



HEALTH AND HUMAN SERVICES COMMISSION

REPORT TO THE 81ST LEGISLATURE

**THE TEXAS RESPONSE TO HUMAN
TRAFFICKING**

OCTOBER 2008

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Table of Contents

Introduction	1
Background	
Federal Human Trafficking Legislation	3
Human Trafficking Defined	3
Texas State Human Trafficking Legislation	4
Benefits and Services	4
Prevalence of Human Trafficking in Texas	8
Challenges and Limitations	8
Methodology	
Protocol.....	9
Data Collection.....	9
Research Findings and Recommendations.....	11
Conclusion	23
References	24
Literature Review	26

INTRODUCTION

“The Thirteenth Amendment to the U.S. Constitution outlaws slavery and involuntary servitude. The Victims of Trafficking and Violence Protection Act of 2000 (TVPA) supplements existing laws and establishes new tools and resources to combat trafficking in persons and to provide services and protections for victims”¹

Human trafficking is a form of modern-day slavery. It is the illegal trade in human beings through abduction, the use or threat of force, deception, fraud, or sale for the purposes of sexual exploitation or forced labor. Every year, children, teenagers, as well as men and women from all over the world are transported within or across borders and forced to work in prostitution, the sex entertainment industry, domestic servitude, sweatshops, restaurant work, migrant agricultural work, and many other industries. Human trafficking is a multinational organized criminal industry that generates billions of dollars a year.

Traffickers often prey on impoverished individuals who may be unemployed or underemployed and lack access to social safety nets. Trafficking victims are frequently deceived through false promises of economic opportunities that await them in countries that are more affluent. Upon arrival in the new location, trafficked victims suffer unspeakable hardships and human rights abuses including physical imprisonment. Traffickers often resort to less obvious methods that are more insidious, such as debt bondage; isolating victims from the public and family members; isolating victims from their ethnic and religious communities; confiscation of passports, visas and/or identification documents; the use or threat of violence toward victims’ families and/or the victims; threat of imprisonment or deportation for immigration violations if they contact authorities; and control of the victims’ money.²

The U.S. Department of State estimates that approximately 600,000 to 800,000 victims are trafficked across international borders each year, and that between 14,500 and 17,500 of those victims are trafficked into the United States. This estimate does not include the numbers of victims trafficked within their own countries. Human trafficking victims can be found everywhere, both in large cities to rural communities.³

This report provides an overview of human trafficking in Texas, the effectiveness of the state’s response to the needs of victims of human trafficking via social service programs and federally funded victim service programs, and provides recommendations for change to existing legislation and services available to human trafficking victims. The Health and Human Services Commission (HHSC) prepared the report in cooperation with the Office of the Attorney General (OAG) as required by S.B. 11 and H.B. 1121, 80th Legislature, Regular Session, 2007. The OAG and HHSC contracted with The University of Texas, Institute on Domestic Violence and Sexual Assault (UT) to complete an evaluation of the effectiveness of existing human trafficking laws

1 U.S. Department of Justice, http://www.usdoj.gov/whatwedo/whatwedo_ctip.html.

2 Office of Refugee Resettlement, www.acf.hhs.gov/trafficking.

3 U.S. Department of State, <http://www.state.gov/g/tip/>.

and social services in meeting the needs of human trafficking victims in the State of Texas, and address efficiencies, shortcomings, and recommended improvements. HHSC is also providing a summary report of the results of the UT report and recommendations as they affect both human trafficking victims and social services provided to victims of trafficking. This report will be separate from the OAG overview of how existing laws and rules concerning victims and witnesses address or fail to address the needs of victims of trafficking and recommendations for improvement and modifications in existing laws and rules.

BACKGROUND

FEDERAL HUMAN TRAFFICKING LEGISLATION

The Trafficking Victims Protection Act of 2000 (TVPA) Pub. L. No. 106-386, Division A, 114 Stat. 1464 (2000), established human trafficking as a federal crime in October 2000. The TVPA provided assistance to foreign countries to prevent human trafficking, established new crimes and enhanced existing crimes for engaging in trafficking behaviors, created the Interagency Task Force to Monitor and Combat Trafficking, and made trafficking victims eligible for federally funded or administered health and social services. TVPA also provides U.S. government protection for victims of trafficking. The TVPA of 2000 was reauthorized in 2003 and again in 2005.

The Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA 2005) authorized new anti-trafficking programs to assist state and local law enforcement and other programs in addressing the need for expanded victim assistance to trafficked U.S. citizens and legal residents.⁴

The current reauthorization bill is H.R. 3885. The bill passed the House and is waiting for a hearing in the Senate (S.B. 3601, was introduced at the time of this report; but the bill has not yet passed.)⁵

HUMAN TRAFFICKING DEFINED

Trafficking is a crime or violation against a person that contains an element of coercion leading to a subsequent exploitation and/or forced labor. Smuggling is most often an agreement with a third party to assist in the illegal crossing of an international border. Smuggling may lead to trafficking if a willing migrant is defrauded along the way and forced into a situation he or she cannot control.

Key to the prosecution is the definition of human trafficking:

“sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age” or “the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.”
22U.S.C. section 7102(8).⁶

4 U.S. Department of Justice. “Attorney General’s Annual Report to Congress on U.S. Government Activities to combat Trafficking in Persons (FY 2006). http://www.usdoj.gov/whatwedo/whatwedo_ctip.html.

5 William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008. Summary as of . Retrieved July 11, 2008, from <http://thomas.loc.gov/cgi-bin/bdquery/z?d110:HR03887:@@D&summ2=1&>.

6 U.S. Department of Justice. “Attorney General’s Annual Report to Congress on U.S. Government Activities to combat Trafficking in Persons (FY 2006). http://www.usdoj.gov/whatwedo/whatwedo_ctip.html.

TEXAS STATE HUMAN TRAFFICKING LEGISLATION

In 2003, the 78th Texas Legislature passed H.B. 2096, a state human trafficking law, which created section 20A of the Penal Code. Section 20A.01 established definitions for “forced labor or services” and “traffic.” Section 20A.02 outlines the respective offenses and penalties. Texas and Washington state are the first two states to enact laws criminalizing human trafficking.

In 2007, the 80th Texas Legislature passed H.B. 1121, S.B. 11, and S.C.R. 90 in an effort to strengthen the state’s ability to fight human trafficking and to encourage prosecution at the state level.

BENEFITS AND SERVICES

TVPA designates the U.S. Department of Health and Human Services (DHHS) as the agency responsible for assisting victims of trafficking to access benefits and services designed to help them rebuild their lives in the United States. In April 2002, DHHS Administration for Children and Families (ACF) delegated the authority of conducting human trafficking victim certification to the Director of the U.S. Office of Refugee Resettlement (ORR).

The Refugee Resettlement program, enacted by the U.S. Congress in 1980, is a small and distinct component of the U.S. immigration system. The goal of this system is to provide an avenue by which people can gain legal entry into the U.S. Under the 1980 Refugee Act, the federal government guarantees assistance and services to refugees, based on the understanding that they have lost their country and belongings and are forced to flee due to fear of persecution due to race, religion, nationality, membership in a particular social group, or political opinion. Refugees are eligible for all services available to a U.S. citizen with few exceptions. Passage of TVPA makes adult victims of severe forms of trafficking certified by the U.S. ORR *eligible for benefits and services to the same extent as refugees*. Victims of severe forms of trafficking under 18 years of age are also eligible for benefits to the same extent as refugees, but do not need to be certified.

The objective of refugee assistance programs is to help refugees become self-sufficient as soon as possible after their arrival in the U.S. and to assist refugees with cultural adjustment to their new lives in the U.S. This is accomplished through a public-private partnership of federal, state, and local government, that includes a significant role for private charitable groups, volunteers and churches, and relies largely on private contributions. Local voluntary resettlement agencies, under contract with the U.S. Department of State, ORR, and state funded programs, resettle refugees in the local communities. These programs provide cash, medical, and social services to refugees.

Certification

Adults

ORR makes certification determinations in consultation with federal law enforcement and issues certification letters to certified adults who meet the requirements for certification after consultation with federal law enforcement and who:

- (I) is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and
- (II) (aa) has made a bona fide application for a visa under section 101(a) (15) (T) of the Immigration and Nationality Act that has not been denied; or
(bb) is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in persons.

Adult victims of severe forms of trafficking who have been certified by HHS, ORR are eligible for benefits to the same extent as refugees.

Children

Children under 18 years of age who have been subjected to a severe form of trafficking do not need to be certified in order to receive benefits. For the purposes of benefits eligibility, TVPA defines a minor victim of a severe form of trafficking as a person who has been subjected to a severe form of trafficking and who has not attained 18 years of age. ORR issues letters similar to the adult certification letters, stating that a child is a victim of a severe form of trafficking.

ORR has a network of service organizations available to assist victims of severe forms of trafficking including state refugee programs and other national and community-based organizations.⁷

In Texas, the Refugee Affairs program within the Family and Community Services section of HHSC is the designated single point of contact for refugee affairs. The Refugee Program oversees contracts with community-based organizations to provide services and administer its various program components. Refugee programs are established in the following eight-resettlement communities: Amarillo; Austin; Abilene; Dallas; Fort Worth; Houston; San Antonio; and El Paso. The Rio Grande Valley also provides outreach services.

⁷ U.S. Department of Health and Human Services, Administration for Children and Families, Fact Sheet: Human Trafficking.

Refugee Affairs' core program services include:

- Time-limited cash assistance for eligible clients
- Time-limited medical assistance for eligible clients
- Employment support services (e.g., child care, interpretation, and translation), information and referral services, and interpretation and translation services
- Employment assessment services, employment planning services, and career enhancement services (e.g., vocational training, on-the-job training, skills recertification, and job upgrade services)
- Child welfare and school integration services
- Citizenship and cultural orientation services
- Educational programs (e.g., English-as-a-second-language instruction, civics instruction, GED and pre-GED instruction, driver's education)
- Case management and family strengthening services, including health and emergency services and cultural adjustment services

Certified victims of severe forms of trafficking and foreign-born children under 18 years of age who have been subjected to a severe form of trafficking may meet eligibility requirements for the following program components:

- **Refugee Cash and Medical Assistance (RCMA) programs** provide cash and medical assistance to refugees and other eligible populations who have lived in the United States for eight months or less.
 - *RCA (Refugee Cash Assistance)* provides cash assistance to refugees who meet eligibility criteria. Eligibility guidelines and grant amounts are based on a federally approved State Plan for RCA. RCA is a public/private program administered by refugee resettlement non-profit resettlement agencies, whose staff determines eligibility.
 - *RMA (Refugee Medical Assistance)* provides medical assistance to refugees who meet eligibility criteria but who are not eligible for Medicaid. Like RCA, RMA is restricted to refugees who have lived in the United States for eight months or less. Regional HHSC Centralized Benefits Services staff provides RMA eligibility and benefits.
- **Refugee Social Services (RSS)** provides employment services, education services, case management services and other support services, which contribute to economic self-sufficiency and social adjustment. The majority of the services are available for eligible refugees who have lived in the United States for five years or less.
- **Special Discretionary Grants** provide federal discretionary grants for specialized programs to reduce barriers to self-sufficiency for certain refugee populations. These programs are available until refugees attain U.S. citizenship.
- **Unaccompanied Refugee Minors Program (URM)** provides foster care and child welfare services for refugee children who arrive in the United States without parents or other relatives. HHSC contracts with the Department of Family and Protective Services (DFPS) to provide these services. This program offers a variety of care levels appropriate to the needs

of victims and has been able, on occasion, to enroll unaccompanied trafficked minors within 24 hours.

- **Refugee Health Screening Program (RHS)** provides health-screening services for all newly arriving refugees through local health departments. The program screens refugees for health problems and conducts follow-up services for treatment. HHSC contracts with the Texas Department of State Health Services (DSHS) to provide these services.

Once certified, victims of trafficking may also meet eligibility requirements for the food stamp program, Temporary Assistance for Needy Families (TANF), Medicaid, the state Children's Health Insurance Program (CHIP), and other social service programs available to U.S. citizens.

In addition to state refugee programs, ORR provides funding and discretionary grants to agencies to provide resources and services for trafficking victims. In April 2006, ORR entered into contract with the United States Conference of Catholic Bishops to provide per capita services through a case management model to pre-certified and certified victims of human trafficking. Through the Rescue and Restore Campaign, outreach and education is given to those individuals who are most likely to encounter victims on a daily basis, but may not recognize the signs of human trafficking. Program funding was recently awarded to the Houston area for these activities.

A critical component of the Rescue and Restore campaign is the creation of the **National Human Trafficking Resource Center (1.888.373.7888)** which connects victims of trafficking to non-government organizations (NGOs) who can help victims in their local area. The resource center helps intermediaries determine whether they have encountered a victim of human trafficking, helps connect victims to resources, and coordinates resources with local social service organizations to protect and serve victims of trafficking.⁸

Office for Victims of Crime

In fiscal year 2003, the federal Office for Victims of Crime (OVC) made its first awards to various NGOs under the Services for Trafficking Victims Discretionary Grant Program. The purpose of these awards is for NGOs to provide trafficking victims with comprehensive or specialized services during the pre-certification phase. Comprehensive services enable the grantee organization to provide direct services to meet the broad range of needs presented by trafficking victims. These services primarily assist the victim during the period between rescue and certification by ORR. There are five programs funded in Texas, located in Austin, Dallas, El Paso, Fort Worth, and San Antonio.

Department of Justice

The Bureau of Justice Assistance (BJA) in collaboration with the OVC funds local law enforcement agencies to collaborate with their district U.S. Attorney's Office to create a victim

⁸ Polaris Project. Washington.
http://www.polarisproject.org/index.php?option=com_content&task=view&id=13&Itemid=42.
Identifying the victims of human trafficking.

centered human trafficking task force. There are currently five of these programs funded and operating in Texas that parallel the victim's services programs.

The attached report, *Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons*, outlines other federal programs within the Department of State, Department of Homeland Security, and Department of Labor that provide additional services for victims of trafficking.

PREVALENCE OF HUMAN TRAFFICKING IN TEXAS

As one of the largest border states in the United States, Texas is widely considered a major destination and transit state for human trafficking. In its companion report to this report, the Texas Office of the Attorney General estimates that one out of every five human trafficking victims travels through Texas along Interstate 10 and nearly 20 percent of all U.S. human trafficking victims rescued have been rescued in Texas. "Texas law does not require law enforcement agencies or the courts to report statistics specific to human trafficking cases, therefore, it is impossible to determine the true number of cases investigated or prosecuted statewide."⁹ Social service agencies and providers working with human trafficking victims also find it difficult to quantify the extent of human trafficking in Texas because the violation is not always recognized by law enforcement as trafficking.

CHALLENGES AND LIMITATIONS OF THE REPORT

This report highlights the issue of human trafficking in Texas and the five areas of the state currently receiving federal funding for serving these victims. Anecdotally, we are aware that trafficking of human persons is occurring in Texas well beyond these five areas of the state. However, due to resource constraints, it was not possible to extend this investigation beyond the five federally funded areas.

This study was also limited by the very nature of the crime itself. Human trafficking is a largely hidden crime leveraged upon the fears of the victims themselves. As such, there is little empirical data on the number of cases, investigations, or number of victims. Given the complexity of human trafficking and probability of widespread incidence in Texas, additional study may be warranted to gain a more comprehensive understanding of the scope and nature of human trafficking in Texas.

9 Texas Office of Attorney General (July 2008) 21st Century Slavery: The Texas Response to Human Trafficking.

METHODOLOGY

PROTOCOL

This report is in fulfillment of S.B. 11 and H.B. 1121 passed by the 80th Legislature, Regular Session, 2007. The Legislature requires HHSC and the OAG to prepare and issue a report in consultation with each other outlining: (1) how existing social service programs address or fail to address the needs of victims of human trafficking; (2) existing social service programs that are federally funded; and (3) recommending areas of improvement and modification to existing social service programs. The bill also requires HHSC in consultation with the OAG to: (1) outline how existing laws and rules concerning victims and witnesses address or fail to address needs of victims of human trafficking; and (2) recommend areas of improvement and modifications in existing laws.

The purpose of this report is to provide an overview of human trafficking in Texas and to answer the following question:

- How do existing social services address or fail to address the needs of human trafficking victims?

DATA COLLECTION

Several strategies were used to achieve a comprehensive response to this question.

