaging 87 cents per hour. If the students did not meet their quota for the amount of ice cream sold each day, the affidavit says, Frosty Treats would not reimburse gas money, a truck rental fee, and a truck deposit, so that at the end of the day a driver could owe Frosty Treats money. The apartments the students were forced to stay in were each one-bedroom, one-bathroom units with little furniture except mattresses on the floors. At one point in June, there were six males living on the floor in one of the apartments and five males living on the floor in the other apartment.

Studies reveal that traffickers employ flexible methods of operation, often using established networks and adapting when necessary to ease the recruiting of victims, cooperation of corrupt officials, risk of being detected, and profit (Hughes et al., 2001b). Traffickers are believed to come from diverse criminal networks including organized crime syndicates, small groups or gangs, or unaffiliated individuals (Farr, 2005). In market terms, traffickers can be “individual entrepreneurs, small ‘mom and pop’ operations, or sophisticated, organized rings” (Finckenauer and Schrock, 2003, p. 8). In her categorization of sex trafficking groups Shelley (2003b) identified six unique models of trafficking of women that exist cross

culturally. There is a strong presumption that individuals associated with various steps in the human trafficking process from recruitment to exploitation are connected to one another and may be connected to existing transnational crime networks (O'Neil-Richard, 1999). What is not well understood, however, is the nature of these organizational links. Additionally, local law enforcement authorities often claim that local criminals, both gang affiliated and more loosely organized individuals, are increasingly involved in the kidnapping, coercing or duping of women into prostitution for profits. These activities are seen as either replacing or supplementing other criminal activity such as drug distribution and weapons sales (Bacque, 2006; Cramer, 2006). Labor trafficking has also taken on new forms and dimensions that are believed to be linked to recent developments in technology, transportation and transnational organized crime (International Labour Office, 2005).

Widespread recognition of human trafficking victimization is quite recent. In a short period of time scholars have provided a good deal of useful preliminary information about the potential extent and characteristics of human trafficking victimization. Knowing the true magnitude, nature and characteristics of the human trafficking problem both in the U.S. and internationally would allow policymakers to more to appropriately devote resources to investigations and service provisions and help law enforcement develop and target effective intervention strategies. While we are potentially a long way from developing accurate estimates of human trafficking victimization, we can begin the process by understanding how often and under what circumstances law enforcement agencies in the U.S. identify cases of human trafficking.

## **B. Official Responses to Human Trafficking in the United States**

Significant efforts are underway in the U.S. to confront human trafficking. These efforts include the enactment of legislation providing resources to both law enforcement and victim service agencies working to identify and assist trafficking victims and prosecute traffickers. The Victims of Trafficking and Violence Protection Act 2000 (TVPA) was the first comprehensive federal law to protect victims of trafficking and prosecute offenders. The TVPA accomplished five main goals: 1) defined a specific crime of human trafficking; 2) enhanced the penalties for slavery, involuntary servitude and peonage from 10 to 20 years; 3) created a new visa category which allows trafficking victims to receive benefits and services in the United States<sup>5</sup>; 4) ordered a report which ranks countries based on their response to trafficking and specifies sanctions which can be applied to those countries whose governments have not taken adequate steps to prevent trafficking; and 5) provided significant funding for enforcement of anti-trafficking provisions and new assistance programs.

The TVPA classified human trafficking into two main categories – sex trafficking and labor trafficking. Sex trafficking involves the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act in which a commercial sex act is induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of eighteen years old (TVPA 2000). Labor trafficking is defined as the recruitment,

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<sup>5</sup> The TVPA provides mechanisms for non-citizen victims of human trafficking who participate in the investigation and prosecution of trafficking cases, or who are under 18 years of age, to apply for nonimmigrant status through a special visa created for trafficking victims (T-visa). Potential trafficking victims receive certification through the U.S. Department of Health and Human Services, Office of Refugee Resettlement which will provide access to benefits including employment authorization, medical services, mental health services, housing and Supplementary Security Income (SSI).

harboring, transportation, provision, or obtaining of a person for labor services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery (TVPA 2000).

The TVPA was reauthorized in 2003 and 2005 increasing the investigative powers of law enforcement and providing additional funding to combat trafficking involving U.S. citizens. Additionally, the 2005 reauthorization directs the Department of Justice to carry out a biennial comprehensive research and statistical review and analysis of severe forms of trafficking in persons and unlawful commercial sex acts in the U.S. In addition to federal efforts to combat trafficking, 29 states have passed legislation criminalizing human trafficking and directing law enforcement agencies to adopt training programs to enhance identification and interdictions efforts (Farrell, 2006).<sup>6</sup>

Over the past seven years law enforcement has begun to respond. Since 2000 the U.S. Department of Justice has “increased by six-fold the number of human trafficking cases filed, quadrupled the number of defendants charged, and tripled the number of defendants convicted” (U.S. Department of Justice, 2007:1) Since 2001 the Justice Department has “charged more than 300 human traffickers and secured more than 200 convictions” (Department of Justice, Southern District of Florida, 2007:1).

In addition to federal law enforcement efforts to identify and prosecute cases of human trafficking, government officials have publicly recognized the critical role of local law enforcement, alone and in collaboration with federal law enforcement and non-governmental agencies, in identifying cases of human trafficking (De Baca and Tisi, 2002; Braun, 2007). Interviews with key senior Federal law enforcement suggest local law enforcement may be in the best position to identify cases of human trafficking because they know their own communities and are involved in routine activities which bring them into contact with local criminal elements where human trafficking may be occurring (Clawson, et al., 2006b, 42). A recent review of federal human trafficking prosecutions suggests that the actions taken by local law enforcement at the beginning of a trafficking investigation can prove crucial to the ultimate success or failure of future efforts to pursue the case (Bales and Lize, 2007). Because the federal government has prioritized human trafficking prosecutions and expects local law enforcement to become the “eyes and ears for recognizing, uncovering and responding to circumstances that may appear to be a routine street crime, but may ultimately turn out to be a human trafficking case” (U.S. Department of Justice, 2004: 5) they have provided funding for 42 multi-agency law enforcement task forces to identify and respond to human trafficking incidents in the local community.<sup>7</sup> The multi-agency task forces generally include representatives from federal, state

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<sup>6</sup> At the time of writing the following states had passed legislation criminalizing human trafficking Alaska (2006), Arizona (2005), Arkansas (2005), California (2005), Colorado (2006), Connecticut (2006), Florida (2006), Georgia (2006), Hawaii (2006), Idaho (2006), Indiana (2006), Iowa (2006), Kansas (2005), Louisiana (2005), Maine (2006), Michigan (2006), Minnesota (2006), Missouri (2004), Mississippi (2006), Nebraska (2006), New Jersey (2005), New York (2007), Nevada (2005), Pennsylvania (2006), South Carolina (2006), Texas (2003), Virginia (2006), Washington (2006).

<sup>7</sup> Recent Justice Department funding provided to Metropolitan Police Department, D.C., Harris County, TX, City of Los Angeles, CA, New Jersey Department of Law and Public Safety, City of Boston, MA, San Diego County, CA, City of Austin, TX, Seattle Police Department, WA, Department of the Attorney General, HI, Cobb County Government, GA, City of Phoenix, AZ, Collier County, FL, County of Suffolk, NY, Nassau County Police Department, American Samoa Government Office of Territorial and International Criminal Intelligence and Drug Enforcement, City of El Paso, TX, City of Oakland, CA, City

and local law enforcement, prosecutors, labor regulators and/or inspectional services, victim service providers, other non-governmental agencies and mental health professionals. It is anticipated that by bringing together law enforcement professionals from various levels of governmental and non-governmental service the task force model would help identify and assist victims and interdict offenders who may not otherwise come to the attention of law enforcement.

Yet little is known about how often local law enforcement identifies cases of human trafficking or how well they are prepared to identify and investigate such cases. The enforcement of the law in the United States is predominately carried out by the approximately 18,000 local, county and state agencies representing diverse environments and local crime problems and coming from a variety of different organizational structures. Fully understanding how law enforcement perceives and responds to the problem of human trafficking in the United States necessitates in-depth inquiries into the specific experiences of local, county and state law enforcement agencies.

### **C. The Challenges of Law Enforcement Response to Human Trafficking**

Perpetrators of human trafficking remain successful in large part because the probability of being caught is low. Victims of human trafficking – poor women and immigrants - historically have been a class of victims who received little protection from the state. The lack of citizenship status on the part of many victims also complicates the law enforcement response. Law enforcement, service providers and public officials in the United States and abroad often have been reluctant to intervene in known prostitute rings, sweatshops and other forms of exploitation because of the belief that these victims were complicit in their own victimization.

Existing perceptions of local law enforcement strongly affect how new crime laws such as trafficking laws are interpreted and implemented. Different interpretations of the problem of human trafficking and the mandates of the law will directly effect how officers identify, report and investigate crimes of human trafficking. As with many crime control initiatives that included the federalization of crime and/or incentives to state and local law enforcement agencies to prioritize particular types of crime investigations (e.g., drugs, guns, and homeland security), it is critical to understand how these initiatives are adopted and integrated into the culture of local agencies and how patrol officers put these priorities into practice on the street. We believe such research would provide a timely foundation upon which to base the next decade of law enforcement and prosecution response to trafficking.

While the federal government has determined that it is critical to involve local law enforcement in the fight against trafficking (evidenced by part by their strong support for local human trafficking task forces) little is known about how local departments have reacted to this new mission. This mandate also comes at a time when local law enforcement is faced with increasing pressure to implement other federal initiatives (i.e., Homeland Security) and budgetary resources are being squeezed. It is unclear whether or not local agencies feel pressure to initiate large, often complex organized crime cases or instead use human trafficking resources to continue and improve the most pressing issues in their community such as violent crime or drug problems.

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of Atlanta, GA; Independence, MO; Henry County, NY; Clearwater, FL; City of Dallas, TX; City of Fort Worth, TX; Las Vegas, NV; Commonwealth of Northern Mariana Islands; New Orleans/Louisiana I-10; City of Salt Lake, UT; City of San Antonio, TX.

Our knowledge about local law enforcement's current responses to trafficking in persons is relatively limited. There are a few noteworthy, studies of law enforcement identification, preparation and response to human trafficking that guide the present analysis. In 2003, researchers from Abt Associates conducted a survey of law enforcement officials about their broad experiences with transnational crimes. The survey, drawn from a random sample of 150 medium to large law enforcement agencies (those with over 50 or more sworn officers), state police agencies and municipal police 12 of the 25 largest U.S. metropolitan areas was conducted just days after the U.S. invasion of Iraq (Shively et al., 2007). Not surprisingly, they found local law enforcement officials were very concerned about the problem of transnational crime, but perceived the most serious threats from crimes such as drug trafficking and computer crime. Human trafficking was of only moderate concern to law enforcement agencies, with one-third of the agencies indicating that human trafficking was increasing in their local jurisdictions. Thus, while transnational crime was something that local law enforcement were beginning to recognize, human trafficking was perceived as relatively rare. Shortly thereafter, researchers from the Southern Policing Institute surveyed law enforcement officials specifically about their preparation for and experiences with the crime of human trafficking. Surveying 163 municipal and county law enforcement agencies serving populations of 150,000 or more (with a 51 percent response rate) they found 8 percent of such agencies had conducted training on human trafficking and only 4 percent had written policies on human trafficking, yet 23 percent of the agencies reported having conducted at least one investigation of human trafficking between 2002-2005 (Wilson, et al., 2006).

In 2006 the National Institute of Justice released a study conducted by Caliber Associates surveyed 121 individuals working with law enforcement in U.S. cities presumed to be most likely to have encountered case of human trafficking by virtue of their participation on federal human trafficking task forces, work on a federal human trafficking cases or participation in national human trafficking training programs. Sixty percent of the respondents surveyed by Caliber indicated that they had experience investigating at least one case of human trafficking (Clawson et al., 2006b). The survey respondents also included a variety of different types of agencies including victim witness coordinators, federal agents, state and local investigators and police/line officers. In some cases multiple respondents from a single agency were surveyed about their experiences. Similar to the Southern Policing Institute survey, researchers at Caliber found local law enforcement is generally ill prepared to identify and investigate cases of human trafficking. Additionally, they suggested local law enforcement officials perceive human trafficking to be federal rather than a local policing problem.

The existing studies provide useful information about the experiences of a limited number of agencies with experience investigating human trafficking cases, however, the sampling method employed greatly limit the generalizability of their findings to the experiences of local, county or state law enforcement more broadly. More information is needed to understand the experiences of the vast majority of local, county and state law enforcement agencies throughout the U.S. We anticipate that agencies serving large populations or participating in a federally funded human trafficking task force have received training on human trafficking identification and investigation and as a result are making a number of human trafficking cases. However, little is known about whether or not cases of human trafficking are identified by law enforcement in communities of different types and sizes. If departments perceive human trafficking to be a problem in their local community, it is important to understand what kinds of actions local agencies are engaged in to help identify

human trafficking in their jurisdiction. Do departments monitor cases of human trafficking, even when there are no state statues criminalizing trafficking, in order to respond to state and federal pressure to increase investigations, rescues and prosecutions? What indicators are most useful for helping different types of agencies identify cases human trafficking victimization? To better understand how national mandates have been translated into local action, our research explores how trafficking cases are identified locally, reported internally and externally and investigated and prosecuted.

### *1. Definition and Identification*

Unlike the unique challenges associated with identifying emerging crimes such as computer crimes, cyber-crimes, and identity theft, where officers must learn the elements and indicators of completely new types of criminal activity (Carter, 1995), trafficking cases require law enforcement to re-categorize and re-prioritize behavior that has long existed as its own crime type. Part of the challenge of increasing police identification of newly prioritized crimes is that officers on the street tend to solve problems based on routines. These routines are particularly important for helping officers navigate circumstances where legal definitions may be ambiguous (Skolnick, 1966; Bittner, 1967; Nolan, et. al, 2004). For example, law enforcement is familiar with and has established routines for investigating crimes like prostitution, assault, or kidnapping. When new priorities arise in agencies, either through federal pressure to investigate and interdict certain types of crimes or through local, community driven requests for police response, officers must learn to redefine old problems with new labels and enhanced priorities. This process goes beyond giving behaviors new names; it is about seeing the same elements of a crime (e.g., young girls involved in prostitution, missing children, or abuse) and reframing the old definition of certain behavior as a new, more problematic crime worthy of a heightened level of attention. Concern over human trafficking now requires officers to re-evaluate whether or not a case that looks like prostitution (and if so, would have established practices for dealing with the problem) actually involves elements of force, fraud or coercion which would make it human trafficking and necessitate very different types of responses. Trafficking is unique because it is an offense that combines a traditional crime category such as prostitution with status as a victim. As such, many victims may initially come into contact with law enforcement as “offenders” and need to be re-defined as more information about their case becomes available. Creating effective working definitions of such crimes is essential, as we have learned from our experience understanding the reporting dynamics of hate crimes (McDevitt et al., 2003).

While local law enforcement may be more likely to come into contact with human trafficking victims in the course of their regular activities (De Baca and Tisi, 2002), they are less likely than many federal law enforcement agents to be looking for these crimes (Wilson et al., 2006). Effectively responding to human trafficking additionally requires officers to notice and potentially provide services to victims who have historically been under-served by or had poor relationships with law enforcement (e.g., women in prostitution, migrants, immigrant community members, and poor women). In addition to victim reluctance to self-identify, law enforcement may be reluctant to define individuals as victims when they are perceived as partially responsible for their own victimization. These problems are exacerbated when the victim is a member of a group that historically has not been a priority for law enforcement protection, a member of a “hidden” population, or a member of an ethnic or cultural group that historically has not trusted law enforcement. Preliminary research on law enforcement

responses to human trafficking indicates police are often reluctant to intervene in sex and labor trafficking situations due to a belief that victims were complicit with their own victimization (Clawson et al, 2003). Law enforcement response is further complicated by citizenship status issues. Many local law enforcement agencies have made a decision to not inquire about citizen status during routine policing activities as a means of building trust and confidence in the local community. These kind of complicated messages often cause front line patrol officers to hesitate to intervene in potentially challenging situations.

The challenges local law enforcement faces in identifying trafficking cases parallels those encountered in identification and reporting of domestic violence, stalking and hate crimes. Taking hate crime as an example, recent studies suggest that officers face ambiguity in defining what constitutes a bias-motivated crime, as opposed to a regular crime without bias-motivation. These ambiguities can lead to misclassification, poor investigations and errors in reporting (McDevitt, et. al, 2000; Jenness and Grattet, 2001; Bell, 2002). In addition to the problem of ambiguity in definitions, officers appear reluctant to define previously low-priority crimes such as vandalism or simple assault, as now having a special, enhanced meaning (Nolan and Akiyama 1999, McDevitt, et. al., 2003). This can be particularly problematic when the victim is a member of a group that historically has not been a priority for law enforcement protection in some communities. Similar challenges were identified in the implementation of domestic violence and stalking laws (Ferraro, 1989; Purcell, et. al., 2004).

Trafficking cases identified by law enforcement may be substantially different than other non-identified cases. Law enforcement may perceive certain types of trafficking cases and certain types of trafficking victims to be a higher priority, but not be aware of other cases that exist in the community. For example, law enforcement agencies may focus most of their attention on specific types of trafficking such as sex trafficking or victims that make up a specific national group that is identified as being at a higher risk for human trafficking (Tyldum et al., 2005). Furthermore, trafficking victims, particularly women who are victims of sex trafficking, will often blame themselves for their own victimization, making disclosure to law enforcement unlikely (Hughes et al., 2001). In many cases this results in long delays before victims are willing to admit their victimization. This reluctance by victims to report represents a significant challenge to successful arrest and prosecution of offenders.

Recently, local law enforcement agencies have begun to receive training, which outline new crimes created by state and federal human trafficking legislation including national conferences, training curriculum for local law enforcement, and support for regional training through the Regional Community Policing Institutes. These training programs are largely designed to help police identify human trafficking activity that may be “masquerading” as other crimes (e.g., alien smuggling, organized crime, forced pornography, prostitution). As we have seen in the study of other newly defined crimes, however, even when officers believe the behavior is serious, the victims are worthy of protection and the crime necessitates special categorization, they often still have difficulty identifying such new crimes.

By identifying when and under what circumstances officers recognize human trafficking, and the degree to which they translate new definitions of crimes into responses, arrests or investigations, this study greatly improves our understanding of officer identification of crime. In addition, measuring local law enforcement responses to a larger federal movement to weed out traffickers presents a timely opportunity to examine how local law enforcement agencies may participate in major homeland security initiatives which involve communities with historically problematic relationships with the police.

## ***2. Reporting***

Once trafficking incidents have been identified by law enforcement, there are serious questions about how departments are tracking case information for both reporting and investigation purposes. It is unclear how local law enforcement agencies will record and report incidents that involve trafficking elements. For example, in Massachusetts there is currently no state anti-trafficking statute. As a result, local departments do not track human trafficking incidents as part of their regular crime reporting process, even if such crimes are currently identified and investigated by officers. Even in states that do have state statutes there is a lack of clarity about the interpretation and enforcement of the crime. In most localities investigators and crime analysts would have to review narratives from a range of incident reports if they hoped to identify cases that may involve human trafficking.

Research on problem oriented policing generally (Goldstein, 1990) supports the idea that law enforcement most effectively deals with specific criminal issues once they begin to measure the extent and characteristics of the problems. Examples of this approach can be seen in the investigation of gang crime (Katz and Webb, 2004) and bias motivated crime (McDevitt, et. al., 2003). Tactical responses driven by data demand, among other things, the development of an accurate and reliable system to record and track data. Once in place, this information can be effectively used to tailor strategies to deal with the problem, but until reliable information is available, officers are left to respond on a case by case basis, or worse yet, not respond at all.

Consistency in identification and tracking of cases is particularly useful for establishing patterns of criminal activity in different regions of the U.S. associated with trafficking. From the limited research on trafficking, we know that both the racial and ethnic make-up of trafficked victims and associated criminal activity vary greatly by region (Raymond and Hughes, 2001; Estes and Weiner, 2002). Law enforcement and prosecutors depend on consistent and accurate information about patterns of trafficking incidents to effectively identify, intercede and combat trafficking at a local level. Once in place, an accurate measurement of human trafficking in a city or region can serve as a baseline from which to understand crime trends in that area and monitor the impacts of efforts to reduce crime.

Recent pressure for local law enforcement to respond to trafficking by investigating cases and making arrests can only be assessed through regular and reliable collection of information on these crimes. Establishing benchmarks and accurately measuring how often officers encounter trafficking, investigate trafficking incidents and make arrests is essential for properly evaluating the effect of law enforcement training and education programs.

## ***3. Investigating***

Even if trafficking cases are identified and successfully reported internally, many questions remain about how well such cases are investigated and ultimately prosecuted. The U.S. Department of State (2004) ranks cases pertaining to human trafficking as “the most labor- and time-intensive matters undertaken by the Department of Justice” (p. 24). Some of the reasons why these cases are so difficult to handle include, “large numbers of victims, language barriers, multiple investigating agencies, overseas investigations,” and the need for a wide variety of professionals that must deal with the victims and the extensive trauma they endured (U.S. Dept. of State, 2004, p. 24).

One of the most important challenges facing police and prosecutors is ensuring trafficking arrests result in successful prosecutions or interventions. Often victim-witnesses are

more willing to cooperate when their needs are being met by service providers and they trust that someone will be there to make certain of their safety. Interviews with key Federal law enforcement stakeholders support the contentions made by victim service providers and others in the advocacy community that even when local law enforcement acknowledges the problem of human trafficking, they are ill prepared to deal with victims of human trafficking who have often experienced extreme trauma and victimization (Braun, 2007). Clawson, et al. (2006b) suggests that human trafficking investigations are outside the “comfort zone” of local officers, creating a serious need for training, specialization and strong partnerships with victim service providers. Earlier work with the victims of gang violence (Finn and Healey, 1996) demonstrated the difficulty in encouraging victims of crimes involving intimidation to participate in the legal process. Anecdotal evidence suggests similar patterns in trafficking victims. For example, a prosecutor in Massachusetts recently observed that the single largest problem inhibiting the successful prosecution of human trafficking cases is the reliability of victims as witnesses. These victims are generally confused about the American legal system, distrustful of governmental authorities and in many cases, have other problems that make their testimony less credible such as a history of substance abuse or immigration problems.

#### **D. Goals, Limitations and Organization of the Study**

This study provides information about the perceptions, preparedness and responses of a large random sample of local, county and state law enforcement agencies. Generally, the research addresses four main areas,

- 1) Perceptions and prioritization of human trafficking by law enforcement,
- 2) Identification and reporting of trafficking by law enforcement,
- 3) Characteristics of human trafficking case, and
- 4) Investigation and prosecution of human trafficking cases.

Specific research questions that guide the organization of this study are defined for each area.

##### ***1. Perceptions of Human Trafficking by Law Enforcement***

- How do law enforcement agencies perceive human trafficking problems involving both international and domestic victims in their local community?
- Is there a relationship between characteristics of the department (size, region) and their perceptions of the local human trafficking problem?
- How do local perceptions of human trafficking shape the types of cases that are identified and investigated?

##### ***2. Identification and Reporting of Trafficking by Law Enforcement***

- How many law enforcement agencies throughout the country have identified and investigated cases of human trafficking?
- How many local, county and state law enforcement agencies have mechanisms in place for identifying incidents of trafficking (e.g., specialized units or personnel that put together investigations and share information about trafficking, protocols and procedures to facilitate victim identification and services)?
- What types of specialized training has the department offered around identification or reporting of trafficking? Is there a relationship between different types of training and departmental success in identifying trafficking?

- Have certain types of agencies such as those serving border communities or large cities identified different trafficking problems? If so, are there common characteristics shared by these agencies?
- Are some agencies more effective at identifying human trafficking cases that exist in their community? If so, are there common lessons that can be learned?

### ***3. Characteristics of Human Trafficking Cases***

- What are the general characteristics of human trafficking victims identified by law enforcement?
- What are the general characteristics of human trafficking perpetrators that are identified by law enforcement?
- Are there differences in the characteristics of victims and offender that are identified by law enforcement depending on types of human trafficking identified, agency size, or location?

### ***4. Investigation and Prosecution of Human Trafficking Cases***

- If patrol officers do encounter incidents of human trafficking, how is this information transmitted back to investigators in the agency? How is it tracked internally for reporting purposes?
- How does investigation coordination between multi-agency partners best work?
- What are the primary challenges faced in prosecuting trafficking cases?
- What types of victim assistance services have been utilized to support victims?
- To what degree are these challenges overcome by the use of multi-agency task force models? Who are the important partners in these task forces?

Throughout the course of this report we use both quantitative analysis of national survey data and qualitative analysis based on intensive case studies of human trafficking task forces in selected cities to begin answering these important questions. This project provides a valuable step toward understanding how local law enforcement agencies define human trafficking. While previous studies (Clawson et al., 2006b; Wilson et al., 2006) provide important preliminary information about the extent and nature of some local law enforcement agencies responses to human trafficking, they were not able to include a large enough sample based on random sampling procedures to allow for reliable conclusions about law enforcement response to human trafficking nationally. Additionally, existing research offers limited information about the characteristics and nature of human trafficking victims, offenders and cases from those local law enforcement agencies that have identified human trafficking. The present project provides much needed benchmarks on how many incidents of trafficking have been identified and investigated in local, county and state law enforcement agencies across the country. Gathering detailed information about the extent of human trafficking incidents recognized by law enforcement helps us assess both the common factors that may lead to increased identification and the effectiveness of various responses.

Three different methodologies were employed to answer research questions in this study. First, a national random sample of approximately 3,000 state, county and local law enforcement agencies was surveyed to determine local definitions of human trafficking, the number and type of investigations conducted, the extent of reporting and coordination with other agencies and the “best practices” for combating human trafficking problems encountered.

The national random survey was supplemented with a second group composed of all remaining law enforcement agencies serving populations over 75,000. Third we included all remaining law enforcement agencies who were part of existing federally funded multi-agency human trafficking task forces. These organizations were included to help identify the benefits and challenges of reporting, investigating and prosecuting trafficking using multi-agency models. In addition to survey data, in-person and phone interviews were also conducted with task force representatives, and secondary materials on task force activities were collected to help provide more comprehensive analysis of the responses to human trafficking in jurisdictions employing task forces. Finally, intensive case studies were conducted in Boston, Massachusetts, Houston, Texas and Phoenix, Arizona to provide rich qualitative data about local efforts to investigate human trafficking cases and provide services to trafficking victims. These jurisdictions represent different dynamics of the human trafficking problem and each has begun to work on these problems using a multi-agency approach.

## SECTION II.

### LAW ENFORCEMENT PREPARATION AND IDENTIFICATION OF HUMAN TRAFFICKING: NATIONAL LAW ENFORCEMENT SURVEY, PART I.

The majority of research on law enforcement responses to human trafficking has focused on the experiences of a narrow number of large municipal police departments who were perceived to be most likely to come into contact with incidents of human trafficking (Clawson et al., 2006b; Wilson et al., 2006). While this research has provided an important starting point for understanding the challenges law enforcement agencies encounter in the identification and investigation of local human trafficking, it represents only the experiences of a limited number of large law enforcement agencies. The current project sought to broaden our understanding of the perspective of law enforcement agencies with human trafficking, examining the experiences of agencies of all sizes throughout the U.S. To accomplish this goal it was critical to employ probability sampling techniques and select a random sample of law enforcement agencies to complete the survey. Since we anticipated human trafficking is a rare phenomena and we developed a sampling strategy to ensure adequate responses and reduce error. A sample size of approximately 3,000 out of the 16,004<sup>8</sup> municipal, county and state law enforcement agencies in the United States was drawn.<sup>9</sup> The random sample was selected to allow for a national estimate of law enforcement perception of the problem of human trafficking and their experiences identifying cases of human trafficking in their local community.

Understanding that law enforcement agencies serving larger populations may encounter human trafficking more often than agencies in smaller communities, we supplemented the original random sample in two ways. First, we added all remaining agencies who serve populations over 75,000 to provide complete information about the experiences of those large law enforcement agencies believed to be most likely to encounter human trafficking. Second we included an additional supplement adding all law enforcement agencies working in partnership with existing federally funded Bureau of Justice Assistance (BJA) human trafficking task forces who were not originally included in either the random or large city samples. It was expected that these agencies by virtue of their participation in BJA funded task forces may have different experiences identifying and investigating cases of human trafficking. The following sections describe the survey design, the sample construction and the methodology for contacting all sampled agencies.

#### **A. National Law Enforcement Human Trafficking Survey Methodology and Design**

The National Law Enforcement Human Trafficking Survey (herein referred to as the national survey) was designed to assess:

- 1) How human trafficking is perceived and prioritized by law enforcement agencies,

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<sup>8</sup> According to the National Directory of Law Enforcement Administrators (2006) there are a total of 17,039 local, county and state law enforcement agencies but only 16,004 had valid population sizes from which we could draw the random sample. This population includes 12,647 municipal law enforcement agencies, 50 state highway patrol or state police agencies, and 3,307 county law enforcement agencies.

<sup>9</sup> This sample size provides for a margin of error of roughly 2 percent at a 99 percent confidence level.

- 2) The degree to which law enforcement has adopted common preparations to address the problem of human trafficking such as training, policies and personnel,
- 3) The degree to which law enforcement identifies and reports cases of human trafficking and the challenges of identification and reporting,
- 4) The number of law enforcement agencies nationally that have identified a case of human trafficking, and
- 5) The characteristics of human trafficking cases that have been identified including information about their identification and investigation.

To accomplish this goal researchers utilized a mail survey instrument that was originally mailed to a random sample of state, county and local law enforcement agencies and was supplemented with all agencies serving populations over 75,000 and agencies participating in federally funded human trafficking task forces. If agencies had encountered any case of human trafficking they were requested to complete a second, more detailed survey. The design, sample selection and contact strategies for both surveys are detailed below.

### *1. Questionnaire Design*

The national survey instrument was divided into two separate questionnaires (Questionnaire 1 can be found in Appendix A, Questionnaire 2 can be found in Appendix B). The design and methodology for each is as follows:

- **Questionnaire 1** was completed by the chief or highest ranking officer within the law enforcement agency, or their designee. It was designed to seek general information about that particular agency's experiences with human trafficking cases and gather information regarding local law enforcement perceptions of human trafficking within the community. Specifically, Questionnaire 1 addressed the following issues:
  - Local perceptions of the severity of human trafficking problems in their community,
  - Training of law enforcement to identify and respond to human trafficking cases
  - Creation of a protocol that instructs law enforcement on how to identify and respond to trafficking cases,
  - Challenges faced by law enforcement in responding to and investigating cases of human trafficking,
  - Sources of information that would alert officers to human trafficking, and
  - Whether or not the agency had investigated a case of human trafficking.
- **Questionnaire 2** was completed only by those departments that reported investigating a case involving victims of human trafficking between 2000 and 2006. The second questionnaire was to be completed by the individual within the department who had the most experience investigating cases of human trafficking. Questionnaire 2 was designed to gather detailed information about the following broad topics:
  - Investigation and prosecution of human trafficking cases,
  - Characteristics of human trafficking victims and perpetrators,
  - Strategies for identifying and responding to cases of human trafficking, and
  - Challenges of identifying and investigating human trafficking cases.

Prior to being administered, Questionnaire 1 and 2 were both extensively reviewed by researchers who have expertise in the field of law enforcement and human trafficking including representatives from the U.S. Department of Justice, Bureau of Justice Statistics and National Institute of Justice. The surveys were also pre-tested with law enforcement officials in Massachusetts prior to implementation to ensure the questions were worded clearly and logically.

The national survey was designed and implemented with approval from Northeastern University's Institutional Review Board (IRB) and complied with confidentiality regulations mandated for research funded by the U.S. Department of Justice. All surveys and survey materials, follow-up phone call scripts, and other official research correspondences received IRB approval prior to their release in the field in order to protect the welfare of human subjects.<sup>10</sup>

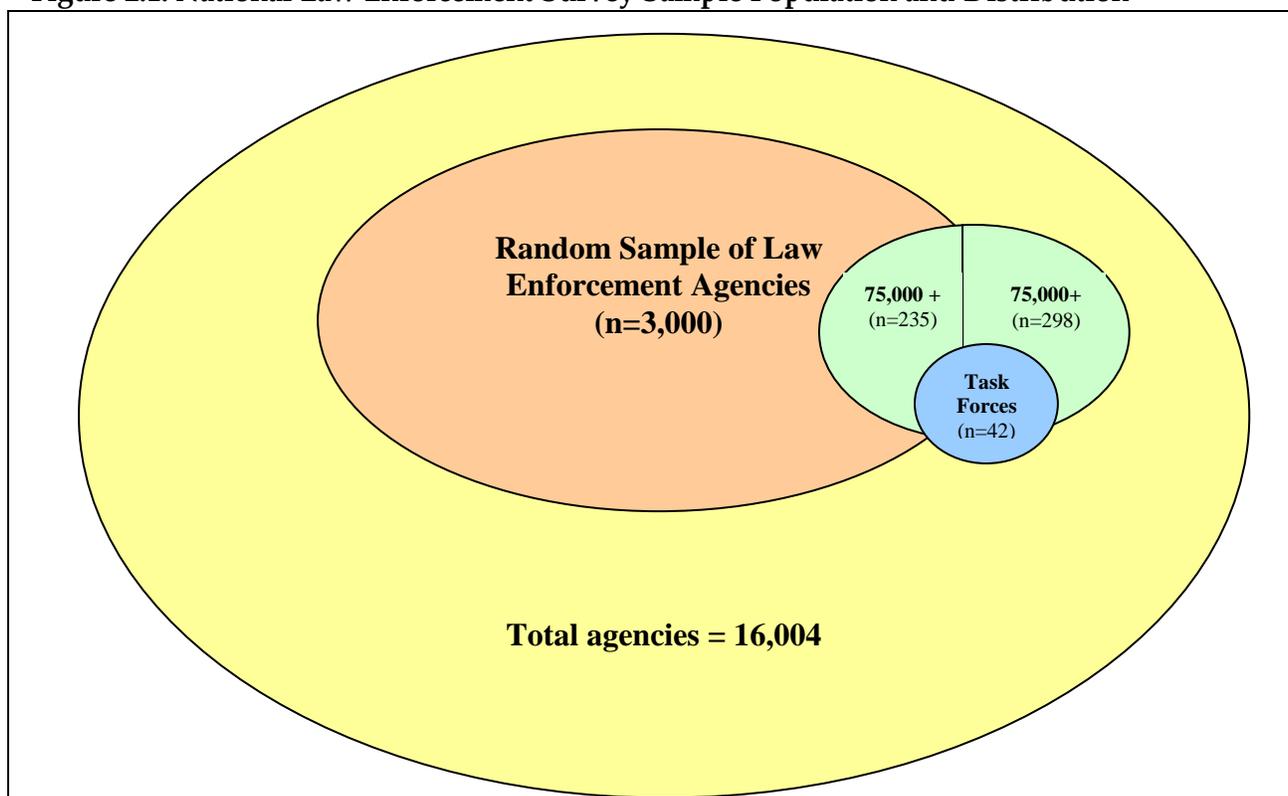
## ***2. Sample Selection***

The original mail survey (including Questionnaires 1 and 2) was sent to a random national sample of 3,000 municipal, county and state law enforcement agencies drawn from the 16,004 agencies in the National Directory of Criminal Justice Data (National Directory of Law Enforcement Administrators, 2006). The original random sample was supplemented with an additional 298 agencies serving populations over 75,000 which were not included in the original random sample draw. Adding in the cases from the supplement, a total of 533 municipal or county agencies serving a population of over 75,000 were surveyed. This represents the universe of agencies serving jurisdictions over 75,000 in population according to the National directory of Law Enforcement Administrators. Finally, 2 additional agencies were included which served as primary law enforcement partners in one of the 42 Bureau of Justice Assistance (BJA) funded human trafficking task forces but were not drawn into the sample by means of the random sample or the addition of supplemental agencies serving populations over 75,000. The sample populations and their distributions are illustrated in Figure 2.1 below.

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<sup>10</sup> Any information that could link a specific agency with any data gathered is accessible only to the researchers, all of whom have signed non-disclosure agreements. All responses to the survey questions remain confidential.

**Figure 2.1: National Law Enforcement Survey Sample Population and Distribution**



n= number sampled for each population

### **3. Contact Strategies and Response Rates**

In order to survey a large and diverse population of state, county and local law enforcement agencies mail surveys were chosen as the primary data collection strategy for the national survey. Mail surveys have numerous advantages over other methods when trying to access information from a large number of respondents. They are a cost-effective strategy for gathering information from a large number of agencies in a relatively short period of time and allow researchers to standardize questions across respondents, hopefully improving the reliability of the responses across multiple agencies. One of the well known limitations of mail surveys is lower response rates compared to other methodologies such as face-to-face interviews. It is generally accepted that response rates above 50 percent are adequate for mail surveys (Dillman, 1991), while others suggest vigorous follow-up correspondences and use of incentives can increase response rates closer to 60 or 70 percent (Weisberg and Bowen, 1977).<sup>11</sup> Additionally, since human trafficking is a topic that is unfamiliar or considered unrelated to the regular duties of some law enforcement agencies we anticipated the survey response to be lower (Groves et al., 2004). Numerous steps were taken to overcome the challenges inherent to mail surveys including University sponsorship of the survey, use of stamped return postage, postcard follow-up and varying questionnaire color (Dillman 1978; Fox, et al., 1988).

<sup>11</sup> Newer research on survey design has recently challenged conventional wisdom around the need to achieve high response rates. Krosnick (1999) suggests it is important for any study to recognize the inherent limitations of non-probability sampling but suggests “when probability sampling techniques are employed it is no longer reasonable to presume that lower response rates necessarily signal lower representativeness” (1999: 541).

Additionally, agencies who received the survey were provided the option to either fill out a paper version or complete the survey online.

As indicated above, all agencies in our sample received two surveys (Questionnaire 1 to be completed by all agencies and Questionnaire 2 to be completed only by those agencies that had investigated a case of human trafficking). From the above mentioned sampling structure, a total of 3,300 sets of surveys were mailed out in the last week of October, 2006.

Agencies selected for participation in the national survey were sent a personal letter to the senior manager of the department (Chief, Superintendent, Commissioner, Sheriff or Colonel) explaining the study and requesting their participation. The two questionnaires were mailed together in a packet that included a letter of introduction, a "Frequently Asked Questions" page, contact information allowing respondents means to contact researchers, and a glossary of survey terms. The Frequently Asked Questions page provided explanations of the purpose of the study, the types of agencies involved, and confidentiality protections. A specific definition of human trafficking was provided at the beginning of both Questionnaire 1 and Questionnaire 2 to help ensure all respondents had a common understanding of the phenomena of human trafficking. (Copies of all survey materials can be found in Appendix A and B). The senior manager or highest ranking officer was requested to answer Questionnaire 1 and if applicable, this individual was asked to forward Questionnaire 2 to the person in the agency who was designated to handle human trafficking cases for that particular agency. Information was provided in the introduction letter which explained that respondents could either mail back the paper version of the survey in the pre-paid envelopes provided or complete the survey online.

Three weeks after the initial mailing a postcard reminder was sent out to all agencies who had not yet returned the survey.<sup>12</sup> In January 2007, in order to increase overall response rates, the original questionnaire was shortened slightly and distributed to all non-responding agencies remaining in the sample along with a personalized letter again requesting their participation in the survey (see Appendix C for copy of shortened questionnaire). The shortened survey repeated questions from the original instrument verbatim but eliminated five questions.<sup>13</sup> Finally, in February and March 2007 follow-up phone calls were made to all non-responding agencies based on the questions from the shortened survey (see Appendix D for technical details on follow-up phone call protocol). Trained callers provided information on the survey indicating that the agency had not yet responded and requesting participation. The respondent was provided the option to receive a copy of the survey to complete by mail or fax, to complete the survey online, or to complete the survey with researchers over the phone.<sup>14</sup> In total, agencies were contacted 6 times (2 mail surveys, 1 post-card reminder and 3 phone call attempts) before they were considered a non-responding agency. In total 1,903 completed Questionnaire 1 surveys were received.

In February, 2007 researchers also began follow up with those agencies that indicated they had investigated a trafficking case on Questionnaire 1 but did not return a completed Questionnaire 2. For these agencies, researchers called respondents directly to identify the individual within the agency who was designated to complete Questionnaire 2 under the

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<sup>12</sup> Approximately 479 mail or online surveys were completed and returned to IRJ after the first mailing, 210 additional surveys were completed following the post-card reminder.

<sup>13</sup> An additional 562 agencies responded to the shortened version of Questionnaire 1.

<sup>14</sup> A total of 652 agencies completed the survey as a result of the follow-up phone calls.

original survey methodology. In total, 118 completed Questionnaire 2 surveys were received from agencies that indicated they had investigated a case of human trafficking.

These multiple methods were employed in order to significantly increase the overall survey response rate and provide the most reliable and generalizable information to the field regarding perceptions of human trafficking held by local law enforcement as well as the degree to which agencies identify and respond to the crime of human trafficking. We recognize the methodological challenges inherent in using multiple methods to reach survey respondents. A complete description of the survey methodologies and comparisons of survey responses across methodology type are included in Appendix D.

In total, 1,903 total agencies out of the 3,191 agencies sampled completed Questionnaire 1, for a 60 percent overall response rate.<sup>15</sup> A breakdown of the responses from agencies by type (municipal, county and state police) and size is found in Table 2.1. Not surprisingly the overall response rates varied by population size. Agencies serving smaller populations were somewhat less likely to return the survey than those agencies serving larger populations. Such difference in response rates is not uncommon for law enforcement surveys. Larger agencies are generally more accustomed to completing surveys on operational issues, have policies in place to monitor survey compliance and may be expected to have more exposure to the issue of human trafficking – a strong predictor of high survey response rates (Fox, et al., 1988). The response rate for the supplemental medium to large agencies serving 75,000 plus populations was 74 percent and the response rate for those agencies serving in Bureau of Justice Assistance funded task forces was 86 percent. A complete analysis of response rates and response versus non-response characteristics can be found in Appendix D.

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<sup>15</sup> While 3,300 surveys were originally mailed out the final sample population ultimately included 3,191 agencies. One hundred and nine agencies were dropped from the original sample due to incorrect mailing addresses, duplicate entries of agencies serving a single jurisdiction in the original database, or agencies that no longer perform law enforcement functions.

**Table 2.1: Overall Response Rate – All Samples**

<b>Agency Size</b>	<b>Total Sampled</b>	<b>Total Responded</b>	<b>Response Rate</b>
<b>Municipal</b>			
4,999 and below	1,197	616	51.5%
5,000 – 9,999	378	220	58.2%
10,000 - 24,999	383	234	61.1%
25,000 - 49,999	156	102	65.4%
50,000 - 74,999	50	41	80.4%
75,000 - 99,999	133	104	78.2%
100,000 - 249,999	188	134	71.3%
250,000 and above	75	65	86.7%
County Non-MSA	382	221	57.9%
County MSA	206	128	62.1%
State Police	43	38	88.4%
<b>Total:</b>	<b>3,191</b>	<b>1,903</b>	<b>59.6%</b>

**B. National Law Enforcement Human Trafficking Survey Findings**

Questionnaire 1 was designed to provide general information from all law enforcement agencies about their 1) perceptions of the problem in their local community, 2) preparation to identify and investigate trafficking and 3) whether or not they have investigated any cases involving human trafficking.

**1. Measuring law enforcement perception of human trafficking problems locally**

Respondents were asked to identify the prevalence of human trafficking within their own community. All respondents were provided with the following definition of human trafficking as it is outlined in the TVPA to guide their response.

**Human Trafficking** – The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes; (1) labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or (2) a commercial sex act through the use of force, fraud, or coercion; or (3) if the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved. *Note: These definitions do not require that victims be physically transported from one location to another.*

After defining human trafficking broadly the questionnaire asked law enforcement to identify the degree of prevalence of four different types of human trafficking, labor trafficking of victims from outside the U.S., labor trafficking of victims from inside the U.S., sex trafficking of victims from outside the U.S. and labor trafficking of victims from inside the U.S. The question was specifically worded as follows: *“How prevalent are the following types of human trafficking within your jurisdiction?”* Answers to the questions were a scale from widespread (1) to non-

existent (4). Respondents were also given the option to answer that they were unsure (5). Table 2.2 identifies the responses for all agencies in the random sample.

**Table 2.2: Perceptions of Human Trafficking Problem (Random Sample, n=1,661)**

	Widespread	Occasional	Rare	Non-existent	Unsure	Total
Labor Trafficking (from outside U.S.)	2.5%	7.7%	22.2%	<b>50.7%</b>	16.9%	100% (1,435)
Labor Trafficking (from inside U.S.)	1.5%	5.0%	18.8%	<b>57.4%</b>	17.3%	100% (1,438)
Sex Trafficking (from outside U.S.)	1.3%	4.7%	16.4%	<b>60.3%</b>	17.2%	100% (1,433)
Sex Trafficking (from inside U.S.)	1.5%	5.1%	17.6%	<b>57.8%</b>	18.1%	100% (1,429)

Results indicate that leaders of American law enforcement agencies do not perceive human trafficking to be a problem that exists in their communities. Law enforcement agencies in the random sample generally did not think the problem of human trafficking was a widespread or even occasionally present in their local community. Between 50 and 60 percent of agencies thought all types of trafficking were non-existent. Contrary to some suggestions that law enforcement may be more likely to identify sex trafficking as a problem, we found that overall the agencies did not identify any one type of trafficking, either sex versus labor or domestic versus international, as being more or less prevalent in their community. If the responses for widespread and occasional are combined, the most common form of human trafficking perceived by law enforcement officials is labor trafficking involving victims from outside of the United States (10.2 percent), slightly more common than the other types of trafficking. Between 17 to 18 percent of law enforcement agencies indicated they were unsure about the prevalence of human trafficking in their local community.

In addition to filling out the survey, a number of law enforcement agencies submitted letters or additional comments about the rarity of human trafficking problems in their community. Some agencies suggested their communities were small and human trafficking was “never a problem they had encountered” or “so unusual that it would stand out.” A few agencies expressed frustration that local law enforcement often does not have the time, resources or expertise to address this problem. As one agency noted, “local law enforcement agencies have too many other issues to contend with, so these cases are ignored or referred federally.”

These findings are quite different from the Caliber Associates (Clawson et al., 2006b) study which targeted local, state and federal law enforcement agencies identified as being likely to investigate human trafficking cases. Thirty six percent of the law enforcement respondents in the Caliber Associates study indicated that human trafficking was a serious to very serious problem in their community, and approximately 50 percent reported that human trafficking was a high to very high priority in their agency. The differences between these two findings can largely be explained by sample design. The findings in the present study are based on a random sample of all law enforcement agencies in the U.S. while the Caliber study targeted particular law enforcement agencies believed to be most likely to encounter human trafficking.

Not surprisingly, law enforcement agencies in the medium to large communities surveyed in the present study were much more likely to perceive human trafficking as prevalent in their local community. Table 2.3 provides results from the survey of agencies serving populations over 75,000. For medium to large agencies we find 17.2 percent of law enforcement perceives sex trafficking from inside the U.S. to be widespread or occasional and 20.3 percent perceive sex trafficking from outside the U.S. to be widespread or occasional. Conversely, proportionately fewer medium to large agencies think trafficking problems are non-existent in their community. Agencies serving larger populations are also much more likely than the agencies in the random sample (representing the cross-section of all agencies) to identify labor trafficking from outside the U.S. as widespread or occasional (16.8 percent).

**Table 2.3: Perceptions of Human Trafficking Problems (Medium to Large Agencies Serving 75,000 plus, n=392)**

	Widespread	Occasional	Rare	Non-existent	Unsure	Total
Labor trafficking (from outside U.S.)	2.0%	14.8%	31.9%	24.2%	<b>27.1%</b>	100% (n=351)
Labor trafficking (from inside U.S.)	1.7%	6.3%	33.8%	<b>30.1%</b>	28.1%	100% (n=352)
Sex trafficking (from outside U.S.)	4.8%	15.5%	27.9%	<b>27.0%</b>	24.8%	100% (n=355)
Sex trafficking (from inside U.S.)	6.0%	11.2%	32.7%	24.9%	<b>25.2%</b>	100% (n=349)

Law enforcement agencies participating in federally funded human trafficking task forces were also much more likely to perceive human trafficking as a problem in their communities, particularly sex trafficking. Sixty-two percent of these agencies indicated sex trafficking of individuals from outside the U.S. was widespread or occasional in their community and 57 percent indicated domestic sex trafficking was widespread or occasional (Table 2.4). Forty-six percent of these agencies felt labor trafficking from outside the U.S. was widespread or occasional in their communities, but they were less confident about the existence of labor trafficking involving individuals from inside the U.S. No agencies serving as part of a human trafficking task force responded that human trafficking was not existent in their community.

**Table 2.4: Perceptions of Human Trafficking Problems (Task Force Agencies, n=36)**

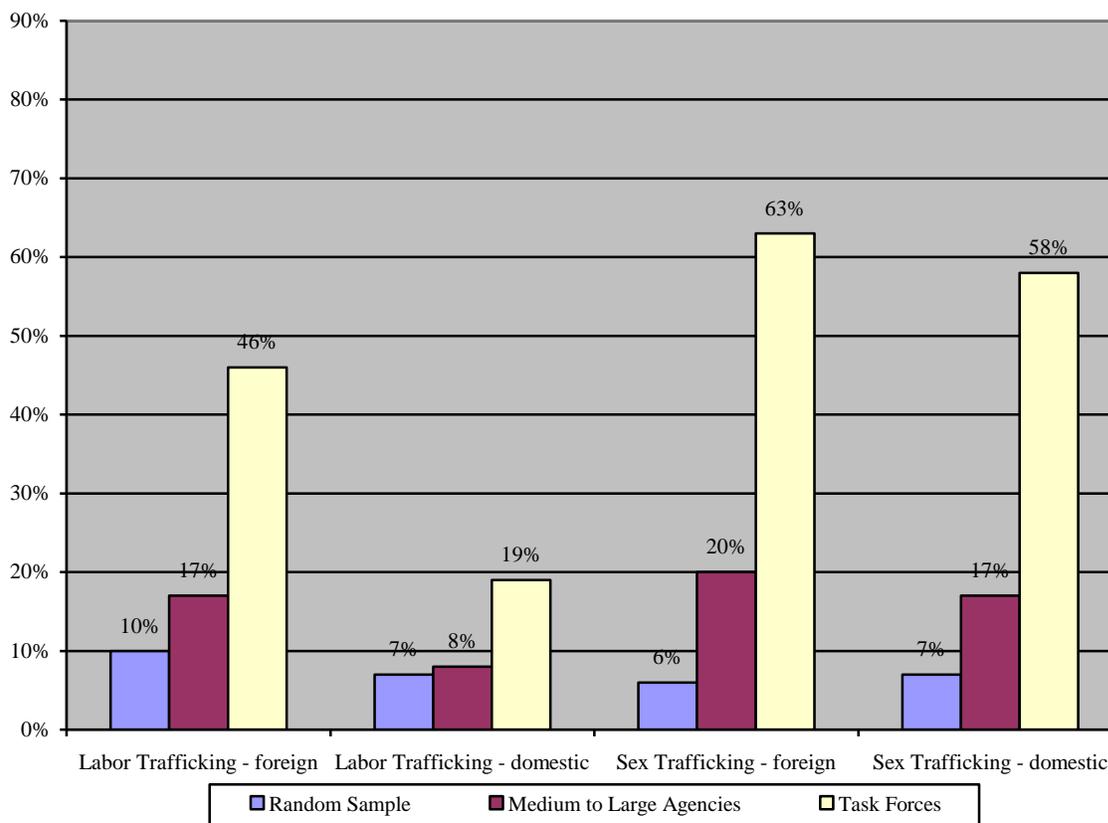
	Widespread	Occasional	Rare	Non-existent	Unsure	Total
Labor trafficking (from outside U.S.)	3.8%	42.3%	15.4%	0%	38.5%	100% (n=36)
Labor trafficking (from inside U.S.)	0%	19.2%	34.6%	0%	46.2%	100% (n=36)
Sex trafficking (from outside U.S.)	18.5%	44.4%	7.4%	0%	29.6%	100% (n=36)
Sex trafficking (from inside U.S.)	26.9%	30.8%	15.4%	0%	26.9%	100% (n=36)

Clearly larger agencies perceive that human trafficking, particularly sex trafficking, could be a problem in their local community. This is not surprising considering the fact that many high profile cases of human trafficking identified by the media have come from large cities. In addition, agencies serving as part of task forces are sensitized to human trafficking in ways other police officials are not.

Figure 2.2 illustrates the differences in perceptions of the human trafficking problem in local communities between agencies in the random sample, medium to large agencies (with 30 medium to large city agencies who participate in human trafficking task forces removed here for purposes of comparison) and all those agencies participating in human trafficking task forces. Law enforcement agencies participating in human trafficking task forces, for example perceived the problem of labor trafficking as 2 to 3 times more prevalent than the respondents from either the random sample or the medium to large agencies who do not participate in human trafficking task forces. The task force agencies perceived sex trafficking to be 3 to 4 times more prevalent than either the random sample or medium to large agencies. These figures reflect the vast differences in level of concern about human trafficking experienced by law enforcement agencies across the U.S.

While agencies differ on the degree to which they think trafficking is a problem in their local community there are many similarities among the types of trafficking they think are most prevalent. Medium to large agencies and task force agencies perceive human trafficking (either sex or labor) involving foreign victims as more prevalent than any type of domestic trafficking.

**Figure 2.2: Law Enforcement Perception of the Severity of the Problem of Human Trafficking by Random Sample, Medium to Large Agency Survey and Task Force Survey Responses**



## 2. Measuring law enforcement training and preparation to identify human trafficking cases

As with any new crime type officers need training and guidance to help them understand if they have come across a case of human trafficking and know how to respond to the situation. The fear is that officers will come into contact with incidents involving human trafficking victimization during the course of their normal operations and, without training or policies, they will be unprepared to identify the cases as such and respond appropriately. The national survey measured the degree to which law enforcement agencies have taken steps in preparation to identifying and investigating human trafficking cases and the types of indicators that would be likely to alert the police to cases of human trafficking.

### Organizational Preparation to Address Human Trafficking Cases

Respondents were asked a number of questions to help identify the degree to which agencies have taken steps to prepare to identify or investigate a case of human trafficking. Respondents answered dichotomous (yes/no) questions to identify whether they: 1) *“Have a specialized human trafficking unit, group or office within your agency that is assigned to oversee trafficking investigations?”* 2) *“Have training on how to identify and respond to human trafficking cases?”* and 3) *“Have a formal protocol/procedure or policy in place that provides instructions for law enforcement on how to respond to human trafficking cases as well as who to contact for victim assistance?”* If agencies indicated they had human trafficking training they were asked two follow up questions: how many officers were trained and what type of

training officers received (a list of potential trainings including in-service training, new recruit training, roll-call briefing, publications, online or web-based training, regional conference, national conference, off-site professional training or other was provided, and respondents were allowed to check all the boxes that applied). General distribution of preparation for human trafficking cases across our three survey population groups are illustrated in Table 2.5. The responses to these questions should be viewed in light of the previous analysis that demonstrated that many law enforcement leaders do not see human trafficking as a significant problem in their jurisdiction.

**Table 2.5: Special Units or Personnel, Training and Protocol for Three Survey Groups**

	<b>Have a Specialized Unit or Personnel</b>	<b>Have Training</b>	<b>Have a Policy or Protocol</b>
Random Survey Agencies (n=1,661)	4.3%	17.9%	9.2%
Medium to Large (75,000 plus) Population Agencies (n=392)	16.4%	38.5%	13.2%
Task Force Agencies (n=36)	77.0%	90.9%	100%

Clearly medium to large agencies, particularly those participating in a human trafficking task force, have more programs in place to help identify and investigate cases of human trafficking than the national random sample of law enforcement agencies. The results from the three survey groups help clarify why previous human trafficking research reached different conclusions about the degree to which law enforcement is prepared to address human trafficking. Clawson et al., (2006) found 38 percent of the 121 local, state and federal law enforcement officials surveyed indicated they had a formal protocol in place for identifying and responding to the cases. Conversely, the Wilson et al., (2006) study found only 4 percent of local law enforcement agencies serving large communities had written policies on human trafficking. Our findings clarify that while medium to large agencies are generally more likely to than smaller agencies to have programs in place to respond to human trafficking, such as training, protocols or specialized personnel, they are significantly less prepared than those select agencies that are participating in a human trafficking task force.

Table 2.6 illustrates further the distribution of preparation for human trafficking agencies by specific population category from the random sample responses in the national survey.

**Table 2.6: Distribution of preparation across agency size (Random Sample, n=1,661)**

<b>Population Size</b>	<b>Have a Specialized Unit or Personnel</b>	<b>Have Training</b>	<b>Have a Protocol</b>
Municipal			
4,999 and below	3.1%	13.1%	8.9%
5,000 – 9,999	4.8%	19.1%	7.4%
10,000 - 24,999	2.8%	20.9%	9.3%
25,000 - 49,999	5.4%	21.1%	5.7%
50,000 - 74,999	5.3%	17.5%	7.5%
75,000 - 99,999	8.6%	38.0%	7.4%
100,000 - 249,999	7.1%	29.0%	8.1%
250,000 and above	50.8%	65.6%	32.8%
County Non-MSA	1.6%	16.5%	9.6%
County MSA	10.1%	16.5%	12.5%
State Police	17.6%	47.1%	18.8%
<b>Total</b>	<b>4.3%</b>	<b>17.9%</b>	<b>9.2%</b>

Municipal agencies serving the largest populations have generally taken more steps to prepare to address the problem of human trafficking. While the largest agencies (serving populations over 250,000) are dramatically more likely to have specialized units or personnel and a protocol addressing the identification and investigation of human trafficking cases, training is more evenly distributed among agencies of different sizes. Thirteen percent of the smallest municipal agencies (serving populations under 5,000) indicated having some form of training on human trafficking issues and the proportion of agencies with training increases steadily as the size of the population served increases. County law enforcement agencies are less likely overall to have specialized units or personnel, training or protocols to address human trafficking. Interestingly, nearly half of all State Police agencies responding to the national survey indicated having some form of human trafficking training, and nearly one in five had a special unit or personnel assigned to human trafficking investigations and/or a human trafficking protocol.

Very similar patterns holds true when we examine the responses from the full population of agencies that serve medium to large populations over 75,000 (Table 2.7).

**Table 2.7: Distribution of preparation across agency size (Medium to Large Agencies Serving 75,000 plus, n=392)**

Population Size	Have a Specialized		
	Unit	Have Training	Have a Protocol
75,000 - 99,999	8.6%	38.0%	7.4%
100,000 – 249,999	7.1%	29.0%	8.1%
250,000 and above	50.8%	65.6%	32.8%
County Non-MSA	6.1%	37.1%	13.3%
County MSA	17.8%	30.4%	14.0%
Total	16.4%	61.5%	13.2%

By the time of the survey, nearly 62 percent of all agencies serving medium to large populations have had some type of training on human trafficking, 16 percent have a specialized unit or personnel and 14 percent have a protocol. As we saw with the random sample, there is a substantial gap in the preparedness for those agencies serving populations between 75,000 and 250,000 compared to the largest agencies serving populations over 250,000. Agencies in our large cities (over 250,000 population) are approximately 6 times more likely to have a specialized unit or personnel assigned to investigate trafficking cases and 4 times more likely to have a protocol specific to human trafficking than agencies serving populations between 75,000 and 250,000.

#### Indicators of Human Trafficking

A number of different indicators that have been suggested by federal law enforcement, victim service providers and other stakeholders to help alert law enforcement to potential human trafficking problems in their local community. Respondents were asked *“how likely is it that each of the following sources of information would be used to uncover human trafficking in the community you serve?”* Respondents were asked to rate each information source on a scale from very likely (1) to not likely (4). Respondents were also given the opportunity to indicate they were unsure about the usefulness of each source of information (5). Table 2.8 describes the distribution of responses from law enforcement agencies in the random sample.

When the responses for “very likely” and “likely” are combined, we find that law enforcement agencies generally believe different investigations (57.3 percent), tips from the community (53.9 percent) and calls for service (52.9) will be most useful for identifying potential cases of human trafficking in their community. Media reports were deemed the least likely to produce information which may alert them to human trafficking. Fewer agencies in the random sample thought tips from victim advocates or referrals from inspectional services would be useful sources of information than might have been predicted. Other potential indicators that were identified by multiple law enforcement agencies include: information from other law enforcement agencies such as County Sheriffs, ICE, Border Patrol, FBI (15), traffic stops (8), social service or child protection agencies (5) and information from restaurant or hotel employees (3). The limited previous research on law enforcement responses to human trafficking supports these conclusions. In the Caliber Associates study almost 40 percent of law enforcement respondents reported learning of human trafficking cases during the course of other investigations and half reported learning about human trafficking through tips from

community members. In the Caliber study, however, none of the police officers surveyed reported learning about trafficking from other law enforcement officials, a common response under the “other” category in the national survey data presented here.

**Table 2.8: Perceived Strength of Indicators of Human Trafficking (Random Sample, n=1,661)**

	Very likely	Likely	Somewhat likely	Not likely	Unsure	Total (N)
Calls for service	26.3%	26.6%	18.3%	23.0%	5.8%	1005 (1,408)
Alert from victim services	13.6%	30.7%	24.1%	25.5%	6.1%	100% (1,400)
Tip from community	18.4%	35.5%	24.2%	17.8%	4.2%	100% (1,395)
Tip from co-conspirator	11.6%	27.9%	26.6%	28.3%	5.6%	100% (1,394)
Media reports	4.8%	14.9%	26.7%	45.3%	8.2%	100% (1,387)
Different investigation	20.3%	37.0%	26.1%	12.5%	4.2%	100% (1,396)
Missing persons report	9.7%	25.9%	28.3%	29.5%	6.5%	100% (1,395)
Referral from inspectional services or regulatory agency	11.4%	27.0%	29.1%	26.1%	6.5%	1005 (1,389)
Other	9.3%	13.5%	8.8%	28.4%	40.0%	100% (215)

It is interesting to note that agencies perceive that they are most likely to learn of cases of human trafficking from external sources (calls for service or general tips from community members). This contrasts to a more pro-active approach of seeking out cases that would be normal practice when dealing with other crimes such as drug trafficking or organized crime. The perception that pro-active efforts are less necessary may help explain the low numbers of agencies that have specialized personnel or protocols designed to guide trafficking investigations.

Examining the experiences of larger agencies, we find many of the same indicators are believed to be useful in identifying human trafficking, but the degree to which they are perceived to be likely is higher than for agencies in the random sample (Table 2.9). When we combine the responses for “very likely” and “likely” we find that medium to large law enforcement agencies believe different investigations (72.7 percent), tips from the community (58.8 percent) calls for service (60.4 percent) and alerts from victim services (53.5 percent) would be most useful for identifying potential cases of human trafficking in their community. Parallel to the findings from the random sample, media reports were deemed the least likely (40.4 percent indicated unlikely) to produce information which may alert them to human trafficking.

**Table 2.9: Perceived Strength of Indicators of Human Trafficking (Medium to Large Agencies Serving 75,000 Plus, n=392)**

	<b>Very likely</b>	<b>Likely</b>	<b>Somewhat Likely</b>	<b>Not Likely</b>	<b>Unsure</b>	<b>Total (N)</b>
Calls for service	29.5%	30.9%	19.8%	16.4%	3.3%	100 % (351)
Alert from victim services	18.9%	34.6%	29.4%	14.3%	2.9%	100% (350)
Tip from community	19.4%	39.4%	28.0%	10.9%	2.3%	100% (350)
Tip from co-conspirator	19.9%	32.0%	28.0%	16.4%	3.7%	100% (347)
Media reports	5.6%	16.7%	30.7%	40.4%	6.7%	100% (342)
Different investigation	31.2%	41.5%	20.3%	5.2%	1.7%	100% (349)
Missing persons report	8.9%	25.3%	32.5%	27.3%	6.0%	100% (348)
Referral from inspectional services or regulatory agency	13.0%	26.6%	32.1%	22.8%	5.5%	100% (346)
Other	6.5%	13.0%	8.7%	17.4%	54.3%	100% (46)

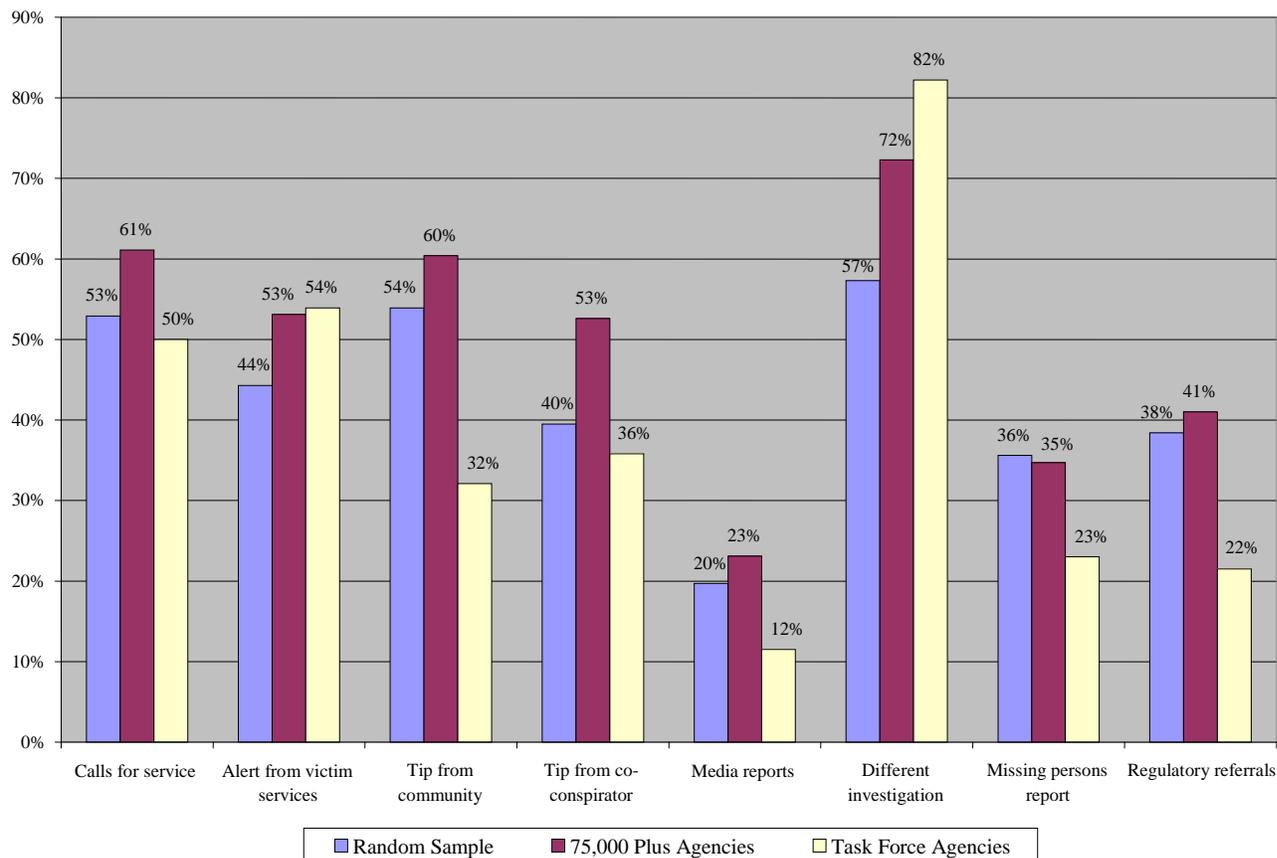
The agencies that are arguably the best suited to evaluate the usefulness of various indicators of human trafficking are those agencies that have been involved with a human trafficking task force. Recognizing there are only a small number of these agencies, they potentially have unique experiences since they have been actively working to identify cases of human trafficking over the past few years as part of a multi-agency task force. Table 2.10 provides a breakdown of how strong task force agencies felt various indicators were for identifying potential cases of human trafficking.

**Table 2.10: Perceived Strength of Indicators of Human Trafficking (Task Force Agencies, n=36)**

	<b>Very likely</b>	<b>Likely</b>	<b>Somewhat Likely</b>	<b>Not Likely</b>	<b>Unsure</b>	<b>Total (N)</b>
Calls for service	17.9%	32.1%	28.6%	7.1%	14.3%	100% (36)
Alert from victim services	23.1%	30.8%	26.9%	7.7%	11.5%	100% (36)
Tip from community	10.7%	21.4%	46.4%	10.7%	10.7%	100% (36)
Tip from co-conspirator	17.9%	17.9%	42.9%	14.3%	7.1%	100% (36)
Media reports	0%	11.5%	23.1%	53.8%	11.5%	100% (36)
Different investigation	39.3%	42.9%	10.7%	0%	7.1%	100% (36)
Missing persons report	3.8%	19.2%	11.5%	34.6%	30.8%	100% (36)
Referral from inspectional services or regulatory agency	3.6%	17.9%	35.7%	25.0%	17.9%	100% (36)
Other	0%	33.3%	0%	0%	66.7%	100% (36)

Figure 2.3 illustrates the different ratings for various human trafficking indicators across the three respondent groups. Agencies participating in a federally funded human trafficking task force were much more cautious about the usefulness of potential indicators of human trafficking. Only 32 percent of task force agencies thought tips from the community were a very likely or likely source of information, compared to over 50 percent of the random sample and medium to large agency survey (with task force agencies removed for comparison purposes) respondents. They were even more skeptical of the usefulness of media reports than the other respondent groups. Only 12 percent of task force agencies indicated media reports were a likely or very likely source of information compared to 20 percent in the random sample and 23 percent for the medium to large agencies. Substantially more task force agencies (82 percent) indicated information from different investigations was very likely or likely be useful in uncovering cases of human trafficking compared to the medium to large agency respondents (72 percent) or the random sample (57 percent). Additionally, task force agencies rated alerts from victim services as the second most useful indicator of potential human trafficking, possibly due to the fact that these agencies have developed positive relationships with victim service agencies as they served together on local human trafficking task forces.

**Figure 2.3: Comparison of Perceived Usefulness (Very Likely and Likely) of Various Human Trafficking Indicators by Random Sample, Medium to Large Agency Survey and Task Force Survey Responses**



### 3. Measuring law enforcement identification and investigation of human trafficking cases

Questionnaire 1 asked law enforcement agencies to answer yes or no to the following question: *“To date have any members of your department ever investigated any human trafficking cases or made arrests involving victims of human trafficking? (Investigations can include collecting evidence, interviewing witnesses, writing reports and following-up on leads).”* Overall 6.7 percent of the law enforcement agencies in the random sample report investigating a case of human trafficking. Before we can generalize about how many total cases of human trafficking may have been identified by law enforcement it is first necessary examine any differences that exist in the types of agencies that report cases of human trafficking.

#### Size of Population

Law enforcement identification of human trafficking cases differs dramatically based on the type of agency and the size of population they serve. Across the county agencies serving larger populations are much more likely to report investigating a case of human trafficking than those agencies that serve smaller populations. Table 2.11 illustrates the distribution of agencies reporting cases of human trafficking by population size.

**Table 2.11: Proportion of Agencies that Report Investigating a Case of Human Trafficking (Random Sample, n=1,661)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Population Size</b>			
4,999 and below	3.0%	97.0%	100% (591)
5,000 – 9,999	5.7%	94.3%	100% (211)
10,000 – 24,999	5.3%	94.7%	100% (228)
25,000 – 49,999	10.1%	89.9%	100% (99)
50,000 – 74,999	12.5%	87.5%	100% (40)
75,000 – 99,999	11.1%	88.9%	100% (18)
100,000 - 249,999	23.1%	76.9%	100% (39)
250,000 and above	58.3%	41.7%	100% (12)
Non-MSA County	7.1%	92.9%	100% (212)
MSA County	5.1%	94.9%	100% (118)
State Police	32.4%	67.6%	100% (34)
<b>Total</b>	<b>6.7%</b>	<b>93.3%</b>	<b>100% (1,602)</b>

Over half of the municipal law enforcement agencies serving very large populations (250,000 and above) indicate investigating a case of human trafficking. What may be surprising to many, though, is the fact that all types of law enforcement agencies, even those in the smallest communities, indicate they have investigated cases of human trafficking. Approximately four percent of those agencies serving populations under 10,000 indicate investigating a case of human trafficking. That figure more than doubles for agencies serving populations between 25,000 and 100,000 and increases 5 fold for those agencies serving populations between 100,000 and 250,000. Agencies serving the largest cities (250,000 plus population) are nearly 15 times more likely to identify a case of human trafficking than those agencies in smaller cities (under 10,000 population). Between five and seven percent of all county law enforcement agencies indicate investigating a case of human trafficking. Approximately one-third of State Police agencies indicate they have investigated a case of human trafficking.

**All types of law enforcement agencies, even those in the smallest communities, indicate they have investigated cases of human trafficking**

Since the national survey utilized a random selection of local, county and state law enforcement agencies from the total population of over 17,000 agencies we are able to develop some estimates of law enforcement identification of human trafficking nationwide from the random survey data. To more accurately estimate law enforcement’s identification of human trafficking cases in local communities, it is important develop individual estimates of human

trafficking identification within categories of agencies by population size. Table 2.12 provides a breakdown of the estimated number of law enforcement agencies who would have identified cases of human trafficking based on the information from the random survey. **Based on the findings from the random sample, we estimate that approximately 907 law enforcement agencies in the U.S. would have investigated at least one case of human trafficking.**

**Table 2.12: Estimate of Cases Nationwide Based on Random Survey**

Population Size	# of Agencies in Population Category Nationwide	% Investigated a Case in Random Sample	Estimated Number of Cases Nationwide
4,999 and below	6,747	3.0%	202
5,000 – 9,999	2,132	5.7%	121
10,000 – 24,999	2,130	5.3%	113
25,000 – 49,999	886	10.1%	89
50,000 – 74,999	324	12.5%	41
75,000 – 99,999	137	11.1%	14
100,000 - 249,999	205	23.1%	52
250,000 and above	86	58.3%	47
Non-MSA County	2,165	7.1%	154
MSA County	1,142	5.1%	58
State Police	50	32.4%	16
Total	16,004	-	907
% with cases from full random sample		6.7%	-

It has been widely suggested that law enforcement agencies serving larger communities will be more likely to identify trafficking. There are a variety of explanations for why this might be so. Some suggest traffickers operate easily in bigger cities where there are more opportunities to secure and exploit victims. Others suggest that larger cities are more likely to be ethnically diverse which may allow individuals trafficked from foreign countries to go unnoticed. The findings from the random sample presented here support the conclusion that larger agencies are significantly more likely to identify and investigate cases of human trafficking.

In the national survey we supplemented the random sample draw with all medium to large agencies serving populations over 75,000. Because we have surveyed the full population of medium to large agencies, we are able to draw a number of specific conclusions about the experiences of these agencies. Overall, 26.4 percent of medium to large law enforcement agencies have identified and investigated at least one case of human trafficking. Table 2.13 illustrates that those agencies serving the largest populations (over 250,000) are twice as likely to have identified a case of human trafficking (51.6 percent) as agencies serving populations between 100,000 and 250,000 (25.2 percent) and nearly 3 times as likely as those agencies serving populations between 75,000 and 100,000 (18.6 percent).

**Table 2.13: Proportion of Agencies that Report Investigating a Case of Human Trafficking (Medium to Large Agencies Serving 75,000 plus, n=392)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Population Size</b>			
75,000 – 99,999	18.6%	81.4%	100% (97)
100,000 - 249,999	25.2%	74.8%	100% (131)
250,000 and above	51.6%	48.4%	100% (62)
Non-MSA County	25.0%	75.0%	100% (36)
MSA County	14.3%	85.7%	100% (49)
<b>Total</b>	<b>26.4%</b>	<b>73.6%</b>	<b>100% (375)</b>

Finally, we can examine the experiences of the small group of law enforcement agencies that participate in a federally funded human trafficking task force. Of those agencies participating in a federally funded human trafficking task force who replied to the National Law Enforcement Survey, 76 percent indicated investigating at least one case of human trafficking, a rate of identifying cases that is much higher than other medium to large agencies not in task forces.

The findings presented here support preliminary measures of law enforcement identification of human trafficking from other studies. In the Caliber Associates survey, targeted towards law enforcement agencies believed to have experience investigating human trafficking cases or serving on human trafficking task forces, they found 60 percent of the overall respondents reported having worked an average of 1 to 5 trafficking cases, similar to the nearly 75 percent of federally funded task force agencies that indicated investigating a case of human trafficking in the National Law Enforcement Survey. The Wilson et al. (2006) survey of law enforcement agencies serving larger populations (150,000 plus) found 23 percent of large agencies reported having conducted at least one investigation of human trafficking between 2001 and 2004, very similar to our findings from large agencies presented above.

#### Location of Agency

There are a number of factors that may influence why agencies identify cases of human trafficking. Limited research on human trafficking suggests that region of the county may be an important factor for predicting both the existence of human trafficking victimization and law enforcement identification of human trafficking cases (Raymond and Hughes, 2001). Table 2.14 describes the distribution of agencies in the random sample that have cases by region. Agencies in the Southwest (16.2 percent) were much more likely to report investigating a case of human trafficking than other regions. Next most likely were agencies in the Southeast (7.3 percent) and South (6.5 percent).

**Table 2.14: Region and Investigation of Human Trafficking (Random Sample, n=1,661)**

	Identified a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Region**</b>			
Northeast	5.5%	94.5%	100% (309)
Midwest	4.5%	95.5%	100% (404)
Southeast	7.3%	92.7%	100% (234)
South	6.5%	93.5%	100% (199)
West	3.6%	96.4%	100% (253)
Southwest	16.2%	83.8%	100% (204)
<b>Total</b>	<b>6.7%</b>	<b>93.3%</b>	<b>100% (1,603)</b>

\* = p<0.05 , \*\* = p<.01

Table 2.15 further illustrates differences among law enforcement identification of human trafficking cases by individual states. It is noteworthy that 43 states indicate having at least one law enforcement agencies that has investigated a case of human trafficking. Of those agencies that responded to the random sample the highest proportion of agencies indicating they had investigated cases of human trafficking were from Arizona (50 percent) Florida (26.5 percent), California (26.5 percent) and Vermont (24.6 percent). It is important to note that the total number of agencies responding to the national law enforcement survey is relatively small in some states making it more difficult to reliably draw conclusions about the experiences of all law enforcement agencies in the state. Seven states did not report having any law enforcement agencies who investigated cases of human trafficking - Delaware, Hawaii, North Dakota, South Carolina, South Dakota, West Virginia and Montana.

**Table 2.15: Investigation of Human Trafficking Cases by State (Random Sample, n=1,661)**

State	Yes	No	Total (N)
<b>Region Northeast</b>			
Connecticut	5.9%	94.1%	100% (15)
Massachusetts	6.8%	93.2%	100% (39)
Maine	4.5%	95.5%	100% (23)
New Hampshire	13.8%	86.2%	100% (27)
New Jersey	5.9%	94.1%	100% (43)
New York	8.0%	92.0%	100% (45)
Pennsylvania	4.4%	95.6%	100% (114)
Rhode Island	11.1%	88.9%	100% (8)
Vermont	24.6%	75.4%	100% (7)
<b>Region Midwest</b>			
Iowa	3.9%	96.1%	100% (50)
Illinois	11.2%	88.8%	100% (76)
Indiana	4.0%	96.0%	100% (49)
Michigan	6.8%	93.2%	100% (65)
Minnesota	8.2%	91.8%	100% (47)
Ohio	6.8%	93.2%	100% (71)
Wisconsin	11.1%	88.9%	100% 59
<b>Region Southeast</b>			
DC	100.0%	0.0%	100% (1)
Delaware	0.0%	100.0%	100% (4)
Florida	26.5%	73.5%	100% (33)
Georgia	15.0%	85.0%	100% (39)
Kentucky	2.9%	97.1%	100% (33)
Maryland	9.1%	90.9%	1005 (12)
North Carolina	12.9%	87.1%	100% (32)
South Carolina	0.0%	100.0%	100% (21)
Tennessee	7.4%	92.6%	100% (24)
Virginia	3.1%	96.9%	1005 (27)
West Virginia	0.0%	100.0%	1005 (17)
<b>Region South</b>			
Alabama	6.7%	93.3%	100% (30)
Arkansas	9.1%	90.9%	100% (32)
Louisiana	4.2%	95.8%	100% 23
Missouri	10.6%	89.4%	100% (64)
Mississippi	10.5%	89.5%	100% (18)
Oklahoma	5.3%	94.7%	100% (37)
<b>Region Southwest</b>			
Arizona	50.0%	50.0%	100% (12)
California	26.5%	73.5%	100% (62)
New Mexico	10.0%	90.0%	100% (8)
Nevada	12.5%	87.5%	100% (7)
Texas	16.3%	83.7%	100% (123)

**Table 2.15: Investigation of Human Trafficking Cases by State (Random Sample, n=1,661), continued**

State	Yes	No	Total (N)
<b>Region West</b>			
Alaska	20.0%	80.0%	100% (4)
Colorado	10.5%	89.5%	100% (32)
Hawaii	0.0%	100.0%	100% (2)
Idaho	11.1%	88.9%	100% (17)
Kansas	8.9%	91.1%	100% (41)
Montana	0.0%	100.0%	100% (13)
North Dakota	0.0%	100.0%	100% (17)
Nebraska	3.2%	96.8%	100% (31)
Oregon	14.7%	85.3%	100% (28)
South Dakota	0.0%	100.0%	100% (26)
Utah	5.9%	94.1%	100% (17)
Washington	10.3%	89.7%	100% (23)
Wyoming	8.3%	91.7%	100% (12)

The limited research on human trafficking in the United States suggests trafficking victims may be found in greater numbers in those states that lie on the border of either Mexico or Canada. Models of human trafficking operation, such as the supermarket model, developed by Shelley (2003b) suggest that areas around the borders may be particularly vulnerable to low cost – high volume forms of human trafficking. In this model, traffickers bring large numbers of individuals across borders, utilizing existing smuggling routes and stash houses along the way. The presumption is that perpetrators will traffic victims into those states easily accessible to a land border, sometimes following known smuggling routes. If this phenomena is true, we might expect to see law enforcement agencies located in border states identifying trafficking at a higher rate than law enforcement agencies in non-border states. Table 2.16 breaks down all law enforcement agencies into border states (Washington, Wyoming, Montana, Minnesota, Wisconsin, Michigan, New York, Vermont, New Hampshire and Maine, California, Arizona, New Mexico, Texas and Florida<sup>16</sup>) and non-border states.

**Table 2.16: Investigation of Human Trafficking Border States (Random Sample, n=1,661)**

Border State**	Identified a Case of Human Trafficking		
	Yes	No	Total (N)
Border State	10.3%	89.7%	100% (1,090)
Non-Border State	4.8%	95.2%	100% (316)
Total	7.0%	93.0%	100% (1,603)

\* = p<0.05 , \*\* = p<.01

As expected, those agencies located in states along the U.S. border are more than twice as likely to have investigated cases of human trafficking as non-border states.

Region has a similar affect on human trafficking identification as that observed in the random sample when we examine the experiences of agencies serving medium to large populations. As Table 2.17 illustrates, agencies that serve medium to large populations in the Southwest (33.3 percent) are most likely to report investigating at least one case of human

<sup>16</sup> Though Florida does not share a physical border with a foreign nation given the history of smuggling and pirating of drugs, weapons and people into the U.S. via Florida’s shores we included Florida as a border state in the models presented here.

trafficking followed by agencies in the South (29.4 percent) and the Southeast (29 percent). Agencies in the Northeast serving medium to large communities were less likely to have investigated a case of human trafficking (14.8 percent).

**Table 2.17: Region and Identification of Human Trafficking (Medium to Large Agencies Serving 75,000 Plus, n=392)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Region*</b>			
Northeast	14.8%	85.23%	100% (54)
Midwest	21.9%	78.1%	100% (73)
Southeast	29.0%	71.0%	100% (69)
South	29.2%	70.8%	100% (24)
West	26.4%	73.6%	100% (53)
Southwest	33.3%	66.7%	100% (102)
Total	26.4%	73.6%	100% (375)

\* = p<0.05 , \*\* = p<.01

The effects of being in a border state are moderated for the medium to large agencies. While agencies located in states on the border are more likely to investigate a case of human trafficking than non-border states (29.8 percent compared to 23 percent), the differences between groups is smaller than was observed for the random sample.

**Table 2.18 Investigation of Human Trafficking Border States (Medium to Large Agencies Serving 75,000 Plus, n=392)**

Border State	Identified a Case of Human Trafficking		
	Yes	No	Total (N)
Border State	29.8%	70.2%	100% (188)
Non-Border State	23.0%	77.0%	100% (187)
Total	26.4%	73.6%	100% (375)

\* = p<0.05 , \*\* = p<.01

### Institutional Preparation and Training

In addition to regional differences in identification of human trafficking cases, we anticipate a strong relationship between agencies which have taken steps to deal with human trafficking cases such as dedicating specialized units or personnel to human trafficking investigations, conducting training and developing protocols or procedures for identifying and responding to cases and agencies and agency success in identifying and investigating cases of human trafficking. Agencies with specialized units, training or protocols were more likely to investigate cases of human trafficking than those agencies without such practices in place. Nearly 44 percent of the agencies in the random sample with a specialized unit or personnel assigned to investigate human trafficking identified a case of human trafficking compared to only 5.7 percent of those agencies without a specialized unit (Table 2.19).

**Table 2.19: Preparation and Identification of Human Trafficking (Random Survey, n=1,661)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Has Specialized Unit or Personnel**</b>			
Yes	43.5%	56.5%	100% (62)
No	5.7%	94.3%	100% (1,361)
<b>Has Training**</b>			
Yes	19.8%	80.2%	100% (258)
No	4.4%	95.6%	100% (1,190)
<b>Has a Protocol**</b>			
Yes	25.6%	74.4%	100% (125)
No	5.6%	94.4%	100% (1,260)

\* = p<0.05, \*\* = p<.01

The relationship between specialized personnel and successful human trafficking identification is consistent with growing acceptance from the international law enforcement community that specialized personnel are critical to effective human trafficking investigations (INTERPOL, 2007). Because human trafficking is a complex crime, often involving a wide range of criminal activities which require diverse investigative methods and pro-active investigations, specialization is necessitated. Human trafficking investigations often hinge on the ability of victims to provide information about their experiences. Without properly trained investigators sympathetic to the detrimental effects of physical and emotional trauma on victim trust, willingness to provide information and memory, human trafficking cases are less likely to be appropriately identified and properly investigated. The need for specialization is enhanced because human trafficking is both a relatively new crime and rare in many communities. Investigations of human trafficking appear to have many similarities to the investigation of crimes motivated by bias, where researchers have consistently identified specialized units or personnel as critical to successful investigations and reporting of such relatively new and rare crimes where victims may be more reluctant than normal to provide information to law enforcement (McDevitt et al., 2003).

Approximately 20 percent of agencies with human trafficking training identified a case of human trafficking compared to only 4.4 percent of those agencies with no training. Of those agencies who indicated they had training specific to human trafficking, the types of training provided included in-service training (46.8 percent), new recruit training (15.5 percent), roll call training (11.3 percent), publications (24.9 percent), online training (10.9 percent), regional training (43.8 percent), national training (14.7 percent), and off site training (38.9 percent) (agencies were allowed to choose more than one type of training). Nearly 27 percent of the agencies with a protocol or policy on human trafficking identification and investigation had investigated a case of human trafficking compared to only 5.6 percent of those agencies without such policies.

While one may be tempted to conclude that training, protocols or the designation of personnel to investigate human trafficking cases alone results in more investigations, we do not fully understand the time-ordering of these events from the data presented in Tables 2.19. It is

certainly possible that in many cases agencies adopted training or identified specialized personnel following the identification and investigation of a particularly complex or troubling human trafficking case. Agencies that identified having a protocol or policy on human trafficking were asked to provide the year the protocol went into effect and the majority of respondents indicated protocols were adopted in 2005 or 2006.

Those agencies who have taken at least one step to prepare officers to identify and investigate cases of human trafficking may be more likely to engage in other preparations. For example, as table 2.20 illustrates, although having a specialized unit or personnel is strongly related to identifying and investigating cases of human trafficking, there are very few agencies that have only a specialized unit or personnel. Of the 62 agencies with specialized units or personnel, 3 also have a protocol, 24 also have training, and 23 have all three. Clearly those agencies with protocols, training and specialized personnel are significantly more likely to identify and investigate cases of human trafficking.

**Table 2.20: Multiple Forms of Preparation and Identification of Human Trafficking (Random Survey, n=1,661)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
No Preparation	3.7%	96.3%	100% (1,026)
Training	12.3%	87.7%	100% (163)
Protocol	16.7%	83.3%	100% (60)
Specialized Unit	22.2%	77.8%	100% (9)
Training and Protocol	17.6%	82.4%	100% (34)
Protocol and Special Unit	33.3%	66.7%	100% (3)
Training and Special Unit	33.3%	66.7%	100% (24)
All Three	65.2%	34.8%	100% (23)
Total	7.5%	92.5%	100% (1,342)

When we just look at the experiences of those agencies serving medium to large populations we find the relationships between agency preparation and identification of human trafficking cases is even stronger. Table 2.21 illustrates that nearly 73 percent of all medium to large agencies with a specialized unit or personnel assigned to investigate human trafficking cases actually identified a case of human trafficking compared to only 19 percent of those agencies without a specialized unit. Similarly, 50 percent of those agencies who had human trafficking training identified a trafficking case compared to only 13 percent of those agencies without training. Finally, 68.2 percent of the medium to large agencies with a protocol or policy about identification or investigation of human trafficking actually identified a case of human trafficking compared to only 21.6 percent of those agencies without such similar policies.

**Table 2.21: Preparation and Identification of Human Trafficking (Medium to Large Agency, 75,000 Plus, n=392)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
<b>Has a Specialized Unit**</b>			
Yes	71.2%	28.8%	100% (59)
No	18.3%	81.7%	100% (295)
<b>Has Training**</b>			
Yes	49.3%	50.7%	100% (136)
No	12.1%	87.9%	100% (215)
<b>Has a Protocol**</b>			
Yes	68.9%	31.1%	100% (45)
No	20.6%	79.4%	100% (296)

\* = p<0.05, \*\* = p<.01

Similar to the findings from the random sample, the medium to large agencies who have undertaken multiple steps to prepare officers to identify and investigate cases of human trafficking are most likely to identify such cases (Table 2.22).

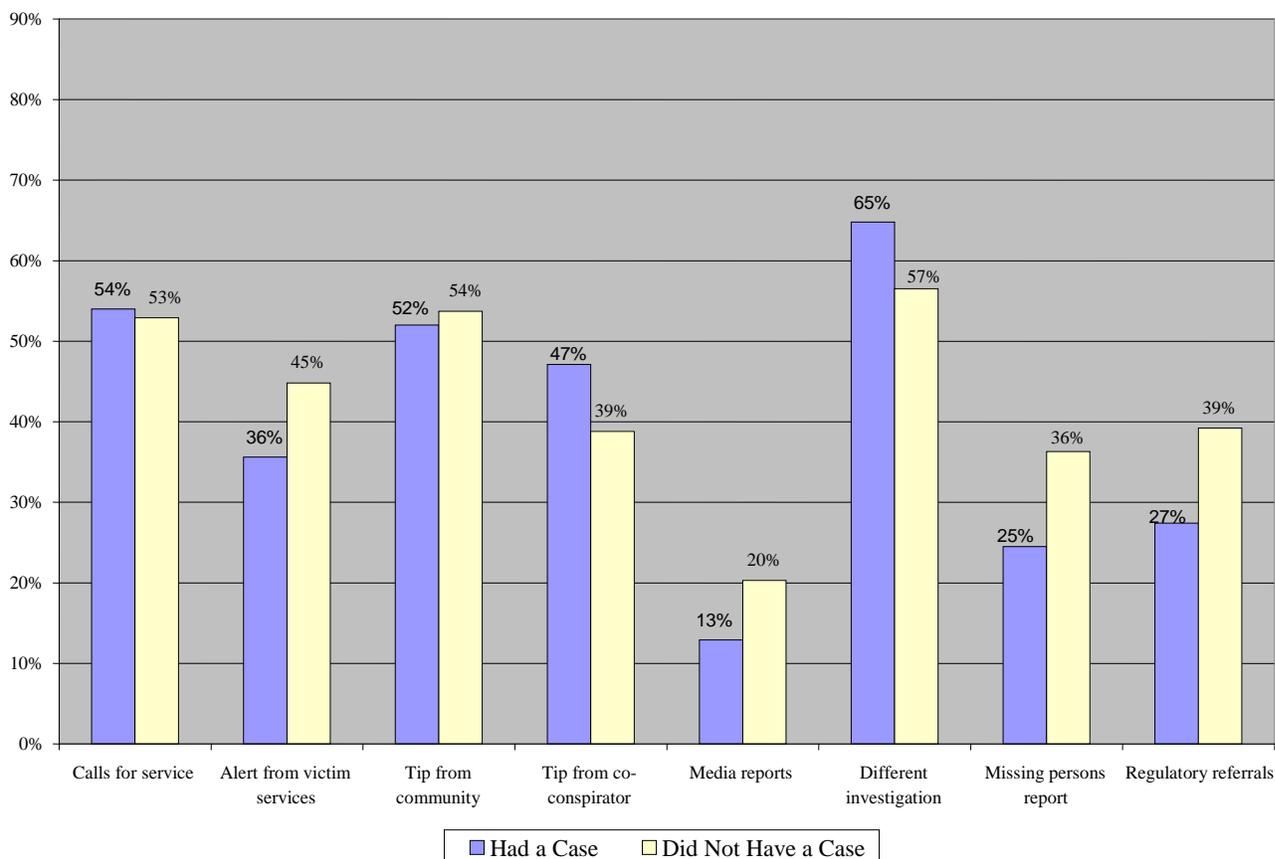
**Table 2.22: Multiple Forms of Preparation and Identification of Human Trafficking (Medium to Large Agency, 75,000 Plus, n=392)**

	Investigated a Case of Human Trafficking		
	Yes	No	Total (N)
No Preparation	11.4%	88.6%	100% (1,026)
Training	29.9%	70.1%	100% (163)
Protocol	18.2%	81.8%	100% (60)
Specialized Unit	50.0%	50.0%	100% (2)
Training and Protocol	77.8%	22.2%	100% (9)
Protocol and Special Unit	100%	0%	100% (1)
Training and Special Unit	60.7%	39.3%	100% (28)
All Three	87.0%	13.0%	100% (23)
Total	26.9%	73.1%	100% (334)

In addition to being more prepared to identify and investigate cases of human trafficking, agencies that indicated they had at least one human trafficking case differentially ranked various potential indicators of human trafficking victimization. Figure 2.4 illustrates the agencies who indicated investigating a case of human trafficking were much more skeptical about the usefulness of media reports, referrals and missing person reports than agencies who had not investigated a case of human trafficking. Agencies who investigated cases of human trafficking indicated overwhelmingly that “information from different investigations” was a useful source of information. Additionally, agencies who investigated cases also thought “tips from co-conspirators” were more likely to provide useful information than agencies who had not yet investigated cases of human trafficking. Agencies who investigated a case of human trafficking also cited a number of “other” sources of information including intelligence from

other law enforcement agencies (both local and federal), routine traffic stops, and National Crime Information Center (NCIC) broadcasts.

**Figure 2.4: Usefulness of Indicators of Trafficking (Very Likely or Likely to Indicate Human Trafficking) by Having a Case of Trafficking (Random Sample, n=1,661)**



#### 4. Multivariate Analysis

Since a number of different factors are significantly related to whether or not an agency reports having a case of human trafficking at the bivariate level, a series of logistic regression analyses were performed to test the independent effects of population size, region, agency preparation and perceived local prevalence of human trafficking on investigation of a human trafficking case.

Descriptive information for the variables that are examined in the following logistic regression analyses is provided in Appendix E. Categories of population size, region and being a border state were dichotomously coded (0 for no and 1 for yes) for each group. Having specialized personnel, training a protocol, or being part of a federally funded human trafficking task force were each dichotomously coded 0 for no and 1 for yes for each group. Perceptions of human trafficking problems were coded 0 for rare, nonexistent or unsure and 1 for widespread or occasional. Our dependant variable, investigating a human trafficking case is coded 0 for those agencies who have not investigated any human trafficking cases and 1 for those agencies who have investigated at least one human trafficking case. Investigating a human trafficking case is a rare event. Only 6.7 percent of agencies indicating they have actually investigated a

human trafficking case. Therefore, a number of cautions are taken in the interpretation of the logistic regression results to address the statistical limitations of measuring rare events.<sup>17</sup>

Three separate models were constructed to test the independent and combined effects of agency location (size of population, region, and border community) in Model 1, preparation to investigate cases of human trafficking and perceptions of the local problem in Model 2 and the combined effects of location, preparation and perception for all random survey respondents in Model 3.

In Table 2.23, Model 1, we find size of agency is very strongly related to whether or not an agency has identified and investigated a case of human trafficking. Agencies serving larger communities are significantly more likely to report investigating cases of human trafficking, even controlling for their region and whether or not they are in a border state. The odds of investigating a case of human trafficking are 7 times greater for agencies serving populations between 100,000 and 249,999 compared to those agencies serving populations under 5,000 (the reference category). The odds of investigating trafficking were 30 times greater for agencies serving population over 250,000 than the smallest agencies. Additionally, State police agencies are approximately 17 times more likely to investigate a case of human trafficking than the smallest municipal agencies.

Interestingly, region of the county where the agency is located is only moderately related to investigating a case of human trafficking once we control for size and being on the border. Agencies in the Southwest are 2.3 times more likely to investigate cases of human trafficking than agencies in the Midwest (the reference category). Being in a state along either the northern or southern borders of the U.S. is not significantly related to investigating a trafficking case once we control for size and region.

In Model 2 we find preparation to investigate cases of human trafficking and perceptions of the problem are significantly related to whether or not agencies actually have identified and investigated a case of human trafficking. Agencies with a special unit or personnel assigned to investigate cases of human trafficking are 5 times more likely to actually identify and investigate a case. Having training or a protocol each approximately doubles the odds of an agency identifying and investigating cases of human trafficking. Those agencies who perceive labor trafficking of non-U.S. citizens to be widespread or likely in their local community are over 5 times for likely to identify and investigate a human trafficking case.

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<sup>17</sup> Logistic regression procedure can underestimate the effects of rare events (King and Zeng, 2001). Rare events under 5 percent often require some correction, however since the random sample population used here is large (1,661) and the proportion of agencies investigating a case of human trafficking is above the 5 percent threshold we have chosen to present unweighted logistic regression results, focusing the majority of our discussion on the magnitude of effects the regression coefficients rather than statistical significance alone.

**Table 2.23: Logistic Regression for Having Investigated a Case of Human Trafficking (Random Sample, n=1,661)**

	Model 1: Size, Region r-sq=.16		Model 2: Preparation r-sq=.29		Model 3: Full Model r-sq=.37	
	B/(SE)	Odds Ratio	B/(SE)	Odds Ratio	B/(SE)	Odds Ratio
<b>Population Size</b>						
5,000 – 9,999 <sup>a</sup>	.629 (.39)	1.876			.693 (.47)	2.000
10,000-24,999	.521 (.39)	1.684			.811 (.44)	2.250
25,000-49,999	1.093 (.42)**	2.982			1.190 (.52)*	3.288
50,000-74,999	1.200 (.55)*	3.320			1.554 (.63)*	4.729
75,000-99,999	1.196 (.80)	3.307			.713 (.91)	2.039
100,000-249,999	1.983 (.46)**	7.268			2.337 (.54)**	10.347
250,000 +	3.407 (.66)**	30.185			1.680 (.97)*	5.366
Non-MSA County	.855 (.36)*	2.352			1.017 (.43)*	2.764
MSA County	.444 (.49)	1.559			.441 (.57)	1.555
State Police	2.817 (.45)**	16.735			1.879 (.62)**	6.544
<b>Region</b>						
Northeast <sup>b</sup>	.179 (.36)	1.196			-.093 (.42)	.911
Southeast	.578 (.40)	1.782			.411 (.46)	1.508
South	.550 (.42)	1.734			.268 (.50)	1.308
West	-.280 (.44)	.756			-.922 (.54)	.398
Southwest	.860 (.36)*	2.363			.490 (.42)	1.633
Border	.454 (.32)	1.575			.623 (.37)	1.864
Task force			.029 (.98)	1.029	-.436 (1.19)	.646
Special Unit or Personnel			1.628 (.39)**	5.094	1.631 (.43)**	5.111
Training			.710 (.27)**	2.034	.654 (.30)*	1.923
Protocol			.960 (.31)**	2.612	1.113 (.33)**	3.043
Prevalence Labor Trafficking (Foreign)			1.646 (.33)**	5.185	1.747 (.36)**	5.736
Prevalence Labor Trafficking (U.S.)			-.830 (.41)	.436	-.898 (.46)	.407
Prevalence Sex Trafficking (Foreign)			.897 (.41)*	2.453	.843 (.44)	2.323
Prevalence Sex Trafficking (U.S.)			.921 (.41)*	2.512	.904 (.43)*	2.469
Constant	-3.897 (.36)**	.020	-3.498 (.17)**	.030	-4.603 (.44)**	.010

\* = p<0.05, \*\* = p<.01; a. reference category is under 4,999 population; b. reference category is Midwest  
 Note: Questionnaire methodology is included in all models as a control variable

When all variables are combined in Model 3 we find that preparation and perceptions of the problem mediate the effects of both size and region. Those agencies serving the largest populations are still most likely to investigate a case of human trafficking, but the magnitude of the effect of size is reduced somewhat. The effects of region and being on a border state are also moderated when you control for whether or not an agency is prepared to investigate cases of human trafficking and perceives trafficking to be a problem in the local community. In the full model we find that having a specialized unit or personnel has the strongest relationship of all forms of preparation to successfully identifying and investigating a case of human trafficking.

Those agencies with specialized units or personnel are approximately 5 times more likely to identify and investigate a case than those agencies without such personnel. The effect of training and having a protocol, though significant is substantially lower.

Agency perceptions about the prevalence of trafficking in the local community also have different relationships to identification and investigation. Those agencies that perceived labor trafficking of non-U.S. citizens to be a widespread or likely problem were 5.7 times more likely to investigate a case than those agencies who did not perceive labor trafficking of non-U.S. citizens to be a problem in their local community. This finding speaks to the importance of increasing awareness and leadership from the Department of Justice and other professional policing organizations such as the International Association of Chiefs of Police to alert agencies to the potential for human trafficking victimization in their community. Those agencies who perceived labor trafficking of U.S. citizens to be a problem in the local community were actually less likely to identify a case of human trafficking than those agencies who did not perceive trafficking of U.S. citizens for labor to be a problem. Perceptions of the prevalence of sex trafficking (either foreign or domestic) had moderate effects on the likelihood of identifying or investigating a case of human trafficking.

In earlier bivariate analysis we found numerous differences between the experiences of agencies in the random sample and the experiences of those agencies that served medium to large populations. Because we collected survey data from all agencies that serve populations over 75,000 as a supplement to the random sample we were able to conduct specific analyses of these agencies' experiences. As with the random sample, we developed three models to test the relationship between agency size and location, preparation and perceptions and a combined model of all variables on agency identification and investigation of human trafficking cases. As illustrated in Table 2.24, we find differences in the size and location of agency for all medium to large agencies has a weaker relationship to whether or not an agency has investigated a case of human trafficking than was found in the random sample. Only the largest agencies (serving populations over 250,000) are more likely to investigate cases of human trafficking.

What we do find is that preparation and perception about the prevalence of the problem are critically important in determining why some medium to large agencies identify cases of human trafficking while others do not. While agency size, region and proximity to the border had only moderate explanatory effects on investigating cases of human trafficking in Model 1 (r-squared .11), in Model 2 we find preparation and perception have a much stronger relationship to having human trafficking investigations (r-squared .47). More specifically, agencies having a unit or personnel assigned to investigate cases of human trafficking are 2.7 times more likely to actually identify and investigate a case, even holding constant all differences in agency size and location. As we discussed earlier, there is a strong and growing body of research suggesting that specialized units are essential to the proper identification and investigation of human trafficking cases. The multivariate analysis confirms the independent and important effects of having training and clear policies on human trafficking identification and response. Controlling for other factors, training increases the odds of identifying a case 2.3 times and having a protocol increases the odds of identifying and investigating cases of human trafficking approximately 3.1 times. A key distinction between agencies who identify human trafficking and those who do not may then be whether frontline officers have received training or guidance in the form of policies that direct them on how to respond to such situations.

**Table 2.24: Logistic Regression for Having Investigated a Case of Human Trafficking (Medium to Large Agency Sample, n=392)**

	Model 1: Size, Region r-sq=.11		Model 2: Preparation r-sq=.47		Model 3: Full Model r-sq=.50	
	B/(SE)	Odds Ratio	B/(SE)	Odds Ratio	B/(SE)	Odds Ratio
<b>Population Size</b>						
100,000-249,999	.342 (.33)	1.407			.857 (.44)	2.357
250,000 +	1.531 (.37)**	4.623			.362 (.61)	1.436
Non-MSA County	.311 (.47)	1.365			1.078 (.62)	2.940
MSA County	-.278 (.49)	.758			-.071 (.72)	.931
<b>Region</b>						
Northeast <sup>b</sup>	-.4351 (.49)	.650			-1.336 (.68)*	.263
Southeast	.327 (.41)	1.387			-.815 (.61)	.442
South	.475 (.58)	1.608			-.730 (.80)	.482
West	.210 (.44)	1.234			-.918 (.62)	.399
Southwest	.211 (.42)	1.235			-.556 (.54)	.569
Border	.203 (.40)	1.225			.269 (.56)	1.309
Task force			.479 (.75)	1.615	.434 (.84)	1.544
Special Unit			1.026 (.53)*	2.790	1.188 (.60)*	3.281
Training			.791 (.36)*	2.270	1.087(.39)**	2.965
Protocol			1.140 (.48)**	3.127	.960 (.51)*	2.611
Prevalence Labor Trafficking (Foreign)			.964 (.45)*	2.622	1.009 (.46)*	2.743
Prevalence Labor Trafficking (U.S.)			-.090 (.66)	.914	-.183 (.69)	.883
Prevalence Sex Trafficking (Foreign)			1.740 (.41)**	5.699	1.784 (.44)**	5.953
Prevalence Sex Trafficking (U.S.)			.064 (.48)	1.067	.075 (.51)	1.078
Constant	-1.692 (.42)**		-1.993 (.41)**		-1.663 (.61)**	

\* = p<0.05, \*\* = p<.01; a. reference category is under 4,999 population; b. reference category is Midwest  
Note: Questionnaire methodology included in all models as control variable

The effect of perception of the problem is also quite different when we look just at the experiences of medium to large agencies. As with the random sample, those agencies that perceived labor trafficking of non-U.S. citizens to be a widespread or likely problem were more likely (2.6 times the odds) to investigate a case than those agencies who did not perceive labor trafficking of non-U.S. citizens to be a problem in their local community. Perceptions about the prevalence of sex trafficking of non-U.S. citizens, however, had a much stronger relationship to identification and investigation for medium to large cities than was observed in the random sample. Agencies that perceive sex trafficking of non-U.S. citizens to be widespread or likely are 5.7 times more likely to investigate a case of human trafficking than those medium to large agencies that though sex trafficking of non-U.S. citizens was not prevalent in their community.

These effects are enhanced when all variables are combined in Model 3. For medium to large agencies, preparation and perceptions of the problem is overwhelming correlated with identifying and investigating a case of human trafficking and the effects of populations size, region and border location are reduced to non-significant levels. It is no coincidence that

agencies who are prepared to investigate human trafficking cases and perceive trafficking to be a problem in their community are most likely to actually identify and investigate cases of human trafficking. What is most surprising about these findings is the magnitude of the effect of preparation and perception on identifying human trafficking, particularly compared to population size, region or proximity to the border, characteristics thought to put communities at greater risk for human trafficking.

### **C. Conclusions from the National Survey**

The following general conclusions can be drawn from the National Law Enforcement Human Trafficking Survey.

#### **Law enforcement perceptions of human trafficking problems in their local community:**

- Generally local law enforcement officials perceive human trafficking as non-existent in their local communities. There is little difference in perceptions of sex trafficking versus labor trafficking among local law enforcement - both types are perceived as non-existent or rare.
- Agencies serving larger communities (over 75,000 population) are more likely to identify human trafficking, particularly sex trafficking as a more pervasive problem. 20.3 percent of these agencies indicated sex trafficking involving international victims was widespread or occasional and 17.2 percent indicated sex trafficking involving domestic victims was widespread or occasional in their community.

#### **Preparation to identify and investigate human trafficking:**

- Preparation to identify and investigate human trafficking is minimal. Approximately 18 percent of local, country or state law enforcement agencies nationwide have had some type of human trafficking training, 9 percent have a protocol or policy on human trafficking and only 4 percent have designated specialized units or personnel to investigate these cases.
- Medium to large agencies serving populations over 75,000 are more equipped to identify and investigate cases of human trafficking. Approximately 39 percent of medium to large agencies have adopted training, 13 percent have a policy or protocol and 16 percent have designated specialized units or personnel to investigate human trafficking.

#### **Identification and investigation of human trafficking cases:**

- Approximately 6.7 percent of the law enforcement agencies in the random sample have investigated a case of human trafficking. Agencies that serve larger populations are much more likely to have investigated a case of human trafficking than smaller agencies, but cases were identified from law enforcement in all sizes of communities.
- Based on the findings from the random sample, we estimate that approximately 907 law enforcement agencies in the U.S. would have investigated at least one case of human trafficking.

- Of those agencies that responded to the random sample 43 states indicate having at least one law enforcement agencies that has investigated a case of human trafficking. The highest proportion of agencies indicating they had investigated cases of human trafficking were from Arizona (50 percent) Florida (26.5 percent), California (26.5 percent) and Vermont (24.6 percent).
- Agencies that have identified cases of human trafficking report pro-active investigative strategies (such as gathering information on human trafficking during the course of other investigations) is most likely to assist in the identification and investigation of human trafficking incidents.
- Agencies may not control the size or location of their community, but they do control the most significant predictors of identifying a case of human trafficking – the degree to which they are prepared to investigate cases of human trafficking and perceive it as a problem in their local community.

## SECTION III

### CHARACTERISTICS OF HUMAN TRAFFICKING CASES IDENTIFIED BY LAW ENFORCEMENT: NATIONAL SURVEY, PART 2

In the previous section we examined agency perceptions of the problem of human trafficking in their local community, the types of steps they had taken to prepare to identify and investigate cases of human trafficking and the number of agencies who had investigated a case of human trafficking. In this section we examine in more depth the experiences of those agencies who have investigated at least one case of human trafficking between 2000 and 2006.

If an agency reported investigating a case of human trafficking on the first questionnaire they were then asked to complete a more detailed follow-up survey (Questionnaire 2). The second, more detailed questionnaire was completed by the person within the department who had the most experience investigating cases of human trafficking. Questionnaire 2 gathered detailed information about:

- The number and type of human trafficking cases investigated over time;
- The characteristics of human trafficking victims and perpetrators,
- Strategies for identifying and responding to cases of human trafficking, and
- Challenges of identifying and investigating human trafficking cases.

A copy of Questionnaire 2 and all relevant survey materials (e.g. survey instructions, glossary) can be found in Appendix B.

Of the 180 agencies that indicated they had investigated a case of human trafficking on Questionnaire 1, 118 (65 percent) completed Questionnaire 2.<sup>18</sup> All agencies who indicated investigating a case of human trafficking on Questionnaire 1 who did not complete Questionnaire 2 were subsequently contacted and encouraged to complete Questionnaire 2. Contact was made with all 180 agencies; however, some agencies indicated that they did not have time or easy access to the records necessary to complete Questionnaire 2. A smaller number of agencies were reluctant to complete the more comprehensive survey, in some cases indicating that they were unwilling or unable to provide detailed information about the nature of either past or ongoing human trafficking investigations.

#### **A. Number and Characteristics of Human Trafficking Investigations**

##### ***1. Number of Investigations***

As with Questionnaire 1, all agencies were provided a definition of human trafficking at the outset of the questionnaire.

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<sup>18</sup> A total of 118 agencies completed Questionnaire 2 out of a total of 180 agencies from any survey group who indicated on Questionnaire 1 that they had investigated a case of human trafficking. The responses for each of our original survey samples include 65 out of a total of 107 agencies completed Questionnaire 2 for all random sample agencies, for a 61 percent response rate; 73 out of a total of 99 agencies completed Questionnaire for the medium to large agency sample and supplement for a 74 percent response rate); and 25 out of a total of 28 task force agencies completed Questionnaire 2 for a 89 percent response rate. A reminder, since the three sample groups are nested some agencies are included in multiple categories.

**Human Trafficking** – The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes; (1) labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or (2) a commercial sex act through the use of force, fraud, or coercion; or (3) if the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved. *Note: These definitions do not require that victims be physically transported from one location to another.*

Agencies answering Questionnaire 2 were asked to indicate “*Approximately how many total human trafficking cases has your agency investigated since 2000? (Investigation can include collecting evidence, interviewing witnesses, writing reports, and following up on leads. In addition, cases may include more than one suspect or victim).*” Agencies were asked to separately provide the total number of cases that involved human trafficking for each year (2000 - 2006). All of our 118 responding agencies answered this question, though not every agency investigated a human trafficking case each year. Table 3.1 provides the breakdown of total investigations per agency by year.

**Table 3.1: Total Number of Human Trafficking Investigations, 2000-2006**

Year	Number of investigations	Agencies indicating at least 1 investigation in specified year	Average number of investigations per agency	SD	Min	Max
2000	175	54	3	11.77	1	70
2001	272	54	5	18.68	1	122
2002	271	53	5	18.46	1	119
2003	212	58	4	10.69	1	50
2004	263	67	4	10.91	1	53
2005	454	80	6	13.22	1	76
2006	750	97	8	23.21	1	200
Total	2,397	117 <sup>19</sup>	5			

As noted above human trafficking investigations are complex and identifying cases is difficult, given that, it is encouraging that the number of human trafficking investigations has substantially increased since 2000. For law enforcement agencies responding to the national survey the number of human trafficking investigations reported rose dramatically each year from 175 in 2000 to 750 in 2006. Of the agencies who indicated having investigated at least 1 case of human trafficking during this time period, 54 agencies reported having investigated at least one case of human trafficking in 2000. By 2006 that number increased to 97 agencies. Additionally, the average number of cases investigated by each agency more than doubled from

<sup>19</sup> A total of 118 agencies surveyed here investigated at least one case of human trafficking between 2000 and 2006, however, 1 agency did not break out the individual years in which the cases were investigated. Additionally, not all agencies investigated a case each year. As a result the total reported here does not represent the sum of agencies who conducted investigation in each year.

3 cases in 2000 to 8 cases in 2006. It is important to note that the number of separate human trafficking investigations reported by agencies varies significantly. For example, in 2006 some agencies reported having investigated only a single case of trafficking while one agency reported investigating as many as 200 cases for that year.

Table 3.2 breaks down the percentage of agencies that reported investigating either 0 cases of human trafficking, 1 case of human trafficking, between 2 and 4 cases of human trafficking, between 5 and 9 cases of human trafficking, and more than 10 cases of human trafficking for each year. Again, with each year that passes agencies indicate investigating proportionately more cases of human trafficking. Another interesting finding is that once an agency conducts a human trafficking investigation they are likely to initiate others in future years. If we remove those agencies that had their only human trafficking investigations in 2006 we find 73.7 percent of those agencies who previously conducted an investigation initiated at least one additional investigation in 2006.

**Table 3.2: Distribution of Investigations Per Year, 2000-2006**

	Investigations per year					Total
	0	1	2-4	5-9	10+	
2000	64.8%	14.8%	11.1%	3.7%	5.6%	100%
2001	64.8%	13.0%	11.1%	3.7%	7.4%	100%
2002	66.0%	9.4%	13.2%	3.8%	7.5%	100%
2003	60.3%	13.8%	12.1%	5.2%	8.6%	100%
2004	50.7%	13.4%	20.9%	6.0%	9.0%	100%
2005	35.0%	22.5%	22.5%	6.3%	13.8%	100%
2006	15.5%	33.0%	25.8%	14.4%	11.3%	100%

As we noted in the prior analyses, agencies serving very large populations were more likely than agencies serving smaller populations to report having investigated at least one case of human trafficking with municipal agencies serving populations of 250,000 reporting an average of 46 investigations per agency across the 7 years (Table 3.3). This reflects that on average the largest police agencies initiate approximately 6.6 investigations each year.

**Table 3.3: Number of Agencies with Cases by Population**

Population Size	Number of agencies indicating at least 1 investigation	Average Number of Cases Per Agency	SD	Min	Max
4,999 and below	10	2	1.32	1	5
5,000-9,999	7	4	6.36	1	17.5
10,000-24,999	5	1	0.00	1	1
25,000-49,999	5	15	23.98	1	57
50,000-74,999	4	4	6.00	1	13
75,000-99,999	12	4	5.47	1	21
100,000-249,999	22	13	48.27	1	229
250,000 and above	29	<b>46</b>	102.45	1	468
Non-MSA County	8	4	4.34	1	14
MSA County	7	15	16.05	1	45
State Police	8	<b>55</b>	120.14	2	350
<b>Total</b>	<b>117</b>	<b>21</b>	<b>65.11</b>	<b>1</b>	<b>468</b>

This finding corresponds with earlier findings that law enforcement agencies serving medium to large populations were more likely to perceive human trafficking as a problem in their community and also were more likely to investigate at least 1 case of human trafficking. Interestingly, while the State Police only made up 8 agencies that reported investigating a case of human trafficking, they investigated an average of 55 cases per State Police agency.<sup>20</sup> This may reflect jurisdictions where the State Police are active participants in human trafficking task forces or where agency leadership has prioritized human trafficking cases.

Table 3.4 displays the number of agencies reporting at least one case of human trafficking broken out by region. Agencies in the West average the most cases per agency (38) followed by agencies from the Southwest and the Northwest (26).<sup>21</sup>

<sup>20</sup> Several State Police agencies reported investigating an unusually high numbers of cases. For example, one agency reported investigating a total of 350 cases of human trafficking since 2000.

<sup>21</sup> A total of 468 cases originated out of San Francisco, California between 2000 and 2006, 350 cases originated out of Idaho, and 276 cases were reported out of Boston, Massachusetts during the same time period.

**Table 3.4: Number of Agencies with Cases by Region**

Region	Number of agencies reporting at least 1 investigation	Average Number of Cases Per Agency	SD	Min	Max
Northeast	15	26	70.38	1	276
Midwest	20	14	45.73	1	207
Southeast	22	11	16.68	1	57
South	11	5	6.23	1	21
West	14	38	93.32	1	350
Southwest	35	26	86.09	1	468
Total	117	20	65.11	1	468

## 2. Types of Human Trafficking Investigations

To determine what kinds of cases agencies are investigating respondents were asked *“Since 2000 how many of each type of trafficking case listed below has your agency investigated?”* Respondents were provided with list a human trafficking case types divided between labor trafficking and sex trafficking and asked to indicate how many times they investigated cases involving each type of trafficking. Respondents could choose “never” “1 case” “2 cases” or “3 or more cases”. Because most agencies investigated more than one human trafficking case between 2000 and 2006 we have divided the types of cases into three categories 1) agencies that have only investigated sex trafficking cases (36 percent), 2) agencies that have only investigated labor trafficking cases (34 percent) and 3) agencies that have investigated both labor trafficking and sex trafficking cases (30 percent) (Table 3.5).

**Table 3.5: Distribution of Human Trafficking Investigation Types**

	Number of agencies	% of agencies investigating each type
Only sex trafficking	40	36%
Only labor trafficking	37	34%
Sex and labor trafficking	33	30%
Total	110	100%

Somewhat surprisingly, the types of cases investigated are distributed fairly equally among the three categories. The proportion of agencies who investigated only one type of trafficking (either sex or labor) is nearly equivalent.<sup>22</sup> Additionally, one third of all agencies who reported investigating a case of human trafficking have investigated at least one case involving both labor and sex trafficking. This table indicates that 70 percent of all agencies that have investigated a case of human trafficking have only investigated one type of case.<sup>23</sup> There are two potential explanations for this phenomenon: first, it may be the case that individual jurisdictions

<sup>22</sup> The total number of agencies reporting is not based on a random sample; therefore, these findings are designed to describe characteristics of the types of cases rather than draw reliable conclusions about law enforcement responses to human trafficking nationally.