Research Study: HHSC contracted with the University of Texas, Institute on Domestic Violence and Sexual Assault (UT) to complete a statewide evaluation including analysis of relevant Texas codes and statutes, direct service providers in the five geographical areas of the state that receive federal funding to combat human trafficking, state agency policy, and law enforcement task force efforts. A copy of the full study “Human Trafficking in Texas: A Statewide Evaluation of Existing Laws and Social Services,” is provided as Attachment A.

Subject Matter Expert Workgroup: HHSC Refugee Affairs (RA) participated in a workgroup comprised of anti-human trafficking experts to provide guidance on human trafficking issues and perspectives from the field. Members of the workgroup included representatives from the following agencies: Office of the Attorney General Intergovernmental Relations Division; HHSC RA, Crime Victims and Criminal Investigations Division of the OAG; Central Texas Coalition Against Human Trafficking; United States Attorney’s Office, Western District; and the UT Austin Institute on Domestic Violence and Sexual Assault.

Human Trafficking Coalitions and Task Forces: HHSC RA attended meetings with members from the five federally funded OVC Texas human trafficking coalitions and BJA-funded task force members in three of these areas. The members of the coalitions included direct service providers representing, but not limited to, state and local government and community organizations in the areas of health, refugee social services, legal services, domestic violence programs, children’s services, interpreter services, and other outreach services directed toward immigrant populations. These meetings provided background information on issues relevant to

each region in relation to work with human trafficking victims.

Policymakers: HHSC RA requested that UT conduct a meeting among state policymakers representing HHSC, DSHS, and DFPS. These professionals were targeted due to their expertise and knowledge related to their agency and work in the area of human trafficking.

Research Review: HHSC RA reviewed many international and federal reports, studies, and issuances of policy guidance to gain a better perspective on the broad impact of human trafficking. HHSC RA also reviewed several reports issued by policymaking groups and reports produced by other states. The Senior Policy Operating Group on Trafficking in Persons – Subcommittee on Domestic Trafficking, August 2007 Report and the *Attorney General’s Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons*, May 2007 are attached to this report in Attachment B and C respectively.

U.S. Office of Refugee Resettlement: HHSC RA consulted with the ORR and its Anti-Trafficking division in preparation for this report. HHSC RA presented at a National Anti-trafficking conference hosted by ORR regarding the role of coordination with state refugee programs.

RESEARCH FINDINGS AND RECOMMENDATIONS

Fifty-nine direct service providers representing Austin, Dallas/Fort Worth, El Paso, Houston, and San Antonio participated in a web-based survey. It is important to note that the majority of these respondents had experience working with international victims or non-citizen immigrants as opposed to domestic victims, U.S. citizens, or legal permanent residents. The differentiation is important because while both domestic and international victims of human trafficking are largely eligible for the same benefits and services, there are some critical differences in how the cases are processed. This distinction is also important because the focus of this report is on international victims and federally funded programs that provide services restricted to international victims. As the study evolved, researchers found that there is a large incidence of domestic minors being trafficked in prostitution and a lack of knowledge about available resources and programs to assist these victims.

The following is a summary of the research findings and recommendations identified in the UT report as they apply to how existing social service programs address or fail to address the needs of human trafficking victims. This report also provides recommendations on areas of improvement and modification to existing social service programs. For the purposes of this summary, HHSC RA offers further clarification and comment to the recommendations in relation to its understanding and knowledge of how the current anti-trafficking program operates. For a full discussion of findings, please refer to the attached UT report.

The Office of the Attorney General is submitting a companion report to address how existing laws and rules concerning victims and witnesses address or fail to address needs of victims of human trafficking and recommended areas of improvement and modifications in existing laws.

Direct Service Providers – UT Report Findings: Survey Respondent Recommendations and HHSC Comments/Recommendations.

Finding 1: A culturally competent, victim-centered approach is needed in facilitating victim cooperation with investigation and prosecution and in minimizing re-traumatization.

Recommendations from survey respondents:

- Explore avenues to reduce potential for re-traumatization by the need for multiple interviews by several agencies.

HHSC Comments:

Throughout all interviews with victim service coalitions and law enforcement task forces, the majority of human trafficking victims were discovered by using a victim-centered approach. Many victims are very fearful and suspicious of authority and are unwilling to tell their story. Coalition members also reported that victims often need to establish a trusting relationship with the case manager or law enforcement official before they are able to talk about their experience.

HHSC Recommendations:

Explore interview model of children's advocacy centers to minimize the need for multiple interviews across disciplines.

Finding 2: Obtaining legal immigration remedies for adult victims of human trafficking is a lengthy and problematic process.

Recommendations from survey respondents:

- Consider mandating certification during investigation of human trafficking cases.
- Explore avenues to provide quicker certification process.
- Expand authority for victim certification to include legal advocates and state or local officials.
- Further, explore challenges of obtaining continued presence and certifications by law enforcement for victims of human trafficking in a timely manner.

These additional recommendations are solely under federal jurisdiction:

- Increase number of T-Visas available each year.
- Explore avenues to provide temporary protection from deportation until victims' status as human trafficking victims can be verified.
- Develop federal regulations for adjustment of status after expiration of the T-Visa.
- Consider modifying the requirement for victims to cooperate with law enforcement in order to obtain certification.
- Consider removing the requirement for certification in determining eligibility for benefits.

HHSC Comments:

The U.S. Office of Refugee Resettlement (ORR) has the responsibility for conducting certification of non-U.S. citizen or non-lawful permanent resident victims of a severe form of trafficking; however, ORR must confer with federal law enforcement before an individual is certified. Once certified, "an alien who is a victim of a severe form of trafficking in persons shall be eligible for benefits and services under any federal or state program or activity funded or administered by any (federal agency) to the same extent as an alien who is admitted to the United States as a refugee under section 207 of the Immigration and Nationality Act".¹⁰

Under current law, certification must be tied to either a petition for continued presence or a bona fide application for a T-Visa that has not been denied by federal law enforcement. Prior to certification, law enforcement must establish the immigration category of victims. It is possible that the potential trafficking victim would not be eligible for refugee benefits due to their immigration status, i.e., legal permanent resident, U.S citizen. Therefore, victims during the initial investigation would not be instantly eligible for these services. (ORR, Personal Communication, July 2008)

¹⁰ U.S. Department of Health and Human Services, Administration for Children and Families, *Fact Sheet: Human Trafficking*.

Many coalition service providers have voiced the majority of these same legal remedy recommendations across the United States. Although these changes fall under the jurisdiction of the federal government, HHSC supports continued exploration with federal partners on how the certification process can be expedited for international trafficking victims.

Finding 3: Challenges related to gaps in services and inadequate funding related to the following categories:

- Language and cultural barriers
- Housing
- Medical care
- Mental health services
- Transportation
- Children of victims
- Lack of awareness of human trafficking
- Anti-immigrant sentiment
- Time constraints
- Referrals to other organizations
- Lack of empathy for victims

Recommendations from survey respondents:

- Establish a statewide interagency task force on human trafficking to assess the current capacity of state agencies and regional victim service networks.
- Create a workgroup to explore eligibility for victim services among domestic and international victims; develop and disseminate a state handbook for victim service providers, modifying an existing flowchart developed for federal services.
- Explore the possibility of expanding HHSC-funded refugee health screening clinic services through DSHS to include all victims of human trafficking. Refugee health screening clinics offer an existing resource that is ideally situated to cover this complex community. These clinics would require separate and additional funding and resources to accommodate the influx of potential human trafficking victims because federal refugee funding is restricted to the populations covered under the Code of Federal Regulations, Title 45, section 401. This recommendation entails changes at the federal level.
- Expand training opportunities related to trauma experienced by human trafficking victims, in particular to forensic nurses and psychologists in detecting human trafficking trauma.
- Increase training modules for law enforcement officers on trauma and how it affects memory.

While funding is reportedly available from a wide variety of sources, participants report insufficient funding for specific services.

Recommendations related to funding needs include:

- Fund full range of services beyond basic needs.
- Fund services to victims who are not certified by law enforcement.

- Increase funding for long-term case management needs of post-certification victims.
- Increase funding for additional NGO staff positions.
- Increase funding for professional development training within NGOs.

HHSC Comments:

The challenges identified and detailed in the UT study regarding provision of services for victims of trafficking are similar to those identified in the provision of services to refugee populations. Texas welcomes the largest diversity of refugee arrivals in the United States (67 nationalities during the past three years) and while a network of culturally and linguistically competent programs has been established, these programs are limited in resources and are located only in refugee resettlement areas of the state. Federal funding under the refugee program is also available to trafficking victims; it is premised on a public-private partnership and relies significantly on private charitable groups, volunteers, and churches to leverage needed resources. Many of the funding issues discussed by survey respondents also affect the U.S. Refugee program and other vulnerable groups.

The suggestion to establish a statewide interagency task force and statewide protocols for services is controversial and not shared by all stakeholders. The sheer geographic size of Texas compounds this issue. Coalition members are quick to point out that “one size does not fit all” and that each trafficking case is unique. Standardization of approach to services may not be beneficial to the victim. (Coalition members, Personal Communication, July 2008) A key component of why regional service coalitions have been successful is the knowledge of local resources and relationship building across agencies and organizations within their own region of the state. These community collaborations are vital to service delivery particularly in light of limited funding and resources. However, there are some overarching gaps in services identified in the UT report that could be further explored on a statewide basis.

In particular, while refugee programs can assist trafficking victims once they are certified, the focus of refugee-funded programs is to assist refugee populations to achieve economic self-sufficiency as quickly as possible after resettlement in the United States. Given the potential unique medical and psychological needs of trafficking victims, including severe emotional trauma experienced in captivity, early self-sufficiency for these victims may not be a realistic goal. Similar to many refugee individuals who have been exposed to trauma and torture, trafficking victims are limited in access to culturally and linguistically appropriate counseling, therapy, and long-term mental health care. Funding and resources are very difficult to acquire for these services. Several smaller programs do exist within the refugee service provider community in Texas, but funding and resources are limited and access is restricted to certain populations. The Center for Survivors’ of Torture in Dallas and Austin maintains funding through the ORR, but most trafficking victims do not meet the eligibility criteria for these services as the use of torture, if present, was not conducted outside of the United States.¹¹

Medical care is often a critical need during the investigation period and service providers must rely on the public health systems prior to certification. Once certified, they have access to the

11 Office of Refugee Resettlement- www.acf.hhs.gov/programs/orr/index.html.

refugee health programs and Medicaid. These programs offer a model of care for trafficking victims, but funding and resources would need to be identified to expand the current services beyond the refugee populations and certified international trafficking victims.

Difficulty in accessing appropriate medical care and other mainstream social service agencies is also compounded by the lack of interpreters and resources for interpreters for individuals that speak languages other than English or Spanish.

A significant challenge reported statewide was finding emergency shelter and long-term housing. This is particularly acute during the pre-certification period prior to receipt of federal cash benefits under the refugee program. Many communities rely on domestic violence shelters to provide short-term housing for trafficking victims, but this is not always an ideal solution due to the unique needs presented by trafficking victims. In addition, human trafficking victims often bring with them safety concerns that could place the shelter staff and residents at risk. Safe and secure housing for minor victims immediately after rescue is also a challenge. ORR has established 19 Unaccompanied Refugee Minor programs throughout the United States that can be accessed following identification as a minor victim of trafficking. There are two Texas programs in Houston and Dallas, but placement is dependent on the safety of the child and availability of space.

HHSC Recommendations:

- Convene a statewide summit to discuss regional initiatives and progress within the five funded areas of the state. Identify gaps in services that can be addressed on a statewide basis outside of federal jurisdiction. Explore funding and development of other regional task forces in areas outside current funded areas.
- Explore possibility of replicating the refugee health screening clinic model for pre-certified and domestic trafficking victims.
- Explore ways to fund outreach and training programs related to trauma and mental health that will benefit a wide range of vulnerable populations.

Finding 4: Awareness, funding, and service coordination do not adequately meet the needs of domestic victims of human trafficking.

Recommendations from survey respondents:

- Increase social service funding mechanisms available to domestic victims.
- Consider developing a system of assistance for domestic victims to parallel the system of services currently made available to international victims through certification.
- Increase dialogue and collaboration between HHSC and DFPS in exploring ways to improve services to minor domestic victims of trafficking, including providing training on human trafficking to child welfare caseworkers and investigators.
- Explore roles that children's advocacy centers and other existing services may play in accommodating domestic human trafficking victims.

- Explore efforts to decriminalize prostitution among domestic minors trafficking victims. (There is discussion about the viability of this recommendation and the possible alternative of affirmative defense as a more viable option for victims and the state.)
- Explore safety nets available to domestic victims of trafficking and effective service delivery strategies.

HHSC Comments:

Federally funded programs in Texas established to address the needs of human trafficking victims are restricted to servicing international victims. However, trafficking victims, regardless of their citizenship, need assistance immediately after rescue and long-term assistance to regain their lives. A comparison of services between international and domestic victims indicates that there is little difference in services available for domestic victims. Conversely, the needs presented by international human trafficking victims and domestic victims are different in relation to language and cultural adaptation. At the outset of TVPA, the focus has been on international victims and recently there is a growing awareness of a potentially large number of victims of domestic trafficking. The primary focus of the TVPA has been on international victims and those federally funded benefits programs that are available to non-U.S. citizens. The UT report demonstrates that there is little comprehension or knowledge of the public benefits available to U.S. citizens beyond the federal public benefits programs. It also suggests that there are few programs specifically targeted at the federal, state, and local levels for domestic victims.

In 2006, several initiatives between HHSC and DFPS were implemented to develop and convene a joint child welfare task force on refugee children who may be entering the state child welfare protective services. These meetings continue to occur on a quarterly basis and offer the opportunity to expand discussion and training about domestic trafficking minor victims.

HHSC Recommendations:

- Support OAG recommendations to explore possible fines and fees and/or restitution to victims that could be levied against traffickers, and use this fund to establish local grants to assist local governments and NGOs to provide services to victims.
- Increase dialogue and collaboration between HHSC and DFPS in exploring ways to improve services to minor domestic victims of trafficking, including providing training on human trafficking to child welfare caseworkers and investigators.
- Explore roles that children’s advocacy centers and other existing services may play to accommodate domestic human trafficking victims.

Finding 5: Many direct service providers do not evaluate their programs or services provided to victims of human trafficking.

Recommendations from UT:

The authors of this report have identified the following recommendations:

- Explore information sharing avenues among direct service providers in Texas and across the U.S. to assist with development of evaluation methodologies.
- Develop broad-based research agenda with regard to victims' longer-term well-being, including the identification of methods of conducting follow-up with clients beyond the criminal justice process.
- Develop research agenda regarding conditions that facilitate trafficking as an industry, including the demand or market for trafficked persons.

HHSC Comments:

Evaluative reports provide valuable information and assessment of gaps in response to human trafficking needs. This report is currently the only statewide response to an assessment of human trafficking in Texas.

HHSC Recommendations:

Continued research and evaluation of the scope of human trafficking in Texas requires adequate funding and coordination with research entities and other organizations.

Finding 6: Improvements have been made in collaborative relationships between NGOs and law enforcement agencies working on human trafficking, yet improvements in communication is needed.

Recommendations from survey respondents:

- Continue joint training opportunities of law enforcement and NGOs.
- Continue and increase dialogue among federally funded task forces and victim services.

HHSC Comments:

Collaboration across all spectrums of law enforcement and social services is a critical cornerstone of successful prosecution and provision of service in human trafficking cases because of the complexity and resources needed to address each individual case. The existing Texas social service coalitions and law enforcement task forces have made great in-roads to address the differences in agency philosophical approaches and priorities and have adopted a strong victim-centered approach. The inclusion of partners from both law enforcement and social services within the regional coalitions has strengthened the ability to identify, provide appropriate services, and successfully prosecute cases. However, continued dialogue and understanding of responsibilities and program limitations between law enforcement task forces

and victim-centered services is necessary. In addition, there is a need for training in areas of the state not currently represented by task forces.

HHSC Recommendations:

- Recommend a basic education and training program for law enforcement concerning human trafficking.
- Explore the need for continuing education courses for judges, prosecutors, investigators, and other related staff in prosecutor's offices.
- Continue joint training opportunities for law enforcement and NGOs.
- Provide training on post certification and international minor social service programs.

Finding 7: Challenges related to minor victims and funding for victim services persist in the state statute.