<sup>23</sup> Of those agencies that investigated only one type of trafficking 45 percent (18 agencies that investigated only sex trafficking and 17 agencies that investigated only labor trafficking) had only 1 case between 2000-2006.

have only one type of human trafficking occurring in their jurisdiction or second, that there is a certain amount of specialization in agencies that have investigated human trafficking cases and that agencies focus in the area they have experience in.

Table 3.6 provides a breakdown of the number of investigations conducted by agencies for various types of labor and sex trafficking cases. The overwhelming majority of the sex trafficking cases are forced prostitution. Nearly 75 percent of agencies who investigated a sex trafficking case indicated they investigated a case of forced prostitution. We do not find a similar concentration of offenses in a single category for agencies that investigated labor trafficking cases. A majority of responding agencies indicate investigating at least one case of bonded labor or debt bondage (35 percent) followed by restaurant work (26 percent).<sup>24</sup> Of those agencies that identified investigating multiple cases of a specific type, nearly 17 of agencies investigating bonded labor cases reported investigated 3 or more cases and 13 percent of agencies investigating commercial agriculture cases indicated they investigated 3 or more separate cases.<sup>25</sup>

**Table 3.6: Frequency of Different Types of Human Trafficking Investigations**

Types of Human Trafficking Cases	Number of Investigations				
	None	1 Case	2 Cases	3+ Cases	Total
<b>Labor Trafficking</b>					
Bonded labor/debt bondage	65.5%	<b>14.3%</b>	<b>3.6%</b>	<b>16.7%</b>	100%
Restaurant work	74.0%	11.7%	5.2%	9.1%	100%
Domestic servitude	75.9%	13.9%	5.1%	5.1%	100%
Commercial agriculture	76.3%	9.2%	1.3%	13.2%	100%
Construction sites	84.7%	11.1%	1.4%	2.8%	100%
Factory work/sweatshops	95.9%	2.7%	1.4%	0%	100%
Food processing	97.2%	1.4%	1.4%	0%	100%
Forced begging	98.6%	1.4%	0%	0%	100%
Custodial work	98.6%	1.4%	0%	0%	100%
Other	66.7%	16.7%	4.2%	12.5%	100%
<b>Sex Trafficking</b>					
Forced prostitution	25.3%	24.2%	10.5%	<b>40%</b>	100%
Forced escort services	75.3%	7.8%	2.6%	14.3%	100%
Forced stripping/dancing	79.7%	12.2%	0%	8.1%	100%
Servile marriage/mail-order bride	83.8%	9.5%	2.7%	4.1%	100%
Sex tourism and entertainment	86.3%	6.8%	1.4%	5.5%	100%
Pornography	86.7%	5.3%	1.3%	6.7%	100%

<sup>24</sup> 33 percent of agencies reported investigating other types of labor trafficking, including cases that involved forced drug dealing at the street level, looking for work and traffic offenses.

<sup>25</sup> Other types labor trafficking cases identified include auto repair services and massage parlors.

### 3. Length of Investigations

Publicly some concern has been raised by both victim services advocates and law enforcement about the length of time necessary to investigate a case of human trafficking. Respondents from the national survey were asked, *“What is the average time you spend investigating a human trafficking case?”* Categories of “less than 3 months,” “three to six months,” “7 to 12 months,” “more than 12 months,” and “unsure” were provided.<sup>26</sup> Of those agencies who reported investigating at least 1 human trafficking case, about half the agencies report the investigations take less than 3 months and half report that their investigations take more than 3 months. It is interesting to note that only 16.9 percent of the respondents indicated that their investigations took longer than 6 months (see Table 3.7).

**Table 3.7: Average Human Trafficking Investigation Length**

	Number of agencies reporting at least 1 investigation of human trafficking	
Less than 3 months	53	47.3%
3 to 6 months	31	27.7%
7 to 12 months	10	8.9%
More than 12 months	9	8.0%
Unsure	9	8.0%
<b>Total</b>	<b>112</b>	<b>100%</b>

When we look at the length of the investigation by the type of trafficking cases (Table 3.8) we find that sex trafficking cases take longer to investigate than labor trafficking cases. Fully 71 percent of the agencies reporting having only investigated labor trafficking cases report that their investigations take less than 3 months. For agencies that have only investigated sex trafficking cases 42.5 percent of those cases were concluded in less than 3 months.

**Table 3.8: Average Length of Investigation by Type of Trafficking**

Average Length of Investigation	Labor Trafficking Only	Sex Trafficking Only	Labor & Sex Trafficking
Less than 3 months	71.4%	42.5%	25%
3 to 6 months	17.1%	35%	31.3%
7 to 12 months	0%	10%	18.8%
More than 12 months	2.9%	10%	12.5%
Unsure	8.6%	2.5%	12.5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

These findings raise a number of questions about how and under what conditions local law enforcement concludes an investigation. It is quite possible that local law enforcement agencies consider their investigation of a case complete when they refer the case on to a federal agency such as the FBI or Department of Labor. If this is the case, it appears that local law enforcement agencies are involved as the primary investigating agency in sex trafficking case investigations longer than they are involved in labor trafficking case investigations.

<sup>26</sup> When the survey instrument was originally designed we anticipated that the number of cases investigated by most agencies would be very small. As a result we decided to adopt an “average case” model to gather information about the characteristics of investigations, victims and perpetrators.

#### 4. Human Trafficking Arrests

In addition to indicating the total number of cases investigated each year agencies were asked “*Approximately how many human trafficking related arrests have been made since 2000? Please indicate the total number of arrests for each year listed below.*” The number of agencies who indicated making arrests in human trafficking cases has increased steadily from 56 agencies in 2000 to 81 agencies in 2006. Additionally the average number of arrests per agencies has begun to rise, with agencies who indicated having a human trafficking investigation making an average of 4 human trafficking arrests by 2006. There are a number of potential explanations for these increases, including the adoption of new state laws providing more opportunities to make lawful arrests and law enforcement becoming more familiar and adept at identifying and apprehending perpetrators.

**Table 3.9: Number of Human Trafficking Arrests Per Year**

Year	Number of Arrests	Number of agencies reporting at least 1 arrest	Average number of arrests per agency per year	SD	Min	Max
2000	113	56	2	9.58	0	70
2001	60	54	1	5.51	0	40
2002	59	54	1	5.33	0	38
2003	53	56	1	2.77	0	16
2004	83	63	1	3.40	0	17
2005	176	75	2	5.47	0	34
2006	338	81	4	8.19	0	42

It appears that those agencies focused on sex trafficking may have made more arrests on average than those agencies focused on labor trafficking. Agencies that indicated only investigating cases of sex trafficking reporting making an average of 14 arrests between 2000 and 2006. Agencies that indicated they only investigated cases of labor trafficking reported an average of 6 arrests and agencies that reported investigating both types of human trafficking made an average of 18 arrests. The distribution of arrests varies widely across agencies, particularly for those agencies who have only investigated sex trafficking cases. More research may be necessary to understand what specific characteristics of cases makes certain types of cases more likely to result in arrest than others.

**Table 3.10: Total Number of Human Trafficking Arrests by Type of Human Trafficking Investigation - All Years Combined**

Type of Human Trafficking	Number of Arrests	Number of agencies reporting at least 1 arrest	Average number of arrest per agency	SD	Min.	Max.
Sex trafficking cases only	368	27	14	38.92	1	207
Labor trafficking cases only	122	21	6	8.27	1	35
Sex and labor trafficking cases	387	21	18	21.16	1	76

## B. Characteristics of Human Trafficking Victims and Perpetrators

All agencies who investigated cases of human trafficking were asked to provide information about the characteristics of victims and offenders identified by their agency. While many agencies investigated more than one case of human trafficking between 2000 and 2006 the following questions are designed to provide general information about the average characteristics of human trafficking victims or perpetrators that they have encountered.

### 1. Characteristics of Human Trafficking Victims

Agencies were asked *“What is the average age of most of the human trafficking victims identified within your community since 2000?”* On average, the human trafficking victims identified by law enforcement are young. Approximately 62 percent of all trafficking victims identified by law enforcement are younger than 25 (see Table 3.11).

**Table 3.11: Age of Trafficking Victims**

Average Age of Victim	Number of Agencies Reporting	Percentage of Victims by Age Group
Less than 18 years old	16	15.7%
18-24 years old	47	46.1%
25-29 years old	13	12.7%
30-39 years old	9	8.8%
40-50 years old	3	2.9%
Varies	14	13.7%
<b>Total</b>	<b>102</b>	<b>100</b>

When the average age of trafficking victims is compared for different types of trafficking investigations (labor trafficking only, sex trafficking only, and labor and sex trafficking) we find young victims continue to be the norm across all three types (see Table 3.13). However, victims of sex trafficking who are identified by the police are proportionately younger than other trafficking victims. Nearly 70 percent of the agencies who investigated only sex trafficking cases encountered victims who were, on average, under the age of 24 compared with 63 percent of labor/sex trafficking cases, and 51 percent of labor only cases. A large proportion of the agencies who investigated only sex trafficking cases identified very young victims (31 percent were under 18 years old).

**Table 3.12: Age of Trafficking Victims by Type of Trafficking**

Age of Victims	% of Victims by Labor Trafficking	% of Victims by Sex Trafficking	% of Victims by Labor & Sex Trafficking
Less than 18	0	30.6%	11.1%
18-24 years old	51.5%	38.9%	51.9%
25-29 years old	15.5%	2.8%	22.2%
30-39 years old	12.1%	11.1%	3.7%
40-50 years old	3%	2.8%	3.7%
More than 50	0%	0%	0%
Varies	18.2%	13.9%	7.4%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Conversely, none of the agencies that reported investigating labor trafficking only cases reported encountering victims under the age of 18.

Respondents were also asked to provide information on the gender of human trafficking victims. They were asked *“Approximately what percentage of juvenile (under 18 years of age) human trafficking victims identified within your community since 2000 were male or female?”* and *“Approximately what percentage of adult human trafficking victims identified within your community since 2000 were male or female?”* The vast majority of human trafficking victims identified in this study were female (70.8 percent of all victims identified by these law enforcement agencies). This percentage becomes even higher when we consider differences between juvenile (under 18 years old) and adult victims. Nearly 78 percent of juvenile victims identified by law enforcement were female. Looking at the aggregate proportion of victims who are male or female may obscure gender differences that exist for different types of human trafficking. Table 3.14 illustrates that the proportion of victims who are male or female differs dramatically depending on the type of trafficking identified. The victims identified by agencies who only investigated sex trafficking cases were almost all female (94 percent women for juveniles and 98 percent women for adults). Agencies who only investigated cases of labor trafficking were more likely to encounter male victims (68 percent of juvenile victims are male, 62 percent of adult victims are male).

**Table 3.13: Gender of Trafficking Victim by Type of Investigation**

<b>Gender of Trafficking Victims</b>	<b>Labor Trafficking</b>	<b>Sex Trafficking</b>	<b>Labor &amp; Sex Trafficking</b>
<i>Juvenile</i>			
Male	68%	6%	11%
Female	32%	94%	89%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<i>Adult</i>			
Male	62%	2%	19%
Female	38%	98%	81%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Respondents were additionally asked to identify *“Of all the human trafficking cases that you have worked on since 2000, which of the following countries listed below have victims of human trafficking originated from? (check all that apply).”* Table 3.14 provides a breakdown of countries that human trafficking victims are known to originate from. A majority of law enforcement agencies reported that trafficking victims they encountered came from Mexico (60 agencies) followed by the United States (37 agencies) and China (26 agencies). The high number of agencies reporting victims from the United States indicates a continued need to recognize the existence of domestic as well as transnational human trafficking cases.

**Table 3.14: Victim County of Origin**

	Number of Agencies
Mexico	60
United States	37
China	26
Korea (South)	19
Thailand	14
Vietnam	11
Russia	9
Columbia	8
Ukraine	6
Philippines	5
Malaysia	3
Nigeria	2
India	1
Peru	1
Other	25

Other countries include Guatemala (7), El Salvador (5), Honduras (4), Brazil (2), and Nicaragua (2). The county of origin for non-U.S. citizen victims identified by law enforcement during the survey period was very similar to those certified as victims of severe forms of human trafficking by Health and Human Services. For example, of the 234 foreign victims of human trafficking certified in 2006, the primary sources of victims were El Salvador (62), Mexico (47), Republic of Korea (20), and Honduras (17) (U.S. Department of State, 2007). In 2005, the highest proportion of certified victim originated from Korea, Thailand, Peru and Mexico.

## 2. Characteristics of Human Trafficking Perpetrators

In addition to providing information about the characteristics of human trafficking victims, agencies were asked to identify some basic characteristics of human trafficking perpetrators. Survey responses indicate that the perpetrators of human trafficking who have been identified by local law enforcement have very different characteristics than victims of human trafficking. Overwhelmingly, offenders are older and more likely to be male.

Agencies were asked *“What is the average age of perpetrators of human trafficking who have been arrested since 2000?”* The largest groups of the perpetrators that are identified by law enforcement are in their thirties (28.9 percent). As illustrated in Table 3.15, law enforcement rarely identified perpetrators under the age of 24 (11 percent), whereas 62 percent of the trafficking victims identified by law enforcement were less than 24 years old.

**Table 3.15: Age of Human Trafficking Perpetrators**

Average Age of Perpetrator	Number of Agencies	Percentage of Perpetrators by Age Group
Less than 18 years old	0	0%
18-24 years old	9	10.8%
25-29 years old	18	21.7%
30-39 years old	24	28.9%
40-50 years old	19	22.9%
More than 50	2	2.4%
Varies	11	13.3%
<b>Total</b>	<b>83</b>	<b>100%</b>

Table 3.16 provides a breakdown of the age of trafficking perpetrators by different types of trafficking investigate by law enforcement. Perpetrators in cases of both labor and sex trafficking are typically between the ages of 30 and 50 (53 percent of perpetrators in labor cases and 58 percent of perpetrators in sex trafficking cases) Law enforcement identified no perpetrators under the age of 18 for any type of trafficking, potentially calling into question the assumption that gang affiliated juveniles are heavily involved in the trafficking of women.

**Table 3.16: Age of Perpetrators by Type of Trafficking**

Age of Perpetrators	% of Perpetrators by Labor Trafficking	% of Perpetrators by Sex Trafficking	% of Perpetrators by Labor & Sex Trafficking
Less than 18	0%	0%	0%
18-24 years old	10%	16.1%	0%
25-29 years old	23.3%	12.9%	33.3%
30-39 years old	26.7%	32.3%	28.6%
40-50 years old	26.7%	25.8%	14.3%
More than 50	3.3%	3.2%	0%
Varies	10%	9.7%	23.8%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Agencies were also asked to identify *“Approximately what percentage of perpetrators of human trafficking who have been arrested since 2000 were male or female?”* Overall perpetrators identified by law enforcement were much more likely to be male (70 percent). As we found with victims, there are some noticeable differences in the gender of perpetrators for different types of human trafficking. As table 3.17 illustrates, the majority of perpetrators identified by agencies that only investigated labor trafficking cases were male (85 percent). For those agencies that only investigated cases of sex trafficking, perpetrators were still predominately male (63 percent), but females were much more involved in the perpetration of these crimes (37 percent).

**Table 3.17: Gender of Trafficking Perpetrators by Type of Human Trafficking Investigated**

Gender of Trafficking Perpetrators	Labor Trafficking	Sex Trafficking	Labor & Sex Trafficking
Male	85%	63%	72%
Female	15%	37%	28%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Perpetrators of human trafficking who are identified by law enforcement originated from a number of different counties (see Table 3.18). The majority of law enforcement agencies report that perpetrators originate from the same countries as trafficking victims (56 agencies indicate identifying perpetrators from Mexico and 41 agencies identified perpetrators from the United States). In fact the top 10 “countries of origin” are the same for both victims and perpetrators identified by local law enforcement.

**Table 3.18: Country of Origin of Human Trafficking Perpetrators**

Perpetrator County of Origin	Number Agencies Reporting
Mexico	56
United States	41
China	22
Korea (South)	16
Russia	11
Philippines	5
Thailand	5
Ukraine	5
Vietnam	5
Columbia	4
India	1
Malaysia	1
Nigeria	1
Peru	1
Other	22

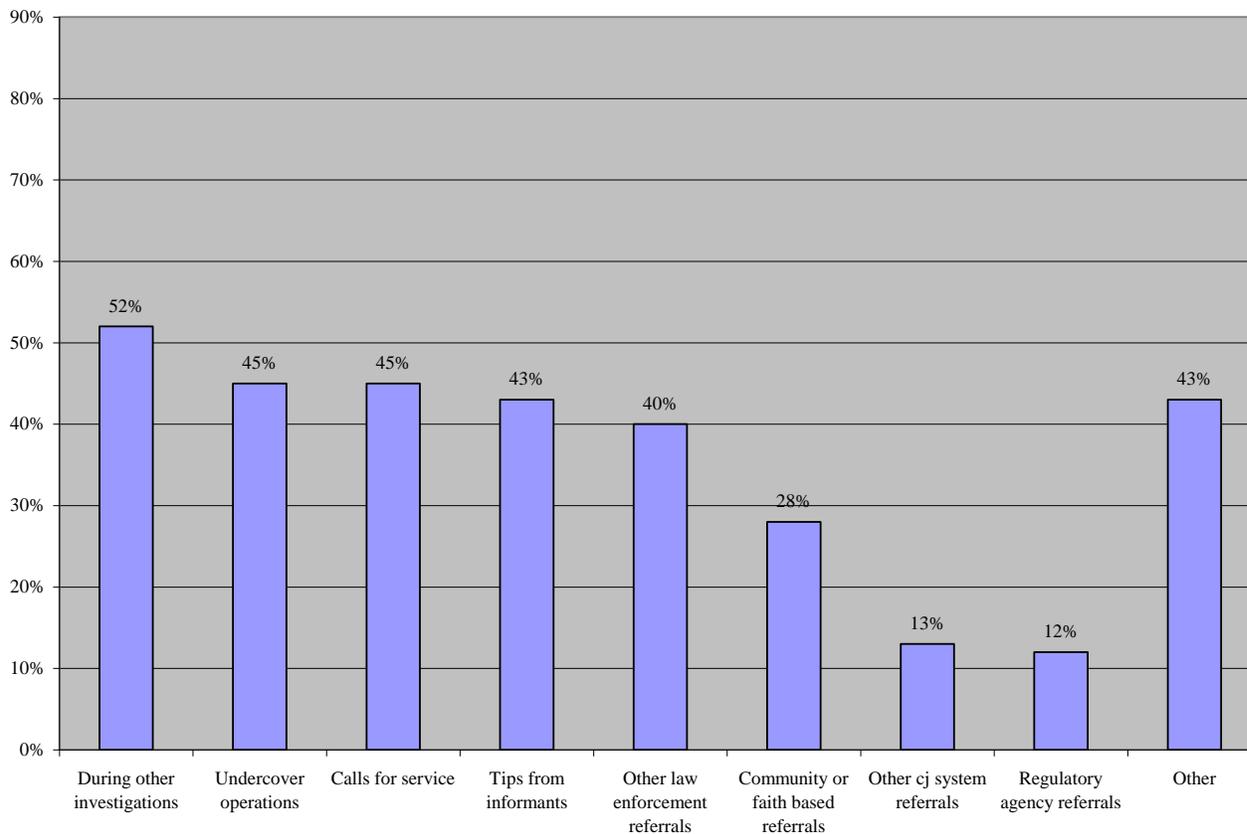
Law enforcement also listed a few additional countries where perpetrators of human trafficking originate from. These countries include El Salvador (6 agencies), Guatemala (6 agencies), and Honduras (4 agencies).

### C. Strategies for Identifying and Responding to Cases of Human Trafficking

#### 1. Ways Human Trafficking First Comes to the Attention of Law Enforcement

There are numerous ways that human trafficking can be brought to the attention of law enforcement. The agencies answering Questionnaire 2 are in a particularly unique position to provide information on those strategies that may bring victims to the attention of law enforcement since they have actually identified and investigated at least one and often numerous human trafficking cases. Agencies were asked to indicate *“In general how frequently does each of the following events bring human trafficking cases to the attention of your agency?”* Respondents could answer “frequently” “occasionally” “seldom” “never” or “unsure.” Figure 3.1 illustrates that when you combine frequently and occasionally law enforcement most often learns about cases of trafficking (52 percent) during the course of other investigations (e.g. drug raids, calls for domestic violence). Cases are also most frequently brought to the attention of law enforcement by calls for service and undercover operations (both 45 percent). Of particular note, only 11.5 percent of agencies responded that they learned about trafficking cases from regulatory agencies such as health inspectors or the Department of Labor. In a number of jurisdictions with federally funded task forces, local regulatory agencies have been trained on the different types of human trafficking indicators, so they know what to look for and could potentially identify cases of human trafficking. These agencies often have an advantage over law enforcement in that they have access to private locations that are restricted from law enforcement. Our findings reveal that to date, this strategy has either not yet been put into place, or if it has, it has not yet yielded many successful cases of human trafficking. Agencies indicated a number of other events that have brought human trafficking cases to their attention including routine traffic stops and referrals from state social service agencies.

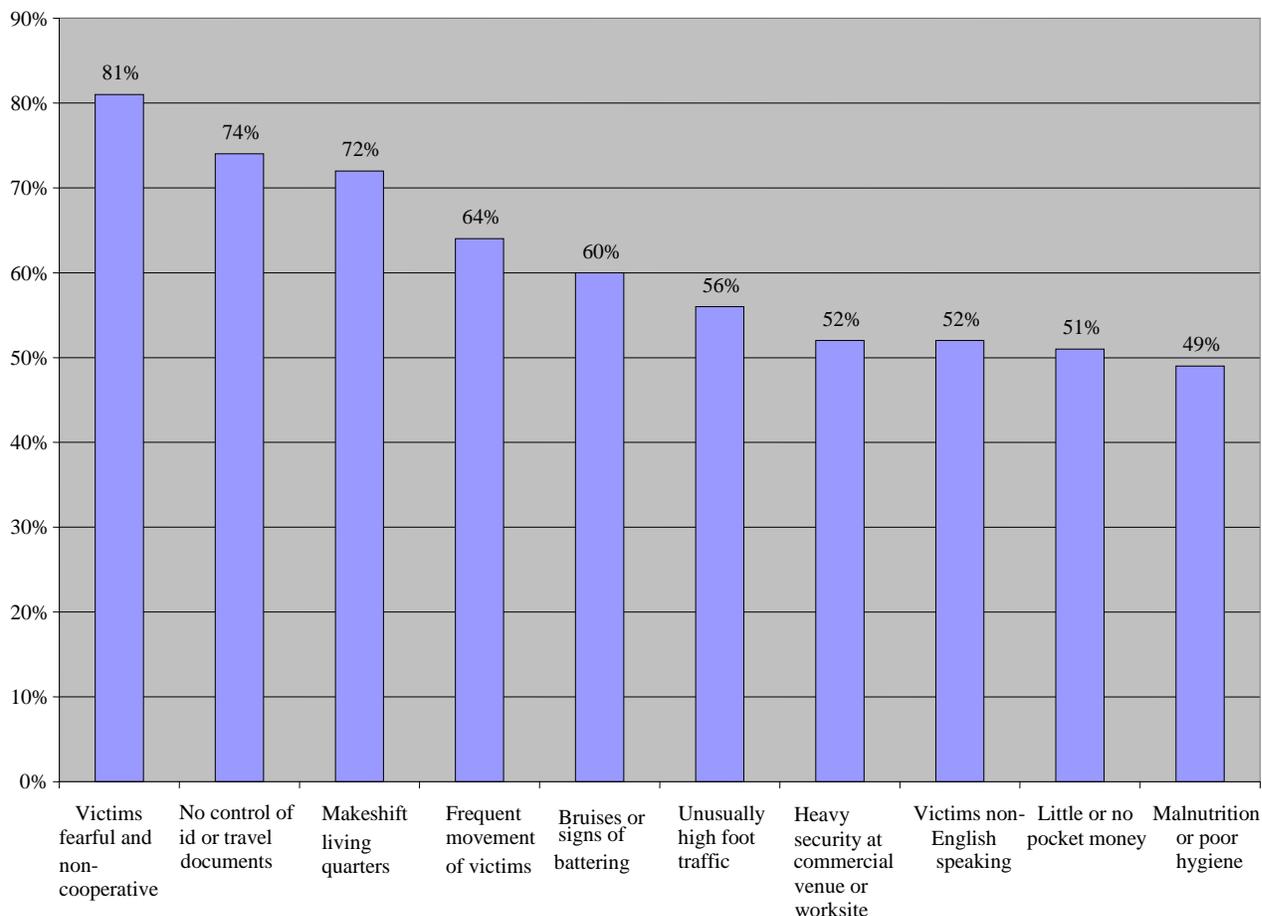
**Figure 3.1: How Human Trafficking Comes to the Attention of Law Enforcement**



## 2. Indicators of Human Trafficking

Respondents were also asked *“In general, how important is each of the following as indicators of human trafficking in your investigations?”* Various indicators of human trafficking were listed, and respondents could answer *“very important” “important” “somewhat important” “not important” or “unsure.”* Figure 3.2 illustrates that when you combine very important and important, 81 percent of responding agencies indicated that they weighed the importance of a case based on the victim’s appearance, particularly whether the victim appeared fearful and non-cooperative. Another very important indicator of human trafficking involved cases where the victims had no control over their identity or travel documents (74 percent). Law enforcement was least likely to report malnutrition or poor personal hygiene as an indicator of human trafficking (49 percent). It is important to note that having victims who appeared fearful and non-cooperative was the most important indicators of human trafficking identified by agencies experienced in investigating these cases. Ironically, the very factor that we know might dissuade law enforcement officials from working with a victim - non-cooperation – is actually one of the most important indicators of trafficking. This is factor that should be addressed in future law enforcement training on human trafficking identification.

**Figure 3.2: Indicators of Human Trafficking**



### 3. Other Crimes Associated with Human Trafficking

Agencies were asked *“Do you find that human trafficking is associated with other crimes? If yes check all that apply.”* Respondents confirmed that human trafficking cases identified by their agencies are often associated with other crimes, and nearly 92% of law enforcement agencies reported a connection between trafficking and an additional crime in the course of their investigation. Agencies were given the option to indicate which crimes human trafficking was most often associated with. Law enforcement agencies indicated that human trafficking was most often associated with the crime of prostitution (77 agencies) followed by drug trafficking (63 agencies). Agencies also reported trafficking cases were often associated with false identification (54 agencies), money laundering (47 agencies), and organized crime (43 agencies) (see Table 3.19). It is interesting to note that the top 5 crimes listed by law enforcements agencies as associated with human trafficking are all crimes associated with ongoing criminal networks.

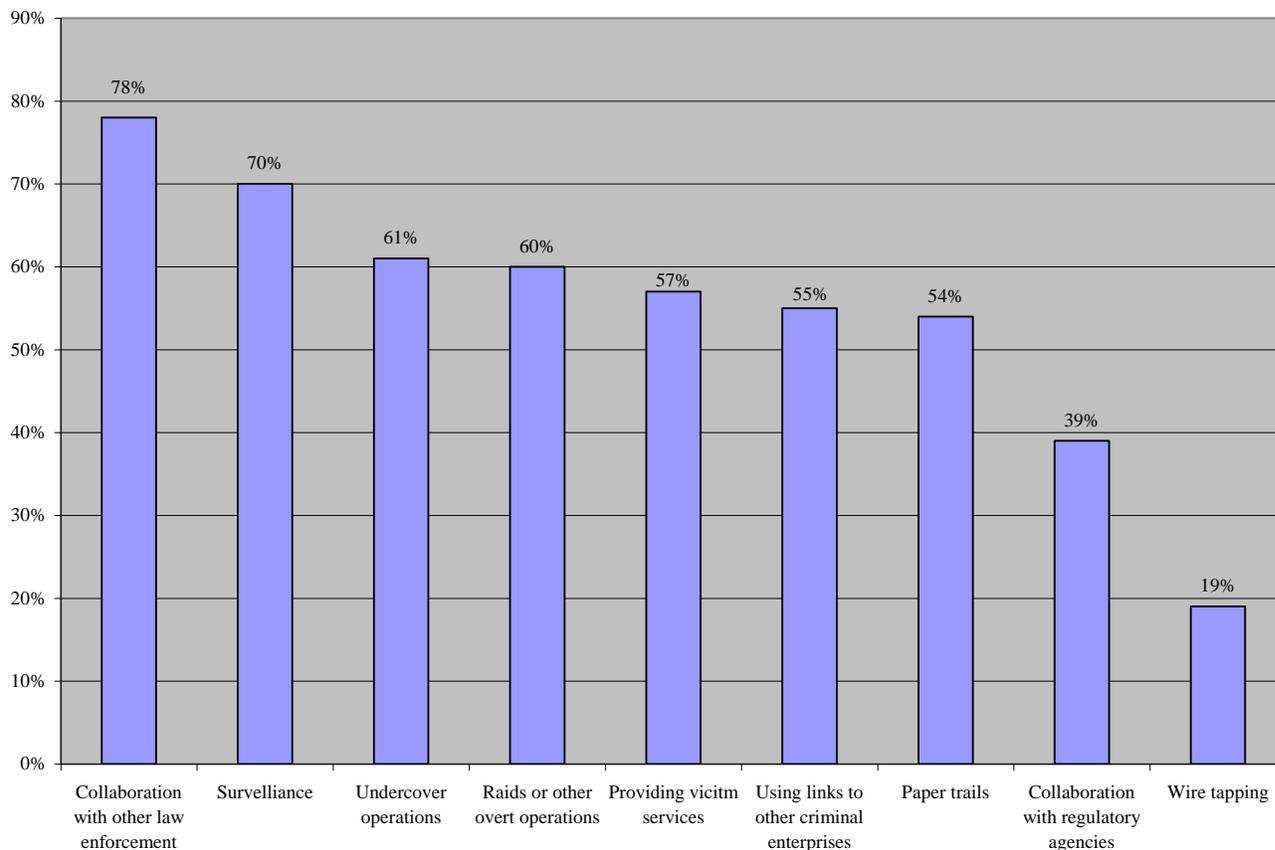
**Table 3.19: Other Crimes Associated with Human Trafficking**

Other Crimes	Number of Agencies
Prostitution	77
Drug trafficking	63
False identification	54
Money Laundering	47
Organized crime	43
Tax evasion	37
Conspiracy	34
Gangs	29
Pornography	27
Computer-assisted crimes	15
Corruption	14
Arms dealing	13
Terrorism	8
Organ trafficking	2
Other	17

#### **4. Potential Investigative Responses**

Various investigative responses are utilized by law enforcement when attempting to build human trafficking cases. Agencies were asked to indicate *“How frequently is each of the following investigative responses used to build human trafficking cases in the community that you serve?”* Respondents could answer “frequently” “occasionally” “seldom” “never” or “unsure.” Figure 3.3 illustrates that when “frequently” and “occasionally” are combined, the most common investigative responses used by law enforcement to build cases are collaboration with other law enforcement agencies (78 percent) followed by the use of surveillance (70 percent), undercover operations (61 percent), and raids (60 percent). These activities are commonly used by local law enforcement to establish cases against criminal networks. It is interesting to note that the next most frequent investigative response used by law enforcement to build cases involves providing victim support services (57 percent). This strategy, in contrast to the more traditional law enforcement approaches would involve building relationships with potential victims who might then self-identify or help identify other victims.

**Figure 3.3: Potential Investigative Responses**



## D. Trafficking Charges and Prosecution

### 1. Federal and State Charges Brought Against Perpetrators of Human Trafficking

Table 3.20 provides a breakdown of the different types of federal and state charges that agencies report bringing between 2000 and 2006. Respondents were given the option to check more than one answer, so some agencies may have indicated filing multiple charges. Since 2000 more than half (approximately 53 percent) of agencies who investigated cases of human trafficking have brought any formal charges against individuals involved in human trafficking. Thirty two percent of agencies reported filing federal charges (38 of 118 agencies). Of those agencies that reported filing federal charges, 61 percent (23 agencies) prosecuted cases under federal TVPA statutes. While the proportion of agencies bringing federal charges may seem low, as we describe later in the analysis, agencies associated with federally funded human trafficking task forces were more than twice as likely to file federal charges when compared to other agencies. Forty eight agencies (41 percent) brought state charges in cases involving human trafficking.

Of those agencies who reported bringing state charges a majority (31 out of the 48 who brought any state charges) reported bringing charges for prostitution violations. Other states offense included kidnapping, rape, assault and state-level human trafficking charges.

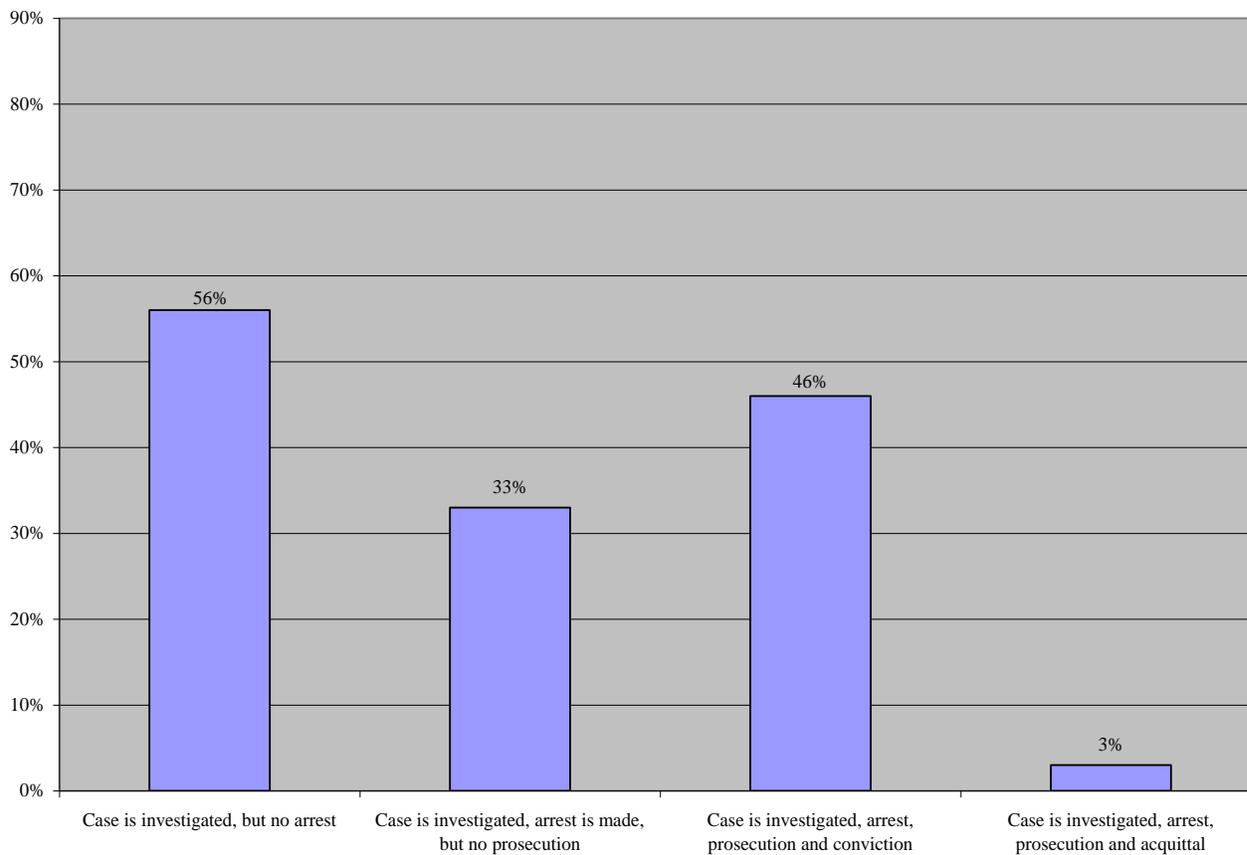
**Table 3.20: Federal and State Charges Brought Against Perpetrators of Human Trafficking**

<b>Federal Charges</b>	<b>Number of Agencies Reporting</b>
Human trafficking violations (TVPA)	23
Immigration offenses	19
Mann Act violations	11
Money laundering	7
Racketeering violations (RICO)	6
Fraudulent document offenses	5
Involuntary servitude statutes	4
Labor violations	3
Tax evasion	3
Operation of unlicensed money transfer business	1
PROTECT Act	1
Other	4
<b>State Charges</b>	
Prostitution	31
Kidnapping	11
Rape	10
Assault	9
State human trafficking violations	8
Civil rights violations	2
Murder	0

## **2. Outcomes for Human Trafficking Cases**

The national survey has helped identify how often law enforcement encounters cases of human trafficking, the types of human trafficking victim and perpetrators they find and the types of charges that are pursued. In addition to finding out information about the case outcomes, it is important to begin to understand the outcomes for victims of human trafficking. Respondents were asked *“How often do human trafficking cases result in the following outcomes?”* Possible outcomes include *“Case is investigated, but does not lead to an arrest(s)”* *“Case is investigated, any arrests are made, but does not lead to a prosecution”* *“Case is investigated, any arrests are made, and leads to prosecution where defendant is acquitted”* and *“Case is investigated, any arrests are made and leads to a prosecution where defendant is convicted.”* Agencies could answer *“frequently”* *“occasionally”* *“seldom”* *“never”* or *“unsure.”* Figure 3.4 illustrates that the most common outcome is that cases are investigated but do not lead to arrests (56 percent of outcomes when frequently and occasionally are combined). The second most common outcome reported was that agencies that made an arrest were likely to have those cases result in a successful prosecution (46 percent). Very few agencies indicated that a case would lead to an arrest, be prosecuted and end up with an acquittal at trial (3 percent), indicating that once arrests are made cases are likely to be prosecuted and prosecutions are likely to result in a conviction.

**Figure 3.4: Outcomes for Human Trafficking Cases**



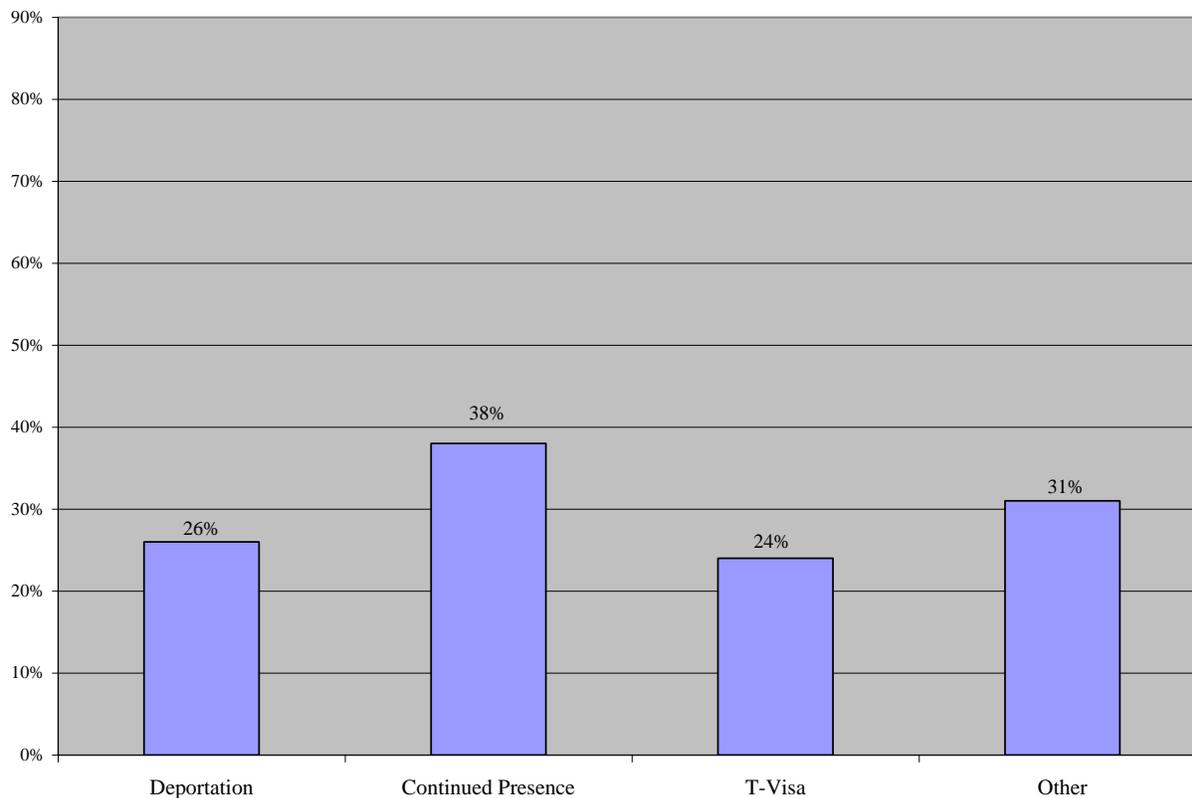
### **3. Outcomes for Foreign Victims of Human Trafficking**

Foreign victims of human trafficking present a number of unique challenges. When asked if they had assisted foreign trafficking victims, 48 percent of agencies reported they had. Respondents were also asked *“How frequent are the following outcomes for foreign victims of human trafficking identified by your agency?”* The outcome options included Deportation, Continued Presence, T-visa and Other. When answering this question agencies were referred to the glossary for definitions of Continued Presence and T-visa. Agencies could answer “frequently” “occasionally” “seldom” “never” or “unsure.” Combining frequently and occasionally, most agencies (38 percent), reported that foreign victims received Continued Presence.<sup>27</sup> Of the agencies responding, 26 percent reported that victims were deported, and 24 percent indicated that victims received a T-visa.<sup>28</sup>

<sup>27</sup> Continued Presence is granted by U.S. Immigration and Customs Enforcement (ICE) as a form of interim relief. It allows victims to stay in the U.S. for a limited amount of time (usually a year) as long as they are cooperating with law enforcement in the investigation and prosecution of human traffickers.

<sup>28</sup> Under the Trafficking Victims Protection Act (TVPA) 2000, the T visa was established to allow victims of severe forms of trafficking to become temporary residents of the U.S. A recipient of the T visa may be eligible for permanent residence status after three years if he/she meets the following conditions: 1) They are a person of good moral character, 2) They have complied with any reasonable request for assistance in the investigation during the three-year period, and 3) They will suffer extreme hardship if they are removed from the U.S.

**Figure 3.5: Outcomes for Foreign Victims of Human Trafficking**



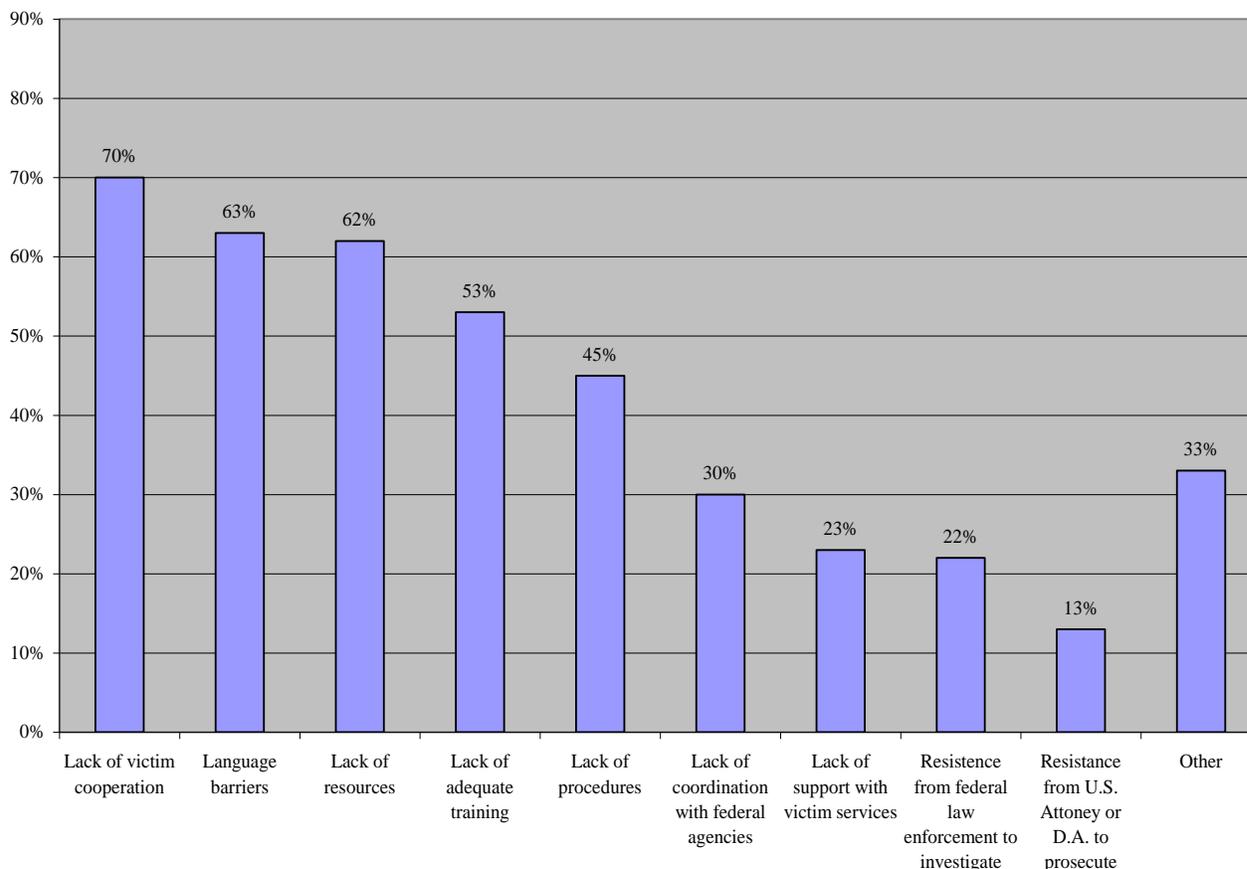
## **E. Challenges of Identifying and Investigating Human Trafficking Cases**

### ***1. Issues in Investigating/Prosecuting Cases of Human Trafficking***

There are numerous challenges associated with investigating cases of human trafficking. To gain a better understanding of the most common challenges facing law enforcement investigators who have had experiences with human trafficking cases, agencies were asked *“How frequently does your agency encounter the following issues when investigating and prosecuting cases of human trafficking?”* Respondents were provided with a list of possible challenge and could answer “frequently” “occasionally” “seldom” “never” or “unsure.” Figure 3.6 displays the combined responses of frequently and occasionally for each challenge associated with investigating trafficking cases. The most frequent challenge faced nearly 70 percent of law enforcement agencies was lack of victim cooperation. As we noted earlier, one of the most important indicators that alerts law enforcement to the possibility of human trafficking victimization – victim non-cooperation – is also the most serious challenge to investigating cases of human trafficking.

Language barriers or lack of adequate translators were the second most prevalent challenge (63 percent). Interestingly, lack of preparation including many of the preparatory steps discussed earlier in this report, was the next most common issue or challenge. Respondents cited a lack of resources (62 percent), a lack of training (53 percent) and a lack of policies and protocols (45 percent) as frequent hindrances to investigating and prosecuting human trafficking cases. Only 13 percent of agencies indicated that they encountered resistance from the U.S. Attorney or District Attorney to pursue human trafficking cases.

**Figure 3.6: Challenges of Human Trafficking Investigations and Prosecutions**



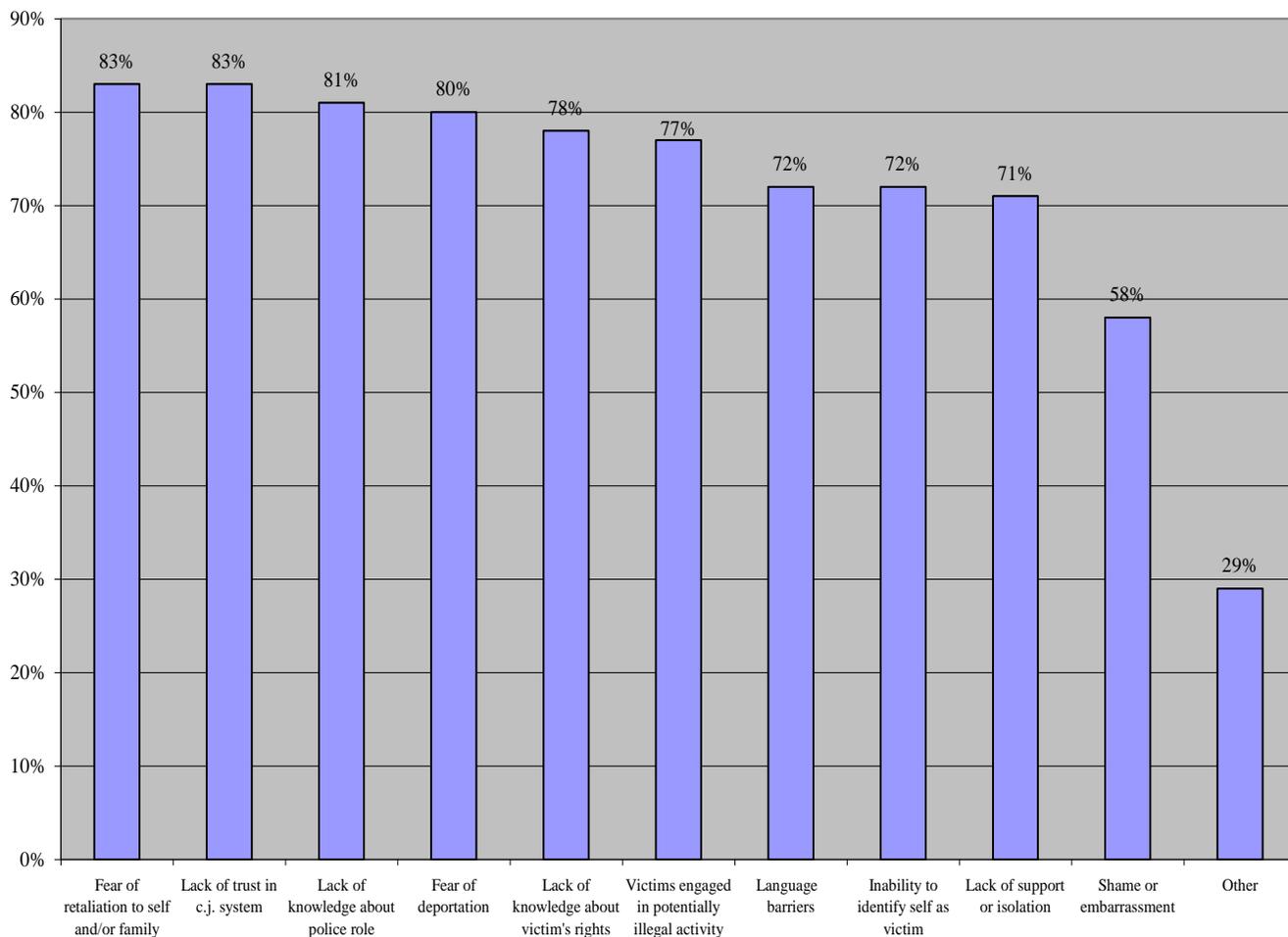
Other challenges identified by law enforcement agencies include resistance from mental and physical health care providers to assist trafficking victims and lack of shelter for juvenile sex trafficking victims.

Encouragingly 67 percent of reporting agencies indicated on a separate question that they had relationships with service providers who were able to meet the immediate support needs of trafficking victims.

## **2. Challenges Presented by Human Trafficking Victims**

As was discussed above, lack of victim cooperation is a major obstacle for law enforcement in investigating human trafficking cases. To help understand what agencies may do to overcome this challenges agencies were asked *“In your opinion, how frequently do each of the following reasons decrease victim willingness to cooperate with law enforcement?”* Respondents could answer “frequently” “occasionally” “seldom” “never” or “unsure.” When we combine responses of frequently and occasionally we find 83 percent of law enforcement agencies believe victims do not cooperate due to fear of retaliation to themselves or their family as well as a lack of trust in the criminal justice system (Figure 3.7).

**Figure 3.7: Reasons Trafficking Victims Might Not Cooperate with Law Enforcement**



Lack of knowledge about law enforcement’s role, fear of deportation and lack of knowledge about victim’s rights were also commonly cited reasons for non-cooperation. Recognizing these challenges is an important first step in that securing victim testimony which is often critical in prosecuting cases of human trafficking as well as providing victims benefits afforded under the TVPA, including Continued Presence or a T-Visa.<sup>29</sup>

### **3. Multi-Agency Task Force Collaboration: A Strategy to Overcome Challenges**

The use of multi-agency task forces has been suggested as a promising strategy for identifying and investigating cases of human trafficking (Braun, 2003). To find out how commonly agencies investigating human trafficking utilized task forces, respondents were asked *“Does your agency utilize a task force during the course of an investigation? Such a task force might contain other law enforcement personnel, community based agencies and service providers.”* More than half (54.5 percent) of reporting agencies indicated that they utilize some type of a task force during the course of an investigation. Table 3.21 provides a breakdown of

<sup>29</sup> In order for victims of human trafficking to be eligible for benefits such as Continued Presence or a T visa, they must show that they have complied with any reasonable request for assistance in the investigation and prosecution of their trafficker(s).

the task force members for those 63 agencies that indicated utilizing some type of a multi-agency task force during the course of their investigation. The majority of agencies surveyed listed the FBI (N=46), ICE (N=45), the U.S. Attorney’s Office (N=39), and other municipal law enforcement (N=39) as participants on their task force. Of all the agencies reporting, 38 also included the District/County/State Attorney and 30 indicated that their task force included at least one victim service provider.

**Table 3.21: Task Force Participants**

Task Force Participants	Number of Agencies Reporting Task Force Partnerships
FBI or other federal law enforcement	46
Immigration and Customs Enforcement	45
Municipal Law Enforcement	39
U.S. Attorney	39
District/County/State Attorney	38
Victim Service Providers	30
Sheriff’s Department	26
Community Organizations	25
State Police	22
Victim Advisor	21
Department of Labor	19
Other	11

Of the 63 agencies who indicated utilizing some type of multi-agency task force, 29 were participating members of federally funded law enforcement task force designated to address human trafficking. Therefore, even local law enforcement agencies who are not part of a federally funded human trafficking task force may be utilizing other existing task force relationships (e.g. multi-agency gang, drug or gun task forces) to investigate cases of human trafficking.

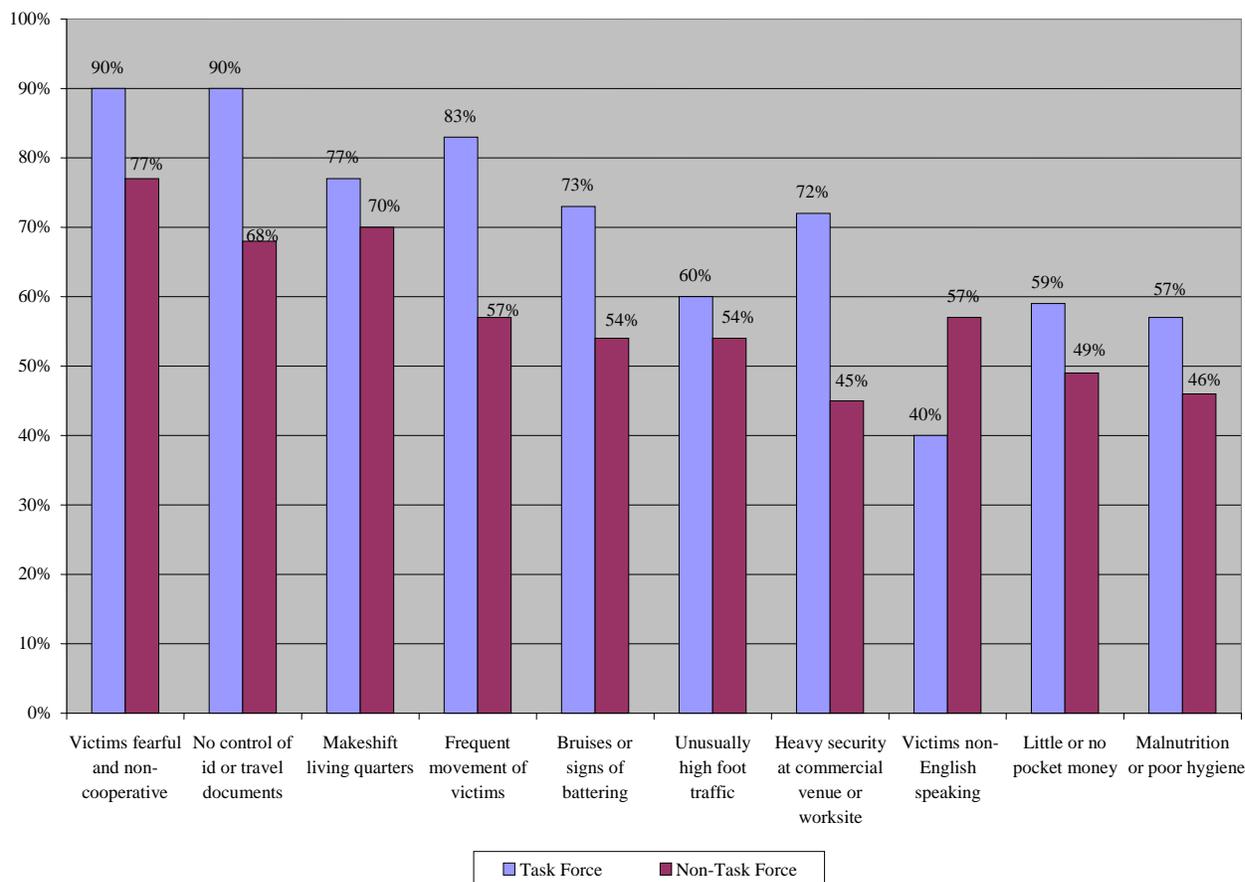
Since 29 of the responding agencies are currently participating in a federally funded task force specifically designed to address human trafficking it is useful to examine the experiences of these agencies.<sup>30</sup> These task forces generally include partners from local, county, state and federal law enforcement, victim service providers and state and federal prosecutors. The goal of multi-agency partnerships is to bring law enforcement and victim service providers together to increase the likelihood that trafficking victims will be identified and provided the appropriate services with the ultimate goal of both restoring victims and enhancing prosecution of offenders. More detailed information about the structure and function of multi-agency human trafficking task forces is provided in Section IV of this report, including intensive case studies from three multi-agency task forces. Here we examine and compare the experiences of agencies participating in task forces with those agencies who have identified cases of human trafficking but do not currently participate in a task force. Some notable differences exist between the two groups.

<sup>30</sup> 23 of these agencies were the primary law enforcement partner on the federally funded task force and 6 agencies were participating task force members, but not the lead law enforcement agency.

- Between 2000 and 2006, local law enforcement agencies participating in federally funded human trafficking task forces have identified and investigated more cases than non-task force agencies (36 on average for task force agencies compared to 15 on average for non-task forces agencies).
- During the same time period task force agencies also made on average more arrests (12) for human trafficking than non-task force agencies (8).
- Cases identified by local law enforcement agencies participating in task forces were more likely to result in formal charges following human trafficking related arrests than non-task force agencies (75 percent compared to 45 percent) and were twice as likely to result in federal charges than non-task force agencies (55 percent compared to 25 percent).

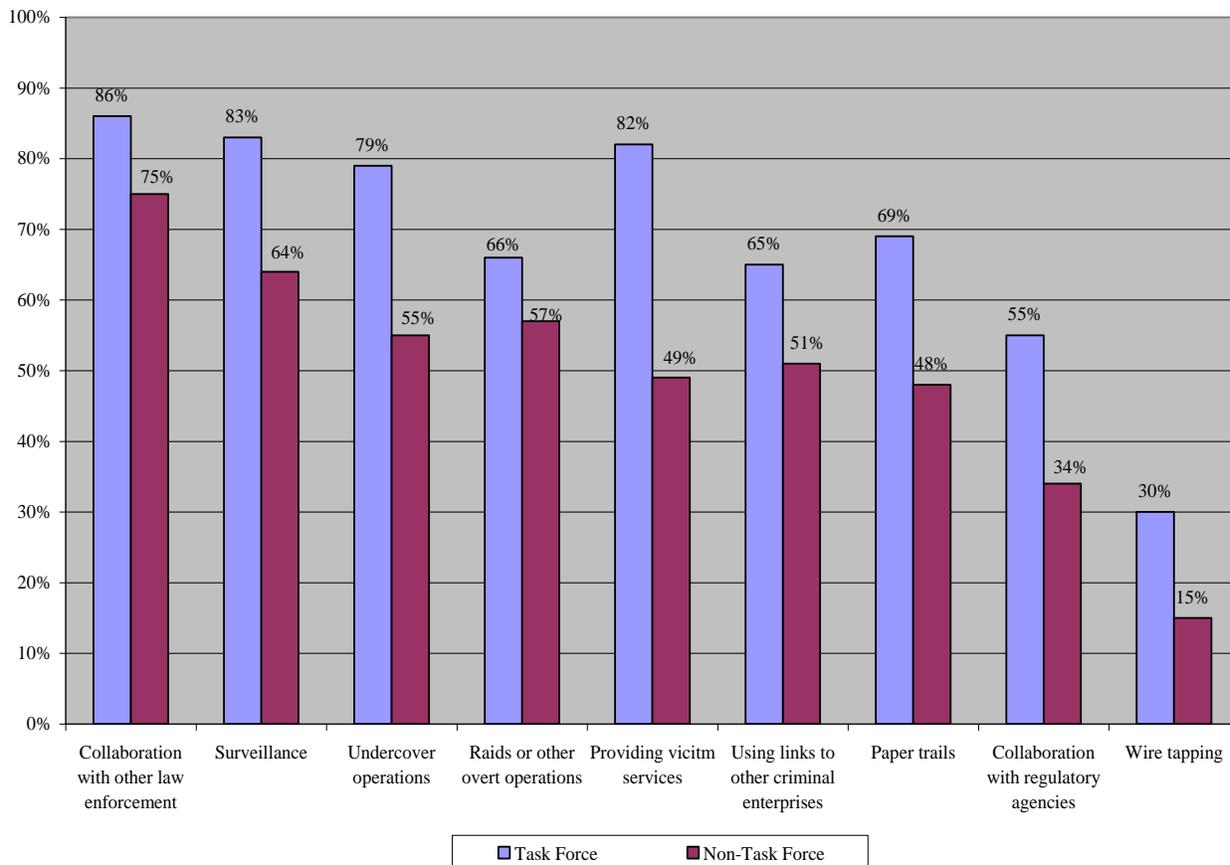
While agencies participating on task force often have more resources and personnel dedicated to identifying and investigating cases of human trafficking, there may also be difference in perceptual differences between agencies participating on task forces and non-task force agencies concerning the indicators, investigative tactics and challenges of these types of cases. While agencies participating on task forces thought the majority trafficking indicators were very useful, both groups ranked fearful and uncooperative victims as the most important indicator (Figure 3.8). Proportionately more task force agencies indicated frequent movement of victims and heavy security outside worksites were important than non-task force agencies. Conversely, agencies participating on task forces were less likely to indicate that a victim not speaking English was useful indicator of human trafficking than non-task force agencies. It is useful to note that the indicators that were used in this question were developed through conversations with a number of experts in the field of human trafficking. Agencies associated with human trafficking task forces evaluated all indicators (with the exception of victims being non-English speaking) as important. This may represent one of the educational benefits of task force membership.

**Figure 3.8: Evaluation of Indicators of Human Trafficking for Task Force versus Non-Task Force Agencies**



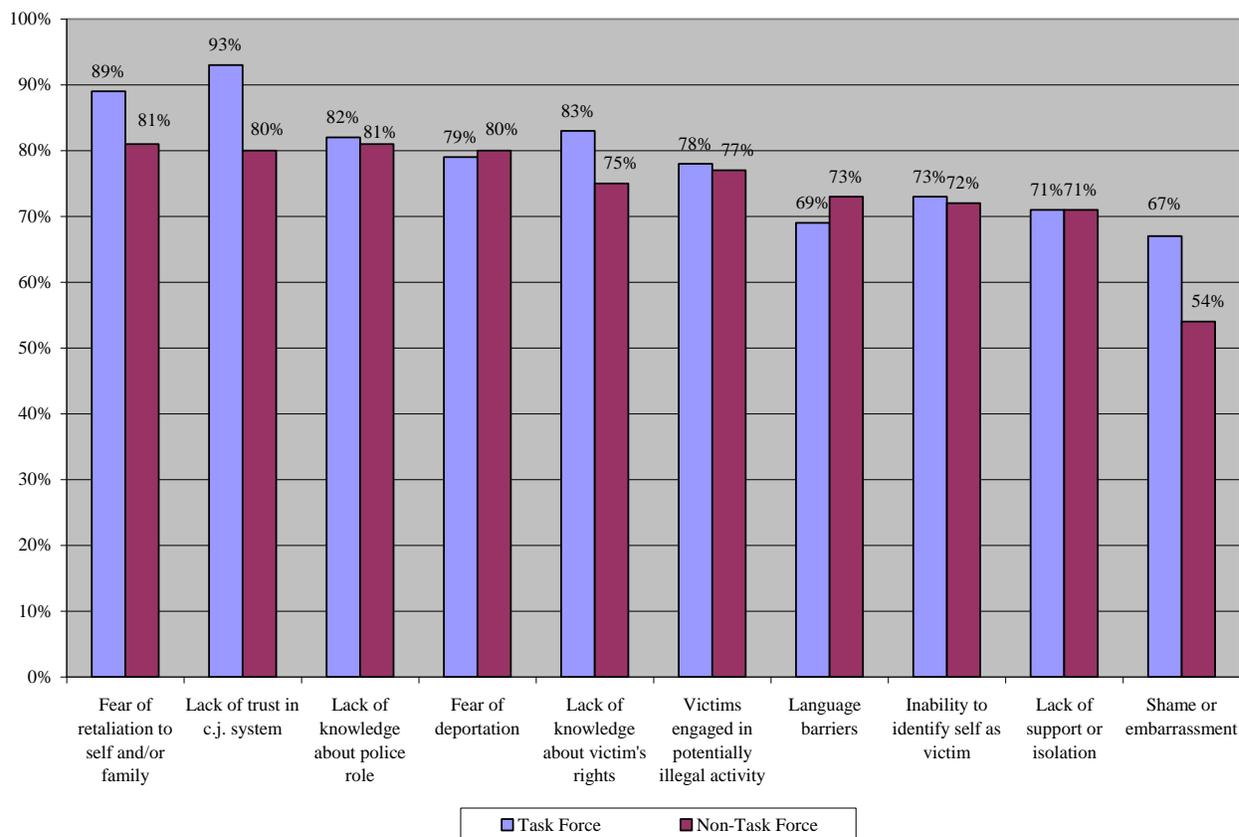
Both task force and non-task force agencies indicated that collaboration with other law enforcement agencies, surveillance and raids were frequently used to build human trafficking cases (Figure 3.9). Agencies participating in task forces, however, were much more likely to indicate providing victim support services was frequently or occasionally used to build a human trafficking case (82 percent compared to 49 percent of non-task force agencies). In fact for task force agencies this was the third most frequent strategy to build cases, ahead of undercover operations, raids or the use of paper trails. Task force agencies were also more likely than non-task force agencies to utilize traditional investigative strategies such as undercover operations, paper trails, and collaborations with regulatory agencies (e.g. code inspectors) to build human trafficking cases.

**Figure 3.9: Investigative Responses of Task Force versus Non-Task Force Agencies**



Task force and non-task force agencies both identified a number of serious challenges to victim cooperation with law enforcement (Figure 3.10). Agencies participating on task forces, however, were more likely than non-task force agencies to indicate that victim’s lack of trust in the criminal justice system generally, and feelings of shame and embarrassment on the part of the victim were frequently or occasionally barriers to cooperation with law enforcement. Additionally, proportionately more task force agencies reported that fear of retaliation to self and or family along with a lack of knowledge about victim’s rights hindered victim cooperation with law enforcement.

**Figure 3.10: Challenges to Victim Cooperation with Law Enforcement for Task Force versus Non-Task Force Agencies**



Comparing the experiences of local law enforcement agencies that have identified cases of human trafficking while participating in a federally funded human trafficking task force with those agencies who have identified cases on their own, it does appear that those agencies associated with task forces are proportionately more likely to identify more cases per agency and are more likely to bring federal charges when compared to non-task force agencies. Additionally agencies associated with federally funded task forces appear to have a deeper understanding of the dynamics of human trafficking, even when compared to other law enforcement agencies with some experience investigating these types of cases.

## SECTION IV

### THE USE OF MULTI-AGENCY TASK FORCES TO ENHANCE LAW ENFORCEMENT RESPONSE TO HUMAN TRAFFICKING

Previous sections of this report have discussed the challenges local, county and state law enforcement agencies face identifying and investigating cases of human trafficking. As part of the federal strategy to improve local investigation efforts and enhance prosecution of human trafficking, the federal government has provided funding for 42 multi-agency law enforcement task forces. The multi-agency task forces are designed to help local, state and territorial law enforcement agencies partner with their U.S. Attorney's Office and victim service agencies to ensure a victim-centered response to human trafficking locally. These task forces generally include representatives from federal, state and local law enforcement, federal and state prosecutors, labor regulators and/or inspectional services, victim service providers, other non-governmental agencies and mental health professionals. It was anticipated that by bringing together law enforcement professionals from various levels of government with non-governmental organizations who specialize in serving victims the task force members would compliment each others strengths to provide the most comprehensive services possible for human trafficking victims. The goals of these task forces was to "help restore trust and dignity to victims" in the hopes that victims will gain the strength to assist prosecutors in confronting perpetrators (Department of Justice, 2004: 4).

Though multi-agency partnerships to confront human trafficking are relatively new, there is much that we can learn from their experiences. As we have described in previous sections of the report, law enforcement agencies participating in human trafficking task forces are more likely to have training, protocols and specialized units or personnel devoted to human trafficking investigations and are more likely to perceive human trafficking of all kinds to be a more pervasive problem in their local community. Additionally, these agencies are increasingly likely to identify proactive approaches such as using information from other ongoing investigations to identify cases of human trafficking (see Section II). Agencies participating in federally funded human trafficking task forces have identified, on average, more cases of human trafficking than non-task force agencies and have made more arrests (see Section III). In this section we examine the experiences of multi-agency human trafficking task forces across the county and suggest some lessons that can be learned to help enhance these partnerships. The following analysis is not intended to serve as a comprehensive analysis of either the implementation or the impact of multi-agency human trafficking task forces. Rather, the material presented here is designed to describe the general landscape of human trafficking task force activities and illuminate the ways in which task force partnerships strengthen and challenge local law enforcement responses to human trafficking.

#### *A. Temporary Organizations: A Conceptual Framework for Analyzing Human Trafficking Task Forces*

Since 2004, the Department of Justice has provided funding for 42 multi-agency law enforcement task forces to identify and respond to human trafficking incidents in the local

community.<sup>31</sup> The task forces bring together law enforcement agencies and service providers that might not normally share information or collaborate during the course of their routine practices. Many of the experiences and challenges facing the multi-agency human trafficking task forces are similar to those faced by most collaborative law enforcement task forces. While crime control has historically been a local function, the Federal government has recently taken an increased role in combating local crime (Russell-Einhorn, 2000). Federal government support for local crime control has often included the provision of training and financial assistance to local authorities. More recently the Federal government has participated in collaborative task forces bringing together federal, state, county and local law enforcement stakeholders to engage in collaborative problem solving activities. Such task forces have been utilized to address various crimes including drug trafficking (High Intensity Drug Trafficking Areas), guns (Project Safe Neighborhood) and gun-related violence (Safe Streets Violence Crime Initiative, Strategic Approaches to Community Safety Initiative). A useful framework for examining the experiences of such multi-agency task forces is the concept of temporary organizations.

Multi-agency task forces are by their very nature temporary organizations (Scott, 1998). They tend to be time bounded, task specific and involve multiple agencies that often have different and in some cases competing goals. In their analysis of multi-agency drug task forces in Illinois, Olson et al. (2002) note that while there is considerable diversity in law enforcement task force composition, function and goals, they share many common features. These include operational collaboration, the expanded exercise of discretionary federal jurisdiction (particularly the use of federal statutes to prosecute what had been regarded as “state” crimes), and increased use of problem solving techniques by local law enforcement. They identify three tensions that can emerge from such federal-local partnerships. The first of these is the expansion of federal jurisdiction, what is seen as the federalization of local crime in the eyes of many critics of such expansion. The second tension involves debate regarding the extent to which federal law enforcement should subsume local jurisdiction in some cases. The third tension involves the potential for conflict because multiple enforcement operations are conducted in a limited geographical area.

Within this context, the creation and maintenance of temporary organizations can be difficult. Doing so requires coordination of activities, services and communication across levels of jurisdiction (state, federal and local), functions, and funding levels. One of the challenges of such organizations is that the participants see the group process as temporary, and the individual participants’ reward structures are linked to their host agency not the temporary organization. Thus building allegiance, and perhaps more importantly a set of cultural norms within the temporary agency can be a difficult task (Decker, et al., 2005). It is not enough to have a structure (though a structure is certainly necessary) without attention to cultural issues. A key issue in this regard is communication, both formal and informal. Individuals who work within organizations have a set of internal communication techniques, protocols, styles and habits. These need to be merged with the new communication structure of the task force, which as a temporary organization is often less developed, unfamiliar to participants and demands less loyalty (i.e., regular use) than their routine communication system.

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<sup>31</sup> In addition to the 42 law enforcement multi-agency task forces funded by the Bureau of Justice Assistance, the Office of Victims of Crime has additionally funded a number of victim service providers to form collaborative relationships in order to serve victims in local communities.

Decker et al., (2005) use the provision of security services at the Salt Lake Olympics as an example of a temporary organization and the difficulties inherent in formation and functioning of such groups. The authors recommend increased communication and information sharing, enhanced opportunities for teamwork and increasing the social capital among members through training as strategies to overcome the challenges of temporary organizations. They note that these tasks are difficult enough in settings that exclusively involve law enforcement. Multi-agency task forces, such as the human trafficking task forces studied here, add considerable layers of organizational complexity to this already difficult task, as they attempt to integrate multiple functions among law enforcement (police and prosecution, for example) as well as between law enforcement and non-governmental agencies (victim services). In many cases agencies may have worked on opposite sides of issues in the past or may define the problem in different ways. One particularly important example would involve the issue of immigration status. Many local law enforcement agencies have taken the position that immigration status is not their concern and in fact may get in the way of increasing local community trust and confidence in the police. As a result, some agencies have informal policies discouraging officers from asking questions about an individual's immigration status. When local law enforcement agencies participate as part of a task force along side representatives from ICE, for whom immigration enforcement is a core mission, these different organizational views on the problem of illegal immigration may cause tension between participants. These factors provide additional complexity to the operation of human trafficking task forces, and overcoming initial skepticism about each agency's real intentions can be difficult.

Loose coupling and sensemaking are two concepts used in organizational theory to help understand temporary organizations generally, and how such groups function in policing specifically (Maguire and Katz, 2002). Loose coupling refers to the extent to which organizations have functions or relations in common. Organizations can be seen as being loosely coupled, more or less interdependent or linked through function, communication, jurisdiction, or role. The level of coupling has implications for the manner in which they work, and it is possible to study organizations at different levels, from the perspective of relationships within layers of the organization, between different organizations with similar functions, and between organizations with different functions involved in a joint venture. Attention to such inter-organizational links serves to highlight the challenges faced in effecting new initiatives. Sensemaking refers to the process by which information, activities and roles are interpreted within an organization. Such sensemaking is particularly important in temporary organizations where traditional metrics for interpretation are not available or suitable. Maguire and Katz (2002) argue that general claims about community policing philosophy should be linked to specific activities in circumstances where coupling is stronger within organizations. As we noted one area of sensemaking, the development of shared protocols and policies has been slow in many task forces. In the following section we describe the general structure and function of 42 multi-agency human trafficking task forces and take a more in-depth look at the activities and experiences of three task forces to help illustrate how multi-jurisdictional efforts to combat human trafficking attempt to construct agreed upon understandings about human trafficking among group members and develop specific intervention activities from these principles.

## **B. Methodology for Study of Human Trafficking Task Forces**

Throughout the course of the project all 42 of the multi-agency human trafficking task forces were identified and basic information about the task force structure, local problem

definitions and task force activities were collected from the task force coordinators. Quarterly updates on activity were secured from task force coordinators between January 2006 and May 2007. Throughout, the project activities of task force members were also collected through other secondary sources of information such as newspaper articles and reports.<sup>32</sup>

To supplement the general information about task force structure and activity and to help identify emerging strengths and challenges experienced by the multi-agency task force members monthly conference calls were conducted with representatives from six task forces (Boston, MA; Washington DC; San Diego, CA; Indianapolis, IN; Collier County, FL, and Harris County, TX). These sites were chosen because they represented diverse geographic regions, structures and local problem definitions. A total of 7 conference calls were conducted, each with between 6 and 12 participants. Each month a different topic was explored during the conference call. Participants were sent a series of discussion questions prior to the calls to help guide the discussions. Conference call topics included such issues as victim identification, law enforcement and community training models, victim assessment strategies, addressing and overcoming inter-agency conflicts. The calls also served an additional benefit of providing a venue for information sharing among task force members participating in the calls. On-site interviews were conducted with task force participants including law enforcement and victim service providers in Washington D.C., Chicago, Indianapolis, and Connecticut. Telephone interviews were conducted with representatives from additional task force agencies throughout the course of the project.

To better understand local efforts to investigate human trafficking cases, interdict traffickers, investigate successful cases and provide services to trafficking victims comparative case studies were conducted in Boston, Massachusetts, Harris County, Texas (Houston) and Phoenix, Arizona.<sup>33</sup> These jurisdictions were chosen for more intensive analysis because they varied in the dynamics of both potential human trafficking problems in their communities and each utilized different types of multi-agency approaches to combat local human trafficking problems, each described in some detail below. The task forces selected for in-depth study additionally represented different levels of productivity. Prior to our study, Harris County had made a number of high profiling trafficking arrests and was actively engaged in the prosecution of and provision of services for a multi-victim sex trafficking case. Boston had successfully established a task force but had identified few human trafficking victims. Phoenix had undergone a series of organizational changes and was struggling early in the study to set goals and work collectively, despite perceptions among members that human trafficking was a likely problem in the local community. Additionally, research team members had existing relationships with members of the principal law enforcement agencies leading each task force which helped facilitate a high level of access to task force member and their meetings. To produce the three case studies research teams in each location observed multi-agency task force meetings, interviewed key stakeholders in each community, held focus groups with specialized investigators (detectives, vice units, special crimes units) and observed training sessions, subcommittee meetings and other forums where human trafficking was discussed in the community under study. In addition to the field work, numerous interviews were conducted

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<sup>32</sup> Supplemental to this project, investigators developed a database of over 1,400 U.S. newspaper articles referencing human trafficking between 1990 and 2007.

<sup>33</sup> Originally the research team intended to conduct an intensive study in St. Louis Missouri, however, the St. Louis task force had some delays at the start of the study. As a result we switched our focus of study from St. Louis to Houston, Texas, a task force that was very active early in the study period.

with each of the task force coordinators in each site throughout the course of the project. Individual interviews were conducted with 25 municipal, county and/or state law enforcement officers who participated directly in task force activities or operations. Primary law enforcement contacts for each of the task forces were interviewed on multiple occasions during the course of the project. Individual interviews were also conducted with federal law enforcement agents who participate on the task force (primarily ICE and FBI) in each site. Case studies also included interviews with local service providers and non-governmental organizations that work with trafficking victims. Across the 3 sites a total of 15 interviews were conducted with victim service providers or non-governmental organization representatives who participated in the task force. A number of other task force members including prosecutors, other governmental agency representatives and community members were also interviewed during the course of the case studies.

Three research teams were assembled to conduct the multi-agency task force study. The teams each specialized on one of the three cities, often times where the investigators already had access to law enforcement agencies participating in the local human trafficking task force. The teams jointly developed a research protocol to guide the efforts in each of the three sites. Common research questions and methodologies were developed across the three sites (See Appendix G. for interview protocols, general research questions used in all three sites, and consent forms). Individual teams each conducted interviews and observations in their assigned sites and transcribed all interview and field notes. Field notes, interviews and discussions of observational experiences were shared among the three research teams to help develop a set of common analytic themes. The themes which include problem definition, relationship building, constraints of the investigation and prosecutorial processes, roles and routines, and communication help guide the comparative analysis across the three case study sites.

### **C. The Human Trafficking Task Force Experience**

The information presented here is intended to describe the general landscape of task force structure and activities for the 42 federally funded multi-agency human trafficking task forces, provide an in-depth description of three task force experiences and discuss lessons learned across the task forces.

#### ***1. General description of task force structure and activities***

Human trafficking task forces bring together local and federal law enforcement, prosecutors and victim service providers with the general goals of identify and rescuing victims and successfully prosecuting offenders in a defined geographic area. Table 4.1 provides brief descriptive information for the multi-agency law enforcement task forces who have received federal funding since 2004. More detailed descriptions of each task force including structure, problem definition and activities can be found in Appendix F.

**Table 4.1: Multi-Agency Human Trafficking Task Forces**

Year funded	City	State	Name	State HT legislation	Meeting frequency	Meetings open to public	Human trafficking arrests
2005	Anchorage	AK	Anchorage Police Department	2006	Monthly	Y	Y
2004	Pago Pago	American Samoa	Territorial Human Trafficking Task Force Program Govt. Office	-	Other	Y	N
2004	Phoenix	AZ	Greater Phoenix Area	2005	Quarterly	Y	Y
2004	Los Angeles	CA	LA Metro Task Force on Human Trafficking	2005	Monthly	Y	Y
2004	Oakland	CA	City of Oakland	2005	Monthly	N	Y
2004	San Diego	CA	County of San Diego	2005	Bi-monthly	N	Y
2004	San Francisco	CA	Bay Area Anti-Trafficking Task Force	2005	Bi-monthly	-	Y
2004	San Jose	CA	San Jose Law Enforcement Response to Human Trafficking	2005	Monthly	Y	Y
2005	Denver	CO	Colorado Task Force on Human Trafficking	2006	Bi-monthly	Y	Y
2004	Middletown	CT	CT Interagency Task Force on Trafficking in Persons	2006	Other	Y	Y
2004	Washington	DC	DC Task Force	-	Other	N	Y
2004	Naples	FL	Collier County	2006	Monthly	Y	Y
2005	Fort Myers	FL	Lee County Sheriff's Office Human Trafficking Unit	2006	Bi-monthly	Y	Y
2006	Miami	FL	Miami-Dade Trafficking Task Force	2006	Quarterly	Y	Y
2007	Clearwater	FL	Clearwater Human Trafficking Task Force	2006	Quarterly	Y	N
2004	Atlanta	GA	City of Atlanta	2006	Quarterly	-	Y
2004	Marietta	GA	Cobb County	2006	Bi-monthly	N	Y
2004	Honolulu	HI	Hawaii	2006	Monthly	Y	N
2005	Chicago	IL	Chicago Regional Human Trafficking Task Force	2006	Quarterly	N	Y
2005	Indianapolis	IN	Indianapolis Police Dept	2006	Quarterly	-	N
2006	New Orleans	LA	New Orleans/1-10, LA Task Force	-	Quarterly	N	N
2004	Boston	MA	The Boston Area Anti-Trafficking Task Force	-	Bi-Monthly	Y	Y
2005	St. Paul	MN	Gerald Vick Human Trafficking Task Force	2006	Other	N	Y
2005	St. Louis	MO	Human Trafficking Rescue Alliance	2004	-	-	N
2006	Independence	MO	Human Trafficking Rescue Project	2004	-	-	Y
2004	Trenton	NJ	New Jersey Statewide Anti-Trafficking Initiative	2005	Quarterly	N	N
2006	Las Vegas	NV	Las Vegas Trafficking Task Force	2005	Monthly	N	N
2004	Mineola	NY	Nassau County Police Dept	2007	Other	-	N
2004	Yaphank	NY	County of Suffolk	2007	Bi-Monthly	Y	Y
2005	New York	NY	New York City Police Dept	2007	Other	N	Y
2006	Buffalo	NY	Buffalo/Erie Co., NY	2007	Quarterly	Y	N
2005	Portland	OR	Multnomah County Sheriff's Office	-	Quarterly	-	Y
2004	Austin	TX	Central Texas Human Trafficking Task Force	2003	Monthly	Y	Y
2004	El Paso	TX	City of El Paso	2003	Quarterly	Y	Y
2004	Houston	TX	Human Trafficking Rescue Alliance of Harris	2003	Quarterly	Y	Y

Year funded	City	State	Name	State HT legislation	Meeting frequency	Meetings open to public	Human trafficking arrests
2006	Dallas	TX	Dallas	2003	Bi-Monthly	N	N
2006	Fort Worth	TX	Fort Worth	2003	-	-	N
2006	San Antonio	TX	San Antonio	2003	Quarterly	-	N
2006	Salt Lake City	UT	Salt Lake City Task Force		Other	-	N
2004	Seattle	WA	Washington State Task Force Against Trafficking in Persons	2006	Bi-monthly	-	Y
2005	Milwaukee	WI	Milwaukee Area Human Trafficking Task Force	-	Quarterly	-	Y

Multi-agency task forces have been funded in local jurisdictions across 23 states. Twenty-one agencies were funded in 2004, 10 were funded in 2005 and an additional 10 were funded in 2006. A majority of task forces serve metropolitan areas (e.g., Boston, Massachusetts; Los Angeles, California) and the municipal law enforcement agencies serve as the lead agencies. Other task forces serve counties (e.g. Lee County, Florida; Harris County, Texas) and the county law enforcement agency serves as the lead. A smaller number of task forces serve entire states, territories or larger regions (e.g., I-10 Human Trafficking Task Force). Eighty three percent (34 out of 41) of the task forces are located in states that now have legislation making human trafficking a state crime, however, only 16 of these states adopted legislation prior to 2006.

To accomplish the goals of victim identification and rescue and interdiction and prosecution of offenders, task force members engage in regular meetings and participation in trainings, awareness-raising, and community outreach as a group. Thirty six percent of task forces meet on a quarterly basis, 23 percent meet every other month, 21 percent meet monthly and the remaining task forces meet at other intervals. Most task forces have formal or informal subcommittees that serve as an additional venue for information sharing. In many task forces there are subcommittees of law enforcement, who generally meet without non-governmental agency representatives present. Similarly, NGOs and victim service providers often hold separate subcommittee meetings to share information about clients, at risk populations or challenges they are having with the law enforcement partners on the task force.

In many task forces protocols have been developed to help define boundaries on what information should be shared, with whom and at what point in the process. These more formal operating rules help establish more open and transparent lines of communication which is critical in addressing many sensitive issues related to human trafficking. To help groups prepare for the management and provision of services to victims, task forces have been encouraged to develop and sign memorandums of understanding (MOU) with service providers, support groups, and other community entities. A signed MOU often helps formalize the process and responsibility of providing services to different types of human trafficking victims. Additionally, protocols have been developed in many task forces to help guide the process of developing cases for prosecution through the task force. Such protocols often establish lines of communication and information sharing as well as dividing the responsibility for investigative functions.

## ***2. Intensive Study of Three Task Forces***

To provide a clearer picture of the various human trafficking task force structures, functions and activities we examine the experiences of three task forces in more depth. In the

following section briefly discussion about each of the three study sites and outline major findings that emerged across the three case studies. Full details about the structure, activities and specific challenges for each site are provided in the full case study documents which can be found in Appendix H.

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***Boston, Massachusetts***

Focus:	Massachusetts
Task Force Meeting Frequency:	Bi-Monthly
Subcommittees:	Law enforcement subcommittee; NGO-Victim Assistance subcommittee; Training subcommittee
Protocol:	Domestic trafficking protocol
Joint meetings:	Law enforcement attends weekly NGO meetings
Leadership:	U.S. Attorney; transitional

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As a large metropolitan city along the Eastern Seaboard, Boston is a major port of entry for immigration into the United States and a common travel destination for regional and national tourism. Over the past two decades Boston has actively worked to overcome its historical reputation as a point of destination for commercial sex. For example the “combat zone” an area of downtown Boston previously known for strip clubs and prostitution has been transformed by new shops and high end restaurants. While prostitution has for the most part moved off the streets, there is a significant concern among city officials that younger girls are involved in indoor prostitution and increasingly controlled by pimps who have connections to local gangs around the city. In 2001, a number of juvenile prostitutes were murdered, galvanizing police and social services to begin combating child sexual exploitation. A 2003 Suffolk University Study reported that more than half of the prostitutes in the Boston area entered into prostitution before the age of 17 (Norton Hawk, 2003). Additionally, a growing population of young women (approximately 25-30 each year) was coming into the Department of Youth Services custody from the Boston area with reported histories of prostitution, often involving prostitution in a number of different cities across the region and some who had been moved around nationally.

The Boston Area Trafficking Task Force was established in 2005 using funds awarded by the Department of Justice, Bureau of Justice Assistance (BJA).<sup>34</sup> Boston has a strong history of positive multi-agency partnerships to address serious violent crime problems. Prior to the formal creation of the Task Force, representatives from federal, state and local law enforcement, including the United States Attorney’s Office, Boston Police Department, Suffolk County District Attorney’s Office, Federal Bureau of Investigation, Massachusetts State Police, and Immigration and Customs Enforcement signed a Memorandum of Understanding (MOU) with victim service providers, including SafetyNet, Massachusetts Office for Refugees and Immigrants, Children’s Advocacy Center and Project REACH, which outlined agency roles and identified Task Force goals. Many of the above mentioned agencies, primarily the law enforcement agencies, had longstanding working relationships with each other, and the hope was to build on existing partnerships between law enforcement partners and extend these

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<sup>34</sup> Boston was officially awarded grant for the human trafficking task force in December 2004, however, the award did not actually commence until May 2005.

partnerships between law enforcement and various trafficking victim service providers to include additional victim service providers.

As a result of existing attention to teenage prostitution and sexual exploitation, the Boston Task Force began its work attune to the problem of sex trafficking, particularly of minors. The Task Force forged a strong collaboration with the teen prostitution project – a partnership between the Suffolk District Attorney, Boston Police Department and service providers - openly sharing information and intelligence on juvenile prostitution problems between the groups. Additionally the Boston Task Force has focused new attention on the problem of international sex trafficking of both juveniles and adults. At the outset of the initiative two police districts were chosen as pilot locations to investigate international sex trafficking. Both pilot districts have large immigrant populations (mainly Asian, Brazilian and Hispanic) and histories of prostitution that made the areas susceptible to human trafficking.

Law enforcement’s perceived focus on sex trafficking (both domestic and international) has caused some tension among task force members. A small group of non-governmental organizations (NGOs) participating in the task force development reported encountering dozens of trafficking victims most of whom were victims of labor trafficking, including domestic labor exploitation, and exploitation in construction, restaurants, fisheries and landscaping. Many of these cases have not yet been referred from NGOs to law enforcement and of those that have been referred most have not been substantiated as human trafficking, resulting in tension between some NGOs and federal law enforcement partners. As a result of this tension, some of the original NGOs have left the Task Force in Boston. Despite this challenge a significant number of original and new NGOs and victim service providers remain actively engaged with the task force.

To date the task force has been involved numerous labor and sex trafficking investigations, resulting in some cases prosecuted in state court and 14 cases (involving approximately 41 victims) that have progressed to federal prosecution. Four of these cases have now been successfully prosecuted in the Federal District of Massachusetts. Three of the cases involved the sex trafficking of juveniles and one high profile case included the prosecution for domestic servitude of a member of the Saudi royal family living outside Boston. In the domestic servitude case, however, the more serious charges of domestic servitude and forced labor were reduced to visa fraud and federal immigration violations. The sentencing order in this case resulted in victims receiving full restitution of back wages and asset forfeiture was ordered by the federal judge.

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### *Phoenix, Arizona*

Focus:	Greater Phoenix Area
Task Force Meeting Frequency:	Quarterly
Subcommittees:	3 (only 1 law enforcement only)
Protocol:	Under development
Joint meetings:	Law enforcement attends monthly NGO (ALERT) meetings
Leadership:	U.S. Attorney; transitional

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Human smuggling is a major problem in Arizona, and Phoenix is the most common Arizona destination for illegal immigrants smuggled by “Coyotes.” Although the smuggling of illegal immigrants who enter the country on their own volition differs from human trafficking,

which is non-volitional and coercive, these crimes are often perceived as similar in nature. The Phoenix setting provides an opportunity to study in-depth the special challenges to law enforcement and prosecution of separating trafficking and smuggling. Additionally, the existence of anti-trafficking legislation in Arizona combined with a strong desire by County law enforcement and prosecutors to apprehend and bring traffickers to justice under state law provides a useful venue for studying law enforcement responses to human trafficking.

At the onset, the Task Force included representatives from the Phoenix Police Department, Tucson Police Department, Federal Bureau of Investigation, U.S. Attorney's Office, U.S. Attorney General, Department of Labor, Immigration and Customs Enforcement, and Arizona Department of Public Safety. The Task Force also included community-based organizations such as Arizona League to End Regional Trafficking (ALERT), Arizonans for the Protection of Exploited Children and Adults (APECA), and the Salvation Army. Memorandums of understanding (MOU) were established between the respective agencies. Over time the task force has grown to include nearly thirty separate organizations. Phoenix and other local, state, and federal agencies have considerable experience working together through taskforces to address crime problems related to both smuggling and trafficking, and there is much to be learned from their experience.

Despite local concern about the smuggling and potential trafficking of individuals for forced labor, the focus of the Human Trafficking Task Force in Phoenix has been combating sex trafficking of minors. This focus can be attributed to a number of on-going efforts of the City of Phoenix to address juvenile prostitution and a belief by some in law enforcement that individuals are smuggled through Phoenix as opposed to ending up in the city under conditions of exploitation. Law enforcement's focus on juvenile prostitution has caused some tension within the multi-agency Task Force. Several members of community-based organizations have reported coming across incidents of domestic servitude in various farming and agricultural areas. To date, though, no labor trafficking cases from investigations have materialized.

Since July 2004, the Task Force has identified and prosecuted 4 cases involving human trafficking. In 2006, ten cases were investigated, three were formally charged, and in the end, one of those three turned out not to be a human trafficking case.

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*Harris County (Houston), Texas*

Focus:	Southern District of Texas
Task Force Meeting Frequency:	Quarterly
Subcommittees:	Law enforcement subcommittee only
Protocol:	Developed in 2005
Joint meetings:	Law enforcement attends monthly NGO (CAHT) meetings
Leadership:	U.S. Attorney; stable

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The Human Trafficking Rescue Alliance Task Force of Harris County (Houston), Texas was included as a study site because local geo-economic conditions make it especially vulnerable to human trafficking. For example, the area is characterized by a close proximity to the 450 mile border with Mexico, three major interstate highways that run close to the Mexican border pass through the Houston area and on to the rest of the United States, and the 25 mile long Port of Houston connects with the Gulf of Mexico and ranks first in foreign waterborne commerce in the United States). Additionally the Houston area supports a variety of research

facilities, diplomatic corps, and international businesses sponsor a large number of H1B visa applications for workers. The Houston area has a large agricultural economic sector creating a demand for cheap unskilled labor and has a significant economic sector in and demands for sex-related businesses including massage parlors, modeling studios, strip clubs and cantinas. Unlike Boston or Phoenix, the law enforcement and victim service provider communities in the Houston area were familiar with human trafficking investigation, the unique needs of trafficking victims and the challenges of trafficking prosecutions based on experiences with such cases prior to the inception of their multi-agency task force.

Local concern about the problem of human trafficking received substantial support from a 2004 University of Houston survey of area victim services providers and prosecutors who indicated that they had served approximately 170 trafficking victims in the preceding two years. Although this number was inflated due to the fact that victims were served by multiple service providers and counted multiple times, results still indicated that there was a substantial and active trafficking problem in the Houston area.

Several developments that preceded the development of the HTRA related to responding to the human trafficking problem in the Houston area provided a strong foundation for its eventual establishment. The development of a coalition of community-based or non-governmental organizations (NGOs) focused on victims and victim's services that would eventually become part of HTRA can be traced to 1998 when the YMCA of Greater Houston International Services received resettlement victims after the Daewoosa Samoa case, the largest human trafficking case in United States history. That case involved hundreds of Vietnamese labor-related victims working in the clothing industry in the U.S. Territory of Samoa. Twenty-five of the victims were certified, received T-visas and resettled to Houston. The YMCA identified their needs and provided services to these victims. Eventually, in January 2003, YMCA officials then applied for and received a grant to provide services to trafficking victims from the Office of Victims Services in January 2003.

An independent, but equally important development that would provide an important part of the foundation of HTRA was the establishment by the FBI, in 2004, of a working group to investigate human trafficking. The FBI Working Group included FBI agents, area Constables, and Texas Alcohol Beverage Control agents, and ultimately members were able to initiate a long-term and successful investigation into human trafficking activity. A plan for the victims rescued as a result of the investigation was developed that included service providers from the Coalition Against Human Trafficking (CAHT) described above. Through this collaboration, a plan was established for the rescue of victims that made provisions not only for rescue, but also for victim services and the preservation of evidence required for successful prosecution.

In 2004 The Southern District of Texas received funds from the Bureau of Justice Assistance to develop a task force that combined CAHT with FBI Alliance officials, which up until that time had largely been limited to law enforcement representation. Since the task force's inception they have focused on human trafficking cases that often involve familial trafficking organizations that combine multiple forms of victimization including forced labor, labor bondage, and sex slavery. To date 4 human trafficking cases have been prosecuted in the Southern District of Texas. It is important to note that these high profile cases involved 20 traffickers and over 100 victims. The fact that over 100 human trafficking victims have been rescued is an important achievement regardless of the absolute number of cases prosecuted.

#### **D. Promising Innovations from the Three Human Trafficking Task Forces**

Each of the three Task Forces has developed practices that may enhance law enforcement identification of human trafficking or strengthen collaborative relationships between task force members. The in-depth analysis of each site, combined with communication and analysis across sites by the research teams, helped to identify practices that were innovative and hold promise for use by other task forces. We describe these practices below.

##### ***Training and Awareness Raising – Phoenix, Arizona***

In Phoenix training focused on both task force members, partner organizations and the rank and file officers from the Phoenix Police Department (PPD). On a quarterly basis, all members of the Phoenix task force have participated in the federal JUSTNET training. These training sessions provided an opportunity for task force leadership to clarify definitions and address concerns or misconceptions that commonly occur when groups begin to put ideas into practice. One of the areas where such training has been useful is in helping to clarify distinctions between human smuggling and human trafficking. For jurisdictions such as Phoenix, which face serious immigrant smuggling problems, these distinctions are very important. Trainings are a necessary vehicle to revisit the distinctive characteristics of human trafficking which often involve cases that begin as smuggling but turn into human trafficking victimization once the victim is in this country. In addition to solidifying common understanding among task force members, trainings provide task force participants with additional skills to better identify and respond to potential human trafficking incidents in the local area.

Specialized training has also been developed for Phoenix Police Department personnel, particularly within the unit that has primary responsibility for the enforcement of prostitution laws. The task force has worked with PPD representatives to design a human trafficking training module that will be part of department's regular in-service training at the Phoenix Regional Police Training Academy. The integration of training on the identification of human trafficking cases is a hallmark of the Phoenix Task force. The Sergeant who leads one of the vice squads tasked with responding to human trafficking has been proactive in bringing this training to the police department as well as to the participating agencies. He has been aggressive in seeking out external training resources such as federal or victim-centered training that exists outside the Phoenix area. The Sergeant representing PPD on the task force has also been actively involved in providing training to other law enforcement agencies throughout the Arizona area as well as in a national context.

##### ***Protocols to Guide Task Force Activity Once Victim is Identified – Harris County, Texas***

Human trafficking task forces inevitably encounter differences of opinion among task force membership about how various situations should be handled. These differences of opinion can easily undermine the ability of groups with different missions and goals to work together successfully. The Human Trafficking Rescue Alliance in Houston, Texas has developed a set of guidelines for handling cases and an emergency protocol for dealing with victims when they are rescued by either law enforcement or victim service providers. The HTRA Guidelines provide a flexible framework to help criminal justice and community-based agencies collaborate in response to the human trafficking problem. The underlying goal of the HTRA Guidelines is to provide a general course of action for criminal justice agencies and service providers to take when human trafficking victims were discovered. The guidelines are described by HTRA

officials as not intended to be a rigid “how to do it manual,” but more of a resource to inform the development of appropriate responses to victim discovery. They are organized along the lines of victim identification and assessment by different groups including service providers, local law enforcement, district attorneys, and by federal agencies. The Guidelines contain general information about how each of these organizations should respond to different types of victims of human trafficking.

In addition to the Guidelines, the HTRA developed an “Emergency Protocol” to addresses crisis situations where persons are endangered, where there are hostage incidents, where victims have escaped from traffickers, and situations that require the immediate rescue of potential victims. The protocol addresses both responses of service providers and law enforcement agencies. Both the Guidelines and the Emergency Protocol recognize the benefit of the collaboration of criminal justice agencies and community-based organizations in responding to human trafficking. Rather than develop separate guidelines, one for criminal justice agencies and one for community-based organizations, the HTRA Guidelines and Emergency Protocol reflect the joint participation of both groups in responding to trafficking victims. Additionally, the process of developing the Guidelines helped to strengthen relationships among HTRA partners since it required identifying and resolving issues and conflicts largely due to differences in the value systems of service providers and law enforcement agencies.

### **Human Trafficking Rescue Alliance (HTRA) Guidelines**

1. Discovery of a victim by a community-based organization or social service provider
  - If the victim is in immediate danger dial 911
  - Secure legal representation
  - Contact other local social service providers to target specific needs
    - Services available to all victims
    - Services available when a determination has been made that the victim is a victim of a severe form of trafficking
    - Additional service available to victims of severe forms of trafficking who are willing to assist in investigation.
  - With victim consent notify HTRA law enforcement liaison
2. Discover of a victim by a local or state law enforcement agency
  - Identification and assessment of potential victims
    - If indicators of human trafficking present refer HTRA Law Enforcement Liaison
    - Referral to appropriate federal agency(s)
  - Refer trafficking victims for basic social services

### ***Sex Trafficking Victim Screening and Identification - Boston, Massachusetts***

Identifying victims in the community who are at risk of victimization or currently being victimized is a major challenge for all task forces. The Boston Police Department has created a process to proactively identifying youth who are at risk for sex trafficking. Instead of waiting for trafficking victims to be referred by victim service providers or officers out on the streets, BPD conducts a pro-active daily scan of police reports including 1) missing persons reports, 2) incident reports involving minors, 3) arrest reports, 4) field interrogation observation reports

and 5) Child in Need of Services (CHINS) for indicators of potential victims of human trafficking. Three priority categories were created to aid staff in the identification of sexually exploited juveniles as they scan through daily reports.

Priority one cases involve youth in need of immediate intervention. These victims are most likely on the street and involved in active exploitation. Priority two cases involve individuals who have recently been exploited and are at serious risk of future exploitation, but who are known to currently be under DYS or DSS supervision. Priority three cases involve persons at risk of sex trafficking who should be monitored and referred to social service agencies specializing in prostitution outreach. This screening process both helps identify cases of sex trafficking that might previously have gone unidentified and provides a proactive strategy for outreaching to those victims most in need of immediate intervention. Any cases of human trafficking that are identified through the BPD case screening process are immediately brought to the other law enforcement partners on the Task Force. Since the system has been in place, BPD has identified 150 girls who meet priority one criteria and are in need of immediate intervention. Of that number, they have successfully rescued 20 girls. A successful rescue could include re-uniting girls with their families or getting them into a safe environment, including treatment programs designed to meet the needs of youths who have been sexually exploited.

### **Boston Domestic Sex Trafficking Screening Criteria**

#### Priority 1: Immediate Intervention

- Age 17 and under
- Known involvement with prostitution activity
- Request for assistance from outside agency
- 8 or more missing person reports on record
- Under age 15 with 5 or more missing person reports on record
- 2 or more girls FIO'd (Field Interrogation Observation) together
- Home address outside of Boston, picked up in Boston district; especially an area know for prostitution

#### Priority 2: Monitoring

- Age 17 and under
- 8 or more missing person reports on record
- Under age 15 with 5 or more missing person reports on record
- 2 or more girls involved in prostitution FIO together
- Home address outside of Boston, yet is picked up in Boston district; especially an area know for prostitution
- Currently DSS or DYS involved

#### Priority 3: Intervention Referrals

- 3 or more missing person reports on record
- Age 17 and under
- CHINS (Child In Need of Services) on record

## **E. Lessons Learned from Cross Task Force Study**

There are a number of lessons that can be learned from the experiences of the 42 multi-agency human trafficking task forces and analyzing the experiences of agencies in the three intensive study sites. We believe these lessons are closely tied to the complexity of human trafficking investigations themselves. The nature of human trafficking cases can breed

disagreements. Many of the things that we know place stresses on temporary organizations are magnified here. The lack of a shared definition of the problem, the pre-existing tensions between task force members and the length of time investigations take all make forming and maintaining a task force around the issue of human trafficking very challenging. As a result, the processes that we know keep temporary organizations together (joint meetings, regular meetings, lots of contact, shared decisionmaking, shared goal setting, buy-in through joint activity) are even more critical.

### ***1. Definitions of Human Trafficking Are Often Ambiguous and Need Continuous Reaffirmation by the Group***

Unlike other areas of criminal investigation where task force have been employed (e.g. drugs, guns, gangs), human trafficking is a recently legally defined and somewhat ambiguous crime. While 34 out of the 42 task forces are located in states that now have legislation defining the crime of human trafficking, all state legislation as well as the federal legislation is very new. Only 16 of these states adopted legislation prior to 2006. Internal disagreements among task force members about the definition, elements and nature of this crime increase the challenges of multi-agency task force responses. Multi-agency task forces formed to combat other types of crime such as guns or drugs experience internal conflicts, turf wars, and conflicting goals, but the crime itself is often relatively easy to define and identify (e.g., someone has been shot, someone distributes drugs). Questions may arise in other task forces about what to do about the facts (e.g., Should the case be taken federally? What charge should we pursue? Who will take the lead? Who will take credit?), but the facts around the incident itself is usually relatively clear to the task force participants. In human trafficking cases the situation is much more ambiguous. In the task forces we observed there were situations where members of the group did not agree about whether or not someone was in an exploitive situation freely or whether they were a victim of force, fraud or coercion. An additional and important confounding circumstance of human trafficking is the fact that the status of a potential victim may change for the same person over time.

Many cases involve situations that on their face seem relatively simple - there is a person who is being harmed and is in need of help. But these cases are often not simple. In virtually all trafficking cases there is some disagreement or confusion about whether or not individuals are victims, offenders, or occupy multiple statuses at different times. Additionally, when individuals are defined early in the investigation as offenders (e.g., prostitutes, labor law violators, or illegal aliens) it is often difficult for task force members, particularly law enforcement, to “redefine” the individuals as victims. Conversely when victims of exploitation do not meet the federal definition of a severe form of human trafficking and are denied certification, it is extremely difficult for task force members, particularly victim services representatives to redefine the individual.<sup>35</sup> These challenges are exacerbated when individuals

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<sup>35</sup> To be eligible for a T-visa undocumented victims of human trafficking must prove they meet five mandatory criteria: 1) they are a victim of a severe form of human trafficking, 2) they were physically present in the U.S. on account of the trafficking, 3) they would suffer extreme hardship if removed from the U.S. 4) they have complied with all reasonable requests for assistance in the investigation or prosecution of a human trafficking crime, except minors under the age of 18 are not required to comply with requests for assistance, and 5) victims must be either admissible to the U.S. or obtain a waiver of inadmissibility from the U.S. Citizen and Immigration Service (TVPA, Public Law, no. 106-386)

may be in the U.S. illegally and failure to be certified as a victim of severe forms of human trafficking may mean facing potential deportation proceedings.

Task force members, particularly from federal law enforcement agencies have gone to great lengths to clarify the differences between smuggling and human trafficking, often designating different individuals within organizations to address each problem (e.g. investigators in smuggling units separate from investigators in human trafficking units). Although the two offenses are legally distinct, and have very different implications for the victim/offender, they are in reality often too complex to simply separate with a legal definition. The person who was smuggled and now finds themselves in a circumstance of exploitation may not see their own status as changing, yet it has from a legal perspective. It has been the experience of the task force members studied here that few of the international victims of human trafficking came to the U.S. originally against their will. Many victims came to the U.S. voluntarily, either entering legally or entering illegally and paying someone to facilitate their passage. As one service provider noted:

“Victims often take a risk and expect that they will have better opportunities here than at home. Once here, they find themselves in circumstances of exploitation where they are no longer free. But sometimes the victims continue to see themselves as illegal migrants. They don’t know they are victims.”

The ability to recognize that you are either free or not free is in practice difficult for individuals to comprehend. Often trafficked victims believe they can get themselves out of exploitive situations. Sometimes they hold out hope that the trafficker will turn back into the person they once trusted. Gradually they may begin to recognize that they are in fact not free, but in many cases this process does not occur until after they are removed from the trafficking situation. While victims are often an important source of information in all crime, human trafficking often requires victims to identify much more complex changes in their own status in order to be considered a victim.

Definitional disagreements often have serious consequences for potential victims, such as determining whether or not they will receive benefits which allow them to receive medical, cash assistance and to stay in the country lawfully for some time. The task force members need to understand at the outset that working on these cases will be challenging and they need to make a commitment to stay together and work through fundamental disagreements about definitions. Open and regular communication around both the facts of specific cases and more broadly the problem of human trafficking in the local community itself is essential to work through disagreements. One potentially successful model is the case review process utilized by many Project Safe Neighborhood (PSN) Task Forces. PSN is a federally funded initiative bringing together multi-agency task forces in each federal judicial district to target gun crime and increase gun prosecutions. Approximately 27 PSN task forces currently utilize some type of formal case review processes in their task force (Decker and McDevitt, 2007). Case reviews processes may be open only to law enforcement members or may be open to all members of the task force, depending on the level of trust and confidence established by the group, as well as the nature of the case. During the case review task force members are presented with the facts of potential cases (sometimes including supporting information such as police reports), The case review process provides an opportunity for team building among the members of the task force. It forges a common set of definitions of “cases” and “victims” and provides an opportunity for

task force members to discuss how different fact patterns affect definitions and potential responses.

## ***2. Building Relationships Key to Task Force Viability***

All multi-agency human trafficking task forces include a multitude of federal, state, county and municipal law enforcement partners, other federal and state agencies including groups such as the Department of Labor or Health and Human Services, and numerous non-governmental agencies representing groups as diverse as battered women's shelters, refugee organizations, faith-based charities and youth service organizations (lists of all task force members are included in the individual task force descriptions which can be found in Appendices F and H). These disparate groups come together in a task force setting to achieve something that may be more difficult, or in many cases not possible, to achieve on their own.

There are numerous potential points of conflict between task force members (e.g., among law enforcement, federal versus local; between law enforcement and victim services providers; among victim service providers and/or NGOs in a local community). These tensions can be exacerbated by differences in organizational mission, poor past relationships between groups and structural barriers which can keep task force members separated. While these tensions are common in multi-agency task forces generally, the nature of human trafficking cases may necessitate more attention to relationship building. Human trafficking victims and many of the service providers or NGOs on the task force itself may have historically poor relationships with law enforcement (both in the U.S. and abroad). In some cases, victim and NGO distrust of law enforcement is based on negative interactions that may have occurred with law enforcement agencies in different communities or locations. Regardless of who is responsible for causing the distrust, if unaddressed, it can create serious misunderstandings that can become barriers to task force success. One negative incident, whether external to the task force (such as an immigration raid) or internal to the task force (such as groups withholding information or victim certification denial) can threaten to destroy already tenuous working relationships. Ultimately, in human trafficking task forces groups that are opponents on other cases (e.g., ICE and immigration advocates) must work together, share information and assist one another openly and honestly in human trafficking investigations. This is very difficult to do.

To successfully navigate these tenuous relationships some efforts must be made to help group members recognize the existence of different or competing organizational goals. As one task force member suggested in an interview:

*"We (task force members) sometimes have to agree to disagree. We have to recognize that people in the group have different jobs. You need to respect what I do, and I need to respect what you do. Even if that means we may not agree all the time."*

Too often task forces ignore or minimize differences among members. People naturally fear that talking about such differences will cause additional tension. Unfortunately these tensions usually already exist among group members, even if they are routinely kept in check during the group process. Failure to acknowledge and try to openly work through differences can sometimes result in groups walking away from the task force or abandoning the process.

One task force's strategy to deal with conflicting organizational missions around victim immigration status illustrates how tensions might be negotiated.

"One of the things that seemed to help both groups (victim services and law enforcement) is that ICE agreed to avoid asking any specific questions about someone's immigration status during the initial interviews. We (the local police department) do the same. We all want ICE to stay cooperative during the process and so no one really wants to get into the immigration question while they are trying to find out if someone is a victim."

ICE agreed to wait until the group makes an initial determination about whether or not someone is a potential victim before asking any specific immigration status questions. As a consequence task force members were able to overcome some very serious tension that was naturally created by in human trafficking cases involving non-citizens.

### ***3. Length of Trafficking Cases Can Threaten Group Cohesion***

When task forces identify and investigate cases of human trafficking they are very likely to pursue federal prosecution. The national survey results discussed in Section III confirm that a majority (55 percent) of federally funded human trafficking task forces who responded to the survey and have identified cases of human trafficking pursued federal charges. The length of time necessary for investigations, indictment and prosecution of federal cases of all types is often much longer than state prosecutions. The complexity of human trafficking cases often extends the time necessary for investigation and prosecution even more. This process may be frustrating to task force members, particularly local law enforcement, victim service providers and human trafficking victims themselves who go into the process of prosecution with very different expectations and often require services throughout this process and beyond. As one local law enforcement officer suggested:

"Keeping up with the victims while we wait for prosecution is the hardest part of these cases. It takes so much time. I am in touch with these girls all the time, making sure they are safe, just touching base to see how they are doing and letting them know someone cares about them. Without this regular contact it is too easy for victims to slip back into danger, sometimes back into what they were doing before."

To overcome this challenge, issues of timing should be discussed candidly early and often in task force sessions to develop a set of shared expectations around the length of investigations and the responsibility of different task force members during this process.

Many task forces throughout the country have experienced significant turnover in personnel from law enforcement and the victim services community. Additionally, transitions in and out of the task force by key personnel from the U.S. Attorney's Office sometimes occur during the middle of ongoing investigations, potentially disrupting and lengthening the process. When new members join the group it takes them time to develop relationships and understand the norms that have been established by the group. This is particularly true in human trafficking task forces where organizations represented on the task force have strained previous working relationships. In these circumstances, group members learn to trust

individuals, even if they are not yet willing to accept the conflicting missions of the organization they represent. When not properly managed, transitions have the potential to threaten group cohesion.

Protocols or guidelines, similar to those developed by the Harris County Human Trafficking Task Force (highlighted above) can help provide guidance and ground rules for all task force members as they encountered potential victims, participate in investigations and move cases forward to prosecution. Formal operating rules, such as protocols are particularly important in circumstances where task force membership may not be stable over the lengthy periods of time required for many of these investigations. Task force turnover in membership requires the reconsideration of informal norms would have to be learned or redeveloped each time the group membership changes.

#### *4. Regular Routines and Structure Affect Local Law Enforcement Response to Human Trafficking*

Task forces across the county have somewhat different organizational structures, but the responsibility for identification of human trafficking cases in local communities tends to fall with local law enforcement. While federal law enforcement agencies may separately receive information or identify cases through other existing federal investigations, local law enforcement partners, rightly, tend to be responsible for identifying potential cases and generating leads in the local community. Victims of human trafficking will rarely have the opportunity to reach out directly to law enforcement for assistance. In most cases, local law enforcement must increase community awareness, develop relationships with service providers who may refer victims and pro-actively investigate potential human trafficking problem in the local community.

The process and structure through which local law enforcement investigates human trafficking cases effects how well task forces identify potential victims and prosecutes offenders. As we discussed earlier, police officers on the street tend to solve problems based on routines. Routines can be both positive and negative. They are positive because they allow officers to respond efficiently to problems that may be encountered regularly. The downside of routines is that they reduce the flexibility that officers have to respond to new types of problems. When new priorities arise officers must learn how to fit these new types of cases into their existing activities and structures. As we found with attempts to adopt new models of policing such as community policing or problem oriented policing, even if law enforcement agencies adopt the symbolism and language of new priorities, it is difficult for line officers to put these new principles into practice on the street (Greene, 2000). Routines generally stay because line officers and their managers are generally focused on well defined and previously specified functions.

A number of local law enforcement agencies participating in human trafficking task forces have designated their existing vice units to lead human trafficking investigations. Officers in Vice Units have a strong understanding of the local commercial sex networks and are adept at executing raids. They have already developed a number of tools that can be applied to the investigation of sex trafficking cases. These routines, however, may also limit their ability to distinguish human trafficking victims from other more traditional offenders involved in prostitution. Other agencies have designated officers from family or domestic violence units to handle local human trafficking investigations. These officers are often much more familiar with the trauma responses and multiple service needs of victims but may lack

access to other intelligence gathering strategies such as undercover operations and surveillance that might be utilized in vice or organized crime investigative. Neither of these structural designations may be particularly useful for identifying labor trafficking cases, which may require quite different investigative techniques. Ultimately, investigative strategies that combine expertise across existing specialized units may be necessary for successful victim identification and intervention.

Adding to the challenges faced by local law enforcement in the investigation of human trafficking is the difficulty some agencies have faced prioritizing human trafficking investigations within their own agency. Generally, local officials are less concerned about human trafficking than other local crime problems such as violence or gangs. As a result, local law enforcement officers participating in human trafficking task forces often have to become champions of human trafficking problems in their own agency. If the priorities of the department or their direct supervisors are on some other types of problem, it may be difficult for officers participating on task forces to secure the resources and support necessary for successful human trafficking investigations. To overcome this challenge, some local officers have begun to identify the connections between human trafficking victims and offenders and other local crime, such as street-level violence. These agencies hope such links will help organizations see human trafficking as a problem with local implications rather than purely investment in a federal initiative.

##### ***5. Necessity of Communication Within and Between Federally Funded Task Forces***

Every task force must develop a shared sense of culture and understanding of the local human trafficking problem. Task force members come from different organizations with different and sometimes competing missions. To work successfully across these structural barriers it is necessary to create a shared culture within the temporary organization of the task force. Within organizational research this phenomena is referred to as sensemaking, or the process by which information, activities and roles are interpreted within any organization. Sensemaking is particularly important in temporary organizations where the rules for determining priorities are often ambiguous, such as in human trafficking investigations. Task force members struggle to develop a set of commonly understood beliefs about the nature of human trafficking in the local community and accepted principles for responding to the problem. Often these shared understandings will need to be revisited and revised as circumstances change among members of the task force or in the local community.

For task force members to develop the skills that are necessary to successfully identify and investigate human trafficking cases takes time and involves frequent face-to-face interaction to help build trust and reciprocity among members. Such contact is necessary to overcome shifting definitions that may develop overtime and threaten the ability of task force members to work together toward common goals. While memorandums of understandings and protocols can provide an important framework for task force operation, the development of personal relationships through frequent contact and a willingness of task force members to learn about the goals, activities and experiences of each other's organizations is necessary to build trust and working relationships which will help task force members confront the challenges that develop in specific cases over time.

In addition to increased communication within task forces, task force members throughout the country would benefit from more avenues for coordinated peer-to-peer technical assistance and information sharing systems. During the course of this project many

task force members have expressed a strong interest in developing both information sharing on process issues (e.g. developing protocols, dealing with confidentiality issues, establishing tracking and outreach mechanisms) and intelligence (e.g. specific information about a victim who may be traveling to a state with a task force, intelligence on offenders and their networks across states). The Department of Justice has hosted two national human trafficking conferences designed to bring members of the federally funded task forces together to share best practices and learn from each other's experiences. In the winter of 2007 a small number of task force members, lead by the Polaris Project in Washington D.C., developed a national listserve to share information and announcements between member of each of the 42 federally funded human trafficking task forces. To date the listserve has over 215 members who regularly post updates, share information and build connections to communicate off-line about ongoing cases and challenges. This type of information sharing can help build alliances across task force members operating in different communities. Additionally, some task forces have begun to develop specialized training focused on investigative strategies for particular types of cases and specific victim services strategies. These trainings are often open to members of other task forces throughout the country and provide additional vehicles for information sharing and community building.