Recommendations from survey respondents:

- Create special programs at the state level for trafficking victims in Texas who do not qualify for federal benefits, but are assisting state or local law enforcements.
- Increase penalties for compelling prostitution and change the offense of compelling prostitution from second to a first-degree felony offense.
- Raise the age of consent from under 17 to under 18 to align with federal statute.
- Explore other states' (New York) policies of allowing self-petitioning for foreign-born minors.
- Broaden compelling prostitution statutes to include sexual performance and erotic dancing.
- Create a special state prosecutor for human trafficking.

HHSC Comments:

State statutes and recommendations regarding the recommendations outlined above are included under the OAG report.

International minor victims of trafficking can access benefits and services to the same extent as refugees, without regard to immigration status. ORR's Unaccompanied Refugee Minors (URM) program can provide care to an unaccompanied minor victim of trafficking who has received an eligibility letter from ORR. The URM program establishes legal responsibility under state law to ensure that the child receives the full range of assistance, which is available to all foster children in the state. The URM program provides specialized, culturally appropriate foster care or placement in other licensed care settings according to child's individual needs. Additional services include indirect financial support for housing, food, clothing and medical care, English language training, assistance with immigration adjustments, cultural activities, and religious preservation. When appropriate, reunification with family members is encouraged.

The Lutheran Immigration and Refugee Services and the United States Conference of Catholic Bishops place unaccompanied minors throughout their national networks of affiliated agencies. In turn, these local programs contact the state refugee program to request reclassification through

ORR for these children.¹² There are two URM programs in Texas – Catholic Charities in Houston and Lutheran Social Services of the South in Dallas. In the event that placement in Texas would be unsafe because of the proximity of traffickers, children can be placed in programs in other states. ORR also assumed the oversight of the unaccompanied alien children (UAC) program from the Commissioner of the Immigration and Naturalization Service in March 2003.

The Division of Unaccompanied Services (DUCS) within ORR makes placement, case management, and release decisions that are in the best interest of the child. When immigration officials have apprehended UAC children, these children are placed within the network of ORR funded care provider facilities and are provided with case management, education, healthcare, mental health, family reunification, and access to legal services. The DUCS program collaborates and coordinates with the ORR trafficking program to identify victims of trafficking in the UAC population.¹³

Finding 8: Legal representation, juvenile traffickers, and the need for long-term services are not adequately addressed in federal law.

Recommendations from survey respondents:

- Explore opportunities to aid victims of trafficking to receive legal counsel.
- Increase the period of time that benefits and victim services are available. This involves modifications at the federal level.

HHSC Comments:

The OAG report outlines the legal remedies and state statutes.

While some organizations provide pro bono legal counsel, the demand and need far outweighs the capacity of these individuals and agencies. Guardian’s ad litem and attorney’s ad litem would be of benefit to a minor with their understanding the legal process and meeting the obligations required by the court. A guardian’s ad litem would provide a legal advocate on behalf of the minor when negotiating medical, school, and legal systems.¹⁴

As mentioned previously in this analysis, extending benefit periods would require Congressional approval and increased appropriations.

HHSC Recommendations:

- Further study is necessary to examine funding mechanisms to compensate guardian’s ad litem and attorney’s ad litem to provide legal services to minor victims of human trafficking.

12 Office of Refugee Resettlement- www.acf.hhs.gov/programs/orr/index.html.

13 Office of Refugee Resettlement- www.acf.hhs.gov/programs/orr/index.html.

14 Texas Office of Attorney General (July 2008) 21st Century Slavery: The Texas Response to Human Trafficking.

Finding 9: Direct service providers are interested in receiving further training on human trafficking and in making training more widely available to law enforcement and others who may have contact with victims.

Recommendations from survey respondents:

- Identify and provide educational training to those additional audiences that may encounter victims of human trafficking, including indicators of human trafficking and guidelines on how to respond. Target audiences include border patrol agents, housing inspectors, food service industry inspectors, 911 operators, Child Protective Services, and Texas Alcohol and Beverage Commission.
- Increase training for prosecutors.
- Consider mandating training for all law enforcement officers in Texas.
- Develop training modules specific to working with minor victims of human trafficking.
- Develop core group of human trafficking specialists and create training curriculum designed to teach complete set of skills needed in working with victims of human trafficking.
- Develop resources to assist NGOs with staff development training for working with victims of human trafficking.
- Develop mechanisms to improve outreach to the broader community, increasing awareness about international and domestic human trafficking.
- Consider mandatory posting requirements in hotels, massage parlors, spas, and related industries.

HHSC Comments:

Without awareness and training, victims might be considered criminals because they were involved in illegal activities and could be prosecuted instead of identified as a victim of human trafficking. One investigator reported, “You could stop with just the smuggling or child prostitution but if you dig a little deeper and ask the right questions, you might uncover a victim of human trafficking.”¹⁵ Regardless of the charges pursued, the ability to recognize human trafficking is crucial to identification, rescue, provision of services, and successful prosecution of the crime.

Texas currently funds training through the five federally funded programs and through the recently awarded Rescue and Restore program in Houston. These are the only funded services in Texas. HHSC encourages training for law enforcement, emergency service providers, social service providers, state agency staff, and others who may have contact with human trafficking victims.

HHSC Recommendations:

- Provide statewide training or awareness programs for professionals likely to have contact with human trafficking victims.

¹⁵ Texas Office of Attorney General (July 2008) 21st Century Slavery: The Texas Response to Human Trafficking.

- Require first responders and health care workers to receive training on human trafficking issues.
- Provide training specific to working with minor victims of human trafficking and refugee service benefits.

STATE AGENCIES

Finding 10: State agencies with direct or indirect involvement with human trafficking present opportunities for increased awareness about agency policies related to human trafficking and agency roles in collaborative efforts to serve victims.

Recommendations by UT:

Given the small number of surveys completed by state agency personnel and the limited degree of awareness indicated by survey responses, further inquiry is recommended.

In particular, the following recommendations may be considered:

- Explore appropriate roles that state health and human services agencies can play in the delivery of services to victims of human trafficking, including protocols for the various potential scenarios (e.g. adult versus child, unaccompanied versus accompanied, international versus domestic). In particular, explore mechanisms needed to begin addressing the social and medical needs of domestic victims, including documentation of services and protocols already in place and gaps in services.

Increase awareness among targeted state agency staff, with regard to agency policy affecting victims of human trafficking and available services. In particular, increase awareness among CPS investigative and hotline staff and the network of Medicaid managed care providers.

- Explore needs and services available to commercially sexually exploited children.
- Explore the use of existing models of medical care (such as refugee health screening clinics or Medicaid's Texas Health Steps) for use with human trafficking victims.

HHSC Comments:

The UT report indicated that beyond certain programs within state health and human services, there is little awareness about the issue of human trafficking. Policies and protocols for access to benefits were developed and implemented upon the passage of the TVPA in 2000. However, given the small number of trafficking victims who have been certified in Texas who are eligible for services to the same extent as refugees, there is limited knowledge of this group. In an effort to reduce errors and ensure a trained staff is familiar with the unique regulations under refugee programs, which are not administered in the same manner as other public benefits programs, such as TANF and Medicaid, the refugee program centralized access to benefits for refugees and trafficking victims within the HHSC centralized benefits office in 2001.

Centralization has proven to be successful and has ensured a trained staff who have the expertise and training needed to determine eligibility for these populations. While this addresses some immediate needs of trafficking victims following certification, the UT report points to the need for training and awareness among state agencies about the issue of human trafficking.

HHSC Recommendations:

- Explore mechanisms to provide training and awareness about human trafficking victims with regard to agency policy and available services.
- Continue and expand the current refugee child welfare task force between HHSC and DFPS to include training for Child Protective Services investigative and hotline staff.
- Explore mechanisms needed to begin addressing the social and medical needs of domestic victims.

CONCLUSION

Human trafficking cases are complex and require innovative and creative collaboration and coordination across many service and law enforcement sectors. The findings and results of the statewide study conducted by UT, coupled with HHSC's research and discussions with Texas coalition members, reveal several positive outcomes. The five areas of the state that have received funding from the federal government demonstrate commitment and dedication to assist human trafficking victims to regain and rebuild their lives. There is significant collaboration and evidence of the need to prosecute perpetrators and to provide appropriate care and assistance to victims who have been rescued.

While there is significant collaboration and awareness within the funded program areas, there is a lack of awareness and understanding of the issue outside of these coalitions and task force programs. This is in part because human trafficking is a largely hidden crime and is not recognized by the public. Service providers and law enforcement are also challenged by a lack of adequate resources and support needed to address the multiple needs of victims and effective investigation of cases. This is a particular challenge during the period prior to certification for benefits and identification as a victim of trafficking.

Several other challenges were pervasive throughout this research, including the lack of a comprehensive system to track victims or prosecutions of human trafficking in Texas. State refugee programs communicated the need to ORR for more coordination and notification of state refugee programs and on July 15, 2008, ORR issued a state letter notifying state refugee programs that "following the issuance of a certification or eligibility letter, ORR will notify the State Refugee program about the trafficking victim within their state."¹⁶

This report raises questions about providing appropriate and targeted services to domestic human trafficking victims and, more specifically, the needs of domestic minor victims. The report also highlights opportunities for training across the state to increase awareness in communities throughout Texas to help in the recognition and reporting of a human trafficking situation.

The recommendations made within this report will assist both law enforcement and social service providers engaged in the fight against human trafficking. In the process of developing these initiatives, Texas will not only be able to assist human trafficking victims with rescue and recovery, but also improve services and programs for other vulnerable populations with similar needs in our state.

¹⁶ Administration for Children and Families- ORR State Letter #08-09, July 15, 2008.

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Human Trafficking in Texas:
A Statewide Evaluation of Existing Laws and Social Services

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TABLE OF CONTENTS

Acknowledgments	5
Executive Summary	7
Review of Literature	9
Methodology.....	17
Data Collection Procedures	17
Description of Sample	17
Protection of Human Subjects.....	21
Data Analysis Procedures.....	21
Challenges to and Limitations of This Study.....	21
Findings.....	23
Findings: Legal Analysis.....	25
Findings: Direct Service Providers	27
Findings: State Agency Policymakers.....	47
Findings: Law Enforcement Task Forces.....	53
Conclusion	79
References	81
Appendices	85
Appendix A: Legal Analysis	85
Appendix B: Survey Protocol for Direct Service Staff	109
Appendix C: Survey Protocol for State Agencies.....	115
Appendix D: Interview Protocol for Task Force Members.....	117
Appendix E: URM Programs and UAC/DUCS Facilities in Texas	121
Appendix F: National and State Reports on Human Trafficking	123
Description of the Institute on Domestic Violence and Sexual Assault.....	125

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It is an ever-changing field and it is one of the fields of law that is not just legal but social. And that's what makes it so difficult. Look at smuggling. You're taking \$500,000 in drug proceeds south and we bust you. That is a legal crime. There is no social aspect to it. When you start talking about trafficking and the various cultures involved and what's happening to these people, it's a social issue that is being handled legally, which makes it twice as hard. You have to realize that going into this. You have to be half prosecutor, half social worker. (Federal prosecutor)

EXECUTIVE SUMMARY

The purpose of this study is to evaluate the effectiveness of existing laws and social services in meeting the needs of human trafficking victims in the state of Texas, and to address efficiencies, shortcomings, and recommended improvements in Texas laws that impact both human trafficking victims and social services provided to these victims. This project is in partial fulfillment of instructions in Senate Bill (SB) 11 and House Bill (HB) 1121, passed by the 80th Texas Legislature, that required the Office of the Attorney General (OAG) and the Health and Human Services Commission (HHSC) to jointly complete a study and report on human trafficking laws and services in Texas.

Research questions include:

1. How do existing laws and rules in the state of Texas address or fail to address the needs of human trafficking victims?
2. How do existing social services address or fail to address the needs of human trafficking victims?

Several steps were undertaken to achieve these research goals. First, a complete analysis of relevant Texas codes and statutes was conducted. Second, Web-based surveys and in-person interviews were conducted with 138 individuals representing the following three groups: 1) direct service providers (n=59), 2) state agency policymakers (n=34), and 3) regional task forces on human trafficking (n=45). Researchers gathered data using a semi-structured questionnaire that queried barriers and success factors concerning relevant laws, victims' services and Task Force operations. In compliance with The University of Texas at Austin Institutional Review Board, participation in this study was voluntary and participants could end their interviews at any time. Specific steps were taken to ensure that all the participants' identities remained anonymous. Data were analyzed using thematic and content analyses and descriptive statistics.

Data are organized into four sections, based on methodology and respondent affiliation. These sections include: 1) Legal Analysis; 2) Direct Service Providers; 3) State Agency Policymakers, and 4) Law Enforcement Task Forces. Each section describes related findings and the recommendations associated with those findings.

Findings suggest that the five geographic areas granted funding by the federal government have made great progress in the collaborative matrix of investigation and prosecution of cases and the provision of services to victims of human trafficking. Given the complexity of human trafficking cases and the relative newness of both federal and state statutes and attention to the issue, questions and challenges persist. Those working to eliminate human trafficking continue to struggle with identifying victims, providing comprehensive and culturally competent victim services, appropriately addressing the needs of domestic victims, and securing the adequate resources and support needed to effectively investigate cases. Opportunities remain for improved information sharing across the state and increased awareness among state agencies and the broader community.

From the recommendations made by participants, these were most common across all groups:

- Maintain a victim-centered approach
- Increase focus on and understanding of domestic victims, particularly underage victims of human trafficking
- Develop and improve mechanisms for collaborative efforts across disciplines (nongovernmental organizations and law enforcement) and jurisdictions (local, state, and federal) and consider a statewide organizational structure for improved services
- Increase efforts toward prevention, investigation, and prosecution

Furthermore, additional study is necessary to better understand the scope of human trafficking in Texas regarding both international and domestic victims. In addition, continued inquiry is necessary to determine the most appropriate avenues for improvement in prosecutorial tools, investigation strategies for increased victim cooperation, and enhanced victim services.

This research indicates that those working to combat human trafficking are highly committed to justice. They also face many challenges in that pursuit. By drawing on existing capacities and narrowing gaps, the State of Texas has the opportunity to lead the nation in combating and eliminating human trafficking.

REVIEW OF LITERATURE

Human trafficking, a modern-day form of slavery, has emerged in the past decade as a major issue, both in the United States and around the world. Greater attention has been placed on assessing the needs of trafficking victims, policy, and service delivery from a federal and individual state perspective. A brief review of literature on human trafficking, including federal and state efforts, follows.

Extent of problem

There is little extensive research on the numbers of individuals trafficked. Most recently, the *Trafficking in Persons Report* by the U.S. Department of State reports that 600,000 to 800,000 people are trafficked across international borders each year (2006). Of those trafficked internationally, 80 percent are female and 50 percent are children (U.S. Department of State, 2006). However, little is known about the numbers of individuals trafficked within their own countries. In the United States, the majority of foreign trafficking victims come from Southeast Asia, Latin America, and Eastern Europe (Raymond et al., 2002). These victims are trafficked into sex industries, domestic servitude, agricultural labor, and sweatshops (Richard, 1999; Konrad, 2002). The average age of a trafficking victim in the United States is 20 years old (Richard, 1999).

The lack of agreement on statistics of human trafficking is largely due to the scarcity of empirical studies of trafficking (Gozdziak and Collett, 2005). Literature on trafficking largely focuses on defining the problem of trafficking or calling for increased attention to the issue of trafficking. Researchers face methodological issues in conducting studies on trafficking victims chiefly because victims are considered a hidden population and therefore difficult to reach (Brennan, 2005; Tyldum and Brunovskis, 2005). As the discussion of trafficking progresses, a shift toward research on identifying and serving victims is necessary, as this information is absent from current literature.

Definitions of trafficking

For the purposes of prosecuting trafficking cases in the United States, the Trafficking Victims Protection Act (TVPA) of 2000 defines human trafficking as:

the recruitment, harboring, transporting, 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, slavery, or forced commercial sex acts. (TVPA, Section 103(8))

The Trafficking Victims Protection Act (2000) classifies human trafficking in two categories: sexual trafficking and labor trafficking. The TVPA was reauthorized in 2003 and 2005 and is currently pending reauthorization in Congress.

Many states also have a state-level human trafficking law. In Texas, an initial law was passed in 2003 and amended in 2007.

Who are the victims of trafficking?

Victims of trafficking can be both domestic (U.S. citizens) or foreign (citizens of another country). While foreign victims of trafficking have often been brought into the United States from another country or intercepted by traffickers upon arrival, domestic victims are often women and children who are commercially sexually exploited (Boxill & Richardson, 2007, Estes & Weiner, 2001). Many are American youth who have experienced poverty, homelessness, and abuse (Boxill & Richardson, 2007, Lebloch & King, 2006).

A case of domestic trafficking in this country emphasizes the challenges for these victims. In Atlanta, Georgia, the rise of cases in juvenile court of forced youth prostitution prompted a countywide response to the needs of commercially sexually exploited youth. The children were being treated as criminals in juvenile court, though they had been coerced into prostitution and victimized themselves (Boxill & Richardson, 2007).

Smuggling vs. trafficking

Many struggle to differentiate smuggling from human trafficking. The differences between illegal immigration, smuggling, and trafficking are sometimes unclear (Albanese et al., 2004; Omelaniuk, 2005). The Human Smuggling and Trafficking Center (2005) defines smuggling as “the facilitation, transportation, attempted transportation, or illegal entry of a person(s) across an international border, in violation of one or more countries’ laws, either clandestinely or through deception, such as the use of fraudulent documents” (Human Smuggling and Trafficking Center, <http://www.state.gov/p/inl/rls/fs/90434.htm>). Smuggling is generally defined as illegal transport of an individual into a country (Albanese et al., 2004). Smuggling has similarities to trafficking in that both smuggling and trafficking direct benefits of migration away from the individual and toward illicit businesses (Omelaniuk, 2005).

Reasons humans are trafficked

The Trafficking Victims Protection Act (2000) classifies human trafficking in two broad categories: sexual trafficking and labor trafficking. Victims trafficked into sex industries are forced into activities such as prostitution and pornography. The foundation of the sex trafficking trade is based on female victims and male perpetrators, and the gender roles of victims and perpetrators merit gender-focused strategies to combat sex trafficking (Hughes, 2000; Banzon, 2005).

While sex trafficking receives a great deal of attention, trafficking for labor purposes is actually in greater demand (Feingold, 2005). Victims of trafficking for labor may be forced into domestic servitude or industrial labor. One crucial component in labor trafficking is migration. Industries, such as agriculture, fisheries, manufacturing, and construction, that demand cheap labor encourage migration of unskilled workers. In the absence of standards to protect their human rights, migrants become particularly vulnerable to exploitation (Richards, 2004).

Legal protections for victims of trafficking

The attention paid to trafficking in the 1990s led to legislation to protect victims and increase prosecution. The two landmark acts pertaining to human trafficking in this country are the Trafficking Victims Protection Act (TVPA) signed by President Clinton in 2000 and the Trafficking Victims Protection Re-authorizing Act of 2003. Both acts have set domestic and international standards for various aspects of human trafficking, including prevention, prosecution of traffickers, and, most important, protection of victims.

Victims of trafficking do not often self-identify as victims, in part, because they fear deportation. In an attempt to remedy this, the TVPA recognizes persons who are trafficked as victims of crime and entitles them to benefits, services, and protection from deportation. Persons identified as victims of severe forms of trafficking may be eligible for temporary immigration status and services equal to federal crime victims. Witnesses of human trafficking may be granted temporary immigration relief, known as continued presence, during the investigation or prosecution of a case. Another immigration remedy available to victims of human trafficking is the T visa, a three-year visa which allows victims to apply for permanent resident status at the end of the visa term. Critics of the TVPA claim that it has fallen short of breaking down the legal barriers that victims of trafficking face. Other critics attack the TVPA for failing to address the structures in the United States that create the demand for migration and trafficking (Chacon, 2006).

The Office of Refugee Resettlement (ORR) within the U.S. Department of Health and Human Services provides funding for programs to serve certified victims of human trafficking. Certified victims are eligible for the services and benefits of any refugee being resettled in the United States. However, individuals are eligible for these comprehensive services only after they have been certified. Human service organizations that work with pre-certified individuals may apply for funding from ORR through the U.S. Council on Catholic Bishops for both pre- and post-certified victims.

In 2003, the U.S. Department of Justice Office for Victims of Crime (OVC) made grant monies available to major cities to provide services to pre-certified victims of human trafficking. In response to the needs of victims during this pre-certification phase, the OVC created the “Services for Trafficking Victims Discretionary Grant Program—Comprehensive Services Sites,” which funds direct services, such as shelter, medical care, crisis counseling, legal assistance, and advocacy to assist victims (Caliber, 2007, p. i).

Another program within the Justice Department, the Bureau of Justice Assistance (BJA) also provided federal funding for the creation and support of law enforcement task forces in cities with OVC services grants.

The role of law enforcement

Law enforcement has a vital role in the identification and protection of human trafficking victims. In a 2006 national survey of law enforcement officers, 58% of respondents reported that trafficking was a high priority in their agencies, and the majority of participants reported Task Force participation (Clawson, Dutch & Cummings, 2006). Many law enforcement agents reported being unsure of what roles victim service providers played in trafficking cases, which suggests an increased need for collaboration between law enforcement and victim services.

While most law enforcement reported having formal protocols in place to address trafficking, many participants reported a need for specific protocols to address the needs of victims. A need for increased training for law enforcement was reported, as well as greater resources, such as such as housing, language services and financial assistance, to serve victims (Clawson, Dutch & Cummings, 2006). A national needs assessment conducted for the U.S. Department of Justice also called for increased collaboration between victim service providers and law enforcement, as well as a need for increased law enforcement training (Clawson et al., 2003).

Another national study of law enforcement agencies used a random sample of 1,661 respondents to survey participants about responses to trafficking victims (Institute on Race and Justice, 2008). The majority of participants believed that trafficking was a rare problem in their community. However, agencies serving larger populations were more likely to perceive trafficking as widespread. The study, conducted by the Northeastern University Institute on Race and Justice, also found that larger agencies were more prepared for trafficking cases, because of increased trainings and protocols in place (Institute on Race and Justice, 2008). Seven percent of all agencies sampled had investigated at least one case of human trafficking, with increased numbers in certain states, such as Florida, Arizona, and California. Cases of trafficking investigations have risen from 175 in 2000 to 750 in 2006. Sex trafficking is investigated more often than labor-related crimes, and a majority of identified victims were under the age of 25 and female. Both perpetrators and victims tended to come from the United States or Mexico. Law enforcement most often learns of trafficking cases from other investigations. Half of agencies that have investigated a case of trafficking have brought charges against offenders (Institute on Race and Justice, 2008).

The survey found challenges and areas of improvement for law enforcement's response to human trafficking. Lack of victim cooperation due to fear was the main obstacle to investigations (Institute on Race and Justice, 2008). By producing a climate in which trafficking is recognized and acknowledged, a multi-agency task force translates into increased investigations of cases, more formal charges against traffickers, and innovative programming to identify and serve victims. Law enforcement's response to human trafficking can also be improved through the use of model protocols and the implementation of a victim- and offender-focused approach. In addition, further research can inform the creation of national trafficking training curriculum and help start a dialogue among law enforcement concerning human trafficking (Institute on Race and Justice, 2008).

Victim services

Two main types of nongovernmental organizations (NGOs) assist victims of trafficking: advocacy groups that are involved indirectly with the victims and social service providers that offer direct services. Direct service providers may include legal, health, education, police department/law enforcement, immigration, refugee resettlement agencies, prostitution recovery services, sexual assault services, domestic violence services, trafficking, child-focused services, and faith-based services. Once certified, victims of human trafficking are eligible to apply for public benefits that include Medicaid, Temporary Assistance for Needy Families (TANF), and food stamps.

Service delivery

Given that the needs of human trafficking victims are often very extensive and varied, it is difficult for one single agency to be the sole provider of services to these victims. Therefore, the service needs of victims are met by a variety of agencies (Clawson et al., 2003). Often these agencies primarily serve clients with similarities to victims of trafficking, including domestic violence victims, immigrants and refugees, and victims of sexual exploitation (Clawson et al., 2003). Clawson et al., (2003) reports, for instance, that immigration and refugee agencies provide a majority of the services to the victims of trafficking. Many agencies have had to adapt their service delivery systems to serve victims of trafficking. Fewer than one-third of service providers included in the needs assessment study conducted by Clawson et al., (2003) had some sort of formal procedure or a protocol to assist the victims. Other providers relied on informal protocols of dealing with victims on a case-by-case basis, or they adapted existing protocols used with other client populations, such as domestic violence victims or refugees. This finding indicates that service providers are grappling with how to integrate services for victims of trafficking into their existing service delivery models. Children have proven to be a particularly difficult population to identify and serve, and further research is necessary to explore how best to identify and serve child victims of human trafficking (Bhaba, 2004; Bump et al., 2005).

Nationally identified needs for human trafficking services

A national needs assessment conducted for the U.S. Department of Justice with a number of service providers in legal, health, and social services found many challenges with the current response to human trafficking (Clawson et al., 2003). The study found that many services are needed for victims of human trafficking, especially housing, medical, and legal assistance and advocacy. Most providers are not able to meet all victims' needs at their agency, thus creating a great need for collaboration among organizations. Financial resources are required to assist victims, especially during the pre-certification period, when they are not eligible for federal help under TVPA. Awareness and outreach education is needed for service providers and the general public. Respondents reported that training and the development of uniform protocols would better aid the response and delivery of services to human trafficking victims (Clawson et al., 2003).

Victims of human trafficking need many resources, including mental health services. Basic mental health training for all professionals working with trafficking victims is recommended

(Busch et al., 2007). Trafficked individuals experience trauma that is different from other crime victims and have a great need for specialized services (Clawson et al., 2003). A national study of trauma services for children by the National Center for Children in Poverty found a great need for a trauma-informed perspective in state and national policy, including the use of best practice interventions and increased funding for trauma-related services (Cooper, Masi, Dababnah, Aratani & Knitzer, 2007).

State and local level needs identified for human trafficking services

Individual states have begun to assess the needs of trafficking victims, the quality of available services, and the effectiveness of legislation. An annual report card of state legislation prepared by the Center for Women Policy Studies (2007) ranks each state in terms of the comprehensive legislative approach to human trafficking, including criminalization, victim services and protections, interagency task forces, regulation of international marriage brokers, and regulation of travel-service providers. As of December 2006, 27 states have enacted some sort of anti-trafficking law, though no state has received a perfect grade for legislation (Center for Women Policy Studies, 2007).

Reviews of legislation or needs assessments of eight states - California, Connecticut, Florida, Idaho, Kentucky, Maine, Minnesota, and Ohio - were consulted in preparation for this report. The findings reveal common needs pertaining to legislation, law enforcement, and service delivery regarding human trafficking. Increased training is needed regarding human trafficking, on topics such as, basic information, legislative and legal components, and best practices in service delivery to victims (Busch et al., 2007; California Alliance to Combat Trafficking and Slavery Task Force [CACTSTF], 2007; Davis, 2006; Florida State University Center of Advancement of Human Rights [FSUCAHR], 2003; Idaho Office of the Attorney General, 2007; Logan, 2007; Maine Human Trafficking Task Force, 2006; Minnesota Office of Justice, 2007; and Pierre, 2008). Training needs include courses for law enforcement and NGOs, intervention methods for service providers, and legal advocacy for victims.

States identified the need for protocols among law enforcement and service providers to standardize procedures in identifying and serving victims (Pierre, 2008; Logan, 2007; and FSUCAHR, 2003). Many states recommended expanding the research base concerning human trafficking and creating databases to encourage greater use of best practices (FSUCAHR, 2003; Logan, 2007; and CACTSTF, 2007). The use of culturally sensitive practices and services, implemented by practitioners and workers of the same background, was suggested as a way to improve services to victims (Clawson et al., 2003; and FSUCAHR, 2003). Foreign language media is recommended as a means of reaching a diverse audience in a culturally sensitive way (FSUCAHR, 2003). Increased language services, including interpreters and materials for victims, would also improve services in the field of human trafficking intervention (FSUCAHR, 2003; Logan, 2007; Idaho Office of the Attorney General, 2007; and Minnesota Office of Justice, 2007).

A major identified need for trafficking victims is greater resources (Busch et al., 2007; FSUCAHR, 2003; Logan, 2007; CACTSTF, 2007; Minnesota Office of Justice, 2007; Pierre, 2008;

and Clawson et al., 2003). Financial assistance, in the form of grants to service providers or direct cash assistance to victims, is a major challenge to meeting the needs of this population. In addition, mental health, housing, advocacy, and legal services all help aid in the healing of trafficking victims and are vital services that need to be expanded. This unique population also needs trained law enforcement and service providers who are able to help victims using the best practices available.

Collaboration is paramount to preventing and intervening to stop modern slavery. Increased cooperation is needed among all groups involved, according to state reports (Busch et al., 2007; CACTSTF, 2007; FSUCAHR, 2003; Clawson et al., 2003; Minnesota Office of Justice, 2007; and Pierre, 2008). Most agencies alone cannot meet all the needs of a trafficking victim, so interagency collaboration is the best way to ensure holistic services from law enforcement, legal aid, basic needs, and mental health to serve this vulnerable population. For example, legal advocacy is a need identified for trafficking victims that can be met through greater collaboration (CACTSTF, 2007; and FSUCAHR, 2003). Task forces are an important way that collaboration occurs. Many states, such as Maine, California, and Connecticut, advocate for the use of permanent statewide task forces to increase collaboration (Pierre, 2008; Maine Human Trafficking Task Force, 2006; and CACTSTF, 2007).

Children's resources are an area of concern to trafficking service providers. Many trafficked children are not identified by service providers and law enforcement (Gozdziak & MacDonnell, 2007). Using policy review and case study, Gozdzia & MacDonnell (2007) found that at many points law enforcement, schools, and the child welfare system fail to identify child victims of trafficking. Florida's report identifies the need for specialized training and services for children (FSUCAHR, 2003). A common theme in state reports reviewed is the importance of education and public awareness campaigns as a means of ending the hidden nature of this crime. Information about human trafficking and services to victims must be made more available to the general public through news articles and information (Clawson et al., 2003; CACTSTF, 2007; Idaho Office of the Attorney General, 2007; FSUCAHR, 2003; Pierre, 2008; Minnesota Office of Justice, 2007; and Logan, 2007). Resources for potential victims need to appear in designated spots to aid victims and to educate the American public on where to refer victims. These outreach measures should be multilingual and be conducted at all levels of media. Awareness and outreach is also needed within professional realms to increase knowledge of laws regarding trafficking (Clawson et al., 2003; and CACTSTF, 2007). Outreach may be one of the ways to encourage greater legislative protections for trafficking victims, a goal of many state reports (Logan, 2007; Davis, 2006; Maine Human Trafficking Task Force, 2006; and CACTSTF, 2007).

Finally, recommendations from literature suggest that children should be screened regularly at points of entry and immigration-related facilities for trafficking. Children who are thought to be victims should receive an advocate and legal guardian to ensure traffickers are not able to take custody, and the identification of child victims should become a major priority (Gozdzia & MacDonnell, 2007).

Texas-specific review

Of the five areas addressed in the Center for Women Policy Studies (2007) report card, Texas failed to receive a passing grade in three: victim services and protections, interagency task forces, and regulation of travel-service providers (Center for Women Policy Studies, 2007). Texas received a “B-” for its criminal statute and an “A” for legislation regarding marriage brokers. Texas’ grade was based on laws already “on the books” and did not reflect changes made by the Texas Legislature during its 80th session.

A 2007 program evaluation of the Central Texas Coalition Against Human Trafficking (CTCAHT) and victim services provided through the OVC grant in Austin, Texas, revealed that the CTCAHT has made, and continues to make, tremendous progress in building a coalition and in providing comprehensive services to victims and survivors of human trafficking (Busch et al., 2007). The CTCAHT’s structure, communication, and use of resources are considered a model for other coalitions striving to increase awareness about human trafficking and to provide essential victim services.

A 2004 needs assessment on human trafficking in Houston revealed that in addition to training, public awareness, and outreach, greater monitoring of smuggling cases is needed to identify potential trafficking (Steinberg, 2004). In addition, this assessment found that increased collaboration and a human trafficking resource manual could aid service providers and law enforcement in assisting victims.