## SECTION V

### CONCLUSIONS AND RECOMMENDATIONS

Identification and investigation of human trafficking cases is a complex undertaking for local law enforcement. The federal government has provided strong national leadership in the fight against human trafficking, but responses from local law enforcement remain essential to the successful identification and investigation of these crimes. Municipal, county and state police are familiar with their local communities and are involved in routine activities that will likely bring them into contact human trafficking victims and offenders. Despite being well situated to identify such crime, the complex nature of these cases presents significant challenges. Effectively responding to human trafficking requires local law enforcement officers to recognize potential victimization and provide services to victims who may have been historically under-served by or had poor relationships with law enforcement (e.g., migrants, immigrant community member, and poor women and girls). Law enforcement may also be reluctant to intervene in sex and labor trafficking situations due to a belief that victims were complicit with their own victimization. Finally, local law enforcement response is further complicated by citizenship status issues as many local agencies have made a decision to not inquire about citizen status during routine policing activities as a means of building trust and confidence in the local community. Research on local law enforcement response to human trafficking is limited and focuses only on the experiences of a few large municipal police departments who were perceived to be most likely to come into contact with victims of human trafficking (Clawson et al., 2006b; Wilson et al., 2006). While prior research has provided an important starting point for understanding the challenges law enforcement agencies encounter in the identification and investigation of local human trafficking, the present report builds a more comprehensive understanding of local, state and county law enforcement's perception, preparation and response to human trafficking in the U.S.

Since law enforcement in the United States is predominately carried out by the thousands of local agencies representing diverse environments and coming from a variety of different organizational structures, fully understanding how law enforcement perceives and responds to the problem of human trafficking in the United States necessitates inquiries into the specific experiences of these agencies. The current project sought to broaden our understanding of the experience and perspective of a wide range of law enforcement agencies with the crime of human trafficking. To accomplish this goal probability sampling techniques were employed to select a random sample of approximately 3,000 municipal, county and state law enforcement agencies in the United States. The random sample was selected to allow for a national estimate of law enforcement perception of the problem of human trafficking and their experiences identifying cases of human trafficking in their local community. The national random sample was supplemented with all remaining agencies serving populations over 75,000 to provide a complete survey of experiences local law enforcement in all medium to large communities in the U.S. Agencies who reported having investigated any cases of human trafficking between 2000 and 2006 were given a more in-depth survey to determine the nature and characteristics of the human trafficking cases they investigated, details about the investigative process and the outcomes of the investigations. Additionally, more intensive research was conducted with local

law enforcement agencies participating in multi-agency law enforcement task forces focused on human trafficking.

In addition to providing the first national measures of local law enforcement response to human trafficking, the present study provides information which can be used to enhance future identification, investigation and prosecution of human trafficking cases. We believe such research would provide a timely foundation upon which to base the next decade of law enforcement and prosecution responses to trafficking. There are a number of general conclusions and recommendations that can be drawn from the present study.

## CONCLUSIONS AND RECOMMENDATIONS FOR THE FIELD

This research presented here provides the first benchmark of the current steps taken by local law enforcement agencies across the U.S. to identify or recognize human trafficking. It has provided important information about the current perceptions of local law enforcement officials about the problem of human trafficking in their local community and steps their agencies have taken to prepare to investigate such cases. In the following section we identify a number of conclusions that can be drawn from this report and identify corresponding recommendations for the field.

### *Conclusions*

#### *1. Perception of the Problem of Human Trafficking and Preparation to Identify Cases Generally Weak*

- Local law enforcement officials perceive human trafficking as rare or non-existent in their local communities. There is little difference in their perceptions of sex trafficking compared to labor trafficking - both types of human trafficking are perceived by law enforcement as rare or non-existent in their local communities. Perceptions about the prevalence of human trafficking, however, vary significantly by agency size.
- Agencies serving larger communities (serving populations over 75,000) are more likely to identify human trafficking, particularly sex trafficking as a more pervasive problem in their local community. 20.3 percent of these agencies indicated sex trafficking involving international victims was “widespread” or “occasional” in their community whereas only 6 percent of agencies serving smaller communities (under 75,000 in population) indicated sex trafficking involving international victims was “widespread” or “occasional.”
- The perception that human trafficking is rare or non-existent in many local communities appears to affect the degree to which agencies are prepared to identify and investigate such cases. Nationally, only 18 percent of local, country or state law enforcement agencies nationwide have had some type of human trafficking training, 9 percent have a protocol or policy on human trafficking and only 4 percent have designated specialized units or personnel to investigate these cases.

*2. Despite the limitations local law enforcement agencies face in being prepared to identify and respond to human trafficking, more cases of human trafficking were identified by local law enforcement agencies responding to the national survey than may have come to the attention of federal officials.*

- Approximately 7 percent of the law enforcement agencies in the random sample have investigated a case of human trafficking.
- Based on the findings from the random sample, we estimate that approximately 907 law enforcement agencies in the U.S. would have investigated at least one case of human trafficking between 2000 and 2006.

*3. Agencies serving larger populations are more likely to have identified cases of human trafficking, however, local law enforcement of all sizes and in all regions of the county report some identification of human trafficking.*

- The proportion of agencies who indicated investigating a case of human trafficking between 2000 and 2006 ranges from 3 percent of the smallest agencies (serving populations under 5,000) to 58 percent of the largest agencies (serving populations over 250,000).
- Approximately 6 percent of county agencies investigated a case of human trafficking and 32 percent of state police agencies reported investigating at least one case.
- Of those agencies that responded to the random sample 43 states indicate having at least one law enforcement agency from that state that has investigated a case of human trafficking.
- The highest proportions of agencies indicating they had investigated cases of human trafficking were from Arizona (50 percent) Florida (26.5 percent) and California (26.5 percent).
- Since 2000 the average number of cases investigated by each agency has risen steadily. In 2000, only 6 percent of agencies with cases indicated having over 10 investigations. By 2006 the proportion of agencies with over 10 investigations had nearly doubled to 11 percent.

From this data we can conclude that while agencies generally think human trafficking is a rare or non-existent problem in their community, and relatively few agencies have taken pro-active steps such as developing training or protocols or assigning specialized personnel to investigate cases of human trafficking, a surprisingly larger proportion of local law enforcement agencies have investigated at least one case of human trafficking.

*4. The majority (70 percent) of agencies that have investigated more than one case of human trafficking report investigating only a single type of case.*

- 36 percent only investigated sex trafficking cases, and
- 
- 34 percent only investigated labor trafficking cases.

There are a number of possible explanations for this trend. It is possible that agencies develop specialization in one type of trafficking investigation and are more likely to identify additional

cases of that type. It is also possible that the nature of the trafficking problem in the local community is driving the types of cases that are identified by law enforcement. Within the broad categories of labor trafficking and sex trafficking, law enforcement agencies. Labor cases involve a number of different eventual charges while sex trafficking cases involve mostly the charge of forced prostitution.

*5. The use of multi-agency task forces has been suggested as a promising strategy for identifying and investigating cases of human trafficking. The data from the national survey and intensive case studies support this conclusion.*

- Not surprisingly agencies participating in federally funded task forces were more likely to have training, policies and specialized personnel than other agencies and were much more likely to identify and investigate cases of human trafficking than non-task force agencies (76 percent of agencies in federally funded human trafficking task forces who responded to the national survey investigated at least one case of human trafficking compared to approximately 25 percent of medium to large sized agencies overall).
- Local law enforcement agencies participating in federally funded human trafficking task forces who investigated case of human trafficking reported investigating many more cases on average than non-task force agencies (36 on average for task force agencies compared to 15 on average for non-task forces agencies).
- During the same time period task force agencies also made on average more arrests (12) for human trafficking than non-task force agencies (8).
- Cases identified by local law enforcement agencies participating in task forces were more likely to result in formal charges following human trafficking related arrests than non-task force agencies (75 percent compared to 45 percent) and were twice as likely to result in federal charges than non-task force agencies (55 percent compared to 25 percent).

While agencies participating on task forces often have more resources and personnel dedicated to identifying and investigating cases of human trafficking, they also have developed different perceptions about the indicators, investigative tactics and challenges of these types of cases which increase their effectiveness.

### ***Recommendations for the Field***

#### ***1. Increased Training and Outreach is Needed for Local Law Enforcement***

Data from the national survey confirms that agencies that are prepared to investigate human trafficking cases including having provided training to some or all of their officers and perceiving trafficking to be a problem in their community are most likely to actually identify and investigate cases of human trafficking. The effects of preparation and perceptions are particularly salient for medium to large agencies serving populations over 75,000. What is most surprising about these findings is the strong magnitude of the effect of these variables on having identified human trafficking, particularly compared to other potential measures such as population size, region or proximity to the border, characteristics thought to put communities at

greater risk for human trafficking. Agencies with a special unit, protocols or training are 2 to 3 times more likely to identify cases of human trafficking than those without such preparations.

Yet only 18 percent of agencies nationwide, 38 percent of medium to large agencies have conducted any type of human trafficking training. Of those agencies that have conducted human trafficking training, the majority (47 percent) have utilized in-service training sessions or specialized regional training for investigators (43 percent). Because we know training is strongly related to human trafficking identification and only a small proportion of agencies have undergone any type of human trafficking training we recommend that a program of increased outreach and training to law enforcement agencies of all sizes to enhance both their ability to identify and investigate human trafficking cases if they arise in their community. Training should specifically address the perception held by many law enforcement officials that human trafficking is a rare or non-existent crime.

At present many of the human trafficking training curricula that exist are based on anecdotes or unique, large multi-victim cases that may not reflect the experiences of local law enforcement. A number of specific training strategies could be developed from the national survey results in this report that more accurately reflect the experiences of local law enforcement throughout the country. For example, we found that agencies that have identified cases of human trafficking are more likely to utilize proactive indicators such as looking for information from other ongoing investigations and noted specific characteristics of the victims (e.g. being non-cooperative and not having control of their identification or travel documents) as being important indicators of human trafficking. Our intensive study of local agencies affiliated with multi-agency human trafficking task forces also illuminated a number of innovative case identification strategies such as the pro-active sex trafficking victim screening process developed by the Boston Police Department (see Section IV). The principles from such a model could be integrated into future training curriculum to help local law enforcement agencies to help enhance pro-active strategies to identify potential trafficking victims in the local community.

Agencies that identified cases of human trafficking additionally evaluated the usefulness of a variety of different investigative techniques which also might help focus future training efforts. Some of the techniques ranked highest by investigators with experience in human trafficking may be surprising (e.g. the importance of providing victim services as an investigative technique). Training for local law enforcement should also include information on the characteristics of offenders from those cases already identified by local law enforcement and reported in the national survey. For example, the national survey provides general information about the age, gender and county of origin of both victims and perpetrators in human trafficking cases investigated by local law enforcement. There are of course some limitations to this information. The national survey data includes only the characteristics of perpetrators and victim from those cases where the police identified human trafficking. The characteristics of victims and perpetrators in cases that remain unidentified by law enforcement are not known. While more research is necessary to understand differences that may exist between the characteristics of currently identified and yet unidentified perpetrators and victims, (see below) the descriptive information about victims and perpetrators as well as perceptions about the utility of various indicators and investigative tactics from those agencies who have identified human trafficking cases could greatly enhance future investigations.

## ***2. Model Protocols are Necessary to Guide Human Trafficking Identification and Investigation***

Human trafficking cases are often complex, involving a new area of law where rules and routines are not well established. Working with human trafficking victims and offenders can also involve activities that may be out of the normal range of experiences for line officers (e.g. language barriers, severe trauma, immigration issues). In addition, the complexity of human trafficking cases often requires local law enforcement to partner with other groups (e.g. federal law enforcement, inspectional services or regulatory agencies and NGOs) in order to successfully identify, investigate and prosecute a case. Yet few agencies have taken steps to adequately prepare their officers to navigate human trafficking investigations. According to the national survey only 9 percent of local law enforcement agencies have a protocol or policy on human trafficking and even fewer (4 percent) have designated specialized units or personnel to investigate these cases.

Protocols or guidelines, similar to those developed by the Harris County Human Trafficking Alliance (highlighted in Section IV) can help provide guidance and ground rules for officers within an agency and their partners as they encounter potential human trafficking victims, participate in investigations and move cases forward to prosecution. Formal operating rules, such as protocols are particularly important in circumstances where agencies may not have specialized units or personnel that can be devoted to the investigation of human trafficking cases or personnel change over the course the lengthy periods of time often required for many of these investigations.

We recommend that the Department of Justice utilize information from existing protocols from law enforcement agencies and multi-agency task forces to develop a model protocol that provide guidance for law enforcement agencies and their potential partners on human trafficking identification and response. Model protocols may differ by agency size or structure. These protocols could then be made available to law enforcement agencies nationally both on-line and in other formats.

## ***3. Increased Dialogue is Necessary to Clarify Legal and Definitional Issues around Human Trafficking***

The Department of Justice has provided significant leadership in supporting local law enforcement agencies to begin addressing human trafficking in their local communities. As a result of these efforts, the issue of human trafficking is starting to be discussed in the broader police community. In 2006 the International Association of Chiefs of Police released a short guide on human trafficking identification and investigation which provides law enforcement officials basic information about the problem of human trafficking and suggests a number of national resources for assistance. Additionally, a number of Regional Community Policing Institutes (RCPI's) have provided training to raise awareness about human trafficking in the law enforcement community. Now that agencies have heard about the issue of human trafficking it may be important to step back and begin to open up a dialogue with the law enforcement community about the definitional challenges that are emerging as law enforcement agencies either alone or in partnerships with multi-agency task forces attempt to identify and investigate these cases.

As was discussed in some length in the comparative analysis of the multi-agency human trafficking task forces, human trafficking cases often involve factual situations where members of the group do not agree about whether or not someone is a victim of force, fraud or coercion. Additionally confounding is the fact that the status of a potential victim may change for the

same person over time. These challenges are exacerbated when individuals may be in the U.S. illegally and failure to be certified as a victim of severe forms of human trafficking may mean facing deportation proceedings. A number of multi-agency task forces members, particularly from federal law enforcement agencies, have gone to great lengths to clarify the differences between smuggling and human trafficking, often designating different individuals within organizations to address each problem (e.g. investigators in smuggling units separate from investigators in human trafficking units). Although the two offenses are legally distinct, and have very different implications for the victim as well as the offender, they are in reality often too complex to simply separate with a legal definition. Definitional disagreements often have serious consequences for potential victims, such as determining whether or not they will receive benefits which allow them to receive medical, cash assistance and the ability to stay in the country lawfully for a period of time. The same types of disagreements can occur among officers within a single agency or between officers and local partners that have come together to combat trafficking and provide services to victims in a community, even without the formal structure of a task force. For local law enforcement officials there are additional challenges when state laws and federal laws are not in agreement.

Beyond clarifying legal and definitional issues a dialogue may need to occur among police leaders about how human trafficking fits into local crime fighting priorities. Officers from local agencies participating on multi-agency human trafficking task forces have often had to become champions attempting to prioritize human trafficking investigations in their own agency. If the priorities of the department or their direct supervisors are on some other types of problem, it was often difficult for officers participating on task forces to secure the resources and support necessary for successful human trafficking investigations. To overcome this challenge, we need to begin to identify how this important federal priority is translated into a local police or community priority.

In part the problem is one of roles. Local law enforcement may not see circumstances of exploitive labor, even those involving force, fraud or coercion as a crime. This problem is of course not new. They have few tools to understand trafficking networks and often see incidents of sex and labor trafficking as sad social facts or regulatory violations but not necessarily crimes in which the police should be involved. Law enforcement has often had to adapt to changing legal and social environments. There are some important analogies to other types of crime which faced resistance from local law enforcement early in their enforcement. For example, domestic violence was until quite recently perceived by many in local law enforcement as a personal problem or family issue, not a crime. Local law enforcement was hesitant to become involved in people's intimate relationships even when they involved violence. Part of this resistance, we now know was based on the facts that officers did not feel that they had the proper tool and training to address such complex problems. Now domestic violence is seen much more clearly as a police problem, a crime and something that the police have tools to address. Since human trafficking, in many communities, is currently mired in definitional ambiguity and operational confusion a new and open dialogue must be created to address how local law enforcement begins to embrace human trafficking as a local crime and develop the skills necessary to combat the problem.

#### ***4. Broaden the Investigative Focus***

The Department of Justice's decision to take a victim centered approach in human trafficking cases was critically important. This approach has led to the rescue and restoration of

many victims and the formulation of a number of very valuable law enforcement - service provider partnerships. This approach corresponds with the federal government's original intent to develop strategies that "strike a careful balance between the security needs of the state society's need for the restoration of human rights to the victim" (Department of State, 2007: 7).

While the focus on victims has been very successful it has at time led to challenges among task force partners working together to both rescue victims and prosecute perpetrators (described more fully in Section IV). Some of the differences of opinion about the definition of who is a victim, and how to handle victims who are illegally in this country have strained relationships in many task forces. The models of victim protection have likewise caused some tension and frustration between service providers and law enforcement. We suggest that by broadening the focus to more prominently include offenders, agencies may be able to reduce some of the tensions mentioned above. If for example, the discussion at a task force meeting involved what kind of an investigation might allow for an arrest and successful prosecution of a particular trafficker we might find much more consensus. All partners in the task force agree traffickers should be stopped and held accountable for their actions, even if they do not always agree about whether or not specific individuals meet the definitional requirements of a severe form of human trafficking.

A focus on offenders might have an additional benefit in that law enforcement would be encouraged to initiate investigations using more traditional law enforcement investigative tools, developed for infiltrating drug networks such as surveillance, undercover officers, and the use of confidential informants, to make human trafficking cases. Currently investigators rely heavily on the testimony of victims, many of whom have suffered severe trauma which decreases their ability to provide reliable and consistent information. These findings are consistent with conclusions reached by Bales and Liz (2007) following a review of investigative strategies used in federally prosecuted human trafficking cases. They conclude that human trafficking investigations tend to rely heavily on victim testimony and should utilize other sources of information which could corroborate victim and witness testimony such as employer records or other forms of documentation. While victim testimony is ultimately critical to determining the mechanisms of force, fraud or coercion used in trafficking operations, it does not always need to be the central focus of investigative strategies. Expanding the investigative tools available to law enforcement will improve the success of future interdiction and prosecution efforts. Ultimately, victim centered approaches to the problem of human trafficking do not need to rely exclusively on victim centered investigative strategies.

### ***5. Continue to Support the Formation of Task Forces***

The use of multi-agency task forces is an important tool to address the problem of human trafficking in local communities. As the findings from this report clarify, law enforcement agencies participating in multi-agency human trafficking task forces are more likely to have training, protocols and specialized units or personnel devoted to human trafficking investigations and are more likely to perceive human trafficking as a problem in their community. Additionally, these agencies are more likely to have investigated cases of human trafficking. DOJ has taken strong leadership in supporting local task forces and should continue to do so. These task forces are not without challenges, however. Section IV of the report outlines a number of challenges facing multi-agency human trafficking task forces including ambiguous problem definition, tenuous relationships among task force members, lengthy investigations and gaps in communication.

As we move forward to begin to evaluate the success of human trafficking task force strategies it is important to recognize that to successfully prosecute human trafficking cases and restore victims, task forces must overcome a number of internal and external obstacles. Therefore, we should not limit our measures of success to prosecution or victim rescue alone. Measuring the processes that task forces are undertaking may be critical at this stage. We are beginning to learn that specific types of processes such as regular meetings, establishing protocols to guide response and jointly conducting trainings or victim outreach with law enforcement and victim service providers may overcome the challenges of temporary organizations and we believe may ultimately increase victim identification and our chances for successful restoration and prosecution. Yet the number of cases that have been prosecuted even from what appear to be objectively successful task forces is often very small.

While it is ultimately most important to rescue victims and prosecute offenders it may be helpful to also consider measures such as the frequency and intensity of communications among members, the extent to which a shared definition of human trafficking exists among task force members, the satisfaction of members about the task force process, the types of strategies that have both been successful and have failed to produce prosecutable cases or victims, and possibly a measure of the extent the task force operations have been noted by members of criminal networks in the community. The Department of Justice can learn a great deal from the experiences of the existing 42 human trafficking task forces. From these experiences it would be useful to create a recommended set of guidelines that future task forces, both federally funded and non-funded, could use to enhance their success.

## ***6. Future Research***

The present study provides our first measure of local law enforcement perceptions, preparation and identification of human trafficking cases in their local communities. While the report advances our knowledge about the responses of local law enforcement to the problem of human trafficking, it also raises a number of important questions for future research.

- One of the limitations of the present study is the requirement that local law enforcement officials recognize that they have encountered a victim or perpetrator of human trafficking in order to provide detailed information about the nature of the investigations. As a result, we do not know how often agencies encounter cases of human trafficking that they do not recognize and risk the exclusion of characteristics of offenders and victims in such cases.
- Much more research is needed to understand the nature of the crime of human trafficking. For example, little is presently known about the networks in which human trafficking perpetrators and victims exist and operate. For example, how are victims recruited, what roles do offenders play in human trafficking operations, how are human trafficking operations structured hierarchically? Do these characteristics differ by types of trafficking (e.g., commercial sex, agricultural labor, domestic servitude)? There is a strong presumption, but little reliable evidence, that human trafficking networks overlap with other existing criminal networks. More research is needed to understand how smuggling operations may be connected to exploitive labor networks, fueling human trafficking. If these networks exist, more effective strategies need to be developed to help disrupt these operations. Additionally, more research is needed to explore the links

between human trafficking and gangs. There is some indication that gangs are linked to sex trafficking, but establishing that link would be helpful.

- Through our examination of multi-agency task force operations we encountered strong disagreement among task force members about how to define and understand the experiences of human trafficking victims, particularly those victims whose status changes from offender to victim over time. For example, human trafficking victims may have at one point in time been voluntarily smuggled into the U.S. and somewhere along the process they were exploited through force, fraud or coercion. Disagreements about these definitional issues can threaten successful partnerships between and among victim service providers and law enforcement. More research is needed on this process to help practitioners understand the mechanisms through which an individual's status changes. This type of information will help shed light on how law enforcement and service providers may more effectively understand and distinguish between and respond to human smuggling and human trafficking victimization.
- The identification of cases of human trafficking remains one of the most challenging aspects of this entire process. Research should be done that measures the effectiveness of many different approaches to identifying cases. Model curriculums and practice pointers that derive from the experience of actual law enforcement agencies would be helpful. Curriculums developed for different types of human trafficking cases in different regions may work better than a national model. The law enforcement community needs to understand what kinds of strategies are most effective for what different types and sizes of agencies.
- More research needs to be done to identify strategies for aiding in successful prosecutions of human trafficking cases. For example, what types of evidence have led to successful prosecutions? What kinds of sentences on what charges? Of the 13 percent of cases that prosecutors declined to prosecute in this study, why had they done so? What kinds of cases are better prosecuted at the state level than federal?
- In a similar vein, we need more research on effective techniques for supporting and restoring victims. Many approaches are being tried by a large number of NGOs and victim service providers throughout the country but to date very few of these approaches are subject to rigorous evaluation. Important steps toward developing such an evaluation strategy have recently been started by research funded by the National Institute of Justice (Caliber, 2007). Future research should incorporate the experiences of local law enforcement and multi-agency law enforcement task forces to help develop more rigorous outcomes measures to evaluate the effectiveness of various types of treatment and intervention strategies. Researchers and practitioners from both law enforcement and victim services will need to work together to define what successful victim intervention means in human trafficking cases.
- Follow up is needed to determine if years later there is a better match between perception and prevalence and to identify what types of communities are most likely to encounter cases of human trafficking, if it is really as pervasive as is currently being

reported, as well as the role that access to interstates, airports, seaports, or large pockets of poverty has on the varying trafficking networks across the country?

In the meantime we can increase our understanding of the unreported cases of human trafficking by helping agencies increase identification of human trafficking cases. As a larger proportion of all human trafficking cases are identified the characteristics of these cases will more closely represent the universe of human trafficking cases. There is much in the present report that can aid law enforcement in their efforts to enhance identification and responses to human trafficking in local communities.

This report has provided the first comprehensive review of local law enforcement attitudes and experiences regarding the crime of human trafficking. Local law enforcement plays a critical role in the identification and rescue of human trafficking victims and the arrest and prosecution of offenders. The analysis presented here is intended to help local law enforcement continue to improve these efforts in the future. We have outlined a number of steps, some very concrete (such as additional training and the development of shared protocols) and others much more challenging (such as the development of shared definitions that recognizes the shifting legal status where many human trafficking victims find themselves) that the law enforcement community can take to improve responses to the crime of human trafficking. At the end of the day, human trafficking victims in local communities are crime victims. For far too long they have been underserved by local agencies in the criminal justice system that are often be in the best position to provide protection and safety. The findings from this study will hopefully inform future strategies to increase the identification and protection of these victims in our local communities

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# UNDERSTANDING AND IMPROVING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING

## APPENDED MATERIALS

- A. Questionnaire 1
- B. Questionnaire 2
- C. Shortened Questionnaire 1
- D. Technical Note on Survey Response and Methodology
- E. Descriptive Statistics and Correlation Matrix for Multivariate Analysis
- F. 42 Multi-Agency Human Trafficking Task Force Descriptions
- G. Intensive Case Study Interview Protocols
- H. Multi-Agency Human Trafficking Task Forces Intensive Case Studies



## APPENDIX A: QUESTIONNAIRE 1 SURVEY MATERIALS

Dear Law Enforcement Official,

In recent years human trafficking has become an important human rights and law enforcement issue facing many of our local communities. The U.S. Department of Justice has contracted with Northeastern University to conduct a study that examines law enforcement responses to the crime of human trafficking. Your assistance in completing the enclosed surveys is critical to understanding both the prevalence of human trafficking problems and identifying successful models for recognizing, reporting and intervening in situations of human trafficking.

Your agency's participation in this study is completely voluntary and confidential. At any time you may decline to answer specific questions. This packet includes two questionnaires, one to be filled out by the Chief and one to be filled out by the person in the agency most familiar with human trafficking issues.

Even if your agency has not had a case of human trafficking it is important to complete Questionnaire One which asks about attitudes as well as experiences with human trafficking in your community. Questionnaire Two should only be completed if your agency has had any experiences investigating cases of human trafficking or working with victims of human trafficking.

If you would prefer, both questionnaires can be filled out online at [www.irj.neu.edu/projects/criminal\\_justice](http://www.irj.neu.edu/projects/criminal_justice). If your agency chooses not to participate we ask that you return the blank survey in the return envelope.

Thank you for taking the time to assist us in this important study. The information you provide will help the U.S. Department of Justice more accurately assess the magnitude of human trafficking problems in local communities and help agencies throughout the country more successfully respond to human trafficking victimization.

## UNDERSTANDING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING QUESTIONNAIRE 1

*Conducted by:*  
Northeastern University  
Boston, MA 02115  
www.irj.neu.edu

*Sponsored by:*  
U.S. Department of Justice  
National Institute of Justice

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### FREQUENTLY ASKED QUESTIONS

#### **Why is this study being conducted?**

This study is designed to provide information to law enforcement agencies, investigators, prosecutors and service providers about current law enforcement responses to trafficking and to identify successful models for recognizing, reporting and intervening in situations of human trafficking.

#### **What agencies are involved in the survey?**

We are sending mail surveys to a random sample of local, county and state law enforcement agencies across the United States.

#### **Why is your participation important?**

Your participation in this study is entirely voluntary. However, we need complete information from a wide range of agencies that may have opinions or experiences with human trafficking for the study to provide accurate results.

#### **What if our agency did not have any human trafficking cases?**

Please fill out Questionnaire 1 and return it. Your attitudes and opinions about human trafficking are very important to us even if you did not have a human trafficking case. Questionnaire 1 is intended to be filled out by the chief or the highest ranking officer within the respective law enforcement agency or their designee. Questionnaire 2 should be filled out only by departments who have encountered human trafficking cases. We ask that Questionnaire 2 be completed by the person with the most experience handling human trafficking cases for that particular agency. If you prefer, both surveys can be filled out online at [www.irj.neu.edu/projects/criminal\\_justice](http://www.irj.neu.edu/projects/criminal_justice).

#### **What security and confidentiality protections are in place for this study?**

Federal law prohibits us from disclosing any information that could identify any person or agency involved in a case or who responds to this survey. Also, information that could link a specific agency with any data gathered will be accessible only to the researchers, all of whom have signed non-disclosure agreements, as required by federal law. The number at the bottom of each survey will only be used to identify when surveys have been returned. All responses to the survey questions remain confidential. Further, federal law states that information gathered for research studies is immune from legal process, including subpoenas, and may be used for statistical studies only.

#### **Who can we contact for questions or if we want a summary of the survey results?**

If you have questions about the survey or would like a summary of the results of the survey, please contact Dr. Amy Farrell at 617-373-7439 (am.farrell@neu.edu) or Project Manager Stephanie Fahy at 617-373-2176 (s.fahy@neu.edu). If you have questions or concerns about the confidentiality and protection of information from this survey please contact the office of Research Integrity, Northeastern University at 617-373-4588.



## **Glossary of Terms (Please refer back to the glossary for clarification of any terms used in the survey)**

Certification	<p>Certification allows victims of trafficking who are non-U.S. citizens to be eligible for a special visa (T visa) and certain benefits and services under any Federal or state program or activity to the same extent as a refugee. To receive certification, victims of trafficking must:</p> <ul style="list-style-type: none"><li>• Be a victim of severe human trafficking as defined by the Trafficking Victims Protection Act of 2000 (TVPA)</li><li>• Be willing to assist with the investigation and prosecution of trafficking cases; and</li><li>• Have completed a bona fide application for a T visa; or</li><li>• Have received continued presence status from U.S. Customs and Immigration Services in order to contribute to the prosecution of human traffickers.</li></ul>
Continued Presence	<p>Continued Presence is granted by U.S. Immigration and Customs Enforcement (ICE) as a form of interim relief (different from the T visa). This allows victims to stay in the U.S. for a limited time (usually a year) as long as they are cooperating with ICE in the investigation and prosecution of human traffickers. Victims also become eligible for certification to start receiving assistance, including work authorization and medical benefits.</p>
Debt Bondage	<p>Victims become bonded laborers when their labor is demanded as a means of repayment for a loan or service in which the terms and conditions have not been defined or in which the value of the victims' work is greater than the original sum of money "borrowed."</p>
Domestic Trafficking	<p>Trafficking of U.S. citizens or permanent residents within the U.S.</p>
Forced Labor	<p>A situation in which victims are forced to work against their will, under the threat of violence or some other form of punishment. Forms of forced labor can include domestic servitude, agricultural labor, sweatshop factory labor, janitorial, food service, other service industry labor, and begging.</p>
International Trafficking	<p>Trafficking of people from foreign countries into the U.S.</p>
Juvenile	<p>For the purposes of this survey, a juvenile is a person under the age of 18.</p>
Labor Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.</p>
Sex Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud or coercion or, when the person forced to perform such an act is under the age of 18.</p>
Smuggling	<p>Smuggling is different from trafficking in that it is voluntary; whereas trafficking always involves force or coercion. Smuggling is always transnational, and trafficking can be either domestic or transnational. Finally, trafficking results in ongoing profits for traffickers from victims' labor while smuggling often involves single payment for transportation.</p>
T Visa	<p>Under the Trafficking Victims Protection Act of 2000, the T visa was established to allow victims of severe forms of trafficking to become temporary residents of the U.S. A recipient of the T visa may be eligible for permanent residence status after three years if he/she meets the following conditions:</p> <ul style="list-style-type: none"><li>• They are a person of good moral character</li><li>• They have complied with any reasonable request for assistance in the</li></ul>



investigation during the three-year period

- They will suffer extreme hardship if they are removed from the U.S.

## QUESTIONNAIRE 1

*To be completed by the chief or highest ranking officer within the law enforcement agency.*

For the purposes of this survey **human trafficking** is defined as:

The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes:

- Labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or
- A commercial sex act through the use of force, fraud, or coercion; or
- If the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved.

*These definitions do not require that a trafficking victim be physically transported from one location to another, only that their services be extracted by force, fraud or coercion.*

**Note:** Human trafficking is often mistakenly confused with smuggling; however, smuggling is voluntary while trafficking always involves force, fraud or coercion **AND** smuggling is always transnational whereas trafficking can occur across international borders, between states or between cities within a single state.

1) How prevalent are the following types of human trafficking within your jurisdiction?

Types of Human Trafficking	Prevalence of the Trafficking Problem				
	Widespread	Occasional	Rare	Nonexistent	Unsure
Labor trafficking of people who come from <u>outside</u> the US, including victims of forced labor or domestic servitude.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Labor trafficking of people <u>within</u> the US, including victims of forced labor or domestic servitude.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex trafficking of people who come from <u>outside</u> the US, including victims of commercial sex acts.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex trafficking of people <u>within</u> the US, including victims of commercial sex acts.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2) Is there a specialized human trafficking unit, group or officer within your agency that is assigned to oversee trafficking investigations?

- Yes
- No

3) Have any members of your department received training on how to identify and respond to human trafficking cases?

- Yes
- No (if no, skip to question #7)

4) Approximately how many officers have received training?

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5) What type of training have officers received? (check all that apply)

- In service training
- New recruit training
- Roll call briefing
- Publications
- Online / Web based training program
- Regional conferences
- National conferences
- Off site professional training
- Other (please specify): \_\_\_\_\_

6) What was the source of the training? (check all that apply)

- Statewide curriculum
- Department of Justice (DOJ) curriculum
- Regional Community Policing Institute (RCPI)
- Independent consultant/trainer
- Community-based agency/service provider
- Other (please specify): \_\_\_\_\_

7) Do you have a formal procedure/protocol/policy in place that provides instructions for law enforcement on how to identify and respond to human trafficking cases as well as who to contact for victim assistance? (if available, please attach a copy of the policy to the completed survey)

- Yes

--

No (if no, skip to question #9)

8) What year was that procedure/protocol/policy put into place?

--	--	--	--

9) Does your agency utilize a task force during the course of an investigation? Such a task force might contain other law enforcement personnel, community based agencies and service providers.

No

Yes (please indicate which organizations are represented on your task force.)

- |   |   |
|---|---|
| <input type="checkbox"/> U.S. Attorney                        | <input type="checkbox"/> Municipal Law Enforcement      |
| <input type="checkbox"/> Immigration and Customs Enforcement  | <input type="checkbox"/> State Police                   |
| <input type="checkbox"/> Department of Labor                  | <input type="checkbox"/> Sheriffs Department            |
| <input type="checkbox"/> FBI or other federal law enforcement | <input type="checkbox"/> District/County/State Attorney |
| <input type="checkbox"/> Community Organizations              | <input type="checkbox"/> Victim Service Providers       |
| <input type="checkbox"/> Victim Advisor                       | <input type="checkbox"/> Other: _____                   |

10) If you have had trafficking cases or a case was to arise in the future, how challenging would it be for your agency to overcome the following problems of addressing human trafficking?

Problems to addressing human trafficking	Level of Frequency				
	Very Challenging	Occasionally Challenging	Seldom Challenging	Never Challenging	Unsure
No state trafficking legislation in place	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lack of awareness or concern about human trafficking within the community that you serve	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lack of support for trafficking investigations among officers within your agency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inability to identify the existence of trafficking victims or a trafficking problem within the community that you serve	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lack of resources within your agency to identify and investigate trafficking cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

--

11) How likely is it that each of the following sources of information would be used to uncover human trafficking in the community that you serve?

Sources of Information	Likelihood of Occurrence				
	Very Likely	Likely	Somewhat Likely	Not Likely	Unsure
Calls for service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Alerts from advocacy groups/victim service groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tips from members of the community	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tips from informant or co-conspirator	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Media reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
During the course of investigation for other crimes (e.g., prostitution, drugs, domestic violence)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Missing Persons Reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Referrals from inspectional services or other regulatory agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other: _____	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

12) What is the likelihood that your agency will encounter the following types of crime over the next 12 months? (NOTE: Human trafficking cases are included, and other types of violent crimes are included for comparison purposes).

Types of Crime	Likelihood of Occurrence				
	Very Likely	Likely	Somewhat Likely	Not Likely	Unsure
<b>Other Violent Crimes</b>					
Hate crime	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sexual assault	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Kidnapping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Robbery	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Murder	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Assault & battery	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Human Trafficking</b>					
Labor trafficking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex trafficking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

13) To date, have any members of your department ever investigated any human trafficking cases or made arrests that involve victims of human trafficking? (Investigation can include collecting evidence, interviewing witnesses, writing reports and following up on leads.)

- No
- Yes (please ensure that questionnaire 2 is being completed by the appropriate designee.)



## Please provide the following background information:

Your Position or Title: \_\_\_\_\_

Years in your present position:

Size of Agency (Number of Sworn Officers):

State:

Type of Agency:

- Municipal Law Enforcement
- State Law Enforcement
- Sheriff

## Optional Information:

**Sometimes it is helpful to contact a respondent directly to clarify information from the survey. Please provide the following information below if you would be willing to be contacted for a brief follow-up interview.**

Your Name: \_\_\_\_\_

Department or Unit: \_\_\_\_\_

Agency Name: \_\_\_\_\_

Telephone Number: \_\_\_\_\_

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**If your agency has investigated human trafficking cases or cases involving victims of human trafficking please ensure questionnaire 2 is being completed by the appropriate designee.**

**If not, the survey is complete. Please return the survey in the pre-addressed envelope that contains postage. Thank you for your time. Your opinions are very important to us.**

## **APPENDIX B: QUESTIONNAIRE 2 SURVEY MATERIALS**

### **UNDERSTANDING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING QUESTIONNAIRE 2**

*Conducted by:*  
Northeastern University  
Boston, MA 02115  
[www.irj.neu.edu](http://www.irj.neu.edu)

*Sponsored by:*  
U.S. Department of Justice  
National Institute of Justice

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#### **FREQUENTLY ASKED QUESTIONS**

##### **Why is this study being conducted?**

This study is designed to provide information to law enforcement agencies, investigators, prosecutors and service providers about current law enforcement responses to trafficking and to identify successful models for recognizing, reporting and intervening in situations of human trafficking.

##### **What agencies are involved in the survey?**

We are sending mail surveys to a random sample of local, county and state law enforcement agencies across the United States.

##### **Why is your participation important?**

Your participation in this study is entirely voluntary. However, we need complete information from a wide range of agencies that may have opinions or experiences with human trafficking for the study to provide accurate results.

##### **What if our agency did not have any human trafficking cases?**

Questionnaire 2 should be filled out only by departments who have encountered human trafficking cases. We ask that Questionnaire 2 be completed by the person with the most experience handling human trafficking cases for that particular agency. If you prefer, this survey can be filled out online at [www.irj.neu.edu/projects/criminal\\_justice](http://www.irj.neu.edu/projects/criminal_justice).

##### **What security and confidentiality protections are in place for this study?**

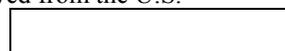
Federal law prohibits us from disclosing any information that could identify any person or agency involved in a case or who responds to this survey. Also, information that could link a specific agency with any data gathered will be accessible only to the researchers, all of whom have signed non-disclosure agreements, as required by federal law. The number at the bottom of each survey will only be used to identify when surveys have been returned. All responses to the survey questions remain confidential. Further, federal law states that information gathered for research studies is immune from legal process, including subpoenas, and may be used for statistical studies only.

##### **Who can we contact for questions or if we want a summary of the survey results?**

If you have questions about the survey or would like a summary of the results of the survey, please contact Dr. Amy Farrell at 617-373-7439 ([am.farrell@neu.edu](mailto:am.farrell@neu.edu)) or Project Manager Stephanie Fahy at 617-373-2176 ([s.fahy@neu.edu](mailto:s.fahy@neu.edu)). If you have questions or concerns about the confidentiality and protection of information from this survey please contact the office of Research Integrity, Northeastern University at 617-373-4588.

## **Glossary of Terms (Please refer back to the glossary for clarification of any terms used in the survey)**

Certification	<p>Certification allows victims of trafficking who are non-U.S. citizens to be eligible for a special visa (T visa) and certain benefits and services under any Federal or state program or activity to the same extent as a refugee. To receive certification, victims of trafficking must:</p> <ul style="list-style-type: none"><li>• Be a victim of severe human trafficking as defined by the Trafficking Victims Protection Act of 2000 (TVPA)</li><li>• Be willing to assist with the investigation and prosecution of trafficking cases; and</li><li>• Have completed a bona fide application for a T visa; or</li><li>• Have received continued presence status from U.S. Customs and Immigration Services in order to contribute to the prosecution of human traffickers.</li></ul>
Continued Presence	<p>Continued Presence is granted by U.S. Immigration and Customs Enforcement (ICE) as a form of interim relief (different from the T visa). This allows victims to stay in the U.S. for a limited time (usually a year) as long as they are cooperating with ICE in the investigation and prosecution of human traffickers. Victims also become eligible for certification to start receiving assistance, including work authorization and medical benefits.</p>
Debt Bondage	<p>Victims become bonded laborers when their labor is demanded as a means of repayment for a loan or service in which the terms and conditions have not been defined or in which the value of the victims' work is greater than the original sum of money "borrowed."</p>
Domestic Trafficking	<p>Trafficking of U.S. citizens or permanent residents within the U.S.</p>
Forced Labor	<p>A situation in which victims are forced to work against their will, under the threat of violence or some other form of punishment. Forms of forced labor can include domestic servitude, agricultural labor, sweatshop factory labor, janitorial, food service, other service industry labor, and begging.</p>
International Trafficking	<p>Trafficking of people from foreign countries into the U.S.</p>
Juvenile	<p>For the purposes of this survey, a juvenile is a person under the age of 18.</p>
Labor Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.</p>
Sex Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud or coercion or, when the person forced to perform such an act is under the age of 18.</p>
Smuggling	<p>Smuggling is different from trafficking in that it is voluntary; whereas trafficking always involves force or coercion. Smuggling is always transnational, and trafficking can be either domestic or transnational. Finally, trafficking results in ongoing profits for traffickers from victims' labor while smuggling often involves single payment for transportation.</p>
T Visa	<p>Under the Trafficking Victims Protection Act of 2000, the T visa was established to allow victims of severe forms of trafficking to become temporary residents of the U.S. A recipient of the T visa may be eligible for permanent residence status after three years if he/she meets the following conditions:</p> <ul style="list-style-type: none"><li>• They are a person of good moral character</li><li>• They have complied with any reasonable request for assistance in the investigation during the three-year period</li><li>• They will suffer extreme hardship if they are removed from the U.S.</li></ul>



## QUESTIONNAIRE 2

*To be completed only by those departments that have had human trafficking cases or have investigated cases involving victims of human trafficking. To be completed by an individual within the agency who has the most experience with cases of human trafficking.*

For the purposes of this survey **human trafficking** is defined as:

The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes:

- Labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or
- A commercial sex act through the use of force, fraud, or coercion; or
- If the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved.

*Note: These definitions do not require that a trafficking victim be physically transported from one location to another.*

### 1. Investigation and Prosecution of Human Trafficking Cases

- a) Approximately how many total human trafficking cases has your agency investigated since 2000? (Investigation can include collecting evidence, interviewing witnesses, writing reports and following up on leads. In addition, cases may include more than one suspect or victim.)

Please indicate the total number of cases that involved investigations for each year listed below.

2000	<input type="text"/> <input type="text"/> <input type="text"/>	2004	<input type="text"/> <input type="text"/> <input type="text"/>
2001	<input type="text"/> <input type="text"/> <input type="text"/>	2005	<input type="text"/> <input type="text"/> <input type="text"/>
2002	<input type="text"/> <input type="text"/> <input type="text"/>	2006	<input type="text"/> <input type="text"/> <input type="text"/>
2003	<input type="text"/> <input type="text"/> <input type="text"/>		

- b) Approximately how many human trafficking related arrests have been made since 2000?

Please indicate the total number of arrests for each year listed below.

2000	<input type="text"/> <input type="text"/> <input type="text"/>	2004	<input type="text"/> <input type="text"/> <input type="text"/>
2001	<input type="text"/> <input type="text"/> <input type="text"/>	2005	<input type="text"/> <input type="text"/> <input type="text"/>
2002	<input type="text"/> <input type="text"/> <input type="text"/>	2006	<input type="text"/> <input type="text"/> <input type="text"/>
2003	<input type="text"/> <input type="text"/> <input type="text"/>		

c) What is the average age of perpetrators of human trafficking who have been arrested since 2000?

- Less than 18 years old
- 18-24 years old
- 25-29 years old
- 30-39 years old
- 40-50 years old
- More than 50 years old
- Varies (please explain): \_\_\_\_\_

d) Approximately what percentage of perpetrators of human trafficking who have been arrested since 2000 were:

<b>Male</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<b>Female</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<hr/>				
<b>Total</b>	<b>100%</b>			

e) Of all the human trafficking cases that you have worked on since 2000, which of the following countries listed below have perpetrators of human trafficking originated from? (check all that apply)

- |   |                                      |
|---|--------------------------------------|
| <input type="checkbox"/> United States                      | <input type="checkbox"/> China       |
| <input type="checkbox"/> Columbia                           | <input type="checkbox"/> India       |
| <input type="checkbox"/> Korea (South)                      | <input type="checkbox"/> Malaysia    |
| <input type="checkbox"/> Mexico                             | <input type="checkbox"/> Nigeria     |
| <input type="checkbox"/> Peru                               | <input type="checkbox"/> Philippines |
| <input type="checkbox"/> Russia                             | <input type="checkbox"/> Thailand    |
| <input type="checkbox"/> Ukraine                            | <input type="checkbox"/> Vietnam     |
| <input type="checkbox"/> Other (list all that apply): _____ |                                      |

- f) Since 2000, how many of each type of trafficking case listed below has your agency investigated? (See glossary on page 2 for definitions of the different types of trafficking)

Types of Human Trafficking Cases	Number of Cases			
	None	1 case	2 cases	3+ cases
<b>Labor Trafficking</b>				
Bonded labor / debt bondage	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Domestic servitude (e.g. nanny, maid)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Commercial agricultural situations (e.g. fields, processing plants, canneries)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Construction sites	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Factory work / sweatshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forced begging	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Restaurant work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Custodial work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Food processing (e.g. slaughter houses)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (please specify): _____	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Sex Trafficking</b>				
Pornography	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forced prostitution	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Servile marriage / mail-order bride	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex tourism and entertainment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forced stripping / dancing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forced escort services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (please specify): _____	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

- g) What is the average length of time you spend investigating a human trafficking case?

- Less than 3 months
- 3 to 6 months
- 7 to 12 months
- More than 12 months
- Unsure

- h) Does your agency utilize a task force during the course of an investigation? Such a task force might contain other law enforcement personnel, community based agencies and service providers.

- No
- Yes (please indicate which organizations are represented on your task force.)
  - U.S. Attorney
  - Immigration and Customs Enforcement
  - Department of Labor
  - Municipal Law Enforcement
  - State Police
  - Sheriffs Department

- |   |   |
|---|---|
| <input type="checkbox"/> FBI or other federal law enforcement | <input type="checkbox"/> District/County/State Attorney |
| <input type="checkbox"/> Community Organizations              | <input type="checkbox"/> Victim Service Providers       |
| <input type="checkbox"/> Victim Advisor                       | <input type="checkbox"/> Other: _____                   |

i) Since 2000, has your agency brought any formal charges against individuals involved in human trafficking?

- No
- Yes (please indicate the types of charges from the list below)

**Federal**

- |  |   |
|--|---|
| <input type="checkbox"/> Human trafficking violations (TVPA)             | <input type="checkbox"/> Mann Act violations  |
| <input type="checkbox"/> Racketeering violations (RICO)                  | <input type="checkbox"/> PROTECT Act          |
| <input type="checkbox"/> Fraudulent document offenses                    | <input type="checkbox"/> Immigration offenses |
| <input type="checkbox"/> Involuntary servitude statutes                  | <input type="checkbox"/> Labor violations     |
| <input type="checkbox"/> Money laundering                                | <input type="checkbox"/> Tax Evasion          |
| <input type="checkbox"/> Operation of unlicensed money transfer business | <input type="checkbox"/> Other: _____         |

**State**

- |  |  |
|--|--|
| <input type="checkbox"/> Human trafficking violations (TVPA) | <input type="checkbox"/> Civil rights violations |
| <input type="checkbox"/> Kidnapping                          | <input type="checkbox"/> Assault                 |
| <input type="checkbox"/> Prostitution related charges        | <input type="checkbox"/> Rape                    |
| <input type="checkbox"/> Murder                              | <input type="checkbox"/> Other: _____            |

j) How often do human trafficking cases result in the following outcomes?

Outcome	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Case is investigated, but does not lead to an arrest(s)	<input type="radio"/>				
Case is investigated, any arrests are made, but does not lead to a prosecution	<input type="radio"/>				
Case is investigated, any arrests are made, and leads to prosecution where defendant	<input type="radio"/>				

is acquitted  
 Case is investigated, any arrests are made and leads to prosecution where defendant is convicted

k) How frequent are the following outcomes for foreign victims of human trafficking identified by your agency? (For definitions of continued presence and T-visa please see glossary on page 2)

Outcome	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Deportation	<input type="radio"/>				
Granted continued presence	<input type="radio"/>				
Granted a temporary visa (T-visa)	<input type="radio"/>				
Other: _____	<input type="radio"/>				
_____					
_____					

- l) How frequently does your agency encounter the following issues when investigating and prosecuting cases of human trafficking?

Issues in Investigating/Prosecuting Cases	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Lack of victim cooperation	<input type="radio"/>				
Language barriers/lack of or inadequate translator services	<input type="radio"/>				
Lack of coordination with federal agencies	<input type="radio"/>				
Lack of support with victim service providers/community based organizations	<input type="radio"/>				
Resistance from federal law enforcement to pursue or assist in case investigations	<input type="radio"/>				
Resistance from U.S. Attorney or District Attorney to pursue cases	<input type="radio"/>				
Lack of adequate resources (e.g. time, money, staff)	<input type="radio"/>				
Lack of adequate training/Lack of adequate knowledge	<input type="radio"/>				
Lack of procedures/protocols to identify and respond to human trafficking cases and victims of trafficking	<input type="radio"/>				
Other: _____	<input type="radio"/>				
_____					
_____					

- m) Does your agency have a separate record keeping/record management system in place for human trafficking cases?

- Yes  
 No

- n) If you answered yes to the above question, is it computerized?

- Yes  
 No

**Few people in law enforcement have investigated human trafficking cases. As a result, your expertise on the following questions about best practices for identification and investigation are critical.**

## 2. Strategies for Identifying and Responding to Cases of Human Trafficking

- a) In general, how frequently does each of the following events bring human trafficking cases to the attention of your agency?

Ways Human Trafficking First Comes to the Attention of Law Enforcement	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Calls for service	<input type="radio"/>				
Referrals from community based or faith based organizations	<input type="radio"/>				
Referrals from other law enforcement agencies	<input type="radio"/>				
Referrals from regulatory agencies (e.g. health inspectors, labor department)	<input type="radio"/>				
Referrals from criminal justice agencies that are non-law enforcement (e.g., probation)	<input type="radio"/>				
During the course of usual investigations (e.g., drug raids, calls for domestic violence)	<input type="radio"/>				
Tips from informants	<input type="radio"/>				
Undercover operations (e.g., collaborative investigations with Federal and State law enforcement)	<input type="radio"/>				
Other: _____	<input type="radio"/>				
_____					
_____					

b) In general, how important is each of the following as indicators of human trafficking in your investigations?

Indicators of Human Trafficking	Level of Importance				
	Very Important	Important	Somewhat Important	Not Important	Unsure
Victims are non-English speaking	<input type="radio"/>				
Victims do not have control of their own identity/travel documents	<input type="radio"/>				
Victim will have very little or no pocket money (sign that a trafficker or pimp controls all the money)	<input type="radio"/>				
Evidence of malnutrition, dehydration or poor personal hygiene	<input type="radio"/>				
Evidence of bruises or other signs of battering	<input type="radio"/>				
Victim appears fearful and non-cooperative	<input type="radio"/>				
Makeshift living quarters (e.g., does the victim appear to live in the same place that he or she works?)	<input type="radio"/>				
Heavy security at the commercial establishment or work site (barred windows, locked doors, electronic surveillance, guards)	<input type="radio"/>				
Unusually high foot traffic at establishment	<input type="radio"/>				
Frequent movement of victims (e.g., women/girls are frequently moved from one brothel to another)	<input type="radio"/>				

c) Do you find that human trafficking is associated with other crimes?

- No
- Yes (check all that apply)
  - Drug trafficking
  - Tax evasion
  - Arms dealing
  - False identification
  - Organ trafficking
  - Computer-assisted crimes
  - Organized crime
  - Prostitution
  - Terrorism
  - Pornography
  - Conspiracy
  - Gangs
  - Corruption and bribery
  - Money Laundering
  - Other: \_\_\_\_\_

d) How frequently is each of the following investigative responses used to build human trafficking cases in the community that you serve?

Potential Investigative Responses	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Surveillance	<input type="radio"/>				

Undercover operations	<input type="radio"/>				
Raids or other overt operations	<input type="radio"/>				
Collaboration with other law enforcement agencies	<input type="radio"/>				
Collaboration with code enforcement and inspectional service agencies	<input type="radio"/>				
Pursuing paper trails (bank receipts, tax records)	<input type="radio"/>				
Wire tapping/communication monitoring	<input type="radio"/>				
Investigate linkages to other criminal enterprises	<input type="radio"/>				
Providing victim support services	<input type="radio"/>				
Other: _____	<input type="radio"/>				

### 3. Characteristics of Human Trafficking Victims

a) What is the average age of most of the human trafficking victims identified within your community since 2000?

- Less than 18 years old
- 18-24 years old
- 25-29 years old
- 30-39 years old
- 40-50 years old
- More than 50 years old
- Varies (please explain): \_\_\_\_\_

b) Approximately what percentage of **juvenile** (under 18 years of age) human trafficking victims identified within your community since 2000 were:

<b>Male</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<b>Female</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<hr/>					
<b>Total</b>	<b>100%</b>				

c) Approximately what percentage of **adult** human trafficking victims identified within your community since 2000 were:

<b>Male</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<b>Female</b>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	%
<hr/>					
<b>Total</b>	<b>100%</b>				

d) Of all the human trafficking cases that you have worked on since 2000, which of the following countries listed below have victims of human trafficking originated from? (check all that apply)

- |   |                                      |
|---|--------------------------------------|
| <input type="checkbox"/> United States                      | <input type="checkbox"/> China       |
| <input type="checkbox"/> Columbia                           | <input type="checkbox"/> India       |
| <input type="checkbox"/> Korea (South)                      | <input type="checkbox"/> Malaysia    |
| <input type="checkbox"/> Mexico                             | <input type="checkbox"/> Nigeria     |
| <input type="checkbox"/> Peru                               | <input type="checkbox"/> Philippines |
| <input type="checkbox"/> Russia                             | <input type="checkbox"/> Thailand    |
| <input type="checkbox"/> Ukraine                            | <input type="checkbox"/> Vietnam     |
| <input type="checkbox"/> Other (list all that apply): _____ |                                      |

e) Human trafficking victims present many unique challenges for law enforcement. How frequently is your agency faced with each of the following challenges when working with victims of human trafficking?

Challenges Presented by Trafficking Victims	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Victim distrust of law enforcement	<input type="radio"/>				
Victims do not identify themselves as a victim	<input type="radio"/>				
Language barriers	<input type="radio"/>				
Cultural barriers	<input type="radio"/>				
Lack of social services for human trafficking victims	<input type="radio"/>				
Lack of housing or adequate shelter	<input type="radio"/>				
Other: _____	<input type="radio"/>				

- f) In your opinion, how frequently do each of the following reasons decrease victim willingness to cooperate with law enforcement?

Reasons Trafficking Victims Might Not Cooperate with Law Enforcement	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Fear of deportation	<input type="radio"/>				
Fear of retaliation to self and/or family	<input type="radio"/>				
Lack of social support/isolation	<input type="radio"/>				
Feelings of shame or embarrassment	<input type="radio"/>				
Lack of knowledge about law enforcement's role	<input type="radio"/>				
Lack of knowledge about victim's rights	<input type="radio"/>				
Lack of trust in the criminal justice system	<input type="radio"/>				
Language barriers	<input type="radio"/>				
Inability to identify self as a victim	<input type="radio"/>				
Victim engaged in potentially illegal activity	<input type="radio"/>				
Other: _____	<input type="radio"/>				

- g) Does your agency have an existing relationship with any service providers who are able to meet the immediate needs of trafficking victims?

- Yes (if yes, what type of agency?): \_\_\_\_\_  
 No

- h) How frequently is each of the following modes of communication used when attempting to work with non-English speaking trafficking victims?

Modes of Communication	Level of Frequency				
	Frequently	Occasionally	Seldom	Never	Unsure
Outside translator service	<input type="radio"/>				
In-house translator	<input type="radio"/>				
AT&T language line	<input type="radio"/>				
Victim service provider/social service case worker translators	<input type="radio"/>				
Other: _____	<input type="radio"/>				
_____					

- i) Has your agency assisted foreign trafficking victims?

- Yes  
 No

- j) If you answered yes to the above question, which of the following were attempted? (check all that apply)

- Assisting victims in meeting basic needs (i.e. food, clothing, shelter)



**Please provide the following background information:**

Your Position or Title: \_\_\_\_\_

Years in your present position: 

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Size of Agency (Number of Sworn Officers): 

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State: 

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Type of Agency:

- Municipal Law Enforcement
- State Law Enforcement
- Sheriff

**Optional Information:**

**Sometimes it is helpful to contact a respondent directly to clarify information from the survey. Please provide the following information below if you would be willing to be contacted for a brief follow-up interview.**

Your Name: \_\_\_\_\_

Department or Unit: \_\_\_\_\_

Agency Name: \_\_\_\_\_

Telephone Number: \_\_\_\_\_

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**Please return the survey in the pre-addressed envelope that contains postage.**

**Thank you for your time. Your opinions are very important to us.**

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## APPENDIX C: REMINDER LETTER AND SHORTENED QUESTIONNAIRE 1

### Postcard Reminder

Dear Law Enforcement Official,

In early October researchers from Northeastern University sent you a survey on human trafficking and our records indicate that we have not yet heard back from you. Your response to this survey is very important to us even if you have not had a case of human trafficking in your agency. This study will help the Department of Justice more accurately assess the magnitude of human trafficking problems in local communities and assist agencies throughout the country to more successfully respond to human trafficking victimization and identify and interdict traffickers.

If you would like to fill out the survey online it is still available at [www.irj.neu.edu/projects/criminal\\_justice](http://www.irj.neu.edu/projects/criminal_justice). If your agency is choosing not to fill out this survey, we just ask that you return the blank survey in the return envelope. We would also like to remind you that all of your responses will be completely confidential.

If you and your agency have already taken the time to fill out this survey we greatly appreciate your help. If you have any questions or problems with filling out the survey, you can contact Stephanie Fahy at 617-373-2176 or [s.fahy@neu.edu](mailto:s.fahy@neu.edu).

### Letter for Shortened Survey

**Dear Law Enforcement Official:**

Human trafficking is one of the largest criminal enterprises in the United States and is increasingly coming to the attention of law enforcement, who are faced with the responsibility of identifying and responding to this growing crime. Last October researchers from Northeastern University sent you a survey on human trafficking that is sponsored by the U.S. Department of Justice, and our records indicate that we have not yet heard back from you. We recognize that you receive many requests to complete surveys, and that your time is very limited. Therefore, we have shortened the survey considerably, so that it is one page (front and back) and takes most agencies less than five to ten minutes to complete.

Your response to this survey is very important to us even if you have not had a case of human trafficking in your agency. This study will help the Department of Justice more accurately assess the magnitude of human trafficking problems in local communities and assist agencies throughout the country to more successfully respond to human trafficking victimization.

If you and your agency have already taken the time to fill out the original survey we greatly appreciate your help. We would also like to remind you that your agency's participation in this study is completely voluntary and confidential. At any time you may decline to answer specific questions. If you have any questions or problems with filling out the survey, you can contact either Dr. Amy Farrell at 617-373-7439, [am.farrell@neu.edu](mailto:am.farrell@neu.edu) or Stephanie Fahy at 617-373-2176, [s.fahy@neu.edu](mailto:s.fahy@neu.edu).

Thank you for taking the time to assist us in this important study.

## UNDERSTANDING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING

*Conducted by:*  
Northeastern University  
Boston, MA 02115  
www.irj.neu.edu

*Sponsored by:*  
U.S. Department of Justice  
National Institute of Justice

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### FREQUENTLY ASKED QUESTIONS

#### **Why is this study being conducted?**

This study is designed to provide information to law enforcement agencies, investigators, prosecutors and service providers about current law enforcement responses to trafficking and to identify successful models for recognizing, reporting and intervening in situations of human trafficking.

#### **What agencies are involved in the survey?**

We are sending mail surveys to a random sample of local, county and state law enforcement agencies across the United States.

#### **Why is your participation important?**

Your participation in this study is entirely voluntary. However, we need complete information from a wide range of agencies that may have opinions or experiences with human trafficking for the study to provide accurate results.

#### **What if our agency did not have any human trafficking cases?**

Please fill out the survey and return it even if you have not had any trafficking cases. Your attitudes and opinions about human trafficking are very important to us even if you did not have a human trafficking case.

#### **What security and confidentiality protections are in place for this study?**

Federal law prohibits us from disclosing any information that could identify any person or agency involved in a case, or any person or agency who responds to this survey. Also, information that could link a specific agency with any data gathered will be accessible only to the researchers, all of whom have signed non-disclosure agreements, as required by federal law. Further, federal law states that information gathered for research studies is immune from legal process, including subpoenas, and may be used for statistical studies only.

#### **Who can we contact for questions or if we want a summary of the survey results?**

If you have questions about the survey or would like a summary of the results of the survey, please contact Dr. Amy Farrell at 617-373-7439 (am.farrell@neu.edu) or Project Manager Stephanie Fahy at 617-373-2176 (s.fahy@neu.edu). If you have questions or concerns about the confidentiality and protection of information from this survey please contact Nan Regina, Director of Research Integrity, Northeastern University at 617-373-4588.

## **Glossary of Terms (Please refer back to the glossary for clarification of any terms used in the survey)**

Certification	<p>Certification allows victims of trafficking who are non-U.S. citizens to be eligible for a special visa (T visa) and certain benefits and services under any Federal or state program or activity to the same extent as a refugee. To receive certification, victims of trafficking must:</p> <ul style="list-style-type: none"><li>• Be a victim of severe human trafficking as defined by the Trafficking Victims Protection Act of 2000 (TVPA)</li><li>• Be willing to assist with the investigation and prosecution of trafficking cases; and</li><li>• Have completed a bona fide application for a T visa; or</li><li>• Have received continued presence status from U.S. Customs and Immigration Services in order to contribute to the prosecution of human traffickers.</li></ul>
Continued Presence	<p>Continued Presence is granted by U.S. Customs and Immigration Services (ICE) as a form of interim relief (different from the T visa). This allows victims to stay in the U.S. for a limited time (usually a year) as long as they are cooperating with ICE in the investigation and prosecution of human traffickers. Victims also become eligible for certification to start receiving assistance, including work authorization and medical benefits.</p>
Debt Bondage	<p>Victims become bonded laborers when their labor is demanded as a means of repayment for a loan or service in which the terms and conditions have not been defined or in which the value of the victims' work is greater than the original sum of money "borrowed."</p>
Domestic Trafficking	<p>Trafficking of U.S. citizens or permanent residents within the U.S.</p>
Forced Labor	<p>A situation in which victims are forced to work against their will, under the threat of violence or some other form of punishment. Forms of forced labor can include domestic servitude, agricultural labor, sweatshop factory labor, janitorial, food service and other service industry labor, and begging.</p>
International Trafficking	<p>Trafficking of people from foreign countries into the U.S.</p>
Juvenile	<p>Person under the age of 18.</p>
Labor Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.</p>
Sex Trafficking	<p>The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud or coercion or, in which the person forced to perform such an act is under the age of 18.</p>
Smuggling	<p>Smuggling is different from trafficking in that it is voluntary; whereas trafficking always involves force or coercion. Smuggling is always transnational, and trafficking can be either domestic or transnational. Finally, trafficking results in ongoing profits for traffickers from victims' labor while smuggling often involves single payment for transportation.</p>
T Visa	<p>Under the Trafficking Victims Protection Act of 2000, the T visa was established to allow victims of severe forms of trafficking to become temporary residents of the U.S. A recipient of the T visa may be eligible for permanent residence status after three years if he/she meets the following conditions: They are a person of good moral character; They have complied with any reasonable request for assistance in the investigation during the three-year period; They will suffer extreme hardship if they are removed from the U.S.</p>

The Trafficking Victims Protection Act of 2000 defines "Severe forms of Trafficking in Persons" as Sex Trafficking: the recruitment, harboring, transportation, provision or obtaining of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud or coercion, or in which the person forced to perform such an act is under the age of 18 years; or Labor Trafficking: the recruitment, harboring, transportation, provision or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.

## UNDERSTANDING LAW ENFORCEMENT RESPONSES TO HUMAN TRAFFICKING

Conducted by: Northeastern University, Boston MA

Sponsored by: U.S. Department of Justice

For the purposes of this survey human trafficking is defined as: The recruitment, harboring, transportation, provision, or obtaining of a person for one of three following purposes;

- Labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery; or
- A commercial sex act through the use of force, fraud, or coercion; or
- If the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved.

*These definitions do not require that a trafficking victim be physically transported from one location to another, only that their services be extracted by force, fraud or coercion.*

1) How prevalent are the following types of human trafficking within your jurisdiction?

Types of Human Trafficking	Prevalence of the Trafficking Problem				
	Widespread	Occasional	Rare	Nonexistent	Unsure
Labor trafficking of people who come from <u>outside</u> the US, including victims of forced labor or domestic servitude.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Labor trafficking of people <u>within</u> the US, including victims of forced labor or domestic servitude.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex trafficking of people who come from <u>outside</u> the US, including victims of commercial sex acts.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sex trafficking of people <u>within</u> the US, including victims of commercial sex acts.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2) Is there a specialized human trafficking unit, group or officer within your agency that is assigned to oversee trafficking investigations?  Yes

No

3) Have any members of your department received training on how to identify and respond to human trafficking cases? (if not, skip to question #6)  Yes

No

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4) Approximately how many officers have received training?

5) What type of training have officers received? (check all that apply)

In service training

- New recruit training
- Roll call briefing
- Publications
- Online / Web based training program
- Regional conferences
- National conferences
- Off site professional training
- Other (please specify): \_\_\_\_\_

6) Do you have a formal procedure/protocol, \_\_\_\_\_des instructions for law enforcement on how to identify and respond to human trafficking cases as well as who to contact for victim assistance?  Yes  
 No

7) How likely is it that each of the following sources of information would be used to uncover human trafficking in the community that you serve?

Sources of Information	Likelihood of Occurrence				
	Very Likely	Likely	Somewhat Likely	Not Likely	Unsure
Calls for service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Alerts from advocacy groups/victim service groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tips from members of the community	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tips from informant or co-conspirator	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Media reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
During the course of investigation for other crimes (e.g., prostitution, drugs, domestic violence)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Missing Persons Reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Referrals from inspectional services or other regulatory agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other: _____	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

8) To date, have any members of your department ever investigated any human trafficking cases or made arrests that involve victims of human trafficking? (Investigation can include collecting evidence, interviewing witnesses, writing reports and following up on leads.)  Yes  
 No

If your agency **has had human trafficking cases** we would be interested in conducting an additional phone interview to gather further information. Please provide your contact information below so that we may reach you.

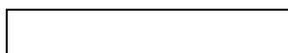
Your Name: \_\_\_\_\_  
\_\_\_\_\_

Agency Name: \_\_\_\_\_

Telephone Number: \_\_\_\_\_  
\_\_\_\_\_

E-mail Address: \_\_\_\_\_

*If you have any questions about the survey, please contact Project Manager Stephanie Faby at 617-373-2176 ([s.faby@neu.edu](mailto:s.faby@neu.edu))*



## **APPENDIX D:**

### **TECHNICAL NOTE ON NATIONAL LAW ENFORCEMENT SURVEY**

The goal of the technical note is to provide detailed information on the random survey and medium to large (75,000 plus population) agency survey responses to the National Law Enforcement Survey. In the first section we examine response bias by comparing response and non-response agency characteristics. In the second section we compare the responses received across the three modified survey methodologies employed in the present study.

#### **SECTION 1: MEASURING RESPONSE BIAS: COMPARISON OF RESPONSE AND NON-RESPONSE AGENCIES**

Out of the 2,891 agencies included in the random sample agencies, 1,661 agencies responded to Questionnaire 1.

##### Overall Response Rates

Overall, 1,903 total agencies out of the 3,191 agencies sampled completed Questionnaire 1, for a 60 percent overall response rate.<sup>36</sup> A breakdown of the responses from agencies by type (municipal, county and state police) and size is found in Table A.1. Not surprisingly the overall response rates varied by population size. Agencies serving smaller populations were somewhat less likely to return the survey than those agencies serving larger populations. Such difference in response rates is not uncommon for law enforcement surveys. Larger agencies are generally more accustomed to completing surveys on operational issues, have policies in place to monitor survey compliance and may be expected to have more exposure to the issue of human trafficking – a strong predictor of high survey response rates (Fox, et al., 1988). A complete analysis of response versus non-response agency characteristics can be found in Appendix D.

##### Random Sample Response Rate

Of the 2,891 agencies selected into the random sample, 1,661 agencies completed Questionnaire 1, for a 58 percent rate of response. As previously identified in the discussion of overall response rates above, agencies were more likely to respond to the random survey as the population size of the agency increased. For those agencies serving very small populations (under 5,000) approximately 52 percent of agencies responded, whereas, for all agencies serving populations of 50,000 and above the survey response rates were well over 60 percent. A breakdown of the responses from the random sample for agencies by type (municipal, county and state police) and size is found in Table A.2.

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<sup>36</sup> While 3,300 surveys were originally mailed out the final sample population ultimately included 3,191 agencies. One hundred and nine agencies were dropped from the original sample due to incorrect mailing addresses, duplicate entries of agencies serving a single jurisdiction in the original database, or agencies that no longer perform law enforcement functions.

**Table A.1: Overall Response Rate – All Samples**

<b>Agency Size</b>	<b>Total Sampled</b>	<b>Total Responded</b>	<b>Response Rate</b>
<b>Municipal</b>			
5,000 and below	1,197	616	51.5%
5,000 – 9,999	378	220	58.2%
10,000 - 24,999	383	234	61.1%
25,000 - 49,999	156	102	65.4%
50,000 - 74,999	50	41	80.4%
75,000 - 99,999	133	104	78.2%
100,000 - 249,999	188	134	71.3%
250,000 and above	75	65	86.7%
County Non-MSA	382	221	57.9%
County MSA	206	128	62.1%
State Police	43	38	88.4%
<b>Total:</b>	<b>3,191</b>	<b>1,903</b>	<b>60.0%</b>

**Table A.2: Random Sample by Population Size**

<b>Agency Size</b>	<b>Total Sampled</b>	<b>Total Responded</b>	<b>Response Rate</b>
<b>Municipal</b>			
5,000 and below	1,197	616	51.5%
5,000 – 9,999	378	219	57.9%
10,000 - 24,999	383	234	61.1%
25,000 - 49,999	155	102	65.8%
50,000 - 74,999	49	40	81.6%
75,000 - 99,999	30	19	63.3%
100,000 - 249,999	60	39	65.0%
250,000 and above	17	12	70.6%
County Non-MSA	378	219	58.0%
County MSA	201	123	61.2%
State Police	43	38	88.4%
<b>Total:</b>	<b>2,891</b>	<b>1,661</b>	<b>58.0%</b>

Response Rate for Agencies Serving Populations Over 75,000

The limited research on human trafficking identification suggests that law enforcement in larger cities is more likely to encounter cases of human trafficking than law enforcement in

smaller cities. Our random sample provides new rich information about the exact distribution for identification of human trafficking by population, confirming that larger agencies are in fact proportionately more likely to identify cases of human trafficking in their local community (see discussion of national survey results below). To provide more comprehensive information about the experiences of larger agencies we supplemented our random sample (which contained 235 agencies serving populations over 75,000) with the remaining 298 agencies that serve populations over 75,000. Of the 533 law enforcement agencies that serve populations over 75,000, 391 (77 percent) completed the Questionnaire 1. The high response rate for the large agency survey is important because the agencies surveyed represent the full population of all law enforcement agencies serving a population of over 75,000. Therefore, the response rates reported in Table 1.3 represent responses from roughly 74 percent of all medium to large law enforcement agencies in the U.S. – allowing us to draw strong conclusions about the experiences of medium to large sized law enforcement agencies. A breakdown of the responses from the random sample for agencies by type (municipal, county and state police) and size is found in Table A.3.

**Table A.3: Agencies Serving 75,000+ Population**

<b>Agency Size</b>	<b>Total Sampled</b>	<b>Total Responded</b>	<b>Response Rate</b>
Municipal			
75,000 - 99,999	133	104	78.2%
100,000 - 249,999	188	134	71.3%
250,000 and above	75	65	86.7%
County Non-MSA	54	37	68.5%
County MSA	83	52	62.7%
<b>Total:</b>	<b>533</b>	<b>392</b>	<b>73.5%</b>

Response Rates for Agencies Serving on Bureau of Justice Assistance (BJA) Funded Human Trafficking Task Forces

Of the 42 agencies designated as primary law enforcement agencies for BJA Human Trafficking Task Forces, 36 (86%) completed the National Law Enforcement Survey. We could not identify any systematic bias in the characteristics of task force agencies who responded to the survey and the overall population of task force agencies.

A number of diagnostic tests are included in this technical note provide information on known differences between those agencies in the random sample that responded to the survey and those agencies that failed to respond. Understanding the degree to which agencies who respond to the mail survey differ substantially from those agencies who do not respond is critical before the results of any survey can be generalized to the population. Increased response rates are the most common strategy for reducing non-response bias (Armstrong and Overton, 1977), but as was discussed in the body of the report, a well known limitation of mail surveys is low rates of rates of response. Since there is no absolute threshold against which to

judge when response rates are sufficient, and there strong disagreement about the merits of setting such thresholds, it is instructive to compare known values for the sample population (such as demographics and size) with known values from the survey response to assess degrees of difference that may exist between the characteristics of the two groups. The following analysis compares response and non-response agency characteristics for both the random sample and the medium to large agencies (75,000 + population) surveys.

### Response Diagnostics

#### *1. Random Sample*

When agencies from the random sample are broken down by size categories we find agencies from smaller agencies were slightly less likely to respond to the National Law Enforcement Survey than their proportion in the sample population. For example, agencies serving populations less than 5,000 made up 41.9 percent of the random sample but only 37.9 percent of the agencies who responded to the survey. Conversely, agencies serving populations between 100,000 and 250,000 were 2.1 percent of the random sample but 2.4 percent of the agencies who responded to the random survey. While we find some minor differences among agencies by population size category, the differences between response and non-response surveys are not statistically significant ( $t=9.44$ ,  $sig. =.901$ ).

The types of agencies (municipal, county and state law enforcement) that responded to the survey do not differ significantly from the types of non-response agencies.

In addition to size and agency type, the limited previous research on human trafficking has suggested that law enforcement may be more successful identifying human trafficking victimization in particular area of the country due to the higher likelihood of victimization in these regions. The region in which agencies responding to the random sample reside was comparable to the distribution of agencies across region in the random sample population with the exception of a higher proportion of responses coming from agencies in the West and a slightly lower proportion of responses coming from agencies in the Southeast. Twenty-one percent of the agencies who responded to the survey were from the West while only 18 percent of the agencies in the random sample were from the West. When we examine the distribution of responses across states, however, we do not find any particular states to be significantly more likely to respond than other states.

**Table A4: Sample and Survey Response Populations**

	<b>Random Sample Population</b>	<b>Survey Response Population</b>
<b>Population Size</b>		
Less than 5,000	41.4%	37.1%
5,000 - 9,999	13.2%	13.1%
10,000 - 24,999	13.2%	14.1%
25,000 – 49,999	5.4%	6.1%
50,000 – 74,999	1.7%	2.4%
75,000 – 99,999	1.1%	1.0%
100,000 – 249,999	2.1%	2.3%
250,000 plus	0.6%	0.7%
County Non-MSA	13.1%	13.2%
County MSA	7.0%	7.4%
State Police	1.5%	2.3%
<b>Agency Type</b>		
Municipal	78.5%	77.1%
County	20%	20.6%
State Police	1.5%	2.3%
Total	100%	100%
<b>Agency Region*</b>		
Northeast	19.1%	19.5%
Midwest	25.6%	25.1%
Southeast	16.5%	14.7%
South	20.9%	19.7%
West	18.0%	21.0%

\* = p<0.05

**Table A5: Response & Non-Response Agency State, Grouped Alphabetically (Random Sample)**

State	Random Sample Population	Survey Response Population
Alaska	0.3%	0.2%
Alabama	2.3%	1.9%
Arkansas	2.4%	1.9%
Arizona	0.6%	0.7%
California	3.3%	3.7%
Colorado	1.4%	2.0%
Connecticut	0.7%	0.9%
Delaware	0.2%	0.2%
Florida	1.9%	2.0%
Georgia	3.1%	2.3%
Hawaii	0.1%	0.1%
Iowa	2.3%	3.0%
Idaho	0.9%	1.0%
Illinois	5.1%	4.5%
Indiana	3.3%	2.9%
Kansas	2.1%	2.4%
Kentucky	2.1%	2.0%
Louisiana	2.0%	1.4%
Massachusetts	2.2%	2.3%
Maryland	0.6%	0.7%
Maine	1.1%	1.4%
Michigan	3.2%	3.9%
Minnesota	2.8%	2.9%
Missouri	3.5%	3.9%
Mississippi	1.6%	1.1%
Montana	0.7%	0.8%
North Carolina	1.8%	1.9%
North Dakota	0.8%	1.0%
Nebraska	1.7%	1.9%
New Hampshire	1.3%	1.6%
New Jersey	3.2%	2.6%
New Mexico	0.4%	0.5%
Nevada	0.4%	0.4%
New York	2.9%	2.7%
Ohio	5.1%	4.2%
Oklahoma	2.9%	2.2%
Oregon	1.4%	1.8%
Pennsylvania	6.8%	6.9%
Rhode Island	0.4%	0.5%
South Carolina	1.4%	1.3%
South Dakota	1.0%	1.6%
Tennessee	2.1%	1.4%
Texas	6.2%	7.4%
Utah	1.0%	1.0%
Virginia	1.8%	1.6%
Vermont	0.3%	0.4%
Washington	1.5%	1.4%
Wisconsin	3.6%	3.5%
West Virginia	1.4%	1.1%
Wyoming	0.7%	0.7%
Total	100%	100%

**Table A6: Response Rate by State, Grouped by State Category (Random Sample)**

State	Random Sample Population	Survey Response Population
<b>Region 1 Northeast</b>		
Connecticut	0.7%	0.9%
Massachusetts	2.2%	2.3%
Maine	1.1%	1.4%
New Hampshire	1.3%	1.6%
New Jersey	3.2%	2.6%
New York	2.9%	2.7%
Pennsylvania	6.8%	6.9%
Rhode Island	0.4%	0.5%
Vermont	0.3%	0.4%
<b>Region 2 Midwest</b>		
Iowa	2.3%	3.0%
Illinois	5.1%	4.5%
Indiana	3.3%	2.9%
Michigan	3.2%	3.9%
Minnesota	2.8%	2.9%
Ohio	5.1%	4.2%
Wisconsin	3.6%	3.5%
<b>Region 3 Southeast</b>		
Delaware	0.2%	0.2%
Florida	1.9%	2.0%
Georgia	3.1%	2.3%
Kentucky	2.1%	2.0%
Maryland	0.6%	0.7%
North Carolina	1.8%	1.9%
South Carolina	1.4%	1.3%
Tennessee	2.1%	1.4%
Virginia	1.8%	1.6%
West Virginia	1.4%	1.1%
<b>Region 4 South</b>		
Alabama	2.3%	1.9%
Arkansas	2.4%	1.9%
Louisiana	2.0%	1.4%
Missouri	3.5%	3.9%
Mississippi	1.6%	1.1%
Oklahoma	2.9%	2.2%
Texas	6.2%	7.4%
<b>Region 5 West</b>		
Alaska	0.3%	0.2%
Arizona	0.6%	0.7%
California	3.3%	3.7%
Colorado	1.4%	2.0%
Hawaii	0.1%	0.1%
Idaho	0.9%	1.0%
Kansas	2.1%	2.4%
Montana	0.7%	0.8%
North Dakota	0.8%	1.0%
Nebraska	1.7%	1.9%
New Mexico	0.4%	0.5%
Nevada	0.4%	0.4%
Oregon	1.4%	1.8%
South Dakota	1.0%	1.6%
Utah	1.0%	1.0%
Washington	1.5%	1.4%
Wyoming	0.7%	0.7%

*2. Medium to Large Agency Survey (Populations Over 75,000)*

The medium to large agency survey is based on the entire population (n=533) of agencies that serve populations over 75,000. While we are less concerned about issues of

generalizability to the population in this case, since the survey includes all agencies in the population rather than a sample, we still provide analysis of the response and non-response agency characteristics.

There are few differences in the breakdown of responding and non-responding agencies by agency size in the survey of medium to large agencies. There is an overrepresentation of very large agencies (those serving populations over 250,000) in the survey response as compared to the population. Interestingly the county agencies serving larger populations (categorized by encompassing a Metropolitan Statistical Area) are underrepresented in the responding agencies.

**Table A7: Response and Non-Response Agency Size Categories (Municipal and County) for Medium to Large Agency Survey**

	Random Sample Population	Survey Response Population
<b>Population Size</b>		
75,000 – 99,999	25.0%	26.5%
100,000 – 249,999	35.3%	34.2%
250,000 plus	14.1%	16.6%
County Non-MSA	10.1%	9.4%
County MSA	15.6%	13.3%
<b>Type of Agency*</b>		
Municipal	74.3%	77.3%
County	25.7%	22.7%
<b>Region</b>		
Northeast	15.9%	14.8%
Midwest	17.8%	19.1%
Southeast	19.9%	18.1%
South	13.7%	14.3%
West	32.6%	33.7%

\* = p<0.05

While we find some differences among agencies by population size category, the differences between response and non-response surveys are not statistically significant in terms of overall size of the population served. Proportionately more municipal law enforcement agencies responded to the survey than are in the population of agencies that serve populations over 75,000. Correspondingly the proportion of county agencies responding to the survey (22.7%) is lower than the proportion of county agencies in the population (25.7%).

Unlike the random sample where there was a slight bias in the proportion of agencies from the West who responded to the survey, there is no significant difference in the region where response and non-response agencies reside.

### 3. Human Trafficking Task Force Agencies

Eighty-six percent of the agencies currently participating in a federally funded human trafficking task forces responded to the National Law Enforcement Survey (36 out of 42). There are no statistically significant differences in the population size, type of agency or region of response. We do find slightly higher response rates for both municipal and county law enforcement agencies serving communities with larger populations. Additionally task force

agencies in the West were more also proportionately more likely to respond to the survey. These findings parallel the general response patterns from both the random sample and the medium to large agency survey.

**Table A8: Response and Non-Response Agency Size Categories for Task Force Agencies**

	<b>Random Sample Population</b>	<b>Survey Response Population</b>
<b>Population Size</b>		
25,000 – 49,999	2.4%	0%
50,000-74,999	2.8%	2.4%
100,000 – 249,999	4.8%	5.6%
250,000 plus	69.0%	72.2%
County Non-MSA	7.1%	2.8%
County MSA	14.3%	16.7%
<b>Type of Agency</b>		
Municipal	78.6%	80.6%
County	21.4%	19.4%
<b>Region</b>		
Northeast	16.7%	11.1%
Midwest	9.5%	11.1%
Southeast	21.4%	22.2%
South	21.4%	19.4%
West	31.0%	36.1%

\* = p<0.05

## SECTION 2: DESCRIPTION AND COMPARISON OF SURVEY METHODS

Three methodologies were employed to help increase the overall survey response rates. The following section describes the three methods in depth and compares the responses received across each methodology type.

### *Questionnaire 1*

Agencies selected for participation in the national survey were sent a personal letter to the senior manager of the department (Chief, Superintendent, Commissioner, Sheriff or Colonel) explaining the study and requesting their participation. The two questionnaires were mailed together in a packet that included a letter of introduction, a “Frequently Asked Questions” page that explained the purpose of the study, the types of agencies involved, confidentiality protections and provided contact information so the respondents can call the researchers if they have questions (See copies of all survey materials in Appendix 1). A glossary was included following the “Frequently Asked Questions” page that defined terms used within the survey. A specific definition of human trafficking was provided at the beginning of both Questionnaire 1 and Questionnaire 2 to help ensure all respondents had a common understanding of the phenomena of human trafficking. The senior manager or highest ranking officer was requested to answer Questionnaire 1 and if applicable, this individual was asked to forward Questionnaire 2 to the person in the agency who was designated to handle human trafficking cases for that particular agency. Information was provided in the introduction letter which explained that respondents could either mail back the paper version of the survey in the pre-paid envelopes provided or complete the survey online. Participants also had the option of completing an on-line survey instead of the mail survey since the Institute on Race and Justice (IRJ) has the existing technology to design both the original survey and reminder survey using web-based survey tools. These tools allow a respondent to access a web page, fill out an on-line survey and complete the process much more easily than the older mail-based methods. By visiting a website listed on the front page of each paper survey which was mailed out, responders had the option of filling out digital replicas of the surveys which were created in Adobe Acrobat.<sup>37</sup> There were digital versions of Questionnaire 1 and Questionnaire 2 available online. These Adobe Forms were created from the same files that were used to print the paper surveys in order to ensure consistency. The data from these surveys was then e-mailed back to IRJ and extracted digitally into separate databases.

Three weeks after the initial mailing approximately 479 mail or online surveys had been completed and returned to IRJ. At this time a postcard reminder was sent out to all agencies who had not yet returned the survey. An additional 210 surveys were returned via mail or online following the postcard reminder.

### *Shortened Questionnaire 1*

In order to increase overall response rates, the original questionnaire was shortened and distributed to all non-responding agencies remaining in the sample along with a personalized

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<sup>37</sup> For the online version of the survey the MS word version of the survey was saved into Adobe Acrobat’s native PDF format, a universal standard for documents which is easily accessible by most computers. These PDFs were then opened in Adobe Acrobat Professional where they were changed from static documents into active Adobe Forms. This process involved the addition of Adobe Form Fields, such as buttons, check boxes, and text fields, which allowed the user to input data to be sent back to IRJ. Upon extracting this data into a database, it could then be merged with the existing data obtained from the returned paper surveys to create a master database of all survey responses.

letter again requesting their participation in the survey in January 2007. The decision to create a shortened version of the Questionnaire 1 instrument was based on preliminary feedback from some agencies about the original length of the Questionnaire and discussion with other researchers about the successful implementation of a similar methodology that was employed during 2006 with a national law enforcement survey of teenage prostitution (Mitchell and Wolack, 2007). In order to effectively shorten the original questionnaire without altering the types of responses received, we kept the original wording and order of eight of the original thirteen questions. Five questions were removed which required agencies to provide more in-depth information. These questions covered the following: 1) sources law enforcement training if they indicated they had human trafficking training, 2) the membership of a human trafficking task force if they indicated a task force existed in the local community, 3) the year a policy or protocol was put into place, 4) the degree to which it is challenging to overcome specified challenges in investigating a human trafficking case and 5) the likelihood of encountering a human trafficking case compared to other well known crime incidents in their local community. The shortened version of Questionnaire 1 included the original "Frequently Asked Questions" section that explained the purpose of the study, the types of agencies involved, security and confidentiality protections and provided contact information so the respondents can call the researchers if they have questions. Additionally, the glossary which defined terms used within the survey was also included, and a definition of human trafficking was provided at the beginning of the survey. An additional 645 agencies responded to the shortened version of Questionnaire 1.

### Telephone Survey

Finally follow-up phone calls were made to all non-responding agencies based on the questions from the shortened survey in February and March of 2007. Trained callers provided information on the survey indicating that the agency had not yet responded, requested the participation of the agency and gave them the option to receive a copy of the survey to complete by mail or fax or to complete the survey over the phone. 1,863 of the 3,203 agencies included in both the random survey and the supplemental 75,000 plus population survey had not responded to either the original or shortened version of Questionnaire at the start of the follow up phone calls.

A telephone call script was developed to standardize the follow-up phone call process. To complete the follow-up phone calls nine undergraduate and graduate research assistant were trained on the telephone protocol and data entry processes. Callers were trained to make contact with the person in the agency who was sent the original mailing (usually the Chief or highest ranking officer), explain the nature of the survey and ask for the agency's participation. Agencies were given the option to have a copy of the Questionnaire mailed or faxed to them for them to return or callers would conduct the Questionnaire 1 survey over the phone. If the respondent preferred to answer the questions over the phone callers were trained to follow the Questionnaire 1 protocol and read questions directly from the Questionnaire 1 interview script.

The nine callers contacted approximately 15 agencies a day for four weeks.<sup>38</sup> Callers were instructed to make at least three contact attempts for each agency over the four week period and to record their progress in a contact log, including the number of calls they made for

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<sup>38</sup> The number of assigned agencies per caller varied in that some research assistants were scheduled to work more hours during the week than others, so they were consequently assigned a larger number of agencies a day to call. Additionally, some callers were assigned extra agencies due to research assistants taking time off due to illness.

that day, the number of surveys they completed, the number of scheduled phone surveys, and the number of scheduled call backs. At the end of the day information from each contact log was entered into a master database and all completed Questionnaire 1 surveys were collected for scanning. A total of 408 agencies completed the Questionnaire 1 as a result of the follow-up phone calls.

In addition to securing the completion of Questionnaire 1, follow phone calls were also used to contact 68 agencies who indicated on Questionnaire 1 (either original, shortened or the phone call follow-up) that they had investigated a case of human trafficking but had not completed Questionnaire 2. Two research assistants were assigned to call agencies that indicated having a case of human trafficking and offer to either send a copy of Questionnaire 2 or schedule a time to complete the survey over the phone with the person in the agency most familiar with cases of human trafficking. Both callers were trained to read questions directly from the Questionnaire 2 interview script and complete the PDF version of the survey.

Through the use of the methods described above agencies were contacted 6 times (2 mail surveys, 1 post-card reminder and 3 phone call attempts) before they were considered a non-responding agency. In total 1,914 agencies completed the Questionnaire 1 surveys.

#### *Comparison of Responses Across Survey Methods*

To address concerns about instrumentation bias we have provided information on the responses of agencies to questions by survey methodology type.

### 1. Cases of Human Trafficking

*“To date have any members of your department investigated any human trafficking cases or made any arrests involving victims of human trafficking?”*

**Table A9: Human Trafficking Investigation Response by Questionnaire Methodology**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Random Sample (N=1,661)*</b>				
Yes	5.5%	7.6%	8.9%	7.4%
No	94.5%	92.4%	91.1%	92.6%
Total	100% (532)	100% (484)	100% (594)	100% (1,610)
<b>Medium to Large Agencies (N=392)</b>				
Yes	22.6%	29.7%	32.1%	26.7%
No	77.4%	70.3%	67.9%	73.3%
Total	100% (186)	100% (101)	100% (84)	100% (371)
<b>Task Force Agencies (N=36)</b>				
Yes	68.4%	100%	100%	79.3%
No	31.6%	0%	0%	20.7%
Total	100% (19)	100% (3)	100% (7)	100% (29)

\* = p<0.05

### 2. Human Trafficking Training

*“Have any members of your department received specialized training on how to identify and respond to human trafficking cases?”*

**Table A10: Have a Training by Questionnaire Methodology**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Random Sample (n=1,661)</b>				
Yes	14.7%	12.4%	27.0%	18.0%
No	85.3%	87.6%	73.0%	82.0%
Total	100% (530)	100% (468)	100% (488)	100% (1,486)
<b>Medium to Large Agencies (N=533)</b>				
Yes	37.3%	38.2%	42.3%	38.5%
No	62.7%	61.8%	57.7%	61.5%
Total	100% (185)	100% (102)	100% (71)	100% (358)
<b>Task Force Agencies (N=36)</b>				
Yes	94.7%	100%	80%	92.6% (25)
No	5.3%	0%	20%	7.4% (2)
Total	100% (19)	100% (3)	100% (5)	100% (27)

\* = p<0.05

### 3. Specialized Units or Personnel

*“Is there a specialized human trafficking unit, group or officer within your agency that is assigned to oversee human trafficking investigations?”*

**Table A11: Have Specialized Units or Personnel by Questionnaire Methodology**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Random Sample** (n=1,661)</b>				
Yes	5.0%	3.4%	4.7%	4.4%
No	95.0%	96.6%	95.3%	95.6%
Total	100% (523)	100% (497)	100% (443)	100% (1,463)
<b>Medium to Large** Agencies (N=533)</b>				
Yes	18.4%	14.4%	14.1%	16.4%
No	81.6%	85.6%	85.9%	83.6%
Total	100% (185)	100% (104)	100% (71)	100% (360)
<b>Task Force Agencies (n=36)</b>				
Yes	84.2%	66.7%	85.7%	82.8%
No	15.8%	33.3%	14.3%	17.2%
Total	100% (19)	100% (3)	100% (7)	100% (29)

\* = p<0.05

#### 4. Existence of a Human Trafficking Protocol

*“Do you have a formal procedure/protocol/policy in place that provides instructions for law enforcement on how to identify and respond to human trafficking cases as well as who to contact for victim assistance?”*

**Table A12: Existence of Protocol by Questionnaire Methodology**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Random Sample (n=1,661)*</b>				
Yes	2.7%	8.9%	17.3%	9.2%
No	97.3%	91.1%	82.8%	90.8%
Total	100% (517)	100% (470)	100% (431)	100% (1,418)
<b>Medium to Large Agencies (n=533)*</b>				
Yes	5.9%	20.4%	23.3%	13.2%
No	94.1%	79.6%	76.7%	86.8%
Total	100% (185)	100% (103)	100% (60)	100% (348)
<b>Task Force Agencies (N=36)</b>				
Yes	42.1%	100%	50%	50% (13)
No	57.9%	0%	50%	50% (13)
Total	100% (19)	100% (3)	100% (4)	100% (26)

\* = p<0.05

## 5. Law Enforcement Perceptions of Prevalence of Human Trafficking

“How prevalent are the following types of human trafficking within your jurisdiction?”

**Table A13: Prevalence of Trafficking Types by Questionnaire Methodology (Random Sample)**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Labor trafficking of persons from <u>outside</u> the U.S., including victims of forced labor or domestic service?*</b>				
Widespread	1.7%	3.1%	3.0%	2.6%
Occasional	6.3%	6.8%	10.5%	7.8%
Rare	19.2%	18.6%	19.3%	22.1%
Non-existent	53.5%	48.6%	48.3%	50.2%
Unsure	19.2%	23.0%	8.9%	17.4%
Total	100% (520)	100% (488)	100% (437)	100% (1,445)
<b>Labor trafficking of persons from <u>inside</u> the U.S., including victims of forced labor or domestic service?*</b>				
Widespread	0.8%	1.6%	2.1%	1.5%
Occasional	4.2%	3.9%	7.3%	5.0%
Rare	15.0%	17.3%	24.9%	18.8%
Non-existent	59.3%	54.1%	57.4%	57.0%
Unsure	20.7%	23.1%	8.2%	17.7%
Total	100% (521)	100% (490)	100% (437)	100% (1,448)
<b>Sex trafficking of persons from <u>outside</u> the U.S. including victims of commercial sex acts?*</b>				
Widespread	1.2%	1.4%	1.4%	1.3%
Occasional	5.4%	3.3%	5.7%	4.8%
Rare	13.9%	15.1%	20.7%	16.4%
Non-existent	60.6%	56.3%	63.0%	59.9%
Unsure	18.9%	23.9%	9.2%	17.7%
Total	100% (518)	100% (490)	100% (435)	100% (1,443)
<b>Sex trafficking of persons from <i>inside</i> the U.S. including victims of commercial sex acts?*</b>				
Widespread	1.5%	1.2%	1.6%	1.5%
Occasional	3.9%	4.1%	7.4%	5.0%
Rare	14.9%	16.0%	22.4%	17.5%
Non-existent	58.8%	53.5%	60.5%	57.5%
Unsure	20.9%	25.2%	8.1%	18.5%
Total	100% (517)	100% (488)	100% (433)	100% (1,438)

\* = p<0.05

**Table A14: Prevalence of Trafficking Types by Questionnaire Methodology (Medium to Large Agency Sample)**

	Questionnaire 1 (mail)	Questionnaire 1 shortened (mail)	Questionnaire 1 phone call follow-up	Total
<b>Labor trafficking of persons from <u>outside</u> the U.S., including victims of forced labor or domestic service?*</b>				
Widespread	2.2%	2.9%	0.0%	2.0%
Occasional	13.7%	15.5%	16.7%	14.8%
Rare	27.5%	34.0%	40.9%	31.9%
Non-existent	27.5%	20.4%	21.2%	24.2%
Unsure	29.1%	27.2%	21.2%	27.1%
Total	100% (182)	100% (103)	100% (66)	100% (351)
<b>Labor trafficking of persons from <u>inside</u> the U.S., including victims of forced labor or domestic service?*</b>				
Widespread	2.2%	1.0%	1.5%	1.7%
Occasional	4.9%	7.7%	7.6%	6.3%
Rare	29.7%	36.5%	40.9%	33.8%
Non-existent	32.4%	27.9%	27.3%	30.1%
Unsure	30.8%	26.9%	22.7%	28.1%
Total	100% (182)	100% (104)	100% (66)	100% (352)
<b>Sex trafficking of persons from <u>outside</u> the U.S. including victims of commercial sex acts?*</b>				
Widespread	4.8%	3.9%	6.1%	4.8%
Occasional	14.0%	19.4%	13.6%	15.5%
Rare	24.7%	31.1%	31.8%	27.9%
Non-existent	28.0%	24.3%	28.8%	27.0%
Unsure	28.5%	21.4%	19.7%	24.8%
Total	100% (186)	100% (103)	100% (66)	100% (355)
<b>Sex trafficking of persons from <i>inside</i> the U.S. including victims of commercial sex acts?*</b>				
Widespread	5.0%	6.9%	7.6%	6.0%
Occasional	10.5%	14.7%	7.6%	11.2%
Rare	28.2%	34.3%	42.4%	32.7%
Non-existent	27.1%	22.5%	22.7%	24.9%
Unsure	29.3%	21.6%	19.7%	25.2%
Total	100% (181)	100% (102)	100% (66)	100% (349)

\* = p<0.05

## APPENDIX E: DESCRIPTIVE TABLES AND CORRELATION MATRIX

### Descriptive Statistics (Random Sample, n=1,661)

	%	SD	Minimum	Maximum
<b>Have Investigated a Human Trafficking Case</b>	6.7%	.25	0	1
<b>Population Size**</b>				
4,999 and below	37%	.48	0	1
5,000 – 9,999	13%	.34	0	1
10,000 – 24,999	14%	.35	0	1
25,000 – 49,999	6%	.24	0	1
50,000 – 74,999	2%	.15	0	1
75,000 – 99,999	1%	.11	0	1
100,000 - 249,999	2%	.15	0	1
250,000 and above	1%	.08	0	1
Non-MSA County	13%	.34	0	1
MSA County	7%	.26	0	1
State Police	2%	.14	0	1
<b>Region*</b>				
Northeast	19%	.39	0	1
Midwest	25%	.43	0	1
Southeast	15%	.35	0	1
South	12%	.32	0	1
West	16%	.36	0	1
Southwest	13%	.33	0	1
<b>Border State**</b>				
Non-Border State	66%	.47	0	1
Border State	34%	.33	0	1
<b>Has Specialized Unit or Personnel**</b>	4%	.20	0	1
<b>Has Training**</b>	18%	.38	0	1
<b>Has a Protocol**</b>	9%	.29	0	1
<b>Prevalence Labor Trafficking (Foreign)</b>	10%	.30	0	1
<b>Prevalence Labor Trafficking (U.S.)</b>	6%	.24	0	1
<b>Prevalence Sex Trafficking (Foreign)</b>	6%	.24	0	1
<b>Prevalence Sex Trafficking (U.S.)</b>	7%	.25	0	1

### Descriptive Statistics (Medium to Large Agency Sample, n=392)

	Mean	SD	Minimum	Maximum
<b>Have Investigated a Human Trafficking Case</b>	26.0%	.44	0	1
<b>Population Size**</b>				
75,000 – 99,999	27%	.44	0	1
100,000 - 249,999	34%	.47	0	1
250,000 and above	16%	.37	0	1
Non-MSA County	9%	.29	0	1
MSA County	13%	.34	0	1
<b>Region*</b>				
Northeast	15%	.35	0	1
Midwest	19%	.39	0	1
Southeast	18%	.38	0	1
South	07%	.24	0	1
West	13%	.34	0	1
Southwest	28%	.44	0	1
<b>Border State**</b>				
Non-Border State	49%	.44	0	1
Border State	51%	.50	0	1
<b>Has Specialized Unit or Personnel**</b>	16%	.37	0	1
<b>Has Training**</b>	39%	.49	0	1
<b>Has a Protocol**</b>	13%	.34	0	1
<b>Prevalence Labor Trafficking (Foreign)</b>	17%	.37	0	1
<b>Prevalence Labor Trafficking (U.S.)</b>	8%	.27	0	1
<b>Prevalence Sex Trafficking (Foreign)</b>	20%	.40	0	1
<b>Prevalence Sex Trafficking (U.S.)</b>	17%	.38	0	1

**Correlation Matrix – Multivariate Analysis**

	Pop.	NE	Midwest	SE	South	SW	Border	Special unit	Training	Protocol	Foreign labor	Domestic labor	Foreign sex	Domestic sex
Population	1.0													
Northeast	.399	1.0												
Midwest	.084	-.134	1.0											
Southeast	-.239	-.224	-.120	1.0										
South	-.123	-.093	-.050	-.083	1.0									
Southwest	.062	-.354	-.189	-.316	-.131	1.0								
Border	.344	.033	.018	-.418	-.174	.756	1.0							
Special Unit	.189	-.275	.124	-.275	.086	.331	.411	1.0						
Training	.166	-.299	.080	-.280	.055	.214	.273	.593	1.0					
Protocol	.215	-.098	.000	.213	-.200	.404	.617	.293	.289	1.0				
Prevalence foreign labor	-.288	-.060	-.267	.247	.216	-.256	-.309	-.136	.267	-.116	1.0			
Prevalence domestic labor	-.094	-.238	-.141	.062	.410	.015	-.098	.238	.141	-.017	.527	1.0		
Prevalence foreign sex	.089	.168	-.369	.320	.150	-.047	-.028	-.168	.076	.158	.349	.355	1.0	
Prevalence domestic sex	.045	-.175	-.337	.365	.171	.357	.234	.175	.045	.277	.012	.220	.522	1.0

## APPENDIX F. HUMAN TRAFFICKING TASK FORCE DESCRIPTIONS

The following descriptions are included to provide readers with a general sense of the structure and activities of 39 federally funded human trafficking task forces based on the information that was available at the time of the report (complete information for 3 task forces was not available). It is important to remember that the activities and membership of task force organizations may have changed during the course of the reporting period.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
American Samoa Task Force – OTICIDE	The general region of American Samoa. The task force is based out of Pago Pago.	American Samoa Government Office of Territorial and International Criminal Intelligence and Drug Enforcement (OTICIDE)	Weekly	The 2003 case of Korean garment factory owner Kil Soo Lee exposed the potential problem of human trafficking in American Samoa. Lee recruited mostly young women from China and Vietnam, enticing them with promises of a steady job that could help support their children and families back home. Instead, employees experienced grueling work schedules in horrid conditions that paid next to nothing. Beatings, starvation, false arrests, sexual assaults, debt repayment schemes, and threats of deportation were common practices. Human trafficking is also thought to be a major source of profit for organized crime syndicates, along with trafficking in guns and drugs into and through the region.
Anchorage, AK Task Force	Anchorage Regional Area	Anchorage Police Department	As Needed, Roughly Monthly	A 2001 case involving a group of Russian women who were brought to Anchorage and allegedly forced to dance in a strip club sparked local attention to the problem of human trafficking. Since that time the task force has focused particular attention on the problem of sex trafficking, particularly sex trafficking of juveniles.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Atlanta Human Trafficking Task Force	Metro-Atlanta Area	Atlanta Police Department	Monthly	The Atlanta Police Department first began to uncover numerous indications of human trafficking occurring in the region through its participation in the Innocence Lost program. The primary focus of task force activity has been on sex trafficking of both adults and minors. While the task force has discussed labor trafficking issues in the region, Atlanta has a more visible problem with sex trafficking. Atlanta is a major tourist destination, which has resulted in the development of a commercial sex industry in the region
Central Texas Human Trafficking Task Force	Austin, TX	Austin Police Department	Monthly	In 2003 the Austin Police Department began responding to an increasing number of reports of hostage taking and alien smuggling. Due to the complicated and tedious nature of those investigations, the need arose for a specifically designated unit to handle these cases, and the Immigrant Protection Team (IPT) was implemented. Due to the growing number of crimes against immigrants within the community, including robbery and fraud, the IPT applied for and received a federal trafficking grant. One investigation involved the kidnapping of three juvenile females, who had been smuggled into the U.S. from Mexico and after arriving in Austin, had been forced into prostitution.
The Boston Area Anti-Trafficking Task Force	Greater Boston Metro Area	Boston Police Department	Quarterly	Boston is a major port of entry for immigration into the United States and members of the task force were already participants in a teen prostitution project sponsored by the District Attorney through its Children’s Advocacy Center. In 2005, the Boston Area Task Force was developed to focus on both transnational and domestic human trafficking cases, particularly sex trafficking of minors. They had an interest in assessing if local criminals were engaging in labor or sex trafficking to supplement or replace other illegal revenue sources.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Buffalo/Erie County, NY Task Force	The Buffalo task force will focus attention on the 8 most western counties in the Western District of NY	Erie County	Quarterly	The 2004 case involving Maria Garcia and several of her family members in Albion, NY is indicative of some of the regional risk factors. Garcia, a farm labor contractor recruited workers from Mexico, charged up to \$1,800 for a van ride from Arizona to New York and withheld wages to pay for food, rent, electricity and rides into the fields. Local authorities were alerted after a worker escaped and sought help. Garcia was eventually sentenced to 46 months in prison. Former U.S. Attorney General Gonzalez said that the Buffalo area is, "particularly attractive to traffickers because of its ethnic diversity, numerous farms and the use of migrant labor."
Chicago Regional Human Trafficking Task Force	Greater Chicago Metro Area	Chicago Police Department	Quarterly	Prior to the initiative, there were few formal efforts to address trafficking in Chicago, and little awareness about the local problem. A New York Times article, however, raised local concern about the possibilities of trafficking in the area when it dubbed Chicago a "trafficking hub." Since that article, officers in the Chicago PD Vice Unit have reported evidence of sex trafficking in a number of neighborhoods.
Cobb County, GA Task Force	Cobb County, GA	Cobb County Sheriff's Office	Bi-Monthly	The Cobb County Multi-Jurisdictional Task Force on Human Trafficking was created in September of 2004 through a Memorandum of Understanding which was signed by all the partners on the Task Force. A high profile case that illustrated the types of problems currently being focused on by the Task Force involved a former wrestler who forced females into prostitution as a means of paying off debt to him.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Collier County Task Force	Collier County, FL and the surrounding area	Collier County Sheriff's Office	Monthly	There is some evidence and much concern about forced labor in migrant farming and construction industries in the local area. Additionally local service providers have raised concern about women being held in sexual bondage forced to work off smuggling debts through prostitution.
Colorado Task Force	Colorado and the Rocky Mountain Region	Colorado Department of Public Safety/Division of Criminal Justice	Bi-Monthly	Colorado's proximity to Texas and California are believed to make it susceptible to human trafficking, particularly labor trafficking associated with migrant farm labor. A recent case involving South Korean women forced to work as prostitutes in massage parlors in Denver and Aurora brought public attention to the problem of sex trafficking in the local area.
Connecticut Task Force	Connecticut	Connecticut State Police	Monthly	With 2 Interstate highways, Connecticut serves as a corridor between New England and New York City, both believed to be major destinations for traffickers. Additionally, Connecticut has an international airport and 3 sea-ports which serve numerous international destinations. The majority of the illegal aliens smuggled into Connecticut are from South America and Asia. Their jobs primarily involve landscaping, construction, restaurant work, massage parlors and escort services. In some cases the victims are forced to work to pay a debt to smugglers and because threats have been made on family members back home. Connecticut has had both labor and sex trafficking cases.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Dallas, TX Task Force	North Texas	U.S. Attorney for North Texas	Bi-Monthly	<p>The Dallas task force was funded in 2006 to address the problem of human trafficking in Northern Texas. There is a particular concern among task force members about forced prostitution and sex trafficking in the Dallas area. One case involved the conviction of a woman, Mi Na Malcolm who owned and operated three Korean brothels. She laundered the proceeds from the prostitution, admitted that she paid the victims' debts to human smugglers, took their passports, and told them they could not leave until they had paid off their debts to her. Malcolm then forced the victims to live and work at one of her three brothels in order to pay off their debts to her. The victims were often forced to be available 24 hours a day 6-7 days a week for sex.</p>
El Paso, TX Human Trafficking Task Force	El Paso, Texas	El Paso Police Department	Quarterly	<p>El Paso is considered a gateway for human smugglers and traffickers, and for most victims of human trafficking it is a transit point rather than a destination. Therefore task force members are trying to intercept trafficking victims before they get to any specific destination. The task force was created not to enforce federal immigration laws but to deal with state criminal law violations. Task force members have struggled to distinguish human trafficking cases from smuggling cases. The El Paso Police Department has been tasked with coordinating the anti-trafficking efforts in the El Paso area.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Forth Worth, TX Task Force	North Texas	U.S. Attorney for North Texas		The North Texas Anti-Trafficking Team (NTATT), established by the U.S. Attorney for North Texas, is made up of approximately 80 representatives of federal, state and local law enforcement agencies and approximately 15 representatives from NGO's. NTATT focuses on increasing the identification and rescue of trafficking victims through proactive law enforcement including designing a protocol response to the identification of victim services, provision of services, and investigation and prosecution of human trafficking cases. There is a particular concern in both Dallas and Fort Worth about sex trafficking involving foreign women forced into prostitution.
Harris County, TX Task Force	South Texas and along the Gulf Coast	Harris County Sheriff's Office	Quarterly	The need for the HTRA stems from the concentration of high risk businesses including cantinas, bars and massage parlors operating in Houston. The city's close proximity to Mexico increases the risk of victimization. Many human trafficking cases investigated by task force members have been outgrowths of smuggling operations. The Human Trafficking Rescue Alliance coordinates policing and prosecution efforts that target human trafficking in South Texas and along the Gulf Coast. The task force provides medical, mental health, legal and employment services to victimized immigrants.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Hawai'i Anti-Trafficking Task Force	Hawai'i	Department of the Attorney General	Monthly	<p>The Hawaii Anti-Trafficking Task Force had been in existence for a few years prior to being awarded a 2004 federal grant through the support of the University of Hawaii Globalization Research Center (UH-GRC). In 2002, the UH-GRC received a U.S. Department of State, Office to Monitor and Combat Trafficking in Persons grant to host the “Human Rights Challenge of Globalization in Asia-Pacific-US, the Trafficking in Persons Especially Women and Children Conference” in Honolulu. After the conference, a loosely formed group of interested organizations and individuals met to determine whether funding could be secured to support a task force and to continue recommendations that resulted from the conference. Given Hawaii’s mid-Pacific location and the presence of a major tourism industry and military bases, ATTF members agree Hawaii is a likely trafficking transit or destination site.</p>
IPATH: Indiana Protection of Abused and Trafficked Humans, Indianapolis, IN	Marion County, Indiana	Indianapolis Metropolitan Police Department		<p>Indianapolis first realized they might have an issue with human trafficking in 2004 at a regional conference that included representatives from Midwest Center for Heartland Alliance and the Indianapolis Police Department (IPD) Vice Unit as well as community members. A number of agencies indicated they suspected potential cases of trafficking occurring in their communities. IPD did some basic awareness training of human trafficking before they applied for the grant. They were particularly concerned about some Hispanic businesses located in the Washington Street corridor where they suspected people were being held against their will. IPD also indicated a number of brothels located on the Southside in which Spanish is spoken exclusively and the existence of MS-13, a gang that has been known to traffic in drugs and hold people captive as forced labor.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Kansas City, MO Task Force	Western Missouri and Eastern Kansas	Independence Police Department		<p>The Independence Police Department and Hope House were each awarded \$450,000 as part of the Department of Justice initiative to combat human trafficking. Hope House is backed by 23 years of experience in serving victims of domestic violence and is uniquely qualified to assist victims of human trafficking by providing shelter, counseling and other services. Hope House and the Independence Police Department will spearhead a two-pronged strategy. The Independence Police Department will employ two detectives and a crime analyst to coordinate investigations, communicate among the other agencies, provide training for law enforcement officers and serve as the fiscal agent and grant administrator. Those officers will handle tips or complaints of human trafficking and conduct follow-up investigation.</p>
ATLAS, Anti-Trafficking League Against Slavery, Las Vegas, NV	Las Vegas Metro Area	Las Vegas Metropolitan Police Department		<p>ATLAS was formed as an extension of the ad hoc Nevada Human Trafficking Task Force, an interagency group set up by the U.S. attorney's office in Las Vegas in 2004. The U.S. federal government believes Las Vegas is a top destination for "human trafficking" victims - from indentured servants to massage parlor workers and prostitutes held captive and forced to commit sex acts. The problem is exacerbated by aggressive advertising promotions that brand Las Vegas as the City of Sin. The largest human trafficking bust in the area was Operation Jade Blade (2000), a national sting that netted five Las Vegas Valley residents, who were arrested for trafficking Asian prostitutes into the city. The women had been smuggled into the country for a fee and were then forced to pay back their debt by working as prostitutes.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Lee County Human Trafficking Task Force, Lee County, Florida	Lee County	Lee County Sherriff's Office	Bi Monthly	<p>Located between Miami and Tampa, Lee County encounters mainly Guatemalan and Mexican victims of human trafficking. About half of all cases are sex trafficking; however, the area is also ripe for labor trafficking, particularly of migrant farm workers, who may be in the United States illegally and are wary about reporting trafficking and other abuses to authorities. In addition to migrant farm labor, authorities also suspect Mexicans and Guatemalans working in Chinese restaurants may be victims of trafficking. Furthermore, the large number of hotels, carnivals, nail salons and construction sites that are located in the area increase the risk for exploitation.</p>
Los Angeles, California Task Force	Los Angeles Metropolitan Area	Los Angeles Police Dept.	Monthly	<p>The problem of human trafficking in the Los Angeles metropolitan area was highlighted nearly 10 years ago when 72 Thai nationals were freed from a garment sweatshop in El Monte where they were held as virtual slaves. Since then, other victims have escaped or been freed after being forced to work as indentured servants and prostitutes. Most of the victims come from southeast Asia, Latin America and Eastern Europe. The goal of the Task Force is to give local law enforcement and community-based organizations the support they need to combat trafficking. Local law enforcement and CBOs can best identify trafficking victims during the course of their field operations and delivery of social services. Members of the Task Force also hope to focus law enforcement efforts on "proactive" investigations of organized groups who are importing victims and forcing them to work in brothels and sweatshops.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Miami-Dade, Florida Task Force	Miami-Dade Metropolitan Area	Dade County Sheriff's Department	Quarterly	According to Miami Beach FBI agents, Miami is one of the hottest spots in the nation for underage prostitution. Most of the human trafficking cases identified by the Miami Beach Police Department involve sex trafficking in the form of forced prostitution of teenage girls. They also indicate that most of the victims and perpetrators of trafficking are from the United States and Russia.
Milwaukee, Wisconsin Task Force	Milwaukee Metropolitan Area	Milwaukee Police Department		Officials with the U.S. Department of Health and Human Services indicated that there are many victims in Wisconsin, particularly the Milwaukee area. The Milwaukee Police Department and Catholic Charities received federal grants with the mission of improving the methods used to identify and rescue trafficking victims. They also intend to enhance victim assistance, which could also lead to the successful prosecution of those responsible for trafficking.
Multnomah County, Oregon Task Force	Multnomah County, Oregon and Washington County, Oregon	Multnomah County Sheriff's Office		Since the passage of the Trafficking and Violence Protection Act of 2000, the Pacific Northwest has seen both suspected and confirmed cases of trafficking for commercial sexual exploitation, domestic servitude and forced labor. Oregon's character as a port of entry, the known intensity of human trafficking along the I-5 corridor, and its large agricultural industry make it a haven for coerced labor activity and sexual exploitation of individuals for commercial gain. Local law enforcement agencies, including Multnomah County Sheriff's Office (MCSO), have also seen an increase in illegal drug dealing by persons who may have been coerced into drug dealing by their traffickers. MCSO intends to focus attention on the connection between human trafficking and forced drug dealing, almost always by undocumented persons.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Nassau County, New York Task Force	Long Island, New York	Nassau County Police Department	Every other Month	Nassau County and Suffolk County make up the Anti-Human Trafficking Task Force of Long Island, which was formed in the fall of 2004, just months after the arrests of a couple on Long Island in what was then considered one of the largest human-trafficking cases in the country. Experts say Long Island's high immigrant population makes it vulnerable to human trafficking. A report issued by the U.S. Department of Labor documented 600 cases of worker complaints in one year, an indication that there is more exploitation than ever before. Investigations include everything from tiny fine-dining establishments to popular fast-food restaurants. Investigators also point the exploitation of migrant workers on East End farms.
New Jersey Statewide Human Trafficking Task Force	State of New Jersey	New Jersey Department of Public Safety	Quarterly	The Task Force was established in January 2005. The federal government estimated that 4,000 to 5,000 people are brought into New Jersey each year and forced to work. New Jersey's accessibility and location makes it a fertile environment for traffickers. New Jersey is home to Newark Airport, a known courier route for all types of contraband. Additionally, numerous go-go bars and "juice bars" as well as the demand for farm labor in South Jersey contribute to the problem. Workers are suspected of being trafficked into the state and forced to work as long as 20 hours a day for below minimum wage or no wages while living in "horrible conditions." There have also been cases involving domestic workers, usually brought in from Asia or Africa to toil in a household.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
New Orleans, Louisiana Task Force	New Orleans and Baton Rouge Metropolitan Areas	Louisiana Commission on Law Enforcement	Monthly	<p>The Louisiana Commission on Law Enforcement will work with the state sheriffs' association in fighting trafficking along the Interstate Highway 10 corridor in Louisiana. That corridor has become a magnet for human traffickers taking advantage of the labor needs in hurricane-damaged areas of the state. Thousands of migrant and unskilled workers have been in the New Orleans area to help with hurricane damage repairs and are vulnerable to traffickers who use violence and threats to turn them into slave laborers. Authorities believe traffickers are not only bringing in laborers but taking their documents from them, not paying them and also bringing in prostitution to service the workers.</p>
New York City, New York Task Force	New York City and Metropolitan areas	New York Police Department	Quarterly	<p>New York City is identified as a main port of entry and a transit area for traffickers either depositing victims in the New York metropolitan area and/or circulating them to other cities across the country. New York's John F. Kennedy airport is listed as one of the top five ports of entry for victims of trafficking into the U.S. A year-long investigation of trafficking by a local newspaper found trafficked women from the Czech Republic, Korea, Thailand, the Philippines, Malaysia and China working in strip clubs. According to an expert on trafficking and Russian organized crime, 75 percent of 300 sex slave victims he interviewed claimed they came to the New York City area to work other jobs, but were forced to become strippers and prostitutes instead. Cases of trafficking for non-sexual purposes, such as domestic, informal and factory labor are also prevalent in New York.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Oakland, California Task Force	Oakland Metropolitan Area	Oakland Police Department	Monthly	The Oakland task force has a strong network of service providers and developed the Sexually Exploited Minors Network, also known as the SEM Network. The Network was established to dialogue on minors in prostitution issues, which led to the identification of short and long term goals. In the short term, consolidation of information and resources for rescued teen sex workers has been established between the participants. As the Network expands these resources will be readily available to teen sex workers throughout Alameda County.
Phoenix, Arizona Task Force	Phoenix Metropolitan Area	Phoenix Police Department	Quarterly	The dominant type of case being pursued by the Task Force since its inception has been domestic juvenile prostitution. This focus can be attributed to a number of on-going efforts of the City of Phoenix to address juvenile prostitution. Additionally, investigations of the Phoenix Police Department include Asian massage parlors they suspect are linked to human trafficking activities. There is also concern about human trafficking in some agricultural entities largely outside of the metropolitan Phoenix area. The Task Force has struggled with a common problem definition, particularly to differentiate between smuggling and trafficking.
Salt Lake City, Utah Task Force	Salt Lake City Metropolitan Area	Salt Lake City		While no case in Utah has risen to the level of federal human trafficking charges, there have been cases that prosecutors and human rights activists say have come close. And they say it's probably only a matter of time until Utah sees such a case. Melodie Rydalch, spokeswoman for the U.S. Attorney for Utah, said it's important to establish protocols for helping victims once they're rescued. There's an equal need, she said, to educate those who might come into contact with victims and not know it. "One of the big needs is training of basically everyone from law enforcement to first responders to anyone who could be in a position to identify a case of human trafficking," Rydalch said. "We are convinced there are cases out there. We just need to look closer and ask more questions."