METHODOLOGY

This report is in partial fulfillment of mandates in Senate Bill 11 and House Bill 1121 passed by the 80th Texas Legislature. The Office of the Attorney General (OAG) and the Health and Human Services Commission (HHSC) were required to prepare and issue reports (in consultation with each other) on human trafficking laws and services in Texas.

The purpose of this report is to evaluate the effectiveness of existing laws and social services in meeting the needs of human trafficking victims in the state of Texas, and to address efficiencies, shortcomings, and recommended improvements in Texas laws that impact both human trafficking victims and witnesses and the social services provided to these victims.

Research questions include:

1. How do existing laws and rules in the state of Texas address or fail to address the needs of human trafficking victims?
2. How do existing social services address or fail to address the needs of human trafficking victims?

Several steps were undertaken to achieve these research goals. First, an analysis of relevant Texas codes and statutes was completed. The results of these analyses are summarized in the findings section. A complete review is included in Appendix A. Second, Web-based surveys and in-person interviews were conducted with professionals from the following three groups: 1) direct service providers; 2) state agency policymakers; and 3) members of federally funded task forces on human trafficking. These professionals were targeted because of their expertise and work in the area of human trafficking or their knowledge related to their agency or organization position.

Data Collection Procedures

Data were collected from participants by Web-based surveys and interviews. Web-based surveys were used with direct service providers and state agency personnel. A questionnaire with 24 closed and open-ended questions was developed for use with direct service providers (see Appendix B), and a survey comprised of 14 closed and open-ended questions was developed for state agency personnel (see Appendix C). In-person and telephone interviews were used in collecting data from Task Force members. A semi-structured questionnaire with 14 closed and open-ended questions was developed for Task Force member interviews (see Appendix D). All interviews were audiotaped and transcribed.

Description of Sample

Three groups participated in this study: 1) direct service providers; 2) state agency policymakers; and 3) members of human trafficking task forces funded by the U.S. Department of Justice Bureau of Justice Assistance (BJA). Table 1 provides data on the participants by group. Study participants were recruited using purposive and snowball methods.

Using purposive sampling, researchers selected participants based on certain criteria, such as their membership in one of the five law enforcement task forces in Texas or other work related to human trafficking.

With snowball sampling, current participants were asked if they knew anyone who might be willing to be interviewed and who met the criteria.

Table 1. Participation by Group Representation

Category	Number of Individual Participants
Direct Service Providers	59
State Agency Policymakers	34
Members of Law Enforcement Task Forces	45
Total	138

Direct Service Providers

Direct service provider participants were selected based on their status as 1) active members of the regional human trafficking coalitions federally funded by the Office for Victims of Crime or the Office of Refugee Resettlement in one of the five catchment areas served by the task forces and 2) social service agencies working in the same community as the federally funded agencies. Direct service providers were made aware of the study and were invited to participate by regional coalition leaders via written invitation and during several regular coalition meetings.

Fifty-nine (n=59) direct service providers participated in the study, representing the following types of agencies:

- City/county health and human services
- District attorneys offices
- Faith-based organizations
- Federal, state, and local law enforcement
- Local and national nongovernmental organizations
- Statewide associations of service providers
- State government

State Agency Policymakers

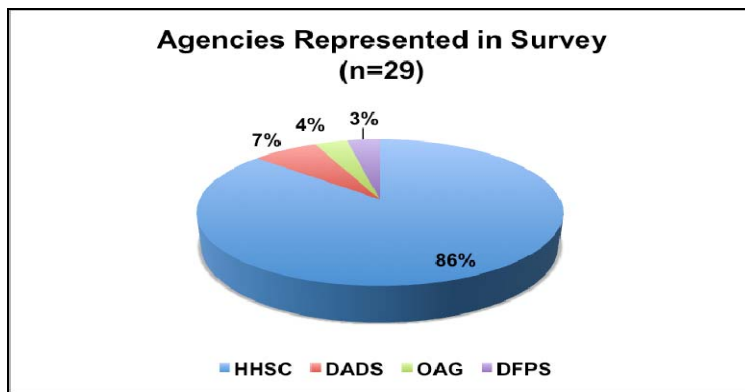
State agency policymakers were selected based on their employment with state agencies with some responsibility for making services available to victims of human trafficking. State agency personnel were made aware of the study and were invited to participate by the study's work group and by state agency leadership.

Thirty (n=30) state agency personnel participated in the survey, representing the following state agencies:

- Health and Human Services Commission (HHSC)
- Department of Aging and Disability Services (DADS)
- Department of Family and Protective Services (DFPS)
- Office of the Attorney General (OAG)

Of the 30 individuals completing the survey, 29 specified their organizational affiliation. Chart 1 illustrates agency representation of state agency participants.

Chart 1



In addition, a focus group was conducted with four (n=4) state agency personnel representing HHSC, DFPS, and the Department of State Health Services (DSHS).

Task Forces

Participants were selected based on membership and activity in one of five human trafficking law enforcement task forces in Texas funded by BJA. Members of each Task Force represent local, state, and federal governmental agencies charged with working human trafficking cases, and social service providers who participate in the collaboration.

Task Force members were made aware of the study and were invited to participate by written request and during regular Task Force meetings. In addition, leaders and coordinators of the task forces assisted the research team in identifying and recruiting potential participants.

Forty-five (n=45) Task Force members participated in this study, representing the following geographic areas funded to conduct law enforcement task forces on human trafficking: Austin, Dallas/Fort Worth, El Paso, Houston, and San Antonio. It is important to note that the jurisdictions of some of these task forces and their member agencies reach beyond these cities. Participants represent the following types of roles in relation to human trafficking cases: investigation, prosecution, victim services (victim witness coordinators, victim specialists, and victim service providers representing both governmental law enforcement agencies and NGOs),

and other related roles (program managers, Task Force coordinators, and community relations representing local and federal agencies). Agencies represented by participants include: the U.S. Attorney’s Office, the Department of Homeland Security, Immigration and Customs Enforcement (ICE), Federal Bureau of Investigation (FBI), U.S. Department of Labor, the Office of the Attorney General (OAG), district attorneys’ offices, local police departments, county sheriffs’ offices, and local NGOs.

Participants’ involvement in regional task forces varies from a few months to four years, with some Task Force members dating their involvement prior to 2004, when federal funding first became available. Experience with actual cases and victims ranged from no cases to dozens of cases representing more than 100 victims.

Table 2. Task Force Participants by Geographic Area

Geographic Area	Number
Austin	10
Dallas/Fort Worth	6
El Paso	12
Houston	13
San Antonio	4
Total	45

Table 3. Task Force Participants by Primary Responsibility

Primary Responsibility	Number
Investigation	21
Prosecution	10
Victim Services	11
Other (not specified)	3
Total	45

Table 4. Task Force Participants by Level of Government

Level of Government	Number
Federal	22
City/County/State	23
Total	45

Table 5. Task Force Participants by Level of Government & Primary Responsibility

	City/County/State	Federal	Total
Investigation	12	9	21
Prosecution	5	5	10
Victim Services	6	5	11
Other (not specified)	1	2	3
Total	23	22	45

Protection of Human Subjects

This study was reviewed and approved by the Institutional Review Board (IRB) at The University of Texas at Austin. Written informed consent was obtained for this study from each of the Task Force members and those participating in the focus group. Web-based consent was also obtained from direct service providers and state agency personnel. Participation in this study was voluntary.

Data Analysis Procedures

Data from Task Force members were analyzed using thematic and content analyses, an iterative process in which interview transcripts were read and reread by members of the research team prior to coding. Each transcript was analyzed using line-by-line coding. Codes were grouped into themes. Themes specific to conditions and challenges to service provision in human trafficking cases were identified within and across transcripts. The research team collectively confirmed the results by reviewing them against the associated quotes from the transcripts. Data from Web-based surveys were also analyzed using thematic and content analysis and descriptive statistics.

Challenges to and Limitations of this Study

This study utilized a nonprobability convenience sample, and therefore, the findings are not necessarily generalizable to other human trafficking task forces, coalitions, or groups of trafficking victims. However, because so many of the Task Force members throughout Texas participated in this study, these findings are comprehensive to this study and accurately reflect an analysis of Texas laws and social services related to human trafficking.

Due to the number of potential participants and time and resource constraints, it was not possible to conduct in-person interviews with all direct service providers and state agency policymakers across the state. Given the smaller number of task force participants and the complexity of prosecution and investigation of human trafficking cases, face-to-face interviews were determined to be both feasible and useful methods of collecting data among task force members. The work group members worked closely with researchers to develop a comprehensive Web-based survey to gather relevant data from social service providers.

FINDINGS

Data are organized into four sections, based on methodology and respondent affiliation. These sections include:

1. Legal Analysis
2. Direct Service Providers
3. State Agency Policymakers
4. Law Enforcement Task Forces

Each section describes related findings and the recommendations associated with those findings. Please note that all findings are interrelated. Findings in one section affect and are affected by findings in other sections. All recommendations are grounded in the data and therefore were generated directly from study participants. Any recommendations made by researchers have been noted as such.

It's hard for me to believe how the biggest free country in the world can have the most slaves in the world. Everybody wants to come here. This is the land of opportunity, but some of these victims, especially when it comes to the foreign nationals, they come here and their experience with the United States is: It's horrible that they are mistreated mentally, physically abused. And everything that they worked for was to get here to the United States, and now because they've had such a horrible experience, all they want to do is go home. So they are willing to give up their freedom because of what they've been through. And I think that one of the biggest drawbacks that we have had is because they have had such a bad experience. And I tell them, whenever I interview them, this is not America, this isn't what America is all about. You fell into something that you had no idea of what you were getting into and now has left a bad taste in [your mouth], and [you] want nothing to do with America. And I think it's a bad misrepresentation of the country. And that's what got me involved in it. I want them to know what it feels like to have that freedom, and they'll never know it because now they're going back. (Local investigator)

FINDINGS: LEGAL ANALYSIS

In fulfillment of the report requirements of SB 11 and HB 1121, researchers completed an analysis of existing laws and rules concerning victims and witnesses to answer the following questions:

- 1) How does this law/rule address or fail to address the needs of victims of human trafficking?
- 2) What recommendations can be made for areas of improvement or for modifications to this law/rule?

A three-pronged approach was used for the analysis: a review of relevant state laws, federal laws, and examples of model legislation.

First, Texas laws that are victim-related and relevant to human trafficking were identified. Eleven codes most relevant for this analysis were the Alcoholic Beverage Code, Business and Commerce Code, Civil Practices and Remedies Code, Code of Criminal Procedure, Family Code, Government Code, Health and Safety Code, Human Resources Code, Labor Code, Occupations Code, and the Penal Code. Second, OAG staff members reviewed the federal human trafficking legislation to determine if elements of the federal law are present in the state law. Finally, OAG staff members reviewed model legislation and promising statutes from other states. Some of the models included the Department of Justice Model State Anti-Trafficking Criminal Statute and the Polaris Project Model Comprehensive State Legislation to Combat Trafficking in Persons. Based on this analysis, an extensive chart of existing state laws related to human trafficking is included (See Appendix A).

The main human trafficking statute in Texas is Texas Penal Code Section 20A. In 2003, during the 78th Texas Legislature, HB 2096 created Section 20A of the Texas Penal Code. Section 20A.01 established definitions for “forced labor or services” and “traffic.” Section 20A.02 outlined the offenses and penalties. This was the first human trafficking law.

The statute was amended in 2007 with HB 1121 and SB 11. The same language appeared in both bills, the only difference being the effective date. Senate Concurrent Resolution (SCR) 90 made technical corrections to SB 11. The findings of this report provide more details about law enforcement’s experience with the main trafficking law and its use in Texas.

Many other state laws can be used for human trafficking purposes. Some laws provide services or remedies for the victims, while others aid in the prosecution of those who engage in and promote human trafficking.

As indicated by the legislation requiring this report, Texas is clearly taking a step in the right direction in its efforts to fight human trafficking. The addition of new laws or modifications to existing laws will aid in this fight. Recommendations on legal remedies for human trafficking

have been discussed at length and will be made by the Office of the Attorney General. As the findings in this report show, Texas should continue to work diligently toward protection of human trafficking victims through legal remedies.

FINDINGS: DIRECT SERVICE PROVIDERS

Background on Victim Services

The system of services available for international victims of human trafficking was initiated after the original federal law, the TVPA, was passed in 2000. At that time, coordinators of state refugee services were notified by the U.S. Department of Health and Human Services Office of Refugee Resettlement (ORR) that human trafficking victims would be treated the same as refugees and, once certified by ORR, would be eligible for existing benefits that include:

- Refugee cash assistance for up to eight months
- Refugee medical assistance for up to eight months
- Refugee social services (integration, employment, education, and case management) for up to five years
- Public benefits including TANF, Medicaid, and food stamps

These services are not available to victims prior to their certification as victims of human trafficking by ORR. Certification of adult victims of trafficking may take several months.

To provide services to human trafficking victims between the time victims are identified and officially certified by the federal government, or during the pre-certification period, the federal government provides funding through two national voluntary agencies that distribute funds to appropriate community organizations. These funds do not include medical assistance, and victims who are not yet certified must rely on the overextended public healthcare system for their often significant immediate medical needs. Local health clinics funded to provide culturally and linguistically appropriate refugee medical screening are not formally funded to provide pre-certification services. The refugee health screening clinics are in a unique position to provide comprehensive services to this diverse population and also to funnel victims to other discrete clinics as needed, including those that respond to tuberculosis, sexually-transmitted diseases (STDs), and human immunodeficiency virus (HIV).

During the early years that these services were made available to human trafficking victims, ORR contacted the Texas refugee program coordinator in the Office of Immigrant and Refugee Affairs at the former Department of Human Services about each human trafficking victim identified in Texas, ensuring that appropriate services were accessible. Subsequently, communication about human trafficking victims from the federal government decreased, leaving state agencies largely uninformed about the numbers of human trafficking victims in the state. In recent months, however, communication among state and federal agencies serving refugees and human trafficking victims has improved. Still, the statistics on human trafficking shared with the state are limited to aggregate numbers and do not include geographic areas where human trafficking victims are identified and served.

As new challenges are encountered, additional gaps in services become apparent. An important challenge to the system of services lies in serving underage human trafficking victims. In

addition to making refugee services available to human trafficking victims, the ORR also coordinates two children's programs that include human trafficking victims. The ORR Unaccompanied Refugee Minor (URM) program, which has two facilities in Texas, provides shelter and comprehensive care for unaccompanied minor trafficking victims. Unlike adults, minors are not required to cooperate with the investigation or prosecution of human trafficking cases to be certified and to receive services. Certification of minors is a quick process, in comparison to adult certification, and can be completed in 24 hours. The ORR's second program, the Division of Unaccompanied Children's Services (DUCS), provides shelter, legal representation, guardian ad litem, social services, and education to unaccompanied immigrant children. Texas has the nation's largest network of DUCS facilities, which includes 18 shelters across the state (see Appendix E). While attempts are made to investigate whether children who end up in DUCS facilities are victims of human trafficking or simply in the United States without a parent or guardian, communication between the DUCS program and refugee-funded human trafficking services is disconnected. Another gap in this system exists in the processing of Mexican nationals at DUCS facilities. Based on an agreement with the Mexican consulate, children from Mexico are immediately sent back across the border, with no investigation of human trafficking.

Another significant challenge lies in identifying and serving domestic victims. For the purposes of this report, the terms domestic and international trafficking are used. Domestic victims refer to U.S. citizens, and international victims refer to noncitizen immigrants. The distinction is important, because while funding and services have traditionally focused on international trafficking victims, current national dialogue indicates that domestic trafficking, particularly of minor victims, is an extensive problem in the United States. Findings from this study support the growing awareness of domestic trafficking activity in Texas.