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
San Diego, California Task Force	San Diego Metropolitan Area	San Diego Sheriff's Department	Every 2-3 Months	<p>In 2005, the San Diego County Sheriff's Department received a federal grant to form a regional task force aimed at curbing what some say is a persistent problem in North County: enslaving people and forcing them into labor or prostitution. The grant complemented a \$500,000 grant obtained the year before by the Bilateral Safety Corridor Coalition in National City, which was designed to provide safe housing, psychological and legal assistance, and other services to victims. The task force's focus is on increasing the identification of victims and developing a team to educate people who work with victims, so more suspects will be reported and prosecuted. Law enforcement officers are trained, so they can go into the community and educate the public about human trafficking dangers.</p>
San Francisco, California Task Force	Monterey County to Humboldt County and the San Francisco Metropolitan Area	San Francisco Police Department	Bi-Monthly	<p>The Bay Area Anti-Trafficking Task Force (BAATT) is a regional network of service providers and advocates working on behalf of persons trafficking to the United States for the purpose of sexual or economic exploitation. It serves as an emergency response network for trafficking victims in the San Francisco Bay Area of California. A study by the UC Berkeley Human Rights Center identified 57 forced labor operations in almost a dozen California cities between 1998 and 2003, involving more than 500 individuals from 18 countries. According UC Berkeley, nearly eighty percent of these cases are centered in the San Francisco Bay Area, San Diego and Los Angeles. The Bay Area's large immigrant population makes it a popular port of entry for traffickers, who operate in the shadows of the area's underground sex industry. Most of the women brought to California as sex slaves are from Asia, Latin America or Eastern Europe.</p>

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
San Jose, California Task Force		San Jose Police Department	Monthly	After an invitation from the bureau of Justice Assistance (BJA), the City of San Jose submitted a proposal under a program known as the FY 2005 Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Force. The proposal is based on a \$300,000 budget for three years, which was approved by the BJA on August 22, 2005, with a \$225,000 grant to the City. The grant requires a local in-kind match of 25% that the City will meet with \$75,000.
Seattle, Washington Task Force	Seattle-Tacoma metro-area	Seattle Police Department	Monthly	The Washington State Task Force Against Trafficking of Persons wrote a 93-page report that was distributed to legislators and social-service providers in July 2004 as a call to action for more collaboration among agencies as well as increased resources for victims. Washington was the first state to pass trafficking legislation in 2002, establishing the first anti-trafficking state task force in the U.S. In 2003, Washington again led other states be enacting legislation to criminalize trafficking. The Washington State Task Force Against Trafficking in Persons published two reports, in November 2002 and June 2004. The 2004 report recommends that the state fund efforts to provide services to trafficking victims, to monitor trafficking in the state, and to give trafficking training to local officers, health care workers and others. In Washington recommendations from the Task Force were used to direct the state Department of Community Trade & Economic Development to convene a workgroup to develop protocols coordinating the delivery of relevant services to trafficking victims.
St. Louis, Missouri Task Force	St. Louis metro area, Eastern District of Missouri	St. Louis Police Department		The numbers of human trafficking cases appear low in Missouri but there are some indications that sex trafficking cases, particularly forced prostitution may exist. No criminal cases have been made yet. The task force was formed in 2005 and has operated in a more or less informal fashion since then. The task force covers the entire eastern district of Missouri and is coordinated the LEC in the US Attorney's.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
St. Paul, Minnesota Task Force	St. Paul and Minneapolis Metropolitan Areas	St. Paul Police Department		The task force, which began in 2006, is named after Gerald Vick, a veteran vice officer, who was killed during an investigating of a prostitution ring involving women from Mexico and the Dominican Republic. Minnesota was cited in government studies as a human trafficking entry point because it is a border state. The Twin Cities (Minneapolis and St. Paul) are ranked 13th in the nation for high-intensity human trafficking. In the past year, authorities identified 24 victims of human trafficking, mostly women and children, who were brought to MN for the purposes of sexual exploitation, forced labor, indentured servitude or mail order marriages. The immigrants are from Mexico, Canada, China, Laos, Cambodia and Korea as well as Somalia, Nigeria, Egypt, Sudan and Malawi and victim ages range from 14 to 40.
Suffolk County, New York Task Force	Suffolk County and the surrounding area. Also works closely with the Nassau County Task Force	Suffolk County	Meets bi-monthly and includes bi-monthly joint meetings with Nassau County	The June 2004 discovery of 80 Peruvian nationals held in indentured servitude in Suffolk County made Long Island, New York the site of the second-largest human trafficking ring prosecuted in the Unites States. The Suffolk County task force has worked jointly with the Nassau County task force on cases, and they often meet to share information and work as a team.

Task Force	Focus	Agency Chair	Task Force Meeting Frequency	Background and Problem Definition
Washington D.C. Human Trafficking Task Force	Washington, D.C.	U.S. Attorney's Office of the District of Columbia	Law Enforcement Subcommittee meets once every 2 weeks and the Community Outreach Committee meets once every 2 months	The grant application for the D.C. Task Force was written in summer 2004 through a joint effort of the U.S. Attorney's Office of the District of Columbia, the Metropolitan Police Department (MPD), and Polaris Project. Pre-existing informal working relationships between these three local entities provided the basis and main content for the grant. The Task Force was formed in November 2004. The Task Force effort is in conjunction with Operation Innocence Lost. In the District, the victims of those charged with trafficking have been U.S. born girls and young women from urban, suburban and rural areas, many of them runaways. Authorities say that about 30 prostitutes who are known to be juveniles are arrested each year for soliciting in the District, but they added that many more prostitutes who are arrested lie about their ages or have false IDs that say they are at least 18.

## **APPENDIX G: INTENSIVE CASE STUDY PROTOCOLS, INTERVIEW QUESTIONS AND CONSENT FORMS**

### **Protocol for Human Trafficking Interviews**

Interviews will be conducted with agencies and individuals who are part of human trafficking task forces in Boston, Massachusetts, Houston, Texas and Phoenix, Arizona. The purpose of the interviews is to collect information about how these jurisdictions are utilizing a multi-disciplinary approach to confront the challenges of identifying, investigating and prosecuting cases of human trafficking. Interviews will be conducted with key stakeholders from federal, state and local law enforcement as well as US and District Attorneys, and various non-governmental organizations/service providers.

The names and identities of all individuals participating in interviews will be kept confidential; however, the names of organizations taking part in the study may be included. All interviewee names will be given a unique personal code number and linked to personal contact information on a master log. Only personal codes will be used in transcripts of interviews - no names or other identifiers are to be recorded. Follow up that needs identifiers can be conducted through reference to the log, which will be secured along with focus group notes in a locked drawer inside a locked office. All computerized notes will be stored on a secure, password protected computer or server. Access to the data will be restricted to research staff only.

#### **Prior to Conducting Interviews:**

- Schedule interviews, either in person or by telephone.
- Verbally inform the individual that the study is voluntary and confidential.
- Administer passive consent, and briefly explain the study to the individual.
- Ask questions that are designed for the agency in which the interviewee works (see below – questions for law enforcement, attorney, or service provider focus groups) or use the questions as a guideline for discussion.

### Questions for Law Enforcement:

1. How do you define human trafficking within your agency?
  - a. Focus on sex work?
  - b. Focus on labor trafficking?
  - c. Connection to existing local criminal networks?
2. What elements of crimes or behaviors might alert law enforcement officers in your agency to investigate for trafficking?
  - a. For example, how do officers/agents differentiate between cases involving human trafficking and those involving prostitution and/or human smuggling?
3. What is the scope of the local trafficking problem according to police?
  - a. How many trafficking investigations have there been in your agency?
  - b. To what extent is the trafficking international versus domestic in your agency?
  - c. Do you see a shift away from traditional crimes (e.g., drug dealing, weapons trading) to trafficking in persons or is human trafficking being integrated within these traditional crimes?
4. What is the nationality of the majority of human trafficking victims encountered by your agency and how are they arriving at your jurisdiction?
5. What resources are currently in place to help law enforcement investigate cases of human trafficking in your agency?
  - a. Do police officers/agents receive any training to help identify human trafficking cases?
  - b. If so, when was the training conducted and by whom?
  - c. What is the extent of the training?
6. Does your agency have a special unit or group of officers/agents who are investigating trafficking cases?
  - a. If so, how are cases or incidents referred to this unit?
  - b. Are there other ways you believe your agency could enhance trafficking investigations?
7. Is there a reporting mechanism in place within your agency to track trafficking cases?
  - a. If so, what is it? How long has it been in place?
  - b. Is trafficking indicated on standard incident forms?
8. According to the local police, have trafficking investigations increased over the past five year?
  - a. If so, why?
    - i. Actual increase of trafficking locally

- ii. Increased focus on problem of trafficking – old problems re-defined.
  - b. Are there any statistics backing up claim that investigations are increasing? If so, how are trafficking incidents recorded by the local police?
9. Is there a working partnership between the local police department and federal law enforcement/federal prosecutors on trafficking issues?
- a. If so, how successful is that relationship?
  - b. Does that relationship build off any previous local/federal partnerships?
  - c. Can you give examples of cases where local police and federal prosecutors have collaborated on trafficking investigations?
  - d. If no collaboration exists, what are the challenges?
10. Is there a working partnership between law enforcement and service providers on trafficking issues?
- a. If so, how successful is that relationship?
  - b. Does that relationship build off any previous law enforcement/service provider partnerships?
  - c. Can you give examples of cases where law enforcement and service providers have collaborated on trafficking investigations?
  - d. If no collaboration exists, what are the challenges?

**Questions for Prosecutors:**

1. How does your agency define human trafficking?
  - a. How are sex trafficking, labor trafficking and smuggling distinguished from one another?
2. How long has your agency been actively aware of the problem of trafficking?
3. Have trafficking incidents mainly been reported to your agency by local or federal law enforcement?
4. How many human trafficking cases have been prosecuted, and how many people have been convicted of human trafficking?
  - b. Can you provide some examples of the types of cases that have involved trafficking?
  - c. Are these cases treated differently in any way from other crimes?
5. Has the number of trafficking cases being prosecuted increased over the past five years?
6. Typically, what is the sentence or punishment handed down to someone convicted of human trafficking.

- d. Are penalties more or less severe for different types of trafficking (i.e. sex trafficking, labor trafficking, etc.)
7. What are some of the challenges your agency faces when prosecuting trafficking cases?
8. Is it easier to prosecute offenders who are connected to existing local criminal networks?
9. What is needed from police/agents to successfully prosecute trafficking offenders?
  - e. How do trafficking investigations differ from other investigations in terms of what your agency needs to successfully prosecute trafficking offenders?
10. Is there a working partnership between the local police department and federal law enforcement/federal prosecutors on trafficking issues?
  - f. If so, how successful is that relationship?
  - g. Does that relationship build off any previous local/federal partnerships?
11. What challenges has your agency faced when working with trafficking victims?
  - h. How has your agency dealt with language barriers from victims, offenders or witnesses?
12. What types of services, if any, has your agency been able to provide to victims?
  - i. Has your agency been involved in petitions for T-visas?
13. How has your agency worked with or utilized local service providers to assist with cases or victim safety?

**Questions for Service Provider Focus Group:**

1. Provide a brief description of the agency and describe how it became involved in trafficking issues.
2. How does your agency define human trafficking? What is the agency's definition of severe forms of human trafficking?
3. What is the scope of the local trafficking problem according to your agency?
  - a. How many trafficking victims have you helped or encountered in your line of work?
  - b. Are clients more likely to be victims of one type of trafficking over another? For example, do you see more victims of sex trafficking versus labor trafficking?
  - c. To what extent is the trafficking international versus domestic in your agency?

4. Do you believe there is a connection between the human trafficking cases your agency encounters and existing criminal networks?
  - a. If so, what is that connection?
5. How are victims normally referred to you?
  - a. Self referral
  - b. Law enforcement (local, state, federal)
  - c. US and/or District Attorneys Office
  - d. Neighbors, concerned citizens groups, ethnic community groups
  - e. Other service providers
6. What is the standard protocol once a victim seeks help or is referred to you for services?
  - a. Do you immediately notify law enforcement?
  - b. If not, why?
7. What are the challenges or barriers your agency is faced with when attempting to help victims of human trafficking?
8. Is there a working partnership between your agency and local, state and federal law enforcement/US and/or District Attorneys/other service providers?
  - a. If so, how successful is that relationship?
  - b. Does that relationship build off any previous partnerships?
  - c. Can you give examples of cases where your agency and the above-mentioned agency have collaborated on trafficking investigations?
  - d. If no collaboration exists, what are the challenges?
9. What elements of crimes or behaviors might alert your agency that the individual being helped is a victim of human trafficking?
  - a. For example, how does your agency differentiate between cases involving human trafficking and those involving prostitution and/or human smuggling?
10. How successful do you believe the TVPA has been in combating human trafficking?
  - a. Do you believe the number of trafficking investigations has increased over the past five years? If so, why?
11. What resources are currently in place to help your agency handle cases of human trafficking?
  - a. Do service providers receive training?
  - b. If so, when was the training conducted and by whom?
  - c. What is the extent of the training?
12. Is there a reporting mechanism in place within your agency to track trafficking cases?
  - a. If so, what is it?

13. How long has it been in place? Provide a brief description of the agency and describe how it became involved in trafficking issues.
14. What is the scope of the local trafficking problem according to your agency?
  - a. How many trafficking victims have you helped or encountered in your line of work?
  - b. Are clients more likely to be victims of one type of trafficking over another? For example, do you see more victims of sex trafficking versus labor trafficking?
  - c. To what extent is the trafficking international versus domestic in your agency?
15. Do you believe there is a connection between the human trafficking cases your agency encounters and existing criminal networks?
  - a. If so, what is that connection?
16. What is the nationality of the majority of human trafficking victims encountered by your agency and how are they arriving at your jurisdiction?
17. How are victims normally referred to you?
  - a. Self referral
  - b. Law enforcement (local, state, federal)
  - c. US and/or District Attorneys Office
  - d. Neighbors, concerned citizens groups, ethnic community groups
  - e. Other service providers
18. How does your agency define human trafficking? What is the agency's definition of severe forms of human trafficking?
19. What is the standard protocol once a victim seeks help or is referred to you for services?
  - a. Do you immediately notify law enforcement?
  - b. If not, why?
20. What are the challenges or barriers your agency is faced with when attempting to help victims of human trafficking?
21. Is there a working partnership between your agency and local, state and federal law enforcement/US and/or District Attorneys/other service providers?
  - a. If so, how successful is that relationship?
  - b. Does that relationship build off any previous partnerships?
  - c. Can you give examples of cases where your agency and the above-mentioned agency have collaborated on trafficking investigations?
  - d. If no collaboration exists, what are the challenges?

22. What elements of crimes or behaviors might alert your agency that the individual being helped is a victim of human trafficking?
  - a. For example, how does your agency differentiate between cases involving human trafficking and those involving prostitution and/or human smuggling?
23. How successful do you believe the TVPA has been in combating human trafficking?
  - a. Do you believe the number of trafficking investigations has increased over the past five years? If so, why?
24. What resources are currently in place to help your agency handle cases of human trafficking?
  - a. Do service providers receive training?
  - b. If so, when was the training conducted and by whom?
  - c. What is the extent of the training?
25. Is there a reporting mechanism in place within your agency to track trafficking cases?
  - a. If so, what is it?
  - b. How long has it been in place?

## **Informed Consent to Participate in an Interview**

Dear Task Force Member,

Researchers from the Institute on Race and Justice at Northeastern University are conducting interviews with individuals who work at agencies, which make up anti-human trafficking task forces. The interviews are one component of a study aimed at understanding and improving law enforcement responses to human trafficking. We are asking for you to share your professional experiences as they relate to human trafficking.

You were selected to participate in this research because of your role in the task force and because you possess important knowledge of these issues. It is important for you to understand that researchers will not ask any questions of a personal nature relating to human trafficking. You will be asked about your perception of your job as it pertains to human trafficking, not about your own, if any, personal experiences with trafficking or trafficking victims. This is a one-time interview involving approximately 12 specific questions relating to human trafficking. The interview should take about 60 minutes, depending on the length of your answers.

If you choose to participate, only the researchers will see the information about you. No reports or publications will use information that can identify you in any way. All interviewee names will be given a unique personal code number and linked to personal contact information on a master log. Only personal codes will be used in notes and transcripts of interviews - no names or other identifiers are to be recorded. Access to notes and data will be restricted to research staff at the Institute on Race and Justice and secured in a locked drawer inside a locked office or on a password protected computer or server. By taking this step, there will be no link between your interview and your identity.

Your participation in this interview is strictly voluntary; at any time you may decline to answer questions or participate altogether with no penalty to you. If you do not participate or if you decide to quit, you will not lose any rights, benefits, or services that you would otherwise have.

We want you to understand completely the project in which you are about to participate, the scope of the questions we will ask, and how the research team will use the information you might provide us. If you have any questions about the study or problems as a result of the study, you may contact Stephanie Fahy, Senior Research Associate, Institute on Race and Justice, 400 Churchill Hall, Northeastern University Boston, MA, 02115-5000, tel. 617-373-2176. You may call anonymously if you wish.

You may also contact Nan Regina, Director of Research Integrity, 413 Lake Hall, Northeastern University, Boston, MA, 02115-5000, tel. 617-373-7570.

Thank you for taking the time to assist us in this important study.

## APPENDIX H: MULTI-AGENCY TASK FORCE CASE STUDY REPORTS

### *Boston Area Human Trafficking Task Force Boston, Massachusetts*

*Amy Farrell, Stephanie Fahy, and Jack McDevitt Northeastern University*

As a large metropolitan city along the Eastern Seaboard, Boston is a major port of entry for immigration into the United States and a common travel destination for regional and national tourism. The Boston Area Human Trafficking Task Force (BAHTTF) was established in 2005 using funds awarded by the Department of Justice, Bureau of Justice Assistance (BJA).<sup>39</sup> The BAHTTF had a specific interest in assessing the degree to which local criminals were engaging in labor or sex trafficking to supplement or replace other illegal revenue sources (e.g., drugs and guns). Boston has a strong history of positive multi-agency partnerships to address serious violent crime problems. The Boston Area Human Trafficking Task Force was originally developed to focus on both transnational and domestic human trafficking cases and included law enforcement agencies and victim service providers who could work with each of these distinct populations. Prior to the formal creation of the Task Force, representatives from federal, state and local law enforcement, including the United States Attorney's Office (USAO), Boston Police Department (BPD), Suffolk County District Attorney's Office, Federal Bureau of Investigation (FBI), Massachusetts State Police, and Immigration and Customs Enforcement (ICE) signed a Memorandum of Understanding (MOU) with victim service providers, including SafetyNet, Massachusetts Office for Refugees and Immigrants, Children's Advocacy Center and Project REACH, which outlined agency roles and identified Task Force goals. Many of the above mentioned agencies had longstanding working relationships with each other, and the hope was to build on existing partnerships between law enforcement partners as well as between law enforcement and various trafficking victim service providers.

### **I. TASK FORCE DEVELOPMENT**

#### **A. Structure**

##### *1. Task Force Membership*

Since the Boston Area Human Trafficking Task Force's inception in 2005, the makeup of the Task Force has shifted. Some non-governmental organizations (NGOs) are no longer active participants due to transition within the organization, funding limitations that prohibit them from working with trafficking victims and conflicting goals with law enforcement partners. Additionally, there has been turnover within numerous federal law enforcement agencies,

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<sup>39</sup> While Boston was officially awarded grant for the human trafficking task force in December 2004, the award did not actually commence until May 2005.

including the United States Attorney's Office. Currently the Boston Area Human Trafficking Task Force includes the following groups:

*Federal Agencies*

- Immigration Customs Enforcement
- Federal Bureau of Investigation
- United States Attorney's Office
- U.S. Department of Labor

*State Agencies*

- Office of the Attorney General
- Massachusetts State Police
- Massachusetts Transit Police
- Massachusetts Department of Youth Services (DYS)
- Massachusetts Department of Social Services (DSS)

*County Agencies*

- Suffolk County District Attorney's Office

*Local Agencies*

- Boston Police Department

*Non-Governmental Agencies*

- Safety Net (Office for Victims of Crime (OVC) funded human trafficking services collaboration of the International Institute of Boston, Jewish Family Services and Victims of Violence Program at the Cambridge Health Alliance)
- Project REACH (OVC funded mobile crisis intervention team comprised of trauma specialists for trafficking victims)
- International Institute of Boston
- Mass Office of Refugees and Immigrants
- Trafficking Victims Outreach Services
- Children's Advocacy Center's Teen Prostitution Prevention Project
- Roxbury Youthworks
- ROCA (a multicultural community development organization)

*2. Task Force Leadership*

The Boston Police Department (BPD) and the United States Attorney's Office (USAO) were designated as the lead agencies for the Boston Area Human Trafficking Task Force (BAHTTF). However, the Boston Police Department took the lead in applying for the Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Force solicitation and therefore is the fiscal and programmatic manager of the grant. BPD designated Sergeant Detective Kelley O'Connell to be the department's point person on the Task Force. The BAHTTF

is housed at the Family Justice Center of Boston, a collaborative institution housing governmental and non-governmental agencies offering support and services to victims of domestic and family violence. Sergeant O'Connell is assigned to investigate both international and domestic trafficking cases. Grant funds were also used to support a full-time civilian Task Force Coordinator, who has been working with Sgt. O'Connell to coordinate the activities of Task Force members. Grant funds were additionally designed to develop and implement trainings, support replacement overtime to enable officers to receive training and for interstate travel associated with investigations of trafficking cases.

As the lead agencies on the Task Force, the Boston Police Department and the United States Attorney's Office (USAO) were tasked with staffing, coordinating and convening the Task Force. One of the major structural challenges of the task force has been the transition of key personnel, particularly from the USAO and in some cases vacancies in the personnel charged with task force leadership.

### *3. Meeting Structure*

The first Task Force meeting was held in October, 2005 with the goal of meeting quarterly. The most recent meeting held on May 15, 2007 provides a good template of the Task Force meetings. At that meeting the acting United States Attorney for the District of Massachusetts introduced a new Assistant U.S. Attorney (AUSA) who had recently been designated as the point person for human trafficking, particularly sex trafficking. The AUSA who previously held this position accepted a judgeship in January, 2007, and since then there had been no official point-person assigned with Task Force leadership from the USAO. Following introductions, local and federal law enforcement representatives updated the group on the general landscape of trafficking cases they are investigating without providing any specific details of particular cases. There was some discussion about the general challenges law enforcement faces investigating cases, including a broad discussion of investigative strategies and resources. This report was followed by an overview provided by the Task Force Coordinator about the types of Task Force activities such as training and outreach and public awareness that have occurred or are scheduled to occur in the near future. There was time set aside at the end of the meeting for updates from NGOs and victim service providers and discussion about the progress of pending state human trafficking legislation.

There are three formal subcommittees, one devoted to law enforcement discussion on ongoing cases, a NGO and victim service subcommittee and a training subcommittee. Since the Boston Police Department has piloted efforts to identify and suppress human trafficking involving international victims in two police districts (Brighton and East Boston) ad hoc meetings between federal (FBI, ICE), state (State Police) and local (BPD) law enforcement partners meet additionally to discuss the specific activities in each of these districts. These discussions generally center on case management and case review.

Additionally, various non-governmental organizations that have participated in the Task Force hold separate monthly meetings. For example, the Trafficking Victims Outreach and Services (TVOS) Network holds a monthly meeting, which is open to victim service providers as well as law enforcement. TVOS is comprised of approximately 20 non-governmental organizations, including domestic violence shelters, immigrant rights activists, and

organizations that provide crisis intervention, mental health services, direct case management, access to legal services and community education and training. During the early stages of the Task Force representatives attended TVOS meetings; however, some agencies stopped coming to the TVOS meetings over time due to TVOS's their change in focus from local human trafficking problem solving to broader issues around immigration policy and advocacy. Task force members also attend meetings of the Child Sexual Exploitation Network and work closely with local service providers and advocates addressing issues of commercial sexual exploitation of children.

## **B. Local Problem Definition**

Though the Boston Area Human Trafficking Task Force is committed to addressing international and domestic sex trafficking and labor trafficking in the local area, the group was particularly well suited to confront local sex trafficking problems at the outset of the task force operation. Members of the Task Force were already participants in a multi-agency teen prostitution project sponsored by the Suffolk County District Attorney's Office through its Children's Advocacy Center. Prior to the creation of the Boston Area Human Trafficking Task Force, police officials reported an increase in the number of younger girls involved in prostitution and increasingly suspected younger girls were being controlled by pimps involved with local gangs around the city. In 2001 a number of underage prostitutes were murdered galvanizing police and social services to combat child sexual exploitation. A high profile Suffolk University study in 2003 reported that more than half of the prostitutes in the Boston area entered into prostitution before the age of 17. Furthermore, a growing population of young women (approximately 25 to 30 each year) was coming into the Department of Youth Services custody from the Boston area with reported histories of prostitution, often involving prostitution in a number of different cities across the region and some girls who had been moved around nationally.

As a result of existing attention to teenage prostitution and sexual exploitation, the Boston Area Human Trafficking Task Force began to focus on the problem of sex trafficking, particularly of minors. The Task Force has forged a strong collaboration with the Teen Prostitution Project, with open sharing of information and intelligence on juvenile prostitution problems occurring on a regular basis between the two groups. In addition to domestic sex trafficking, the Task Force allowed local law enforcement to expand their focus to international sex trafficking victimization of both juveniles and adults. At the outset of the initiative in Boston two police districts (Brighton and East Boston) were chosen as pilot locations to investigate international sex trafficking. Both pilot districts have large immigrant populations and were considered logical locations for potential cases of human trafficking. Brighton has a large Asian and Brazilian community, and East Boston has a large Hispanic community. These districts were also very responsive to conducting pro-active trafficking investigations as part of the Task Force. The Sergeant Detective in charge of Brighton had expressed concern about possible human trafficking occurring in his district prior to the convening of the Boston Area Human Trafficking Task Force. The Boston Area Human Trafficking Task Force or its members were involved in the following case which illustrates this focus.

### **U.S. v. Diaz**

Between approximately July 2003 and May 2005, 22-year-old Evelyn “Messiah” Diaz operated an escort service out of her home in Chelsea, Massachusetts, that sent women and girls as young as 13 on prostitution calls in and around Boston. Diaz also transported two girls, ages 15 and 13, to New York City to engage in prostitution and at times traveled to other states for the purpose of having women, including minors, engage in commercial sex. Diaz arranged meetings through her business, paid for the hotels, supplied condoms and kept all or part of the money obtained for the sex acts performed. Diaz pled guilty in January, 2007 to a conspiracy charge, Mann Act violations and three counts of sex trafficking of children and was sentenced to nine years in prison in April. The case was investigated by the Federal Bureau of Investigation, the Boston Police Department and the Massachusetts State Police.

It is unclear what the initial assumptions were in the Boston area regarding international labor trafficking. Task Force members acknowledged that Boston’s proximity to a diverse group of affluent, highly educated, university communities increase the risks of labor trafficking, particularly domestic servitude, but there was little concrete information about the extent of the problem. One case in particular illustrates this problem. In 2005 Hana Al Jader, a Saudi princess, was charged with exploiting two Indonesian women she brought from Saudi Arabia to work as housekeepers and care for her family while her husband received medical treatment in Boston. She originally claimed on the women’s visa applications that she would pay each of them between \$1,400 and \$1,500 a month and require them to work no more than eight hours a day, five days a week. Instead she paid them \$300 a month for working long hours, seven days a week. Jader was accused of hiding the victims’ passports, threatening them with physical harm and restraining their movement, including nailing their bedroom windows shut. Jader ultimately pled guilty to lesser charges of visa fraud and harboring illegal aliens in exchange for prosecutors dropping charges of domestic servitude and forced labor and was ordered to pay \$98,000 in restitution to each of her former victims.

A small group of non-governmental organizations (NGOs) participating in the Task Force development has reported encountering dozens of trafficking victims most of whom were victims of labor trafficking, including domestic labor exploitation, and exploitation in construction, restaurants, fisheries and landscaping. To date, however, these particular situations have not referred to law enforcement and those that have been referred have not been substantiated as human trafficking by federal law enforcement.

### **C. Task Force Goals**

The primary goal of the Boston Area Human Trafficking Task Force is to identify and serve victims of trafficking. The secondary goal is to hold traffickers accountable to prevent future victimizations. These broad goals were to be accomplished through the following specific activities:

- The development of policies and protocols for the Task Force members that build safeguards for victims while holding traffickers accountable. Critical to this goal was

the identification and resolution, when possible, of systemic issues that should and could be addressed by partners either separately or together.

- The development of and implementing comprehensive training for law enforcement personnel on how to identify cases of human trafficking developed by the BPD, USAO and service providers (International Institute of Boston, Project REACH, Trafficking Victim Outreach Services).
  - In addition, faith-based, local service providers and other community partners were to receive training.
- The coordination and prioritization of investigations in these cases (BPD, State PD, FBI and ICE)
  - Task Force prosecution partners were intended to coordinate with investigators on these cases from the beginning to focus and align resources, and will prioritize cases for prosecution either federally or locally.

Task Force service providers and advocacy organizations (Safety Net, Project REACH, TVOS) had a number of separate specific goals for service provision including,

- Represent and communicate the perspective and interests of victims throughout the project (i.e., development of policies and protocols, system reform, etc.)
- Assist in the development and delivery of training as outlined above.
- Develop and disseminate culturally appropriate outreach materials to vulnerable populations regarding recognition of human trafficking, reporting to law enforcement, and other resources available
- Make referrals of cases to the Task Force for investigation, only if the victim chooses to pursue prosecution of her/his offender(s)
- Accept referrals from the Task Force, and provide culturally appropriate services to these victims of human trafficking.

## **II. PROGRAM IMPLEMENTATION**

### **A. Law Enforcement Training**

A primary goal of the Boston Area Human Trafficking Task Force has been to provide training to local law enforcement in the hopes of increasing officer identification of human trafficking. In May 2005, the Task Force held their first daylong awareness training for local area law enforcement. Trainers included local, state and federal law enforcement personnel from the Task Force as well as a number of victim service providers. The training materials were geared primarily toward detectives and investigators. The first half of the day included background information about human trafficking, largely presented by human services providers. The second half of the day focused on intelligence gathering and investigative strategies, with particular focus on the relationship between commercial sex trafficking and gang involvement.

In the months following the awareness training, Sgt. O'Connell developed an in-service training curriculum for all uniformed officers in the Boston Police Department (BPD). The in-service training began in September, 2006 and ended in June, 2007 as officers rotated through

the in-service training schedule. The human trafficking component is one hour long and covers basic background about the crime of human trafficking. Central to the training is information about what officers can do if they encounter general indicators of human trafficking. BPD acknowledges that human trafficking cases are often more complex than patrol officers are equipped to handle on their own. The in-service trainings have been used to alert officers to the potential problems in the local area and provide officers with clear instructions on how to document incidents that might involve human trafficking, provide immediate security to potential victims and contact the detectives at the Family Justice Center who have specialized training in human trafficking response. In total approximately 1,365 Boston Police officers have received training on how to identify and handle human trafficking incidents.

In addition to the BPD training, Sgt. O'Connell has led trainings with more than 2,000 other criminal justice professionals, including housing and health inspectors, hotel security, public safety officers, probation officers, Massachusetts Bay Area Transit officers and the State Police. An interesting impetus for the training of code enforcers and other public safety officers came from the discovery of a potential human trafficking situation by a real estate agent who found several young Russian women sleeping in an unfinished basement at one of the houses he was responsible for showing. It was later discovered that the women were being forced to work as escorts.

Task force members have additionally attended two video conference trainings sponsored by the U.S. Department of Justice, Civil Rights Division. The Boston Area Human Trafficking Task Force is in the process of planning for a regional human trafficking training which is co-sponsored by the New England Regional Community Policing Institute (RCPI). The regional training will focus cross jurisdictional investigative issues, victim interviewing and prosecution.

## **B. Victim Outreach and Identification**

The Boston Police Department (BPD) takes the lead for the Task Force in developing pro-active procedures to identify potential victims of human trafficking. Sgt. O'Connell created a set of guidelines for identifying teenage girls who are at risk for sexual exploitation. Each day staff members from the Family Justice Center scan police reports including 1) missing persons reports, 2) incident reports involving minors, 3) arrest reports, 4) field interrogation observation reports and 5) Child in Need of Services (CHINS) reports for possible victims of human trafficking. Sgt. O'Connell has created three categories to aid staff in the identification of sexually exploited juveniles as they scan through daily reports.

### Priority One Criteria: Immediate Intervention

- Age 17 and under
- Known involvement with prostitution activity
- Request for assistance from outside agency
- Eight or more missing person reports on record
- Under age 15 with five or more missing person reports on record
- Two or more girls involved in prostitution Field Interrogation Observation (FIO) together

- The female (s) in question has a home address in a jurisdiction outside of Boston, yet is picked up in Boston district; especially an area know for prostitution

#### Priority Two Criteria: Monitoring

- Age 17 and under
- Eight or more missing person reports on record
- Under age 15 with five or more missing person reports on record
- Two or more girls involved in prostitution Field Interrogation Observation (FIO) together
- The female(s) in question has a home address in a jurisdiction outside of Boston, yet is picked up in Boston district; especially an area know for prostitution
- Currently DSS or DYS involved

#### Priority Three: Intervention Referrals

- Three or more missing person reports on record
- Age 17 and under
- CHINS (Child In Need of Services) on record

Priority one cases involve young women, and a few young men, who are in need of immediate intervention. These victims are often on the run and most likely involved in active exploitation. Priority two cases involve individuals who have recently been exploited and are at serious risk of future exploitation but who are currently in a secure facility. Priority three cases involve persons at risk of sex trafficking who should be monitored and referred to social service agencies. This screening process both helps identify cases of sex trafficking that might previously have gone unidentified and provides a proactive strategy for outreach to those victims most in need of immediate intervention. Any cases of human trafficking that are identified through the BPD case screening process are immediately brought to the other law enforcement partners on the Task Force.

BPD also uses the screening process to address breakdowns in city and state social services. For example, Sergeant O'Connell sends lists of girls who fall into the high risk categories to the Department of Social Services and Department of Youth Services as well as a breakdown of high risk indicators, so these agencies can take ownership of providing services to young men and women in their care who are identified as at risk.

Since the system has been in place, BPD has identified 150 girls who meet priority one criteria and are in need of immediate intervention. Of that number, they have successfully rescued 20 girls. A successful rescue could include re-uniting girls with their families or getting them into a safe environment, including treatment programs designed to meet the needs of youths who have been sexually exploited.

In addition to the system created to identify girls at high risk for sexual exploitation, Sgt. O'Connell has created a database that contains intelligence on known pimps and madams in the Boston area, or a Known Street Predator or Pimp Database. This database has generated leads from other jurisdictions, including a recent tip from a police department just south of Boston

about a missing 16-year-old girl, who was believed to be involved with a pimp working out of Boston and Rhode Island. The girl met the pimp on Myspace.com, and police discovered she had been taken to Miami, Florida where she was arrested for using fake identification. Police eventually arrested the pimp in Boston following a sting operation. The pimp has been charged federally under the Mann Act in Miami and is facing state prostitution charges in Massachusetts. The girl is currently in a shelter program for youths involved in prostitution, which is located in California.

### **C. Protocols**

While the Task Force does not yet have a formal protocol in place to guide identification, investigation or victim services for all human trafficking cases, Task Force members have been operating under a series of informal agreements. Members of the Task Force from various law enforcement agencies appear to have open lines of communication and their roles have been increasingly clarified as investigations move forward. However, communication with victim service providers and NGOs has been more challenging. Key service providers are alerted when law enforcement has identified potential human trafficking victims who are in need of services, but often they are not told many details about ongoing investigations. This can sometimes limit the effectiveness of the victim service providers. The Boston Police Department stresses that the priority in every investigation is serving the victims, and the best way to do that is sometimes to negotiate on a case by case basis utilizing a victim centered approach.

### **D. Investigative Strategies**

The investigations for the Boston Area Human Trafficking Task Force are led mainly by the Boston Police Department (BPD). BPD has divided human trafficking investigations into two main categories, international investigations and domestic investigations. Two districts (Brighton and East Boston) were selected to pilot programs aimed at international human trafficking, primarily sex trafficking.

The primary investigative strategy in each pilot district has been to identify individuals or brothels suspected of sex trafficking via newspaper and online ads (e.g., The Boston Phoenix, Craig's List), or flyers advertising escort services or parties that are handed out in public places. A detective will answer the ad, show up at a residential location wearing a wire and establish probable cause for solicitation. Officers then return to the location with a search warrant. Police admit that these tactics have been useful for gathering information on the operations, but they have been less successful in identifying human trafficking victims.

In Brighton police suspect the women are rotated in and out of establishments on a fairly regular basis. Often when officers return to a location with a search warrant they do not encounter the same woman who solicited them. Most of the women who have been identified in the Brighton raids are Asian and Brazilian women, nearly all in their 20's or 30's. Police suspect many of these women may have started out as trafficking victims, but they are now well entrenched in prostitution and do not show signs of force, fraud or coercion. To date there have been 20 to 25 cases that were investigated as human trafficking out of the Brighton pilot project. No human trafficking arrests have resulted from any of the cases to date.

Brighton detectives have generated a number of leads throughout the project that led them to partner with police in Quincy, Massachusetts (a city South of Boston) where numerous women identified in Brighton raids had connections. The two agencies have begun to investigate the existence of organized crime nexuses between the two areas. In Quincy detectives have conducted surveillance in several cases where women identified as potential sex trafficking victims were brought to residential areas. Under surveillance the women never left the residences. Between 7 to 10 days later the women were loaded into a van and driven out of Quincy.

Detectives in the second pilot district, East Boston, report that prostitution operations are mainly run by Columbian males who hand out phone cards to other Hispanic males at local train stations advertising escort services. The operations appear to be culturally specific – cards are only handed out to Hispanic males. The women involved in prostitution appear to be mainly from Mexico and Central and South America, including Honduras and Brazil. Interestingly, the police do not report seeing women from Columbia involved in the prostitution operations in East Boston. The operations are generally run out of apartments. Detectives suggest women are rotated every 7 to 10 days from Boston to New York. They rarely self identify as victims. They are bailed out of jail very quickly and appear to leave the city upon release from jail. Interviews with suspected victims indicate many of the women are working to pay off debts to traffickers.

Though the Boston Police Department (BPD) has led most investigations, ICE will join the investigation if there is an issue of questionable immigration status and will participate in serving search warrants. A primary concern of ICE is whether the individuals are victims of human trafficking as defined by the TVPA, making them eligible to remain lawfully in the U.S. during the investigative process and potentially beyond. Detectives in Brighton and Quincy report working well with ICE agents during numerous investigations. ICE agents in Boston generally prefer not to have NGOs present during victim interviews. ICE agents utilize an interpreter line that is available at all times for any language. If an interpreter is not available locally, one is flown in for an interview or available by phone. Interpreters are always vetted by the Department of Homeland Security.

Domestic sex trafficking investigations in Boston have focused on juvenile prostitution of minors. Through the Task Force, BPD detectives have identified a number of pimps with known gang affiliations in the Boston area. They believe that girls are being prostituted in order to supplement or replace other illegal revenue sources (i.e., drugs and guns). Little is yet known about whether or not this activity is connected to any formal gang structure (e.g. money from pimping goes into the gang network) or rather if gang affiliated individuals are involved in pimping for personal profit.

The labor trafficking cases investigated by BPD thus far are primarily domestic servitude cases. In several cases, victims escaped and came to the attention of law enforcement via a service provider or showed up at the police station on their own. Detectives from BPD and ICE jointly interview these victims and any potential witnesses. In the limited number of domestic servitude cases they have worked, the Task Force members have successfully secured the victim with housing and case consultation, however, they have encountered some problems substantiating victims' claims that they were not free to leave.

In Boston, there is one Assistant U.S. Attorney (AUSA) who is assigned to oversee sex trafficking cases and another AUSA who handles labor trafficking cases. The sex trafficking cases that have been prosecuted to date are all multiple victim cases involving the prostitution of U.S. citizens who are minors. While these cases may generally be seen as less complicated for prosecutors because they do not have to prove the elements of force, fraud or coercion in sex trafficking of people under the age of 18, there is some reluctance on the part of the U.S. Attorney's Office to take juvenile prostitution cases unless they involve multiple victims. The current AUSA who is designated to handle trafficking cases has expressed a strong willingness to hearing about all types of human trafficking cases but cautioned members of the task force that she may not necessarily prosecute all cases recommended by the Task Force participants. There is some concern in the District of Massachusetts that judges and juries are reluctant to see sex trafficking cases as anything more than a street level prostitution charge that should be prosecuted at the state level. Other types of trafficking cases (i.e., labor trafficking) are challenging because prosecutors must rely on victim testimony as well as physical evidence to prove force, fraud or coercion. For example, in a recent labor trafficking case involving a Saudi Princess, investigators met with the victims more than 30 times in the span of a year to ensure the accuracy of the evidence.

#### **E. Victim Services**

Currently when victims are identified in Boston there is no formal protocol in place for victim intake and service provision.<sup>40</sup> Victim service providers are generally brought into the process on an ad hoc basis. As one detective explained, local police do not bring service providers into the process until after they have made an arrest or executed search warrants. Generally law enforcement has conducted at least one interview with potential victims before the NGOs are provided access to the potential victim.

International Institute Boston (IIB) provides many of the services for international human trafficking victims including legal assistance, provision of benefits, and coordination of housing and medical care. Since 2004 IIB has worked with 35 potential victims of human trafficking, 12 of which were forwarded for prosecution (8 certified, 3 pre-certified, and 1 denied certification which is currently on appeal with the Vermont Service Center).

Over the past two years IIB and ICE have disagreed about the role of victim advocates in the investigative process. This has created tension between the two organizations. IIB provides both victim services and legal advocacy and as part of that function has requested that ICE not contact or interrogate clients who have begun receiving services through their agency without their knowledge. IIB has expressed concern that potential trafficking victims should be able to consult victim service providers during the course of interviews since providing information to ICE may result in negative consequences such as deportation if the client does not meet the extreme standard that defines a victim of human trafficking. As a result of this tension, ICE agents generally will not share any information about an ongoing case to IIB staff, even when they refer victims to IIB for services.

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<sup>40</sup> The Boston Police Department does utilize an existing protocol to guide the provision of services and investigation of child exploitation cases.

Project REACH, a collaborative of healthcare professionals with specialization in human trafficking trauma, has worked with ICE and other law enforcement partners to help educate officers about the needs and experiences of human trafficking victims who are often suffering from post-traumatic stress. Project REACH has provided training to help officers recognize common signs of trauma and provide services to victims in need of immediate mental and medical health care. In some cases Project REACH staff had been called upon to help discuss the mental health needs of particular victims or suspected victims.

In terms of domestic trafficking victims 65 to 70 percent of girls identified as potential victims of sex trafficking in Boston are already involved with DSS. These girls generally do not want to return to DSS custody. The Boston Police Department (BPD) has identified a shelter that will take victims (both domestic and international women) involved in prostitution. Local domestic violence shelters often will not house sex trafficking victims because their criteria for housing often forbid women involved in prostitution. BPD has expressed a strong need for adequate safe housing that is specific for victims of human trafficking as well as a need for emergency services that operate on a 24 hour basis.

There is a growing need in Boston for ongoing case management of human trafficking victims. Sgt. O'Connell does most of the day-to-day case management work herself, as well as supervising all investigative efforts. Often times BPD can only provide potential victims with immediate triage services. BPD relies heavily on the various victim service providers from the Task Force to assist with medical services, mental health services and longer term victim care. Over the past two years BPD has struggled to identify victim service providers that they feel are reliable and available to help victims 24 hours a day, 7 days a week. Several of the service providers who were originally identified on the Task Force were not always available to provide services after regular business hours or on weekends. This quickly became a major problem as many victims were identified at night or on the weekends. Without reliable victim services such as housing and mental health care, law enforcement was reluctant to attempt to extricate individuals from situations that may have involved elements of human trafficking.

## **F. Media Campaigns**

Members of the Task Force and the Boston Police Department have led 7 community awareness presentations on human trafficking in the Boston Area which generated some broader media coverage. The Boston Area Human Trafficking Task Force is involved in a new collaborative effort (the CASE Campaign) with the Suffolk County Teen Prostitution Project and National Center for Missing and Exploited Children to distribute 1,000 posters to all police districts, libraries and public schools to warn teenagers of the dangers of teen prostitution, computer exploitation and pornography.

The Task Force has been instrumental in increasing general public awareness about the problem of human trafficking in the Boston area. There have been several high profile newspaper and television news stories about the problem of human trafficking in the Boston area. The majority of this publicity has focused on current investigations involving sex trafficking of minors.

## **G. State Legislation**

The Boston Area Human Trafficking Task Force has been actively involved in supporting the development and passage of legislation to make human trafficking a state crime. At the time of this report, Massachusetts did not have a state law defining the crime of human trafficking. A bill pending in the Massachusetts State Legislature includes the introduction of mandatory minimum sentences for those convicted of trafficking. The bill would also set up a trust fund with proceeds from civil assets to go toward providing resources to target criminal enterprises and educating law enforcement to help them identify and assist victims. The bill also directs funds to provide support services to victims and support anti-human trafficking training, education and outreach efforts.

### III. DEVELOPMENT CHALLENGES

**Collaboration.** Tensions between federal law enforcement agencies and victim service providers as well as conflict within the NGO community have weakened the collaborative potential of the Boston Area Human Trafficking Task Force. The conflicts between groups appear to hinge largely on conflicting definitions of what constitutes a human trafficking victim. As a result of these conflicts some NGOs are reluctant to refer human trafficking victims to federal law enforcement. The Boston Police Department is often caught in the middle of these disputes and generally acts as a mediator. At present the Task Force members have recognized these tensions and are attempting to address these challenges through increased communication and increased information sharing.

**Group Stability.** There has been substantial turnover within the service provider groups that are participating on the Task Force. As a result relationships between law enforcement and service providers continually have to be re-developed. One of the major challenges for the Task Force has been the transition of staff within the U.S. Attorneys Office. The Assistant U.S. Attorney (AUSA) charged with Task Force leadership and human trafficking investigations has changed numerous times over the past two years. For example, an AUSA who was assigned as the point-person for human trafficking cases and had begun taking a particularly active role with the Task Force became a Massachusetts District Court judge in January, 2007. It took about four months before a new AUSA was designated to replace her.

While the Boston Police Department has stepped in to fill these leadership gaps, there are serious structural limits to the types of leadership that can be provided by local law enforcement agencies on a Task Force designed ultimately to prosecute cases federally. Without a state human trafficking statute virtually all decisions concerning the investigation and prosecution of human trafficking cases must be made in conjunction with the U.S. Attorneys Office (USAO). Leadership from the USAO is also critical for overcoming disputes that may naturally emerge among federal law enforcement agencies that often have conflicting priorities and goals. With the newly designated leadership from the U.S Attorney's Office it is hoped that many of the challenges will resolved.

**Case Development.** Pro-active investigation of human trafficking, particularly sex trafficking has been the primary responsibility of the Boston Police Department (BPD). To accomplish this goal, BPD began educating uniformed officers to identify human trafficking cases and make referrals to the Family Justice Center. Despite in-service training provided to nearly all uniformed officers at the BPD, some officers remain reluctant to identify young women involved in prostitution as potential human trafficking victims and as a result are unlikely to refer the victims to the specialized investigators. Additionally, BPD does not have a centralized Vice Unit. Each district is responsible for investigating prostitution cases on its own. Since sex trafficking is often a mobile enterprise, easily crossing district lines, it is often difficult to identify and prioritize the investigation of potential victims or perpetrators of human trafficking. The Family Justice Center only has 2 detectives assigned to human trafficking investigations who coordinate information from across the city. As a result these detectives rely on district supervisors to prioritize any pro-active human trafficking investigations.

NGO and victim service providers on the Task Force have also expressed some frustration with the pilot investigation initiatives in Brighton and East Boston because their initial efforts have primarily utilized raids and have ultimately not identified victims who are willing to cooperate with investigations. NGOs have suggested service providers could be brought in before raids to talk with victims about their circumstances and try to gather information in lieu of arrests. Sgt. O'Connell has additionally stressed the need to look at innovate investigative strategies, such as pursuing financial networks, computer records or similar tactics commonly used in organized crime investigation. The Boston Police Department and federal investigators have begun to recognize that victim-centered investigations should not rely only on solely victim testimony. Sgt. O'Connell has begun meeting with representatives from the U.S. Attorney's Office (USAO) organized crime strike force about beginning joint human trafficking investigations. She is cautious, however, that organized crime investigators may not have the same level of experience dealing with victims of sexual or physical trauma as officers from the Family Justice Center. In short, they recognize the dual need for the investigative tools of organized crime and the victim centered approach that is utilized in family justice or domestic violence investigations. There is also some frustration among Task Force members about the perceived reluctance on the part of the USAO to bring indictments or move forward on prosecuting human trafficking cases, particularly when those cases involved a single victim.

#### **IV. IMPACT**

There have been a total of 14 separate human trafficking cases (involving approximately 41 victims) that have been investigated by Task Force members. These cases resulted in 4 successful human trafficking prosecutions in the Federal District of Massachusetts. Three of the cases involved the sex trafficking of juveniles and one high profile case included the prosecution for domestic servitude of a member of the Saudi royal family living outside Boston. In the domestic servitude case, however, the more serious charges of domestic servitude and forced labor were reduced to visa fraud and federal immigration violations. To date 5 victims of human trafficking have been granted Continued Presence, and at least 2 victims have received T-visas.

Identifying victims is a major challenge that the Task Force members continue to struggle with. The Boston Area Human Trafficking Task Force has struggled to identify victims of human trafficking. Victims are often reluctant to see themselves as victims and in many cases are in real fear for their safety, the safety of their families and the continued economic support that their labor, though exploited, may have provided. Furthermore, working with victims who have been traumatized is a time consuming process that drains what little resources law enforcement has in place. For example, in a domestic servitude case that occurred prior to the formation of the Task Force, it took 8 months and 4 failed attempts before the victim finally left her traffickers. Limited resources (staff, money) prevent local law enforcement from committing the time and effort that is necessary to work with victims of trafficking and thus make cases.

Disagreements between Task Force members have resulted in some key players walking away from the process. In some cases disagreements had nothing to do with the direct activities of the Task Force itself. For example, a high profile federal raid of a leather goods factory in New Bedford, Massachusetts in March of 2007 resulted in the detention of over 300 undocumented workers from Central and South America. The media reports following the raid focused on a number of instances where parents were separated from their children or unable to make arrangements for the care of other family members. This case sent shock waves through the victim service provider groups and immigrant advocacy organizations that were participating on the Task Force. In short, the already tenuous relationship between some NGO members of the Task Force and ICE was set back dramatically by the raid. This external event further clarified the underlying different and in many cases competing organizational goals of task force members. This rift is unfortunate because the ICE agent charged with supervision of human trafficking investigations in Boston appears genuinely interested in helping victims of human trafficking. It is clear, however, that when undocumented immigrants do not meet the definition of a severe victim of human trafficking as set forth by the TVPA they may face deportation, even if they are victims of another type of crime.

Some lessons that can be learned from the experiences of the Boston Area Human Trafficking Task Force include:

- Law enforcement and victim service providers must share a common workable definition of what it means to be a victim of a severe form of human trafficking. This could be accomplished through joint trainings of law enforcement and victim service providers followed by regular communication and joint investigation of potential cases. Until this happens a trust cannot be established, and victims will not receive the benefits and justice they deserve under the federal law. Ultimately, until all groups agree on how the legal definition of human trafficking is actually put into practice, human trafficking prosecutions will be hindered.
- Clearly there needs to be a good working relationship in place between local law enforcement and a victim service provider(s) who can assist victims by providing an adequate shelter and providing medical services and mental health needs, to name a few. This is a critical component that has been lacking in the Boston Area Human

Trafficking Task Force. While law enforcement has been successful in providing services and case management to victims there is nothing formal in place, so often law enforcement is often left scrambling around at the last minute.

- Securing victims and providing appropriate services are particularly critical because successful human trafficking investigations often rely on victim testimony to secure prosecutions. Since victims may change their accounts of events over time (often as they go through the process of dealing with trauma and healing) it is more challenging for law enforcement to corroborate their testimony. Regardless of how well equipped task forces are to provide victim services, this challenge may be endemic to human trafficking investigations. As a result it is necessary for law enforcement to develop new investigative tools that rely less heavily on victim testimony.
- Written protocols, though often challenging to develop and reach consensus on, would help Task Force members establish reasonable expectations and provide a set of operating rules which can help overcome or prevent conflict between and among law enforcement agencies and victim service providers who will often have different organizational goals, world views and perceptions of individual human trafficking situations.
- Task Force meetings should occur on a regular basis, so Task Force partners have a forum where they can come together and strategize ways to overcome some of the challenges mentioned above as well as reassess where the Task Force is headed, define mutually agreed upon areas of improvement and methods for obtaining Task Force goals.
- Leadership is critical. As previously mentioned, the Boston Area Human Trafficking Task Force has at times suffered from inconsistent leadership from the U.S. Attorney's Office. It is too early to tell what kind of impact the newly designated trafficking Assistant U.S. Attorney will have on the Task Force and its ability to make cases, but it is a positive step and one that is necessary if the Task Force is going to reach its full potential for success.

*Phoenix Human Trafficking Task Force  
Phoenix, Arizona*

*Scott Decker and Nancy Rodriguez, Arizona State University*

Human smuggling is a major problem in Arizona, and Phoenix is the most common destination within the state for illegal immigrants smuggled by “Coyotes.” Although the smuggling of illegal immigrants who enter the country on their own volition differs from human trafficking, which is non-volitional and coercive, these crimes are often perceived as similar in nature. The Phoenix setting provides an opportunity to study in-depth the special challenges to law enforcement and prosecution of separating trafficking and smuggling. Additionally, the recent passage of anti-trafficking legislation in Arizona makes study of law enforcement identification, reporting and investigation quite timely. Phoenix and other local, state, and federal agencies have considerable experience working together through task forces to address crime problems related to both smuggling and trafficking, and there is much to be learned from their experience.

## **I. TASK FORCE DEVELOPMENT**

### **A. Structure**

Although the formal creation of the Phoenix Police Department Human Trafficking Task Force came about after they received funds for its establishment, various criminal justice agencies and non-governmental organizations had been meeting for some time to discuss the problem of human trafficking. On August 11, 2004 the U.S. Attorney’s Office held a meeting to discuss the creation of an ad hoc task force (also referred to as the Executive Council on Human Trafficking) to address the increasing human trafficking problem in the state of Arizona. At this meeting, the Fiscal Year 2004 Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Force solicitation was distributed and law enforcement agencies in attendance were encouraged to apply.

#### *1. Task Force Membership*

At the onset, the Task Force included representatives from the Phoenix Police Department (PPD), Tucson Police Department, Federal Bureau of Investigation (FBI), U.S. Attorney’s Office (USAO), U.S. Attorney General, Department of Labor, Immigration and Customs Enforcement (ICE), and Arizona Department of Public Safety. The Task Force also included community-based organizations such as Arizona League to End Regional Trafficking (ALERT), Arizonans for the Protection of Exploited Children and Adults (APECA), and the Salvation Army. Memorandums of Understanding (MOU) were established between the respective agencies and participation in the task force required a 25% match from participating law enforcement agencies (in-kind was sufficient) which would make agencies eligible to receive funds for overtime for investigations, investigative travel, and access to investigative experience. To date, no participating agency has provided a match for such resources.

The growth in the Phoenix Police Department Human Trafficking Task Force membership over the years is attributed to the more active role community-based organizations are taking in addressing human trafficking. While growth in agency representation is an indicator of the willingness to collaborate in order to address human trafficking, the lack of continuity in task force membership, especially from key non-governmental agencies, has been a struggle for the Task Force. The most recent changes of the Task Force involve its leadership. On September 12, 2006, Task Force members were informed that Bill Solomon from the U.S. Attorney's Office would be heading the task force. One February 16, 2006, Rachel C. Hernandez, Deputy Chief, Criminal Division U.S. Attorney's Office assumed the leadership role as Assistant U.S. Attorney Solomon left the agency.

Currently, 91 individuals are members of the Human Trafficking Executive Council in the District of Arizona. This group includes a diverse range of roles and agencies. Federal, state, and local agencies of government are represented. Non-governmental organizations are also represented on the Task Force. Prosecution, probation and policing are also represented. Agencies on the task force include:

#### *Federal Agencies*

- Federal Bureau of Investigation
- Immigrations and Customs Enforcement
- U.S. Marshals Service
- U.S. Attorney
- Department of Homeland Security
- U.S. Department of Labor
- Internal Revenue Service

#### *State Agencies*

- Arizona Registrar of Contractors
- Division for Women, Arizona Governor's Office
- Arizona Department of Economic Security
- Arizona Department of Public Safety
- Arizona State University
- Arizona Board of Massage Therapy

#### *County Agencies*

- Maricopa County Juvenile Probation
- Pima County Sheriffs Department

#### *Local Agencies*

- Glendale Police department
- Mesa Police Department
- Phoenix Police Department
- Scottsdale Police Department
- Tempe Police Department

- Tucson Police Department
- Mayors Office, City of Phoenix

#### *Non-Governmental Organizations*

- Catholic Charities
- Arizona Coalition Against Domestic Violence
- Arizona Voice for Crime Victims
- Arizonans for the Protection of Exploited Children and Adults
- Arizona League to End Regional Trafficking
- Cross Sector Solutions
- Arizona League to End Regional Trafficking

#### *2. Task Force Leadership*

Leadership of the task force comes from the US Attorney's Office, with a single Assistant U.S. Attorney assigned to chair the task force. There are subcommittees to address protocols for the treatment of victims, coordinate enforcement, and prosecution. However, the relationship to the overall structure of the Task Force and the coordination among these subcommittees is unclear. It is important to note that while the U.S. Attorneys Office is the lead agency, the Phoenix Police Department represented by Sergeant Chris Bray was the only law enforcement agency to initially indicate a willingness to apply for these funds and subsequently received the grant to implement the human trafficking task force in the greater Phoenix area. The proposal was conceptualized and written by Sergeant Bray and he remains the primary contact person for the Phoenix Police Department Human Trafficking Task Force.

#### *3. Meeting Structure*

The full Task Force meets approximately each quarter and subcommittees meet on an ad hoc basis. Between August 2004 and January 2006, representatives from various agencies met to address human trafficking in Arizona a total of six times. These meetings were originally organized in two parts. The first part of the meeting included both criminal justice officials and community-based organizations. During this part of the meeting, ALERT staff would disseminate relevant information about potential victims, report on the status of victims receiving services, and describe incidents of human trafficking in other jurisdictions. This part of the meeting was open to the public. The second part of the meeting was for law enforcement representatives only and involved discussions of active investigations.

Between February 2006 and December 2006, the format of the Task Force meetings changed substantially. Three additional meetings were held during this time. As the number of community-based organizations increased, efforts were made to provide a more inclusive forum for Task Force members. Currently, Task Force meetings are no longer segmented into two parts. During this time period the Arizona Refugee Resettlement Program held their Annual Conference on April 3<sup>rd</sup> and 4<sup>th</sup>, 2006 in Phoenix, Arizona. At the conference representatives from ALERT and the U.S. Attorney's Office appeared together on a panel to discuss the Trafficking Victims Protection Act (TVPA), differences between human smuggling

and human trafficking, and solicited the cooperation of individuals and agency representatives in the identification of victims of human trafficking.

To date, the Task Force has three standing subcommittees. Two of these subcommittees were created outside of the Task Force. In 2006, the City of Phoenix Child Prostitution Task Force and the FBI Task Force were incorporated into the Phoenix Police Department Human Trafficking Task Force. The FBI Task Force focuses its efforts on human trafficking and juvenile prostitution. Although this task force is restricted to law enforcement personnel, the chair reports great willingness to work with and provide information to community-based organizations. The City of Phoenix Child Prostitution Task Force was spearheaded by a Phoenix Councilwoman. The task force aims to provide services to former juvenile prostitutes, make legislative changes to assist in the protection of juveniles involved in prostitution, and increase public awareness of child prostitution. This task force has been responsible for SB 1268 - Sex Trafficking and Child Prostitution which would broaden the definition of prostitution and create a new classification of attempting to engage in child prostitution. The bill is currently on hold at the state legislature.