Findings

Fifty-nine (n=59) direct service providers participated in a Web-based survey. Representation included geographic areas: Austin, Dallas/Fort Worth, El Paso, Houston, and San Antonio. These sites parallel the location of data collection from human trafficking task forces throughout the state. Study participants were targeted because of their expert knowledge of and direct work with human trafficking victims. Data gathered from this group of respondents are organized into eight sections, based on thematic organization of findings. These sections are:

- A. Direct Service Providers Report Varied Experiences Working with Human Trafficking Victims
- B. Direct Service Providers Face Challenges in Cooperation and Retraumatization of Victims
- C. International Victims of Human Trafficking Need an Array of Services
- D. Providing Services to Domestic Victims of Human Trafficking Presents Challenges
- E. Opportunities Exist for Improved Evaluation of Direct Service Programs
- F. Collaboration Between NGOs and Law Enforcement is Critical
- G. State and Federal Laws Affect Victims and Direct Service Provision

H. Continued and Expanded Training and Outreach are Needed

A. Direct Service Providers Report Varied Experiences Working with Human Trafficking Victims

Finding: Direct service providers' experiences working with human trafficking victims relate to the following categories:

- number and type of human trafficking victims served
- age and national origin of victims
- prosecution of cases
- immigration remedies
- sources of referral to victim services
- culture and language regarding access to services

Number and type of human trafficking victims served

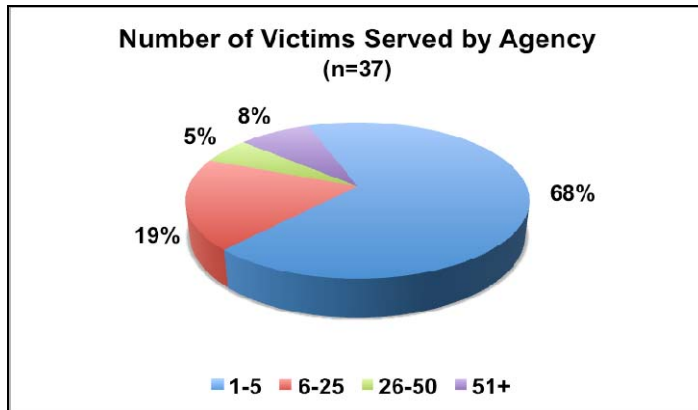
A majority (74%) of survey respondents reported having worked with victims of human trafficking. Since professionals working with victims were the target of the research, it was not a surprise that most had experience working directly with victims.

Chart 2



Of those who reported having worked with human trafficking victims, a majority responded that their agency served a range of one to more than 50 victims. Most (68%) had served fewer than five victims. Research indicates that human trafficking crimes are most likely unreported to law enforcement or social services and, therefore, this information should not be used to estimate prevalence. Victims may have been pre-certified or certified at the time of services.

Chart 3



A majority were victims of international trafficking (85%). Of these cases, sex trafficking constituted the majority of cases (59%).

Chart 4

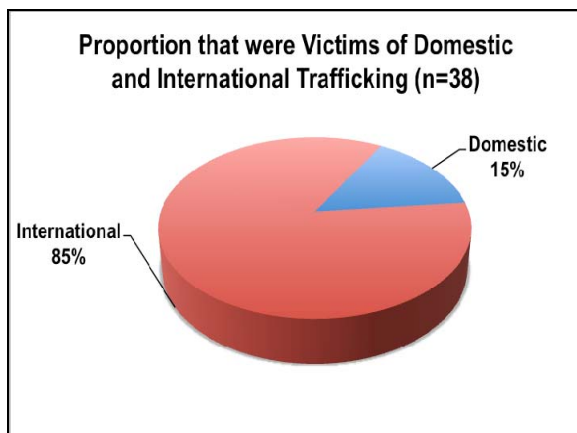
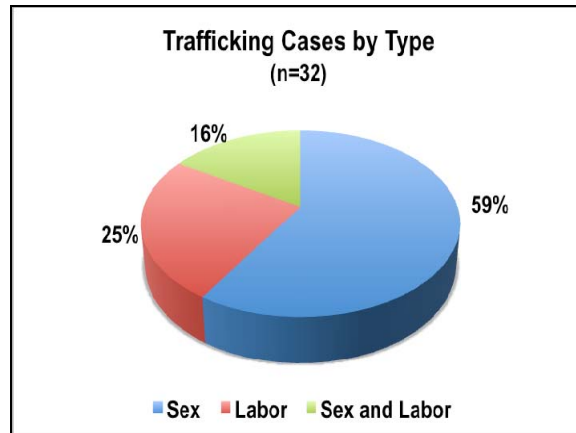


Chart 5



Age and national origin of victims

Participants reported victims' ages ranging from 3 years old to 62 years old. Twenty participants reported having worked with victims under the age of 18, and 10 reported working with victims over the age of 40.

The majority of victims were originally from Spanish-speaking countries. A majority of victims were from Central America and Mexico, fewer from Asia, and a small minority from Africa, the United States, and Europe.

B. Direct Service Providers Face Challenges in Cooperation and Retraumatization of Victims

Direct service providers commented on the challenges in victim cooperation during the investigation and prosecution of cases, risk of retraumatization, and difficulties with immigration remedies. The study demonstrated the following two findings:

- 1. A culturally competent, victim-centered approach is needed to facilitate victim cooperation with investigation and prosecution and to minimize retraumatization.**
- 2. Obtaining certification and legal immigration remedies for adult human trafficking victims is a lengthy and problematic process.**

Finding 1: A culturally competent, victim-centered approach is needed to facilitate victim cooperation with investigation and prosecution and to minimize retraumatization.

Direct service providers offered broad commentary on the need for holistic, culturally competent, victim-centered approaches in working with human trafficking victims. Multiple interviews, interview methods, and limiting victims' control and sense of empowerment during investigations place victims at great risk of retraumatization. Participants also reported concern that investigators may not be prepared for the length of time victims may need to fully tell their story, given the trauma they have experienced.

[The most difficult challenge is] finding out what is a priority for that victim. Very often that is in direct opposition to being considered a HT victim. In other words, if I am a HT victim and I am making more money and living better than I ever have lived in my life, and it may be that my goal isn't to stay here and to stay a part of [a community organization program] and live outside of what it is I have been doing to generate money and to stay here. My goal once I have been identified or caught might be to return to where I was before I was identified. The true challenge is really more what's in the hearts and minds of those that have been identified. (Federal victim specialist)

During the prosecution of cases, expectations placed on victims for reasonable cooperation may be problematic. Victims may be required to be present for court dates that are ultimately delayed and rescheduled multiple times. For those who have secured employment following rescue, missing work may put their job at risk. Victims may also be asked to remain in the state for years to remain accessible for testimony in ongoing cases. This may limit their ability to move on to safer, healthier communities.

Direct service providers reported that in 60% of cases, the government decided not to prosecute the offenders and in 20% of cases, the victim decided not to cooperate with the investigation or prosecution. In 20% of cases, decisions regarding prosecution were unknown.

Regarding reasons why a case did not go to trial, respondents cited victims' fear of retaliation, victims' fear of being deported, and the decision by law enforcement not to investigate the case.

In one case, a trafficker was found to be mentally incompetent and was not prosecuted.

Recommendation:

- Explore avenues to reduce potential retraumatization from multiple interviews by several agencies.

Finding 2: Obtaining certification and legal immigration remedies for adult human trafficking victims is a lengthy and problematic process.

Legal immigration remedies, such as certification as a victim of human trafficking, continued presence, and the T visa, are closely linked to victims' cooperation in the investigation and prosecution of human trafficking cases. Without these remedies, victims are not able to stay in the United States legally and are not eligible for financial assistance and public benefits.

Respondents reported a wide range of experience regarding their clients' receipt of both continued presence and T visas. Some respondents had no clients receiving these immigration remedies, while other respondents had all clients receiving them. Several respondents were not aware whether or not their clients had received continued presence status.

Participants reported frustration that immigration remedies are dependent on victims' cooperation with law enforcement and that "benefits are contingent on the federal government confirming that a person is a trafficking victim." Grant funding to provide services for victims is

They need to be able to have some sort of secured status from the very beginning. They should not have to wait until a case is over in order to get a law enforcement certification. If advocates could request continued presence, that might be better because they could go into a situation with some sort of status and security. (Direct service provider)

available for those certified as having cooperating with law enforcement and are working toward a T visa. However, some service providers work with victims for many months during an investigation, and law enforcement ultimately determines that the case does not meet the

elements of human trafficking. Some participants recommended that cooperation with investigation and prosecution should not be a requirement for certification or that certification should be automatically granted or mandated during the investigation phase.

Another recurring theme among participants is that law enforcement is often not willing to investigate cases or to pursue prosecution. Likewise, participants report that law enforcement is sometimes hesitant to sign certification or continued presence. As a result, victims may be deported or ineligible for services that require certification. Participants widely recommend that funding and eligibility for services be opened up at the pre-certification phase and that additional entities, such as legal advocates or social service providers, become authorized to apply for certification on behalf of victims.

When law enforcement identifies adult victims and investigates the case, lengthy delays in receiving certification, continued presence, and T visas still may exist. According to reports, victims received certification in four months on average. For others, the wait ranged from one week to one year. Receipt of T visas ranged from four months to more than four years, with an average of one year. These delays may result in victims not receiving needed services. Other challenges identified with regard to T visas include the limited number of visas available annually and the absence of federal regulations for adjustment of status after expiration of the T visa.

Recommendations:

- Consider mandating certification during investigation of human trafficking cases.
- Explore avenues to make the certification process shorter.
- Expand authority for victim certification to include legal advocates and state or local officials.
- Further address challenges of obtaining continued presence and certifications by law enforcement for human trafficking victims in a timely manner.

These additional recommendations are solely under federal jurisdiction:

- Increase the number of T visas available each year.
- Explore avenues to provide temporary protection from deportation until a person's status as a human trafficking victim can be verified.
- Develop federal regulations for the adjustment of status after expiration of the T visa.
- Consider modifying the requirement for victims to cooperate with law enforcement in order to obtain certification.
- Consider removing the requirement for certification in determining eligibility for benefits.

C. International Victims of Human Trafficking Need an Array of Services

Direct service providers agree that an array of culturally and linguistically appropriate services is critical in human trafficking cases. Not only are these services needed to facilitate victims' cooperation with an investigation or prosecution, but more importantly they are necessary for the physical and emotional well-being of those that have suffered at the hands of traffickers.

Direct service providers reported using a variety of funding sources to meet the needs of victims. Primary sources of funding are grants from the Office for Victims of Crime (OVC) within the U.S. Department of Justice for services to pre-certified victims, and the Office of Refugee Resettlement (ORR) within the U.S. Department of Health and Human Services, which provides funding through the U.S. Council on Catholic Bishops for services to post-certified victims. Services also were provided using refugee social services, refugee cash and medical assistance, the unaccompanied refugee minors program, the refugee education impact grant, and refugee discretionary grants through HHSC and ORR.

State agencies including the Office of the Attorney General Crime Victim Services Division, the Governor's Criminal Justice Division, and the Department of State Health Services also made funding available. Non-profit organizations, such as the Texas Equal Access to Justice Foundation, also provided support through its Crime Victims Civil Legal Services fund. Finally, victims are referred to services funded or provided by city governments, community nonprofit organizations, institutions of higher education, and counselors in private practice.

Finding: Challenges related to gaps in services and inadequate funding relate to the following categories:

- Language and cultural barriers
- Housing
- Medical care
- Mental health services
- Transportation
- Children of victims
- Lack of awareness of human trafficking
- Anti-immigrant sentiment
- Time constraints
- Referrals to other organizations
- Lack of empathy for victims

Language and cultural barriers

Accessibility to community services is largely influenced by language and culture. Culturally and linguistically competent agencies and staff are better able to meet the needs of their clients. Charts 6 and 7 depict the extent that respondents found language to be a barrier to the provision of services in contrast to the ability to get services for victims from outside the organization.

Regarding providing services within their own agencies, more than half of respondents answered that language was either not a barrier or was very little of a barrier. In contrast, almost twice as many respondents indicated that language was frequently a barrier to getting services for their clients from other agencies.

Chart 6

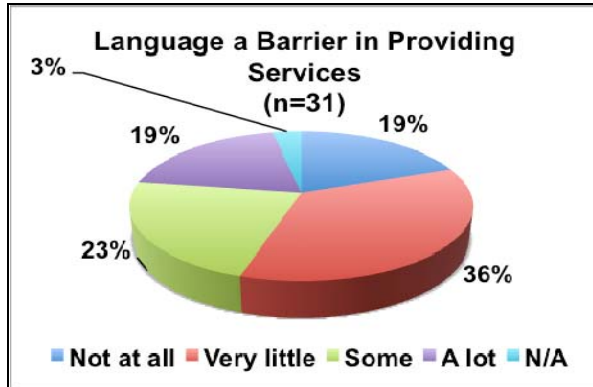
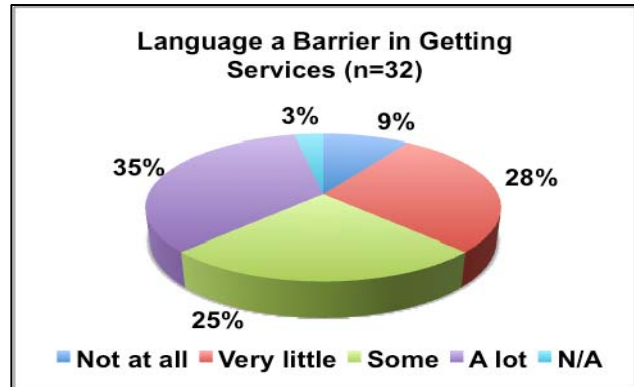


Chart 7



Spanish interpreters and Spanish-speaking service providers are widely available. However, participants described difficulty obtaining appropriate interpretation and translation services for other languages.

Survey participants indicated that cultural differences among victims were barriers in both providing services and accessing services from community agencies.

Chart 8

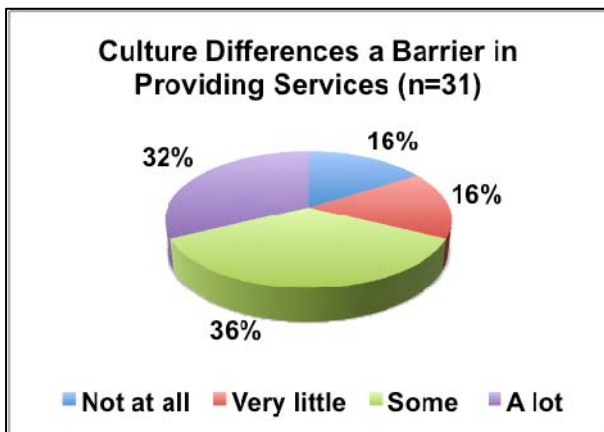
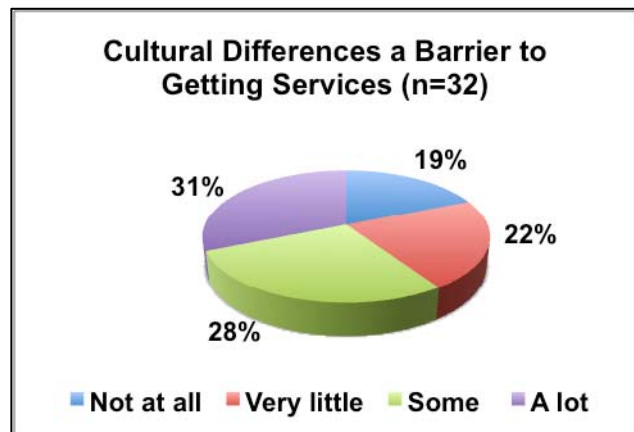


Chart 9



Housing

Safe housing was widely reported as a critical need for human trafficking victims. Affordable options for immediate and long-term shelter are limited. In particular, participants reported challenges locating housing for male victims. Many participants also described difficulties reaching potential victims and keeping track of identified victims. It may be difficult to locate victims for services and follow-up, as victims may move for safety reasons.

Medical care

Medical care for immediate needs and chronic conditions is a struggle for those providing services to international human trafficking victims. Immediate health assessments are challenging to provide if victims are rescued at night or on a weekend or holiday. Direct service providers also report challenges in securing medical attention for victims who have not been certified as human trafficking victims by law enforcement. Without the funding associated with certification, victims are left with limited options for medical care. Those working in the medical system, both in providing clinical services and in processing Medicaid applications, have limited awareness of human trafficking. Furthermore, victims whose only option for healthcare is the emergency room stretch an overextended system, incurring high bills and generally receiving services that do not meet their cultural, linguistic, and situational needs. Because emergency rooms are designed for urgent care, they also carry the potential of retraumatizing human trafficking victims.

Mental health services

Direct service providers report challenges in meeting the emotional and mental health needs of victims. Appropriate and immediate mental health care is often unavailable. Particular attention to acute trauma symptoms, fears for safety, depression, substance abuse, and the potential for revictimization is necessary to provide services to human trafficking victims. Furthermore, access to culturally and linguistically appropriate counseling and therapy and the availability of long-term mental health care are limited.

Transportation

Transportation barriers were reported by direct service providers. During the initial stages after rescue, victims have multiple appointments with a variety of service providers and may not be familiar with the surroundings or with public transportation. Furthermore, victims may be isolated from public transportation for security reasons.

Children of victims

The distance from, and the fear for, the safety of their children play a large role in victims' cooperation and emotional well-being. While avenues exist to reunite victims with their children by bringing their children to the United States, this process is difficult and slow. Once their children arrive, child care was described as a barrier to serving victims trying to become self-sufficient. One participant recommended developing in-home child care options for victims whose children are eventually brought to the United States.

Lack of awareness of human trafficking

Direct service providers reported that the lack of awareness of human trafficking and related resources available to victims is a challenge in coordinating services. Not only do service providers struggle to understand how to best serve victims, but also widespread confusion exists regarding which services victims are eligible for based on the human trafficking certification process and the victims' immigration status. Likewise, participants report limited understanding of laws for this population regarding their safety.

In addition to lack of awareness among service providers, participants reported victims' lack of awareness as a challenge in coordinating services. Victims may have little knowledge of investigative procedures, legal proceedings, and resources available to them, and thus require considerable case management services to meet their needs.

Anti-immigrant sentiment

Direct service providers reported encountering hostility toward immigrants among law enforcement personnel and in the community at large. Recent political discussion on immigration policy also may contribute to internal agency conflict and hesitation toward getting involved in what are perceived as immigration issues.

Time constraints

Many of the services needed by human trafficking victims, such as mental health care, ESL training, and employment preparation, are more effective when provided over several months. Direct service providers report frustration with the time limits on funding for services to human trafficking victims. While refugee social services are available for five years following certification, participants report the need for funding of longer-term services. (Refugee cash assistance and refugee medical assistance are available for eight months following certification.)

Referrals to other organizations

While NGOs accustomed to providing services to human trafficking victims may have developed strategies to address cultural and linguistic challenges, those organizations that victims may be referred to for further services are often unfamiliar with human trafficking or are unprepared to provide culturally competent services. Another challenge in referring victims to outside organizations lies in confidentiality and security. NGOs may need to stress the urgency of victims' needs while protecting their identities and safety.

Lack of empathy for victims

In coordinating services for victims, participants struggle with differing approaches to and perceptions of victimization. While some individuals and agencies working in human trafficking attempt to empower clients as opposed to making decisions for them, participants reported other professionals' tendency to exclude the victims' input in making important decisions. In addition, one participant reported encountering "bigoted, male stereotypes [that] victims [are] 'asking for' this victimization."

Recommendations:

- Establish a statewide interagency task force on human trafficking to assess the current capacity of state agencies and regional victim service networks.
- Create a work group to explore eligibility for victim services among domestic and international victims.
- Develop and disseminate a state handbook for victim service providers, modifying an existing flowchart developed for federal services.

- Expand training opportunities related to detecting trauma experienced by human trafficking victims, especially for forensic nurses and psychologists.
- Increase training modules for law enforcement officers on trauma and how it affects memory.

While funding is reportedly available from a variety of sources, participants report insufficient funding for specific services. Recommendations related to funding needs include:

- Fund a full range of services beyond basic needs.
- Fund services to victims who are not certified by law enforcement.
- Increase funding for long-term case management needs of post-certification victims.
- Increase funding for additional NGO staff positions.
- Increase funding for professional development training within NGOs.

This recommendation entails changes at the federal level:

- Explore the possibility of expanding HHSC-funded refugee health screening clinic services through DSHS to include all victims of human trafficking. Refugee health screening clinics offer an existing resource that is ideally situated to cover this complex community. These clinics would require separate and additional funding and resources to accommodate the influx of potential human trafficking victims, since federal refugee funding is restricted to the populations covered under the Code of Federal Regulations, Title 45, Section 401.

D. Providing Services to Domestic Victims of Human Trafficking Presents Challenges

Human trafficking affects both foreign-born individuals and U.S. citizens. Traditionally, the focus of funding and training has been on international victims. Hence, discussions of the needs of domestic victims are increasingly critical.

Finding: Awareness, funding, and service coordination do not adequately meet the needs of domestic victims of human trafficking.

Direct service providers report challenges in locating appropriate services for domestic victims of trafficking, in particular, minor domestic victims. Moreover, existing funding for services to human trafficking victims does not include domestic victims. Direct service providers are not equipped to handle the special needs of these victims in terms of shelter and expertise. Shelters are not necessarily secure facilities, leaving victims vulnerable to their traffickers. While many domestic victims are reported to have chronic runaway histories, not all domestic victims are runaways. One participant described difficulties providing services to minor victims who still live with their parents and reported that shelters require victims to be placed without parents, which separates victims from their basic family support when they need it the most. In addition, providers working with human trafficking report little involvement or commitment from Child Protective Services in working with domestic trafficking victims.

Recommendations:

- Increase social service funding mechanisms available to domestic victims.
- Consider developing a system of assistance for domestic victims to parallel the system of services currently made available to international victims through certification.
- Increase dialogue and collaboration between HHSC and DFPS to explore ways to improve services to minor domestic victims of trafficking, including providing training on human trafficking to child welfare case workers and investigators.
- Explore roles that children’s advocacy centers and other existing services may play in accommodating domestic human trafficking victims.
- Explore efforts to decriminalize prostitution among domestic minor trafficking victims. (There is discussion about the viability of this recommendation and the possible alternative of affirmative defense as a more suitable option for victims and the state.)
- Explore safety nets available to domestic victims of trafficking and effective service delivery strategies.

E. Opportunities Exist for Improved Evaluation of Direct Service Programs

Evaluative efforts of those serving human trafficking victims mirror those of other social service sectors in that program evaluation represents an area of great need, focus, and possibility.

Finding: Many direct service providers do not evaluate the programs or services provided to victims of human trafficking.

Over half (64.5%) of direct service providers reported that they do not track the success of their program or clients. Almost one-third (29%) do track client success. Most agencies that track the progress of victims who have received services do so with follow-up telephone calls and in-person visits. However, respondents do not use a standard definition of “success.” Direct service providers have determined success by whether work authorization and legal immigration status were obtained, financial self-sufficiency, achievement of client-defined goals, independent living, feeling safe, emotional well-being, development of social support

There needs to be a massive effort to get [victims] trained into finding another career and not be pushed to get the first job they can find. (Direct service provider)

group, and not being revictimized by the trafficking situation. Some respondents’ criteria for success were concise (“client is still employed after 90 days”), while others were more complex and broadly defined (“improvement from point of entry, emotionally, academically, physically, and spiritually both for victim and her children”). All but one of the respondents that tracked success reported that over half the victims of human trafficking served by their agency were “successful,” and half of all those responding to this question reported that all victims were “successful.”

Finally, direct service providers highlighted the need to address the underlying problems and conditions that lead to human trafficking, in essence exploring prevention methods.

While participants did not specify recommendations with regard to improving research and program evaluation (often because it’s simply difficult to meet direct service needs), the authors of this report have identified the following recommendations:

- Explore information sharing avenues among direct service providers in Texas and across the United States to assist with development of evaluation methodologies.
- Develop a broad-based research agenda regarding victims’ longer term well-being, including the identification of methods of conducting follow-up with clients beyond the criminal justice process.
- Develop a research agenda regarding conditions that facilitate trafficking as an industry, including the demand or market for trafficked persons.

F. Collaboration Between NGOs and Law Enforcement is Critical

Human trafficking work brings together professionals from various disciplines, most notably from law enforcement and social and human services. These two groups have not traditionally worked together in a trusting, collaborative manner.

Finding: Improvements have been made in collaborative relationships between NGOs and law enforcement agencies working on human trafficking, yet improved communication is needed.

Of the participating direct service participants, 59.5% work with federal agencies that fund services for victims of human trafficking, and 35.1% do not. (The remaining 5.4% were unsure.) A majority of responses highlighted the positive aspects of collaborations between NGOs and law enforcement. Clear direction and leadership, well-defined roles and limitations of member agencies, and regular and open communication were noted as key aspects of collaborative relationships.

Participants also reported the following challenges to maintaining these relationships:

- Limited financial and human resources to devote to human trafficking
- Low priority for human trafficking within some law enforcement agencies
- Frequent turnover among NGOs and law enforcement agencies
- Differing perspectives on human trafficking, including “victims” versus “suspects”

Table 6 presents the frequency that direct service providers indicated agency and agency-type as their sources for referrals. Community organizations serving immigrant and refugee populations served as the greatest source of referrals, followed by local and federal law enforcement agencies.

Table 6. Sources of Referral (n=30)

Community organizations serving refugees/immigrants	20
Local Police	6
FBI	5
Immigration and Customs Enforcement (ICE)	4
Legal Services Program	3
Domestic Violence/Sexual Assault Agency	2
School Staff	1
CPS	1

Interestingly, some participants reported communication among agencies working with victims as a strength while others reported it as a struggle. This is clearly an aspect of the collaborative effort that has seen great progress, yet leaves room for improvement.

The variety of agencies, both NGO and law enforcement, involved with human trafficking also represent differing geographic areas. A human trafficking case may cross county lines or other jurisdictional boundaries, which may interrupt an agency's ability to provide services or otherwise collaborate effectively. Likewise, cases identified in smaller or rural counties with fewer resources dedicated to human trafficking are challenging.

Recommendations:

- Continue joint training opportunities of law enforcement and NGOs.
- Continue and increase dialogue among federally funded task forces and victim services.

G. State and Federal Laws Affect Victims and Direct Service Provision

While direct service providers are not tasked with the enforcement of human trafficking laws or prosecution of traffickers, participants offered feedback on how state and federal laws affect victims and service delivery.

- 1. Challenges related to minor victims and funding for victim services persist in the state statute.**
- 2. Legal representation, juvenile traffickers, and the need for long-term services are not adequately addressed in federal law.**

Finding 1: Challenges related to minor victims and funding for victim services persist in the state statute.

In response to questions about challenges posed by federal and state laws, direct service providers noted the state statute's failure to address funding and prosecution of cases involving minor victims.

- Victim services are a crucial part of the investigation and prosecution stages of human trafficking cases, yet no state funding currently exists specifically for human trafficking victim services.
- The state statute on human trafficking is not widely used in prosecuting trafficking cases.
- Participants expressed concern that the state statute does not separate juveniles and adults, requiring proof of force, fraud, or coercion in cases involving minor victims.

Recommendations:

- Create special programs at the state level for trafficking victims in Texas who do not qualify for federal benefits, but who are assisting state or local law enforcement.
- Increase penalties for compelling prostitution, and change the offense of compelling prostitution from a second- to first-degree felony.
- Raise the age of consent from under 17 to under 18 to align with the federal statute.
- Explore other states' (NY) policies of allowing self-petitioning for foreign-born minors.
- Broaden compelling prostitution statutes to include sexual performance and erotic dancing.
- Appoint a special state prosecutor for human trafficking.

Finding 2: Legal representation, juvenile traffickers, and the need for long-term services are not adequately addressed in federal law.

Participants provided fewer comments on challenges posed by federal law. Those issues raised by direct service providers included:

- Victims of trafficking are in need of legal representation, and no federal funding exists for this purpose.
- Cases involving juvenile traffickers are surfacing, and under federal law there is no avenue to prosecute them.
- Victims' needs persist for many months or years, and the federally funded services and benefits do not adequately meet the duration of need.

Recommendations:

- Explore opportunities to help victims of trafficking receive legal counsel.
- Increase the period of time that benefits and victim services are available. This would entail changes at the federal level.

H. Continued and Expanded Training and Outreach are Needed

Direct service provider participants have been involved in planning and attending multiple conferences and workshops on human trafficking in the past five years. Participants continue to express interest in increasing their own and others' knowledge on the topic.

Finding: Direct service providers are interested in receiving further training on human trafficking and in making training more widely available to law enforcement and others who may come into contact with victims.

All participants are at least somewhat interested in attending further training in human trafficking, with 61.1% stating they are very interested. In addition to reporting the need for further training for themselves and other direct service providers, participants highlighted the need for further training of law enforcement officers, local prosecutors, and others who may come into contact with human trafficking victims. Given the turnover among law enforcement agencies and NGOs, the need for regular training is ongoing. In addition, participants reported that a general lack of awareness among the broader community, and those not involved in human trafficking, hinders the identification of and assistance to victims.

Recommendations:

- Identify and provide educational training to those additional audiences that may encounter victims of human trafficking, including indicators of human trafficking and guidelines on how to respond. Target audiences include, for example, border patrol agents, housing inspectors, food service industry inspectors, 911 operators, Child Protective Services, and the Texas Alcohol and Beverage Commission.
- Increase training for prosecutors.
- Consider mandating training for all law enforcement officers in Texas.
- Develop training modules specific to working with minor victims of human trafficking.
- Develop core group of human trafficking specialists and create training curriculum designed to teach a complete set of skills needed to work with human trafficking victims.
- Develop resources to assist NGOs with staff development training for working with human trafficking victims.
- Develop mechanisms to improve outreach to the broader community, increasing awareness about international and domestic human trafficking.
- Consider mandatory posting of information about human trafficking in hotels, massage parlors, spas, and other industries where trafficking victims might be employed.

FINDINGS: STATE AGENCY POLICYMAKERS

Background on Roles of State Agencies

The three state agencies most involved in responding to the needs of human trafficking victims are HHSC, DSHS, and DFPS. HHSC has traditionally held the primary role, given the inclusion of human trafficking victims in refugee services already coordinated through HHSC's Office of Immigrant and Refugee Affairs (OIRA). These services include refugee social services, refugee cash assistance, refugee medical assistance, and public benefits (Medicaid, TANF, and food stamps). HHSC's focus on the issue of human trafficking began in 2000 with the passage of the original TVPA.

In addition to HHSC, DSHS has been keenly aware of the needs of human trafficking victims. The local refugee health screening clinics, overseen by DSHS, provide post-certification health screening to victims of trafficking in the five geographic areas that receive OVC and BJA funding for victim services and Task Force operations. Since these clinics offer culturally and linguistically appropriate services in a warm and welcoming environment, they are often looked to as models for pre-certification services as well. These clinics also offer expertise in symptoms and conditions experienced among immigrant populations, and streamlined coordination with other local clinics as needed, including those that respond to tuberculosis, STDs, and HIV.

With the increased focus on international and domestic minor victims of human trafficking, DFPS has a potentially increasing role to play in addressing the needs of children who have been abused or neglected. Traditionally, DFPS has not played a significant role in this area, although domestic victims are sometimes referred to DFPS. Despite commonly held beliefs to the contrary, DFPS does have the ability to respond to abuse and neglect regardless of the immigration status of a child. The degree to which DFPS is already responding to trafficking, however, is largely unknown. First, the CPS data system does not identify children as refugees or as victims of human trafficking. More important, a lack of awareness and training exists among those in positions to encounter human trafficking victims. Furthermore, while DFPS has protocols for working with children who have been sexually abused, current systems may not be able to adequately identify and serve those who have been commercially sexually exploited. Minor victims of trafficking require specialized services, and therefore, DFPS will need to consider how to best meet the specific needs of these children.

Given the complexity of human trafficking cases, the diversity of immediate and long-term needs among trafficking victims, and limited resources across the network of services, ongoing communication and collaboration among appropriate state agencies is crucial. Dialogue among HHSC, DSHS, and DFPS exists, and efforts have been made to develop standards and protocols to address human trafficking victims. However, given the perceived low numbers of identified human trafficking victims in Texas and the multiple responsibilities held by each agency, human trafficking has not received the attention, support, and resources needed for improved service coordination.

Findings

Thirty-four (n=34) state agency personnel participated in the study, providing insight and recommendations concerning policies on human trafficking, agency interaction with victims of human trafficking, and training needs.

Finding: State agencies with direct or indirect involvement with human trafficking present opportunities for increased awareness of agency policies related to human trafficking and agency roles in collaborative efforts to serve victims.

State agency policies on human trafficking

When asked whether their state agencies have a policy about human trafficking, most respondents were not sure (69%). Five out of nine who reported that the agency had a policy on trafficking provided the language for those policies, each within HHSC.