The third subcommittee was created in early 2007 to develop a protocol for human trafficking cases that come to the attention of law enforcement, community-based organizations, and other respective groups. Although protocol development was one of the original goals of the Task Force, discussions surrounding protocol did not lead to formal protocol development. The willingness by both law enforcement and community-based organizations to create such a protocol is reflected in the leadership of the subcommittee. The co-chairs of the protocol subcommittee are from ALERT and the FBI. The first subcommittee meeting took place in mid February 2007 and a protocol for the Task Force has recently been completed.

For the past three years, various Task Force members have also attended ALERT's Coalition meetings. The Coalition is comprised of various community-based organizations and local and federal law enforcement agencies. ALERT held these meetings quarterly until April 2006. The original purpose of these meetings was to gather relevant information from other community-based agencies and justice system officials. Several members of the Task Force including representatives from the U.S. Attorney's Office Victims Witness Program indicated that the Coalition meetings focused on addressing the victims' needs more so than the Task Force meetings. The overlap in mission and agency representatives led to discussions on the possible unification of the Phoenix Police Department Human Trafficking Task Force and the Coalition meetings (i.e., elimination of the Coalition meetings). While this was heavily supported by the Outreach Coordinator of ALERT and the U.S. Attorney's Office, it was not supported by International Rescue Committee which houses ALERT. The new Program Manager of ALERT also believes that the Coalition and the Task Force can co-exist and should continue to be a forum for social service providers and justice system agents. ALERT staff hopes the Coalition can be more of a community mobilization group similar to the non-governmental organizations which have joined statewide coalitions in Florida. During the most recent Coalition meeting, the new staff members of ALERT were introduced, and discussion centered on the coordination of services for multiple victims of human trafficking. These differences in definition and approach to human trafficking illustrate some of the difficulties in a multi-group task force.

## **B. Local Problem Definition**

The problem of human trafficking in Arizona, specifically in Phoenix, has been defined as a prostitution problem, primarily among juveniles. The dominant type of case being pursued by the Task Force since its inception has been domestic juvenile prostitution. This focus can be attributed to a number of on-going efforts of the City of Phoenix to address juvenile prostitution. Highly publicized cases, like that of Antoin Thurman (1996), who has cooperated with officials and described how he lured girls into prostitution, have captured the attention of the Task Force. Current investigations of the Phoenix Police Department include Asian massage parlors they suspect are linked to human trafficking activities. The Task Force is also actively investigating the posting of ads for sexual favors on Craig's List and is working on two interstate cases involving juvenile prostitution. The Phoenix Police Department has also increased its patrol in particular areas within the city where there are reported increases in prostitution activity. Interestingly, one Task Force member indicated the focus on domestic juvenile prostitution is due to law enforcement officials' perceptions that girls are victims of these crimes while adult women, both domestic and international, are offenders in crime. Over time, that focus has become sharper and training has increasingly focused on that issue. The Task Force made the decision over time that this should be the focus, based largely on the expertise and experience of law enforcement Task Force members rather than data or as a consequence of a problem solving process. The following case illustrates the types of problems currently being focused on by the Task Force.

In April 2006 three individuals from California, Uawndre Fields age 31, Julia Fonteneaux age 22 and DePaul Brooks age 25 were charged with four counts of Child Sex Trafficking and Interstate Transportation of a Minor for Prostitution. The defendants are accused of transporting 2 minor victims between Phoenix and San Diego for the purposes of engaging in prostitution. The investigation preceding the indictment was conducted by the Phoenix Police Department and the Federal Bureau of Investigation.

Several members of community-based organizations have reported coming across incidents of domestic servitude in various farming and agricultural areas. ALERT was instrumental in getting the Department of Labor to join the Task Force, which has led to investigations in the food service industry. To date, no labor trafficking cases from this investigation have materialized. Representatives from the U.S. Attorney's Office acknowledged investigating more labor trafficking cases than sex trafficking cases given the information provided by community-based organizations. Interviews made it clear that human trafficking was involved in some agricultural entities, but that this occurred largely outside of the metropolitan Phoenix area, and that the Task Force was focused on metropolitan Phoenix. When pressed, interview respondents did not believe that trafficking could be implicated in much of the domestic (cleaning), urban agriculture or restaurant industries.

The Task Force has struggled with a common problem definition, particularly to differentiate between smuggling and trafficking. Some law enforcement officials in the Task Force perceive Phoenix as a smuggling site more so than a human trafficking site, with individuals being moved through the city, as opposed to ending up in the city under conditions of exploitation. Such perceptions likely influence the activities and focus of the Task Force.

### **C. Task Force Goals**

During its inception the Task Force members developed a number of local goals. The theme throughout the goals is collaboration and outreach efforts to restore victims. Law enforcement members involved in the Task Force identified a victim focused approach as the key to success. Additionally, the Task Force identified key goals around community outreach because they perceived a need to educate the public about the nature of human trafficking crime to help increase accurate reporting.

They include:

- Working closely with ALERT to obtain information on potential trafficking situations in order to initiate investigative follow up action from the Task Force
- Initiate proactive investigative action by members of the Task Force at designated business establishments that have been suspected of being involved in human trafficking operations
- Continue existing partnerships with ALERT and Arizonans for the Protection of Exploited Children and Adults to provide assistance in the application process to secure T visas and continued presence in the United States to assist with the prosecution of traffickers
- Provide investigators, supervisors, and uniform first responders with specialized training to enhance their ability to identify human trafficking situations, conduct thorough criminal investigations utilizing a variety of investigative techniques and apprehend human trafficking suspects thus assuring a successful prosecution
- Generate informational brochures and create public service announcements that will be aired over local media outlets to insure members of the community are aware of the human trafficking problem
- Enhance partnerships on task force by periodically meeting together with external community stakeholders including NGOs.
- Continue to provide technical and investigative assistance, training, and function as an informational resource to local, state, and federal criminal justice agencies
- Develop and maintain a case management system that tracks Task Force related contacts and investigations pertaining to trafficking matters and to track the prosecution of those cases submitted for charges
- Establish MOUs with other regional law enforcement agencies.

## **II. PROGRAM IMPLEMENTATION**

### **A. Training**

Training has occurred on roughly a quarterly basis for all members of the task force. The training has involved the use of federal JUSTNET (Justice Technology Information Network) resources. Specialized training for local law enforcement (Phoenix Police Department) has occurred within the agency, and particularly within the unit that has primary responsibility for the enforcement of prostitution laws. To date there has not been specific training for code enforcement or other regulators. However, efforts are in place to create a module on human trafficking that will be part of in-service training at the Phoenix Regional Police Training Academy. Also, ALERT's case manager in Tucson has been active in offering training to law enforcement agencies across the U.S. and Mexican border.

The turnover in ALERT has inhibited training for community outreach workers. There have been efforts to educate the media, both print and television. However, many stories run by the media fail to grasp the difference between trafficking and smuggling, a fact that concerns the Task Force members.

### **B. Victim Outreach and Identification**

Most outreach efforts to identify human trafficking victims are handled by ALERT and Catholic Charities. ALERT has identified outreach and education of the community regarding human trafficking as two key goals of their agency. A bilingual Outreach Coordinator was recently hired at ALERT who will be conducting outreach in Latino/a communities and with organizations that serve the Spanish-speaking migrant community in Arizona. Efforts are also being made to reach victims in other communities. For example, a new Case Manager at ALERT, who speaks Russian, recently identified several Russian immigrants who are likely trafficking victims. ALERT intends to work in this community and place ads in several Russian newspapers.

The outreach work of Catholic Charities includes targeting homeless and at-risk youth, migrant farm workers, prostitutes, and women exploited by forced labor in beauty parlors and nail salons. Unfortunately, limited resources constrain these agencies from providing large scale outreach efforts across Arizona.

ALERT has run ads in several local English and Spanish newspapers directing community members to report suspicious activity. They are also planning a mass media campaign that will include billboards, radio, and television public service announcements.

### **C. Protocols**

A sub-committee has been created to develop protocols for law enforcement and community-based organizations regarding victim identification, screening, and processing. Members of the Task Force are pleased to have representatives from both law enforcement and non-governmental organizations overseeing the development of such protocol. In the eyes of some Task Force members, however, this should have been done two years ago. Unfortunately, the turnover in leadership at ALERT (the lead victim advocacy agency) inhibited the protocol development until recently.

The lack of formal protocols reflects the fact that there are limited established social relationships among the Task Force members. Law enforcement (particularly the Phoenix Police Department) strongly endorses and has adopted a victim centered approach. Despite

this, there has been reluctance on the part of victim agencies to identify and bring cases of human trafficking forward to law enforcement. The development of protocols should occur as early as possible in the process of forming and developing the task force approach. Such protocols will be important in guiding activities, but the process of protocol development will help to build relationships and a shared understanding of goals and tactics among members. The necessity of a protocol became most apparent when a victim scheduled to testify disappeared under ALERT's care after hearing smuggling rather than human trafficking charges were being pursued by the U.S. Attorney's Office. ALERT staff members were unsure of how to proceed and who to contact about the disappearance (e.g., ICE, U.S. Attorney's Office, or Phoenix Police Department).

#### **D. Investigative Strategies**

Law enforcement efforts are largely driven by the activities of the Phoenix Police Department. There are 21 investigators, one Sergeant and one Lieutenant in the Vice unit – the investigative unit at PPD charged with human trafficking investigations. Members average between 2.5 and 6.5 years of membership in the unit. The Phoenix Police Department has electronic equipment for monitoring sites, conducting covert investigations, and surveillance equipment. They have digital cameras that feed into a centralized data base that is under development. More use of the data base needs to take place. The Live Scan of fingerprints has been a useful development for identifying potential perpetrators, though there are so many cases that there is a substantial backlog of cases. A DNA databank is forthcoming, and that is seen as a very important development. The use of identification techniques including fingerprints but extending to DNA, digital photographs and other physical traits is seen as important so that potential victims are not released from booking (presumptively for prostitution) without being appropriately identified as victims. In addition, 21 prostitutes have been murdered in Phoenix area over the past decade, and DNA would be a useful tool for identifying some of these cases.

To date, only one victim has been brought forward by the non-governmental organization that participates in the Task Force. This is seen as insufficient to provide inroads into the human trafficking enterprise in Phoenix. It is important to note that Phoenix is a sanctuary city with regard to local immigration status, so law enforcement does not ask about legal status. This puts law enforcement in a reactionary position, and that makes it much more difficult to initiate and investigate human trafficking cases.

At the federal level, it appears that ICE and the FBI are the most active in identifying cases. ICE sees the cases at drop houses, once victims have been brought across the border. The FBI has worked more closely with local law enforcement on internet cases. There appears to be a solid basis of cooperation between state and federal law enforcement.

There is a case review process in place at the U.S. Attorney's Office for determining cases appropriate for federal prosecution. The first Assistant in the US Attorney's office reviews all potential cases paying careful attention to their charges. While this process is not as formal as that used in many Project Safe Neighborhood (PSN) sites (Decker and McDevitt, 2005), it has team participation, and the virtue of building a shared understanding of priorities, roles and process. A number of cases have been charged under the Mann Act, largely because Mann Act

cases do not require proof by the prosecution that the perpetrator knew the victim's age. The elements of these cases are seen as more straightforward than human trafficking cases. The working relationship between the Maricopa County Prosecutor's Office and the Task Force is very strong and a key to the Task Force. In part this is due to the excellent relationship between this individual prosecutor and the Sergeant from the Phoenix Police department. More cases could be generated by the public with a stronger outreach component.

#### **E. Victim Services**

ALERT is one of 29 Office of Victims of Crime (OVC) grantees providing direct services to non-citizen victims of human trafficking and the only OVC funded program in Arizona. ALERT is housed within the International Rescue Committee, Phoenix Office. The original Program Manager of ALERT served as director until November 2005 when she left to become the Director of Anti-Trafficking Initiatives for the International Rescue Committee. The current ALERT staff includes: a program manager, three outreach coordinators, and one caseworker. Victim services at ALERT are divided into pre- and post-certified services. Pre-certified services, which do not expire until the client transitions into post-certified services or the client is no longer qualified for services, include case management, immediate food and shelter, transportation, cell phone, clothing and other personal items, language interpretation and ESL, medical attention, mental health care, legal assistance and immigration assistance. Post-certified services include long-term-housing assistance, employment assistance, temporary state benefits (e.g., cash, medical care, and food stamps), clothing and personal items, language interpretation, and mental health care. Since September 2003, ALERT has provided assistance to 25 victims of which the majority were victims of domestic servitude. Within the past two months, ALERT had their first T-Visa issued also involving a domestic servitude case. While ALERT is designed to provide services to victims of human trafficking from Arizona, they have provided care and services to victims from other jurisdictions (e.g., Florida and New York).

Historically, the relationship between ALERT and law enforcement has been fairly positive. The turnover in their staff has impacted the collaborative efforts between the Task Force and ALERT. Most recently, a strong working relationship has been established between ALERT and ICE. ALERT staff has been impressed with ICE's responsiveness towards victims' needs. For example, a recent victim provided information about other trafficked victims in a different jurisdiction (Chicago, Illinois) and an ICE agent requested information about NGOs in that jurisdiction, and contacted an NGO *prior* to contacting law enforcement in that jurisdiction. Other agencies in Arizona also work closely with law enforcement and provide direct services to victims of human trafficking. The Outreach Coordinator for Catholic Charities has created a list of incidents she believes involve human trafficking and periodically provides this list to the Phoenix Police Department for investigation. The Catholic Charities staff speaks a total of 42 different languages and believes they have access to many potential victims of human trafficking that are largely hidden from other community-based organizations and law enforcement. In fact, the Bilingual Outreach Coordinator at ALERT will be working closely with Catholic Charities staff given their resources and larger outreach efforts.

Given the focus on juvenile prostitutes, it is not surprising to see efforts to provide additional services to girls involved in prostitution. Arizonans for the Protection of Exploited

Children and Adults is currently building a facility that will house girls between the ages of 11 and 17 who were involved in prostitution. Catholic Charities is also planning to establish a residential facility for girls involved in prostitution.

#### **F. Media Campaigns**

Most of the Task Force's outreach efforts are handled by ALERT and Catholic Charities. ALERT has identified outreach and education of the community regarding human trafficking as two key goals of their agency. ALERT has ads currently running in several local English and Spanish newspapers. They are also planning a mass media campaign that will include billboards, radio, and television public service announcements. A Bilingual Outreach Coordinator was recently hired at ALERT who will be conducting outreach in Latino/a communities and with organizations that serve the Spanish-speaking migrant community in Arizona. Efforts are also being made to reach victims in other communities. The new Case Manager at ALERT, who speaks Russian, recently identified several Russian immigrants who are likely trafficking victims. ALERT intends to work in this community and place ads in several Russian newspapers.

The outreach work of Catholic Charities includes targeting homeless and at-risk youth, migrant farm workers, prostitutes, and women exploited by forced labor in beauty parlors and nail salons. Unfortunately, limited resources constrain these agencies from providing large scale outreach efforts across Arizona.

### **III. DEVELOPMENTAL CHALLENGES**

The Phoenix Police Department Human Trafficking Task Force is characterized by strong buy-in from its members, collaboration, and focus (i.e., domestic juvenile prostitution). However, there are a number of developmental challenges facing the Task Force.

**Group Stability.** Certainly a major challenge has been turnover in ALERT, the victim protection agency. Indeed, the Sergeant from Phoenix Police Department and the County Prosecutor have been the most consistent and longest serving members of the Task Force. The Assistant U.S. Attorney who earlier headed the task force recently left the U.S. Attorney's Office for a job in the city of Phoenix, and has turned over those responsibilities to another Assistant U.S. Attorney. ALERT has seen four different managers since June 2004.

**Collaboration.** There has been variation in commitment to the goals of the task force, understanding the problem, and a lack of effective working relationships, particularly on the part of the non-governmental organizations. These are key features of many temporary organizations. This can be seen in the fact that ALERT has identified only one case, despite the widespread perception that they are familiar with a large number of other cases. The lack of victim identification points to the need to develop social capital among members of the Task Force. By this we mean that relationships need to be strengthened between members. There are a few notable members of the Task Force who have not been invested in the process. In part this is due to the confused nature of jurisdiction over human trafficking in Arizona. The District Attorney in Maricopa County is aggressively prosecuting immigration cases, some of which

have elements of human trafficking. The Maricopa County Sheriff is aggressively enforcing immigration laws with County Sheriff's, some of which have elements of human trafficking. There is currently an effort underway to cross-train local police (Phoenix Police Department) with ICE for customs and immigration enforcement. These activities create a lack of focus among the task force, and reduce task force buy-in. In turn, this has led to a lack of cooperation across many agencies involved in the task force. But these developments also underscore the politically charged nature of immigration enforcement issues in Arizona, now identified as the number one state for border crossing of illegal immigrants.

**Victim Assistance.** Over time the focus on victims has wavered, and at many of the meetings it was not clear that a truly victim centered approach had been defined and implemented. For example, the Task Force was late in developing a victim protocol. In addition, there was confusion among some members of the Task Force (though not among law enforcement representatives) about the difference between trafficking and smuggling. Some of the problem in both of these areas can be attributed to the turnover among non-governmental organizations, and lately to the departure of the Assistant U.S. Attorney who had headed the Task Force since its inception. These problems are illustrative of common issues in Task Forces, particularly as they function as temporary agencies.

**Case Development.** Perhaps the first thing to be noted in this regard is the fact that identifying, making and prosecuting human trafficking cases is an inherently difficult enterprise. Cases require multiple layers of cooperation, investigation and prosecution. The elements of such crimes are not as clear as in federal drug or firearms cases and perhaps most importantly, they lack physical evidence and rely on the testimony of individuals initially identified as offenders. Many of the challenges are common to task forces that target other crimes, particularly those that function as temporary organizations.

#### **IV. IMPACT AND LESSONS LEARNED**

Since July 2004, the Task Force has identified and prosecuted four cases involving human trafficking. In 2006, 10 cases were investigated, three were formally charged, and in the end, one of those three turned out not to be a human trafficking case. There are a variety of reasons why only four cases have been prosecuted, though the number needs to be put into context. As noted above, prosecuting human trafficking cases is a difficult enterprise. Many of the task forces across the country have yet to prosecute their first case. Another context for understanding this level of productivity is the fact that state laws in Arizona provide harsher penalties for trafficking, particularly trafficking in juvenile prostitution than do federal laws. Law enforcement (particularly local law enforcement agencies) believes that there are a substantial number of victims in the community, but that making the cases without an aggressive non-governmental victim- advocate will be extremely difficult. In addition, there is some level of antipathy regarding task forces among law enforcement in the area. In the past, many task forces simply were seen as a drain in resources without a return of information, expertise or cases to the agency.

One of the ironies of the Phoenix Police Department Human Trafficking Task Force in Arizona is that the Sergeant who represents the Phoenix Police Department provides training across the nation on prostitution, human trafficking, and juvenile prostitution and its links to human trafficking. Locally, however, his expertise has not been used as effectively as might be the case, certainly in the area of training. Relying on local resources would be a valuable addition for the Task Force.

There has not been effective outreach to the community on the issue of human trafficking in Arizona. This represents perhaps the most difficult of challenges facing the task forces across the country. Clearly, the experience of Gang Task Forces (Curry and Decker, 2003) in attempting to do community outreach is instructive in this regard. Perhaps the most difficult part of implementing Gang Task forces is developing community awareness, integrating community partners into the task force, and insuring that community partners share the goals of the larger task force. Integrating the community is inherently difficult to do, but essential to success. We see this as a key challenge to the Phoenix Police Department Human Trafficking Task Force. Additionally, the turnover experienced by ALERT has not simplified the task of enhancing community involvement.

There are several specific lessons learned from the operation of the Phoenix Police Department Human Trafficking Task Force.

- A victim centered approach is the key to success. Many jurisdictions lock up girls who really are victims; Arizona rejects that approach, particularly among law enforcement.
- Despite this, the way that victims are operationalized is limited (criminal alien, prostitute or “street worker”, youth versus adult) and law enforcement needs to do a better job of keeping NGOs informed of cases once referred. Victims are aware of the delays and their willingness to cooperate with law enforcements is heavily impacted by how T Visas and other Visas are handled.
- Focus on building teamwork, social capital and a culture on the task force before building toward outcomes. Communication is a key to accomplishing this.
- The jurisdictional differences within Arizona make the job of the Task Force more complicated. For example, ALERT is more actively involved in outreach in Tucson and less so in Phoenix due to heavy working relationship between the City of Phoenix and Catholic Charities. The rural parts of the state face labor trafficking issues, while the urban areas face more sex trafficking. The rural parts of the state are less organized in their response.
- Efforts to identify and restore victims need collaborative efforts across state lines. In Arizona, several victims who were carnival workers (domestic servitude cases) were traveling across state lines (victims are recruited and trafficked into operations in multiple states).

- Continuity, to the extent that it is possible, is a key to task force success. Lack of teamwork and continuity in leadership leads to few efforts at spearheading original pursuits to address human trafficking. The result of this is that the Task Force addresses the limited range of what currently is being addressed, domestic cases of trafficking (juvenile prostitution). This makes training especially important, particularly in addressing the differences between human trafficking and human smuggling.

**Harris County Human Trafficking Rescue Alliance  
Houston, Texas**

*Vincent Webb, Sam Houston State University*

The human trafficking task force for the jurisdiction of the U.S. Attorney's Office for the Southern District of Texas is known as the Human Trafficking Rescue Alliance or HTRA. The name of the task force reflects the central focus of its operating philosophy, the *rescue of human trafficking victims*. The Human Trafficking Rescue Alliance describes itself as a trafficking awareness project focused on developing collaborative responses to the problem of human trafficking. The emphasis on collaboration involves forging and maintaining strong partnerships among Houston, Texas area criminal justice agencies and community based organizations. HTRA has developed the following formal mission statement:

A collaboration of local, state and federal law enforcement agencies working together with area social service organizations to identify and assist the victims of human trafficking and to effectively identify, apprehend and prosecute those engaged in trafficking offenses.

Several developments related to responding to the human trafficking problem in the Houston area that preceded HTRA provided a strong foundation for its eventual establishment. The development of a coalition of community-based or Non-Governmental Organizations (NGOs) focused on victims and victim's services that would eventually become part of HTRA can be traced to 1998 when the YMCA of Greater Houston International Services received resettlement victims after the Daewoosa Samoa case, the largest human trafficking case in United States history. That case involved hundreds of Vietnamese labor-related victims working in the clothing industry in the U.S. Territory of Samoa. Twenty-five of the victims were certified, received T-visas and resettled to Houston. The YMCA identified their needs and provided services to these victims. Eventually, YMCA officials then applied for and received a grant to provide services to trafficking victims from the Office for Victims of Crime in January 2003.

The early experience with human trafficking victims led the YMCA to organize the Coalition Against Human Trafficking (CAHT) in order to educate and mobilize the community to respond to the problem of human trafficking. The coalition engaged service providers, law enforcement, and others interested in combating trafficking in an organized effort to accomplish five goals:

1. Increasing community awareness of human trafficking, needs of victims, and available resources for victims,
2. Improving services to victims,
3. Developing a coordinated response to the problem,
4. Acting as an information and resource clearinghouse, and
5. Increasing investigations and prosecutions of human trafficking.

Early in the life of the coalition the need for coordinating the response to human trafficking became apparent. Confusion about the differences between human trafficking and human smuggling abounded, and it became apparent that law enforcement efforts to identify and investigate human trafficking lacked coordination. The absence of a clear methodology for the processing and management of human trafficking cases was also identified as problematic. The need to address these problems added even greater impetus to and interest in using a collaborative approach in addressing the trafficking problem.

An independent, but equally important development that would provide an important part of the foundation of HTRA was the establishment in 2004 of a working group by the FBI to investigate human trafficking. The FBI Working Group included FBI agents, area Constables, and Texas Alcohol Beverage Control agents, and they were able to initiate a long-term and successful investigation into human trafficking activity. A plan for the victims to be rescued as a result of the investigation was developed that included service providers from the Coalition Against Human Trafficking (CAHT). Their inclusion was the result of having the FBI and U.S. Attorney's Office Victim Witness Coordinators participating in CAHT. Through this collaboration, a plan was developed for the rescue of victims that made provisions not only for rescue, but also for the provision of victim services and the preservation of evidence required for successful prosecution.

In July of 2004 the Southern District of Texas was represented at the first Department of Justice sponsored national conference on trafficking held in Tampa, Florida by a team that included both law enforcement and CAHT officials. At that conference, participants were challenged to forge task forces that would use federal and state statutes to provide victim protection and human trafficking offender prosecution. The Southern District of Texas' response to that challenge was the establishment of the Human Trafficking Rescue Alliance of Southern Texas (HTRA) in August, 2004. Initially this meant combining the regular meeting of CAHT with that of Alliance officials, which up until that time had largely been limited to law enforcement representation. Discussions at that meeting covered the roles of the various representatives in the overall Task Force as well as procedures for reporting cases identified by service providers and others to HTRA law enforcement officials.

## **I. TASK FORCE DEVELOPMENT**

### **A. Structure**

#### *1. Task Force Members*

Initially, HTRA's involvement with community-based organizations was limited to the Coalition Against Human Trafficking (CAHT), which was formed prior to HTRA in January of 2003 after funding was applied for and awarded to YMCA International Services in Houston. However, it should be noted that as a coalition, CAHT represented 46 different community-based organizations. The Task Force has added other *primary* Non-Governmental Organizations since first associating with CAHT, so that the present configuration includes, YMCA International, Catholic Charities, and Houston Rescue and Restore. The YMCA and

Catholic Charities provide direct services to trafficking victims whereas the focus of Houston Rescue and Restore is primarily on public awareness and education.

The most recent configuration of the Houston task force includes:

*Federal Agencies*

- U. S. Coast Guard
- U.S. Department of Health and Human Services
- U.S. Department of Homeland Security
- Immigration and Customs Enforcement
- Customs and Border Protection
- U.S. Department of Justice
- Federal Bureau of Investigation
- U.S. Attorney's Office, Southern District of Texas
- U.S. Department of Labor, Wage and Hour Division
- Office of the Inspector General
- U.S. Department of State, Diplomatic Security

*State Agencies*

- Texas Alcoholic Beverage Commission
- Texas Attorney General's Office
- Texas Department of Public Safety, Texas Rangers

*County Agencies*

- Harris County District Attorney's Office
- Harris County Sheriff's Office

*Local Agencies*

- Houston Police Department

*Non-Governmental Organizations*

- Coalition against Human Trafficking (CAHT)
- Catholic Charities
- Lutheran Service
- Rescue and Restore
- YMCA International Services

The independent development of CAHT and the FBI Working Group provided a strong foundation for the establishment of the Human Trafficking Rescue Alliance (HTRA). The key actors were in place and had experience in working together prior to being challenged to establish the Task Force. In addition to CAHT and the FBI Working Group, several of the Task Force members had worked on other projects and grants such as Project Safe Neighborhoods. According to HTRA officials/members, the prior experience in working together was extremely

important for the successful establishment and functioning of the Human Trafficking Rescue Alliance.

## *2. Task Force Leadership*

The Harris County Sheriff's Department was chosen to serve as the fiscal agent for the HTRA. A Bureau of Justice Administration grant match was met by assigning a Deputy Sheriff to work full-time at Immigration and Customs Enforcement (ICE) on human trafficking cases and related matters. The United States Attorney for the Southern District of Texas has assigned supervisors of that agency's organized crime group and the civil rights unit to co-lead the Task Force. The agencies participating on the Task Force were asked by the United States Attorney to name a Point of Contact (POC) for trafficking, and these are the individuals who attend HTRA meetings. The POCs are also available to work on trafficking related cases between HTRA meetings.

## *3. Meeting Structure*

The first regular meeting of HTRA was on September 3, 2005 where key Department of Justice Task Force grant requirements were reviewed and key representatives agreed to pursue the grant. The relationship and participation of the FBI's Working Group was also discussed. Subsequently, under the guidance of the U.S. Attorney's Office a grant application for funds to support the task force was prepared and submitted to the Bureau of Justice Administration. HTRA was awarded grant funding early in 2005 for the following activities: 1) employing a full-time law enforcement liaison, 2) providing interim services to trafficking victims, 3) providing interpreter services for investigators, prosecutors, and service providers, and 4) providing training to criminal justice and service provider personnel.

The Human Trafficking Rescue Alliance has a goal of meeting at least quarterly. The exact cycle of meetings is somewhat irregular and HTRA takes advantage of other meeting opportunities such as state and national conferences and trainings as venues for exchanging ideas and information. The format of the meetings varies, but depending on the need, meetings can consist of two parts, one part being open to the full task force and one part closed to all but criminal justice officials involved in trafficking cases, otherwise known as the Working Group. The closed session provides an opportunity for these officials to discuss the details and status of active trafficking investigations and cases. The U.S. Attorney's Office for the Southern District of Texas schedules Task Force meetings and solicits agenda items from Task Force members, sets the meeting agenda and chairs the meeting.

The agenda for a 2006 HTRA meeting provides a sense of the Task Force meetings. The Assistant U.S. Attorney who serves as HTRA Coordinator for the Southern District chaired the meeting. A Senior Litigation Counsel from the Criminal Section, Civil Rights Division, U.S. Department of Justice, gave an overview of national-level anti-trafficking initiatives, and the Global Trafficking in Persons Coordinator for ICE gave a presentation on the President's Anti-Trafficking Initiative in Mexico. Two Assistant U.S. Attorneys with responsibility for trafficking cases provided case updates, and the remainder of the meeting was devoted to a discussion of trafficking grants and an update on upcoming training opportunities.

Although the Human Trafficking Rescue Alliance does not have a formal set of subcommittees organized around different activities such as outreach or training, the core law enforcement partners referred to as the Working Group meets informally. This group consists of the HTRA Law Enforcement Liaison, FBI agents working trafficking cases, and ICE and other law enforcement agents. The Law Enforcement Liaison is funded by the Task Force grant and is a Harris County Deputy Sheriff who is cross-sworn as an FBI agent. The Task Force members forming this group are law enforcement agents who are generally not involved in CAHT or victims service-related activity. In addition to the Working Group, HTRA has used two other more or less informal groups, one who intermittently works on protocols and one that focuses on the development of training.

Some of HTRA representatives are also participants in the regular meetings of the Coalition Against Human Trafficking (CAHT). These meetings cover a variety of topics including issues related to victim services provision and legislative policy issues.

## **B. Local Problem Definition**

HTRA officials recognize that determining the exact nature and magnitude of the human trafficking problem both locally and nationally is a difficult challenge, but they believe that there are several characteristics of the Southern District of Texas that make it especially vulnerable to human trafficking. They offer the following:

1. The Southern District shares a 450 mile border with Mexico, and human smuggling in the district has been a major problem. Houston, the largest city in the District is a short drive from the border and has good transportation routes to other major cities. In recent years there has been a growing recognition that those smuggled are or will become trafficking victims when forced into labor at their destination.
2. Three major interstate highways that run close to the Mexican border pass through the Houston area and on to the rest of the United States.
3. Houston's airport system makes it an international gateway connecting to 178 cities in 28 countries on five continents. Over 42 million passengers use the system each year, and 5 million of these are foreign passengers.
4. The 25 mile long Port of Houston, which connects with the Gulf of Mexico ranks first in foreign waterborne commerce in the United States.
5. Houston is the fourth largest city in the United States and the metropolitan area is the 6<sup>th</sup> largest making it a large market for receiving trafficking victims.
6. The Texas Medical Center located in Houston is the largest in the world visited by nearly 5 million patients from the U.S. and abroad each year.
7. A variety of research facilities, diplomatic corps, and international businesses sponsor H1B visa applications for workers.
8. The Southern District of Texas has a large agricultural economic sector creating a demand for cheap unskilled labor.
9. Houston has the United States' second largest concentration of Arabs, the third largest concentration of Vietnamese, more than 300,000 other Asians, and a huge Hispanic community.

10. Houston has a significant economic sector increasing demands for sex-related businesses including massage parlors, modeling studios, strip clubs and cantinas.

From the perspective of law enforcement officials and victim services providers, the geo-social characteristics of Houston make it a ripe location for human trafficking enterprises. This perspective received substantial support from a 2004 University of Houston survey of area victim services providers and prosecutors who indicated that they had served approximately 170 trafficking victims in the preceding two years. Although this number was inflated since many victims were served by multiple service providers and counted multiple times, it still indicated that there was a substantial and active trafficking problem in the Houston area.

Although HTRA and its members have pursued all types of human trafficking, the dominant form has been sex trafficking often combined with domestic servitude. To illustrate the local problem of human trafficking, HTRA officials describe three major cases prosecuted in the Southern District as follows.

**U.S. v. Soto, et al.**

In August of 2003 several brothers were charged with running a family-based smuggling turned trafficking operation involving Mexican and Central American women. These women were smuggled into the United States and then forced to perform domestic service and to submit to the sexual demands of the smugglers. After avoiding arrest for nearly three years, Hector Soto was arrested by Border Patrol agents in Brownsville, Texas in April of 2006. In August of that year, Hector was convicted of operating a safe house apartment in the Houston area that harbored undocumented aliens smuggled and transported to the Houston area. Previously, Hector Soto's brothers, Juan Carlos Soto (age 31) and Armando Soto-Huarte (age 24), and another defendant, Martin Cortez-Gutierrez (age 29) pleaded guilty in August 2003 to charges of involuntary servitude and human trafficking offenses. Two of the defendants also pled guilty to state sexual assault charges for multiple rapes of the women and four other members of the conspiracy pled guilty to alien smuggling and related charges.

Federal prison sentences ranged to well over 20 years without parole, with low level members of the conspiracy receiving sentences ranging from four to 27 months. Victims were relocated to safe quarters and provided immigration and refugee assistance consistent with the Trafficking Victims Protection Act of 2000 (TVPA). Agencies participating in the investigation included ICE, the FBI, the Hidalgo County Sheriff's Office, and the McAllen Police Department. Four community-based organizations were involved in serving the victims: Mujeres Unido, Family Crisis Center, Friendship of Women, and the Salvation Army.

**U.S. v. Salazar, et al.**

On several occasions between March 2005 and July 2005 the defendants, who were either blood-relatives or good friends, engaged the victims in Mexico by romancing them and promising marriage. The defendants arranged to smuggle the victims into the

United States, and once in Houston, the women were brought to the Willow Creek Apartments. The defendants, using both physical violence and threats, forced the victims to work as prostitutes in Houston-area clubs, deprived them of all of their earnings and maintained strict control over them. The defendants transported the victims to and from the clubs, did not permit them to talk to one another, encouraged the victim prostitutes to rat on other prostitutes who did not follow the rules, and only allowed the victims to have telephone contact with their family members when the defendants were present to monitor the conversation. The defendants also physically assaulted the victims and threatened to harm the victims' families if the victims attempted to flee.

The Salasar matter first came to the attention of HTRA when in June of 2005, one of the victims called a CAHT member hotline and reported that she had been forced into prostitution. The information provided by the community-based organization along with information provided by informants led to raids and arrests at La Costenita, a club where the victims worked and at the Willow Creek apartments. It also led to the rescue of the victims.

Law enforcement agencies involved included the FBI, ICE, Texas Alcoholic Beverage Commission, Harris County Sheriff's Office, and the Houston Police Department. Service providers included the YMCA and Family Time.

#### **U.S. v. Mondragon, et al.**

This case involved the defendant Maximo Mondragon, aka El Chimino, along with seven other co-defendants. The defendants recruited women from Honduras, El Salvador, and Guatemala for jobs as waitresses in the U.S. and arranged to smuggle them into the country. Once they arrived, they were forced to work as bargirls, sitting and dancing with customers and selling overpriced drinks in several bars owned by the codefendants. An interesting aspect of this case is that three of the co-defendants were women, with one of them having started as a bargirl and winding up as a collaborator and co-defendant.

The bars employed as many as 30 women each as bar girls, and the women reported earning \$500 to \$600 a week. Assessments and debts were deducted from their earnings leaving them with approximately \$50 each and for many, increased indebtedness. In addition to the debt that kept them in servitude, violence and or the threat of violence against them or their families was also used to keep them working as bar girls. On occasion, the defendants required the women to provide sexual services to bar patrons, associates of the defendants, or the defendants themselves. The investigation led to the rescue of approximately 100 victims who were relocated and provided assistance through the Trafficking of Victims Protection Act of 2000 (TVPA).

The investigation leading to the filing of charges was conducted by HTRA members. The law enforcement agencies involved included the FBI, ICE, Harris County Sheriff's Office, Texas County Beverage Commission, and Harris County Precinct Constable Offices. Community-based service providers included YMCA, Family Time, The Bridge, Casa Juan Diego, Women's Shelter (Montgomery County), Mosaic Foundation (Dallas, Texas), Refugee Services (Austin, Texas), and the Women's Center (Fort Bend County Texas).

For HTRA, the similarities between these three trafficking cases, including the intra-familial nature of trafficking organizations and the multiple trafficking victimizations of forced labor, labor bondage, and sex slavery, justify a rather intense and consistent focus on the detection of additional instances of this form of trafficking. Although HTRA member agencies have experience with the investigation and prosecution of these types of cases, HTRA itself has been able to consistently place emphasis on the victim rescue and service. Certainly the strong involvement of the victim service provider and advocate communities is an important factor responsible for the emphasis on victims: however, key criminal justice agencies, especially the U.S. Attorney's office, are also very passionate about the plight of and protection of trafficking victims.

During the last half of 2006, the Task Force began to broaden its agenda by developing a focus on the trafficking of domestic victims, particularly those forced into sex work. There was a special focus on teen prostitutes. As a result the Task Force expanded its membership to include representatives from the FBI's Innocence Lost Task Force, the Harris County Sheriff's Office, the Houston Police Department's Juvenile Unit, and attorneys in the Child Exploitation and Obscenity Section of the Department of Justice. The expanded focus was due in part to a growing awareness of the problem of the commercial sexual exploitation of teenagers. One case in particular illustrated this problem. In September of 2006 a Beaumont, Texas native was convicted by a Houston jury for sex trafficking of children offenses. The defendant was charged with two counts of knowingly harboring underage persons for commercial sex.

### **C. Task Force Goals**

The Human Trafficking Rescue Alliance describes itself as a collaboration of agencies that have come together with the mission of assisting the victims of human trafficking and effectively identifying, apprehending and prosecuting those engaged in trafficking. To carry out its mission HTRA established five goals:

- Improve interagency coordination among local, state, and federal law enforcement
- Utilize non-governmental organizations to assist victims and educate the public
- Improve ways to treat and care for victims as material witnesses needed for prosecution
- Train first responders to identify potential victims of trafficking
- Hold regional training conference to discuss the problem and evaluate ways to identify trafficking victims and prosecute trafficking organizations.

As its name implies (Human Trafficking *Rescue* Alliance), underlying all five of these HTRA goals is the emphasis on victims. HTRA officials provided some “before and after” examples of the benefits of collaboration for achieving its victim oriented goals:

- Two cases, identified as potential trafficking cases involving minors, were referred to the unaccompanied refugee minor (URM) program and child protective services. A coordinated effort was not used in these cases and the likelihood of successful prosecution was unknown. With knowledge and better communication, some elements of these cases might have been handled better by local law enforcement, and a task force could have been useful in both of these incidents. When the Alliance (HTRA) was formed just after these cases emerged, the Coalition (CAHT) members collaborated to get legal services to the victims; however, the previous law enforcement decisions hindered the services from being delivered in a timely manner.
- The Coalition (CAHT) has reported seven tips of possible trafficking cases in the last three months to various law enforcement or regulatory agencies. These tips were reported as a result of the trust that is developing between NGOs and law enforcement after the announcement of the alliance with NGOs and various law enforcement agencies.

From the perspective of HTRA officials, the establishment of the Task Force generated trust and credibility not only among law enforcement agencies and community based organizations, but also with the public, a requisite for meeting Task Force goals. Although HTRA officials consider each of these goals to be important, in public presentations they underscore the importance of the goal of utilizing non-governmental organizations to assist victims and to educate the public. This emphasis reflects not only their perspective on what needs to be done to address the trafficking problem; it also reflects their concern for sustaining local efforts beyond the life of the task force.

## **II. IMPLEMENTATION OF TASK FORCE ACTIVITIES**

As was previously noted, the HTRA used Department of Justice grant funds to organize itself to address several of these gaps.

### **A. Training.**

HTRA has provided or supported several training efforts. In 2006, the Task Force reported the delivery of 22 training sessions involving 1,025 law enforcement officers and other officials on the identification of trafficking victims. Training has been delivered to both law enforcement and service providers on such things as the federal and state legal aspects of human trafficking as a crime and the Victims of Trafficking and Violence Protection Act (TVPA) of 2000. Training has also been provided on collaborative strategies for addressing trafficking. Additionally, training on increased awareness of trafficking issues by local law enforcement officers has been developed and delivered.

A Task Force member delivers training on human trafficking at the Houston Police Department (HPD) training academy. As part of the in-service training program, officers are being training on such things as the difference between human smuggling and human trafficking, the different types of human trafficking, and how to recognize indicators of potential trafficking situations. The HPD trainer responsible for this training also participates on the Task Force.

Houston Rescue and Restore, also represented on the task force, provides training to health care workers. The focus of this training is to alert health care workers to potential human trafficking indicators. For example, victims of sex trafficking may be likely to seek abortions and treatment for miscarriages, or victims of labor trafficking may seek emergency room treatment for work-related injuries.

## **B. Victim Outreach and Identification**

Many of the public education and policy development efforts of HTRA are carried out under the umbrella of the Houston Rescue and Restore Campaign, which is the U.S. Department of Health and Human Services initiative to promote awareness of human trafficking and to make victims and potential victims aware of the services and resources that might be available to them. In addition to providing direct services to victims, many of the community-based organizations represented on the Task Force play a broader outreach role that includes public education.

## **C. Protocols.**

HTRA has developed a set of guidelines for handling cases and an emergency protocol for dealing with victims when they are rescued. These tools were developed specifically to fill in the needs or gaps identified by HTRA members early in its formation. Implementation of the *Guidelines for Responding to Trafficking in Persons in Houston* took place in the summer of 2005. HTRA officials point out that the guidelines are a “work in progress,” and subject to modification and continued development. One of the principal activities of the protocol group has been to develop the *HTRA Guidelines for Responding to Trafficking in Persons in Houston*. Development of the “HTRA Guidelines” began in spring of 2005 with implementation of the guidelines starting in late summer 2005.

The HTRA Guidelines were patterned after those developed by the New York City human trafficking Task Force. They were designed to provide a framework that would help criminal justice and community-based agencies develop collaborative responses to the human trafficking problem. The underlying goal of the HTRA Guidelines was to provide a general course of action for criminal justice agencies and service providers to take when human trafficking victims were discovered. As described by HTRA officials, they are not intended to be a rigid “how to do it manual,” but more of a resource to inform the development of appropriate responses to victim discovery. They are organized along the lines of victim identification and assessment by different groups including service providers, local law enforcement, district attorneys, and federal agencies. Described by HTRA officials as a work in progress, the Guidelines contain general information about the course of action available to each of these different types of victim identifying organizations.

In addition to the guidelines, the HTRA Working Group produced an “Emergency Protocol.” This protocol addresses situations where persons are endangered, where there are hostage incidents, where victims have escaped from traffickers, and situations that require the immediate rescue of potential victims. The protocol addresses both responses of service providers and law enforcement agencies.

Both the Guidelines and the Emergency Protocol emphasize the collaboration of criminal justice agencies and community-based organizations in responding to human trafficking. Rather than develop separate guidelines, one for criminal justice agencies and one for community-based organizations, the HTRA Guidelines and Emergency Protocol reflect the joint participation of both groups in responding to trafficking victims. The process of developing the Guidelines helped to strengthen relationships among HTRA partners since it required identifying and resolving issues and conflicts largely due to differences in the value systems of service providers and law enforcement agencies.

#### **D. Investigative Strategies**

As noted above, prior to the formal establishment of the HTRA a “Working Group” was formed by the FBI using its own agents as well as those from the Texas Alcoholic Beverage Control Commission, local Constables, and other law enforcement agencies in order to conduct trafficking cases. This group became the law enforcement core of the Task Force. One resource issue addressed by HTRA was the lack of full-time resources devoted to investigating trafficking. This issue was addressed by using the Task Force grant to fund a full-time law enforcement liaison. The incumbent of this position, a Harris County Deputy Sheriff, is cross-deputized with the FBI, and works on and/or coordinates trafficking investigations with the Working Group. Another deputy sheriff was given a full-time assignment of working with Immigration Customs Enforcement (ICE) on trafficking. In addition, both the FBI and ICE have agents assigned full-time to work on human trafficking investigations.

Trafficking investigations are lengthy and complex, and HTRA officials believe that having full-time resources devoted to these investigations are essential for success. These officials also underscore the need to provide and use undercover assets and to establish and nurture informants and witnesses. Officials point out that unlike many local law enforcement agents, federal agents typically have no experience working with domestic violence victims, which they see as being somewhat similar to human trafficking victims. They consider an understanding of the plight of trafficking victims and the development of empathy for them as essential for making successful cases. Victims frequently are not candid with investigators about their situation due to being fearful of law enforcement officials based on their experience from their native country as well as their fear of being deported. Developing or fine tuning the capacity in investigators to empathize and establish rapport with victims/witnesses has been emphasized by HTRA.

Awareness of trafficking indicators and information sharing across agency boundaries to initiate and carryout investigations are additional emphases of HTRA. One of the high profile Houston area investigations was initiated when Texas Alcohol Beverage Control (TABC) agents, who during the course of regular license compliance checks, became suspicious of trafficking involving bar girls selling drinks in cantinas under TABC jurisdiction. The agents

found ledgers at each cantina that included the names of the girls, the amount each girl had earned each night, and the amount of debt that had been paid back to the traffickers. This information was passed along to the HTRA Working Group leading to a successful investigation, multiple arrests, and successful prosecutions.

Trafficking cases are carefully screened by Assistant U.S. Attorneys. Cases are charged under a variety of statutes and frequently they involve multiple charges. In at least one high profile case charges included involuntary servitude and trafficking offenses as well as rape charges. Conspiring to harbor and transport illegal aliens for commercial advantage and financial gain is also a charge in some of the high profile cases.

Task Force officials point to the Houston Police Department's policy that prohibits officers from asking about the immigration status of crime victims as a constraint on identifying trafficking victims. They point out that in the past year, 17 cases involving indicators of potential trafficking were not investigated adequately to identify trafficking victims. They attribute this not only to the HPD safe haven policy of not checking immigration status, but also to overworked Immigration and Customs Enforcement (ICE) agents who are not always unable to follow up such cases.

#### **E. Victim Services.**

Representatives from two victim servicing coalitions serve on the Houston Task Force. These are the Coalition Against Human Trafficking (CAHT) and Houston Rescue and Restore. Although these coalitions represent several service providers, the YMCA International Services is probably the most prominent provider of direct services to trafficking victims. The YMCA started providing services to human trafficking victims after receiving a grant from the Office for Victims of Crime in 2003. YMCA International Services officials indicate that the Houston YMCA branch is the only branch in the U.S. that works directly with trafficking victims. Referrals to the YMCA come from law enforcement, other community-based organizations, or simply referrals from community residents. The YMCA provides a fairly comprehensive set of services including secure housing and/or free housing for victims when necessary. It also provides safety planning for victims, teaching them to avoid contact with traffickers, to stay away from trafficking locations, and to not pay off any indebtedness to traffickers. Victims are also informed about the appropriate use of the 911 emergency phone number and provided with a cultural orientation to the U.S. and skills for living in their community. Other services include access to medical services and basic education including General Educational Development (GED) preparation and English as a Second Language (ELS) courses. Parenting skills, financial management, and self defense courses are also made available.

The YMCA also makes legal services available to trafficking victims through arrangements with two local law schools, the University of Houston and Texas Southern University as well as translation services. Case managers are responsible for procuring services for trafficking victims. Once victims are certified, they are transferred to case managers in the Refugee Services unit of the YMCA. They can continue to receive services until they are given permanent resident status.

Although the YMCA International is a major service provider for trafficking victims, several other community-based and non-profit organizations provide services as well. One of

these is the New Horizons Family Center, which is an agency that works with victims of domestic violence and sexual assault in addition to human trafficking. In regard to human trafficking victims, New Horizons provide basic resources such as clothing, food and dedicated beds at their shelter. Counseling and legal services are also provided to victims.

Although HTRA member NGOs and their coalition affiliates have substantial capacity to provide services to victims, there remains a substantial need to provide Houston area trafficking victims with safe housing. Houston now has well over 100 trafficking victims, so providing them with adequate secure and safe housing is a major challenge. In order to meet this need, Houston Rescue and Restore is trying to develop a safe house for women and children who are victims of trafficking. This safe house will be available to the entire Southern District, and will provide shelter for 25 to 30 women and children. Plans for the safe house include providing a comprehensive set of services to victims.

#### **F. Media Campaigns.**

Although several community-based organizations play a role in increasing awareness of human trafficking, the Houston Rescue and Restore Coalition, which is member of HTRA, has educating the public and professionals as a core part of its mission. This is done primarily through participation and presentations at state and local conferences, community meetings, and area churches. For example, Task Force officials report that 37 trafficking awareness presentations were made to the public in the last half of 2006.

The Houston Rescue and Restore was successful in obtaining access to 16 billboards in the metro area that will be used to display a trafficking rescue hotline telephone. The billboard space was contributed by a broadcast media corporation, and HTRA supported this effort by providing some funding for the production of the billboard signage.

#### **G. Legislation.**

HTRA members, especially Houston Rescue and Restore, have actively worked to have legislation passed related to the response to human trafficking. Six trafficking-related bills were filed in the recent 2007 session of the Texas Legislature. They included such things as mandatory training for law enforcement, establishing a special prosecutor for trafficking, mandatory posting of hotline information in establishments serving alcohol, and mandatory posting of hotline/emergency numbers in hotels. As the legislature came to an end, four of these bills passed and were sent forward to the governor to be signed into law. These included legislation related to the definition of human trafficking, the establishment of a fund for prosecuting human trafficking offenses, bar postings of the offense of human trafficking, and the posting of trafficking hotline information in hotels.

### **III. DEVELOPMENTAL CHALLENGES**

The Human Trafficking Rescue Alliance of the Southern District of Texas has considerable buy-in and support of member criminal justice agencies and community based organizations. From its inception and even before its formal establishment, HTRA or those who would eventually make up HTRA, were proactive in identifying problems associated with addressing trafficking and providing service to victims. Although there were multiple forces

responsible for the development of HTRA, through trainings, conferences, and meetings the following problems and associated needs were identified.

**Collaboration.** One of the early problems identified was the absence of a clear organizational structure, sense of direction, and communication among many of the law enforcement and victim serving organizations. This was resulting in duplicative and competitive efforts among those working toward the same anti-trafficking goals. In some instances it was leading to an incomplete effort or an absence of any effort toward achieving these goals. Task Force officials indicate that interagency rivalries have been a challenge especially when it comes to the FBI and ICE working together. The Houston Police Department's safe haven policy of not asking about immigration status has made cooperation between HPD and other law enforcement agencies difficult at times, although HPD has begun to share information more readily with others working on trafficking. This change was attributed in part to a HPD officer being shot by an illegal alien who was being transported to a booking facility.

**Case Development.** Three major problems in case development were identified. First, there was no clear method of referring suspected cases to law enforcement for investigation. Second, there was a lack of information regarding which law enforcement agency(s) had jurisdiction and the manpower necessary to handle trafficking cases. Third, there was lack of manpower to conduct the lengthy investigations required in trafficking cases.

**Victim Assistance.** In the area of victim assistance, two major gaps were identified. First, there was a general lack of resources to provide services such as temporary housing, medical, and counseling immediately after victims were rescued and during the time that investigators and prosecutors were making or preparing cases. A second resource-related gap was the lack of access to interpreters for the investigators working trafficking cases.

**Education and Training.** Three problems in the area of education and training were identified. The first of these was the lack of awareness among first responder local law enforcement officers and the need to educate these officers on identifying trafficking victims. The second problem was the unavailability of training in trafficking investigative techniques for local law enforcement investigators. The third problem was a general lack of awareness of the trafficking problem in the Houston area among municipal and county law enforcement officials.

#### **IV. IMPACT AND LESSONS LEARNED**

Although the number of trafficking cases prosecuted in the Southern District seems small (four), it is important to note that these high profile cases involved 20 traffickers and over 100 victims. The fact that more than 100 human trafficking victims have been rescued is an important achievement regardless of the absolute number of cases prosecuted. At the same time it should also be noted that most of these cases began prior to the establishment of the task force in 2005, so HTRA cannot be credited with making and prosecuting these cases from beginning to end. A variety of explanations can be offered to explain what might appear to be a small number of cases. First of all, human trafficking cases, especially those that involve

conspiracy and a combination of human smuggling of aliens and indentured servitude, are very complex and difficult to identify, investigate, and prosecute. Fear of deportation and of the traffickers themselves are major obstacles to securing the witness cooperation required for successful cases. In addition, fear of the police based on experiences in the victims' native country makes victim-police cooperation difficult.

Another reason for the relatively small number of cases connected to HTRA has to do with the timeframe encompassing the establishment and development of the Task Force. It is important to note that the Task Force was established late in 2004 and has been operating for just over two years. From a coalition-building perspective, this is a relatively short period of time for developing the productive relationships among law enforcement agencies and non-governmental organizations. Task Force officials recognized early on that one of the biggest challenges for the Task Force was bringing the NGOs and law enforcement agencies together into a temporary collaborative organization. They saw what they described as a "natural disconnect" between the two due to different focuses and missions. For law enforcement the focus was on identifying and prosecuting defendants whereas for NGOs the focus was on assisting human trafficking victims. A good deal of effort has been directed at bringing these two groups together and overcoming this "natural disconnect." This effort has entailed developing more compassion for trafficking victims by law enforcement agencies and by developing a mutual respect and understanding of the mission, roles, and strengths of Task Force member organizations.

There is emerging evidence that trust between NGO and law enforcement agencies is growing. Task Force officials report that in recent months several tips of possible trafficking case have been provided to Task Force law enforcement agencies due to increased awareness of the NGO-law enforcement agency alliance making up the Task Force. Overcoming the obstacles that can be attributed to different perspectives and cultures of NGOs and law enforcement agencies is no easy task and one that takes considerable effort and time. Using a Task Force model that combines NGOs and law enforcement agencies and expects large numbers of cases to be made and prosecuted in a relatively short time period is probably unrealistic. Much of the front end work of building successful collaborations is identifying and addressing issues related to differences in the perspectives, beliefs, values, and practices of different organizations. While four cases might not seem like a lot, it can be argued the role played by the Task Force, albeit small or large, in the successful prosecution of 22 traffickers, the rescue of over 100 victims, and the provision of services to these victims indicates that the Task Force is having a positive impact on the problem of human trafficking.

Still another explanation for the small number of cases has to do with one of the most vexing aspects of addressing the human trafficking problem -- the lack of hard data on the magnitude of the problem. Although many of the socio-geographic characteristics of the Houston area would seem to give it the potential for being a human trafficking hotspot, the actual magnitude of the problem remains an unknown. It may be that the number of cases prosecuted in the Southern District is about what it could be, given the actual numbers of trafficking operations, offenders and victims (whatever they are), along with the complexity of trafficking cases and intensity of the resources required to successfully pursue such cases.

The Houston Trafficking Rescue Alliance views itself and is viewed by many others as a successful and even an exemplary Task Force. Task Force officials have been featured in national conferences and trainings and HTRA is frequently described as the “poster child” of DOJ Human Trafficking Task Forces. This reputation is probably well deserved, and several lessons can be learned from the Houston Task Force.

- The Task Force, through its leadership, has not shied away from addressing problems that threatened its development and viability. Problems are acknowledged and dealt with. When conflicts arise for example, between NGO’s and law enforcement agencies, or among law enforcement agencies, the leadership has worked directly with the parties involved to resolve them.
- HTRA had some real advantages related to its history. The Task Force had the advantage of a history of working together as well as an inter-agency/coalition structure in place to serve as the foundation for its development. Many of the member agencies and their representatives worked together on other projects and they were already networked, which helped jump start the development of the Task Force. Related to this was the prior existence of strong coalitions of NGOs addressing human trafficking (e.g. Coalition Against Human Trafficking and Houston Rescue and Restore) as well as a collaboration of law enforcement agencies working on trafficking cases (FBI Working Group). Developing the Task Force largely involved bringing these existing coalitions and collaborations together along with adding some additional representatives.
- The Houston area had some complex high profile cases with international elements (human smuggling leading to coerced labor), and involved multiple offenders and several victims. In addition to being major cases resulting in the rescue of several victims, these cases served as rallying points and enabled the Task Force to test out and refine processes, ideas, and relationships. This gave HTRA a major developmental advantage, at least in comparison to human trafficking task forces formed in the absence of a history of major cases or ongoing major cases. Task Force officials point out that one of the major challenges for the Task Force is sustaining the interest of members in the Task Force and in the trafficking problem, and making cases helps sustain such interest.
- Turnover on the Task Force has been minimal, with the original Point of Contacts of Task Force agencies being kept in place. This has added greatly to the stability of the Task Force. One exception is the recent departure of the task force member who was the principal liaison with the Coalition Against Human Trafficking. This individual described as the “NGO glue” played a critical role in building relationships between NGO’s and law enforcement agencies. It is too early to assess the impact of this change, but it should be a good test of the resilience of the Task Force to such changes.
- HTRA officials have engaged in what might be described as a process of “continuous improvement,” or a deliberate analysis of Task Force strengths and weaknesses, and the

development of strategies and tactics for strengthening and improving the Task Force. In presentations about the success of the Human Trafficking Rescue Alliance, HTRA officials identify four tools responsible for their success: Compassion, Communication, Commitment, and Cases. These four “Cs” can be thought of as prerequisites for a successful task force. From the perspective of Task Force officials, compassion involves understanding the plight of victims, understanding the perspective of different agencies on the Task Force, and understanding the different/individual strengths of each agency. Communication requires a mission statement with clear goals and objectives, the establishment of proactive and reactive protocols, mutual respect among agencies, and resolving conflicts. Commitment involves having U.S. Attorney direction and support, participation in periodic meetings, maintaining dedicated agency points of contact, and the investment of full-time personnel in addressing trafficking. Cases, that is making significant cases, is also viewed as a prerequisite for a having a successful Task Force. The first three of these “Cs” are consistent with the team-building strategy used in Project Safe Neighborhoods (See the Phoenix Human Trafficking Task Force case study).

- Related to the Houston Task Force’s four “C’s” is the process of “culture building” to overcome the inherent conflicts and divisions among human trafficking-related NGOs and law enforcement agencies on the Task Force. The leadership of the Houston Task Force has been fairly deliberate in developing a shared value system that brings NGOs and law enforcement agencies together around a common concern for the well-being of trafficking victims. Task forces representing multiple sectors (e.g. criminal justice and social services), such as those addressing human trafficking, inevitably bring different agency and occupational cultures together, and conflict among these cultures due to differences in value systems is to be expected. Building a strong and effective task force requires paying continuous attention to developing a shared task force culture with a common value system that is flexible enough to coexist with the dominant values of NGOs and law enforcement agencies. It appears that the Human Trafficking Rescue Alliance has met this challenge with notable success.
- Although there is no absolute standard against which to assess the success of the Human Trafficking Rescue Alliance, it has many features that make it a viable collaboration for addressing the problem of human trafficking. Strong leadership, a commitment to building an effective task force, good buy-in from an appropriate set of NGOs and law enforcement agencies, and involvement in high profile cases are some of the strengths of the Human Trafficking Rescue Alliance. Perhaps most important, is the strong victim-focus of the Task Force and the compassion for human trafficking victims shared by Task Force members. In spite of its successes, Task Force leaders are not complacent, and they recognize that sustaining the interest of members and holding the Task Force together is a major challenge. Whether or not the Task Force holds together in the future probably depends largely on whether or not significant cases continue to be made, and whether or not the Task Force plays a significant role in making these cases, in the rescue of the victims, and provision of services to victims.

The Human Trafficking Rescue Alliance is a relatively young task force, and its successes and failures need to be evaluated within the context of the daunting task of building successful multidisciplinary teams to address complex community and societal problems. It is hard to think of the human trafficking problem being significantly impacted without the collaboration of law enforcement agencies at all levels of government and NGO/community based organizations. It is not a question of whether or not task forces are the correct approach for addressing the human trafficking problem, they are probably the only viable approach, and so the challenge is to strengthen and sustain them.