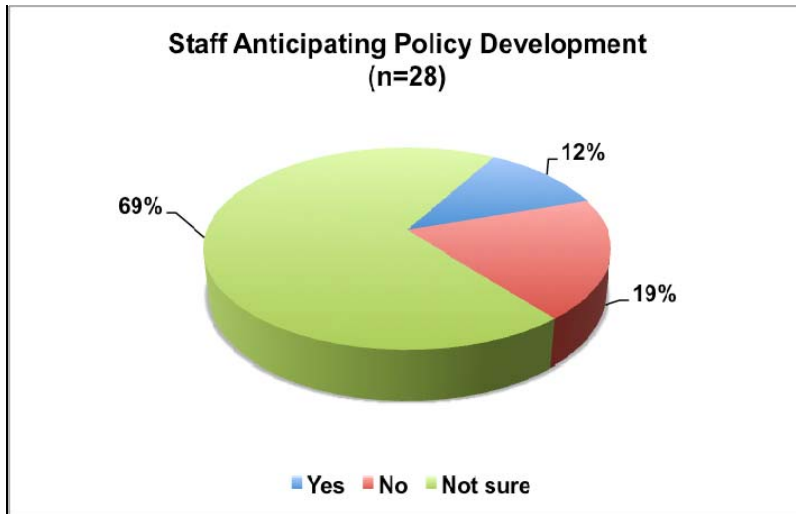
Chart 10



In response to a question about recommendations for changes in human trafficking policy, three policy practitioners responded that no changes were needed, and one recommended that the policy be better publicized.

Of those that were not sure about whether their agency had a policy, a majority also was not sure whether policy would be developed in the future.

Chart 11

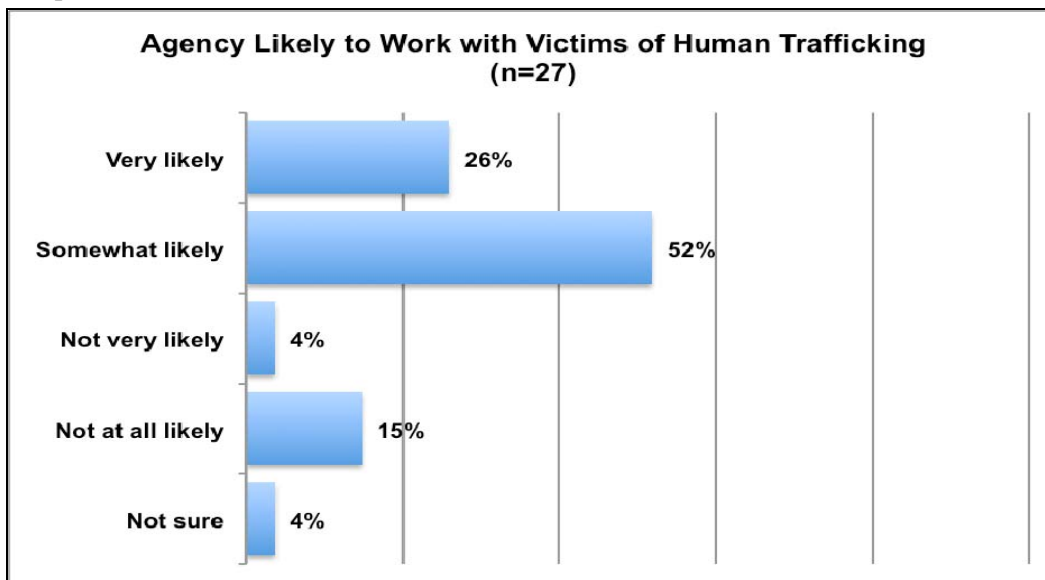


Agency interaction with victims of human trafficking

Of the respondents stating that their agencies have a policy in place, few specified the number of human trafficking victims who have been served by their agency. Others said that more than 10 victims received services. Similarly, of the respondents stating that their agencies did not have policies in place, only one said human trafficking victims have been identified by staff. Fourteen respondents did not answer either question.

While respondents were largely not sure about existing policies or future policy development, more than three-quarters indicated that it was very likely or somewhat likely that agency staff members would work with human trafficking victims.

Graph 1



Training needs

Policy participants varied in their awareness of existing training available to state agency personnel. Of those that had a policy on human trafficking (n=9), two did not know if personnel were trained on that policy. Policy participants offered several recommendations on the training needs for agency personnel. The frequency of training recommendations reported by respondents is shown in Table 7.

Table 7. State Agency Training Needs

Identification, awareness, and sensitivity	10
Benefit eligibility/available resources and services	4
Laws and policy	2
Procedure and protocol	2
None	2
Not sure	2

Respondents also cited the following agency personnel who would most likely come into contact with victims of human trafficking: eligibility staff, refugee program staff, caseworkers, call center and hotline staff, Texas Works advisors, and protective and regulatory services staff. The table below pertains to the frequency with which respondents listed the respective personnel.

Table 8. State Agency Staff Likely to Interact with Victims

Eligibility	10
Refugee program	8
Caseworkers	6
Call center and hotline	4
Texas Works advisors	3
Protective and regulatory services	3

Recommendations:

Given the small number of surveys completed by state agency personnel and the limited degree of awareness indicated by survey responses, further inquiry is needed. In particular, the following recommendations may be considered:

- Explore appropriate roles that state health and human services agencies can play in the delivery of services to victims of human trafficking, including protocols for the various potential scenarios (adult or child victim, unaccompanied or accompanied, international or domestic).
- Explore mechanisms needed to begin addressing the social and medical needs of domestic victims, including documentation of services and protocols already in place and gaps in services.
- Increase awareness among targeted state agency staff regarding policy affecting victims of human trafficking and available services, particularly, CPS investigative and hotline staff and the network of Medicaid managed care providers.
- Explore needs and services available to children who have been commercially sexually exploited.
- Explore the use of existing models of medical care - such as refugee health screening clinics or Medicaid's Early and Periodic Screening, Diagnosis, and Treatment for use with human trafficking victims.

FINDINGS: LAW ENFORCEMENT TASK FORCES

Forty-five (n=45) Task Force members participated in this portion of the study. Geographic areas funded by BJA to conduct law enforcement task forces on human trafficking were Austin, Dallas/Fort Worth, El Paso, Houston, and San Antonio. Data gathered from this group of respondents are organized into five sections, based on thematic organization of findings. These sections include:

- A. Federal and State Statutes Provide Options and Challenges
- B. Dynamics of Human Trafficking and the Law Impact Social Services Delivery
- C. Law Enforcement Needs More Tools to Investigate Human Trafficking
- D. Laws and Social Services Do Not Adequately Meet the Needs of Domestic Victims of Human Trafficking
- E. Organizational and Operational Factors Vary by Region
- F. Education and Training are Needed to Take Full Advantage of Human Trafficking Laws and Services

A. Federal and State Statutes Provide Options and Challenges

Prosecuting human trafficking cases at the federal or state level is an extremely complex and dynamic process. The statutes applicable in prosecuting the multiple crimes committed by human traffickers are numerous, and yet awareness of the issue and how to approach it remains new and limited. Findings related to human trafficking laws pertain to Task Force members' experience with both the federal and state statutes.

Human trafficking never stands alone. You always have prostitution, illegal documents. We made a couple of cases off of that. And then, imprisonment or unlawful restraint, things like that. Those are easier to prove than human trafficking. (Local investigator)

1. **Crimes involving human trafficking are being prosecuted under a variety of statutes.**
2. **Decisions about whether to go forward with a prosecution, including which statutes to use, are complex.**
3. **The federal statute is most often used in prosecuting human trafficking offenses.**
4. **The state statute is not yet widely used due to gaps in knowledge about its existence and elements.**

Finding 1: Crimes involving human trafficking are being prosecuted under a variety of statutes.

While respondents reported few instances of prosecutions under the state and federal human trafficking statutes, there was general agreement that those involved in human trafficking crimes are often ultimately prosecuted under other federal or state statutes, such as hostage-taking or the Mann Act.

Furthermore, the number of trafficking victims reported to be served by Task Force members is only a small portion of those affected by the crime. Not only is there the sense that a large number of crimes go unidentified, but also - even among those operations uncovered by law enforcement - only a portion of the victims involved are ultimately identified. Even fewer victims participate in the investigation and prosecution and go on to receive victim services.

With regard to the resolution of trafficking cases, interviews revealed a recurring theme of the case not going to trial. Instead, defendants plead guilty. This is considered preferable for and less arduous on victim witnesses, while still incurring strong penalties for traffickers.

Finding 2: Decisions about whether to go forward with a prosecution, including which statutes to use, are complex.

Data show general consensus that the decisions about which statute to use - state or federal, human trafficking vs. forced prostitution or hostage-taking - are based on the strength of the

Sometimes I feel like we have to give the case on a silver platter, whether it be to the U.S. Attorney's Office or to the state, whichever way we decide to prosecute. But our burden of proof may be different than the U.S. Attorney's requested burden of proof. It is our job to present the elements, and sometimes we feel like we do that and that's not enough and we need to go back and get more. By that time, the case is gone, the victim is gone, or the suspect is gone. They are tough cases to work, because the victims are not cooperative, for the most part, at first. So, again, if you don't take the time to do the case right, it is almost not worth doing. You're doing a disservice to the case. (Local investigator)

evidence available, including the victim witnesses. Some respondents described the need to strike a balance, with an overarching factor being which charge will incur the greatest penalty for the defendants. Nonetheless, there is considerable discussion, confusion, and tension about what is and what is not an appropriate case for

prosecution using human trafficking statutes. One respondent described the thresholds that define a human trafficking victim to be highest at the federal level, less so at the local level, and lowest among nongovernmental organizations.

The relatively small number of cases prosecuted as human trafficking affects the morale and motivation of investigators, particularly those at the local level, who report finding it difficult to sustain enthusiasm and

commitment to these cases, given the perceived frequency of cases being declined by prosecutors. For some local law enforcement investigators, preparing cases for federal prosecution is a new, and

A lot of the federal agencies still don't really grasp the concept between smuggling and trafficking. And here [in our border city], because we see so much smuggling, they just write it off as smuggling. We're finding that law enforcement is so busy trying to keep a handle on what they call alien smuggling, what I prefer to call undocumented immigrants, that they're not looking for the trafficking. (State victim services professional)

sometimes frustrating, territory.

Furthermore, inconsistencies in distinguishing between smuggling and human trafficking persist. The lens used to assess for trafficking may be further clouded in areas experiencing large-scale smuggling. For

At the point that they make contact with a potential victim, they may just be a smuggling case. They're in transit; usually they're in transit to another location. Being so close to the border, wages being so low in this area, and because there is not necessarily a shortage in labor, this may not be their final destination. They may be on their way somewhere else. (Federal investigator)

example, a border city may generally be seen as a transit city, as opposed to a destination city, and some respondents reported no human trafficking in the area, only smuggling. This belief leads to difficulty identifying these crimes and less interest in

proactively investigating and prosecuting the cases. Other participants view this perspective as a denial that human trafficking exists in border cities and an injustice to victims that need assistance.

Interviews also revealed differences in viewing U.S. citizens as potential victims of trafficking. There is a widespread sense that both the state and federal statutes, in addition to available victim services, are geared toward international victims.

Recommendations:

- Increase opportunities for open discussion and collaboration between local and federal prosecutors.
- Explore the possibility of dual appointments - for example, district attorneys deputized as special assistant U.S. Attorneys.

Finding 3: The federal statute is most often used in prosecuting human trafficking offenses.

Participants widely agree that the federal statute is sufficient for the purposes of federal prosecution. Furthermore, federal prosecutors have more experience prosecuting cases, given that the federal law has existed longer. Also, more resources exist for federal investigations, more federal penal statutes can be used, and additional entities, such as the Department of Labor, Internal Revenue Service, and Social Security Administration can be engaged. Some human trafficking rings are nationally networked so federal prosecution is more appropriate.

Nonetheless, participants cited a few remaining challenges at the federal level. For example, investigators are beginning to see juvenile offenders in domestic sex trafficking cases. However, federal prosecution of juveniles is problematic given the lack of federal prisons to house juveniles, and one participant reported that the federal law does not fully recognize victims that are U.S. citizens, since funding for victim services is focused on international victims.

Additionally, some investigators have been told by federal prosecutors that they need more than one victim in order to make a federal case, which clearly hinders the prosecution of domestic servitude and other crimes involving single victims. However, single victim cases have been pursued at the federal level.

Finally, participants noted the unique challenges and strengths of each region in addressing human trafficking. Top-down standardization instituted by the federal government limits creativity and flexibility.

Recommendations:

- Explore and improve tools for the prosecution of juvenile traffickers.
- Clarify feasibility of federal prosecution of cases involving single victims.
- Maintain regional flexibility and creativity in addressing human trafficking by requiring limited standardization across the country.
- Increase penalties of smuggling and illegal entry.

Finding 4: The state statute is not yet widely used due to gaps in knowledge about its existence and elements.

Participants report that given the newness of the state statute, there is limited case law and experience in making state cases of human trafficking. Participants who have filed cases using the original and amended state human trafficking law are still waiting for some cases to go to trial. Thus, it is still untested in many areas of the state, and due to a longer history of experience using the federal statute and the federal resources dedicated to its use, federal prosecution remains the default in human trafficking cases. Some participants expressed frustration that the best cases are prosecuted federally, allowing the state statute limited chance for use.

When we do proceed in one of these cases, and at some point in time I'm sure we will, it needs to be a good case. The truth be known, the good cases are going to be handled federally. And so what the feds don't want, we'll look at and go from there. (Local prosecutor)

A significant challenge evident across the state is that there is limited awareness and use of the state statute. A majority of participants stated that they have not had enough experience with the state law or have too little knowledge about it to offer comment. The few who did offer comment had opposing responses, with some reporting that the amended law's broader definition makes prosecution easier to others saying the amended law renders it inadequate. An example of this dichotomy is the transportation element of the state statute: some said it is problematic, while others reported that the problem was corrected when the statute was amended in 2007.

Another area of concern involves judges' ability to make a finding of human trafficking, regardless of which statute is used to prosecute a defendant, and how subsequent services will be provided. Participants also noted that there is currently no mechanism with which to track these findings.

The way that the new version of the state law has been written, it actually makes it harder to do state cases. Before you really just had to worry about transportation, for the purposes of commercial sex or for labor, and transportation isn't the be-all of human trafficking, and we all know that, but adding in force, fraud, and coercion actually made it much harder for investigations to prove that human trafficking actually existed in that scenario.
(Local law enforcement program coordinator)

Another challenge that hinders the use of the state statute involves the element of force or coercion.

Participants agree that the requirement to prove force or coercion makes it more difficult to prosecute cases of human trafficking. Under the pre-2007 law, it was easier to show a trafficker had transported or harbored victims with the intent of employing them in sex trade.

Additionally, several participants reported that the state penalties were not sufficient, giving repeat offenders too quick a return to trafficking conduct.

A couple of strengths of the state statute were highlighted by participants.

First, local law enforcement is generally more accustomed to working with local district attorneys. Communication and collaboration between the two may be more open and consistent.

In addition, prosecution is generally quicker, providing resolution and closure for victims more quickly.

The coercion may be subtle and to draw that to the attention of the jury is sometimes difficult. In the past few years that I have tried cases related to this, we have had jurors on more than one occasion tell us that they believed absolutely nothing that the girl said, the victim, the child victim. And to overcome this, we had to show the collaboration of either hotel receipts or witnesses. So, when we can focus our efforts, and get our police officers to focus their efforts on corroborating the story, [it's] much easier to show that they were telling the truth about being trafficked in a hotel, or harbored in a hotel, because we can get the receipts. We can show that they've been transported because they were stopped in a car. But most of the time, when we talk about force or threats, the overt acts are things that happen between the trafficker and the victim. There may have been no one else present, no one we can find. (Local prosecutor)

Recommendations:

- Increase awareness and understanding of state law through increased outreach and training to state judges, local and federal prosecutors, and law enforcement officers at all levels of government.
- Expand the state statute to allow for prosecution of transporting a child for the purposes of sex trade.
- Remove the state law requirement to show force or coercion.
- Remove the state law requirement to show coercion of juvenile victims, mirroring the federal law as closely as possible.
- Explore barriers to prosecution of human trafficking cases under the state statute.
- Explore methods to accelerate the process of asset forfeiture by the state in an effort to more closely mirror the federal system.
- Clarify judges' roles in making findings of human trafficking and how to report those findings. This may involve the development and maintenance of a database of such findings, and a subsequent mandate to report to that database.
- Clarify the provision and funding of victim services for those involved in cases with a finding of human trafficking. Address the potential gap in services for those not certified as human trafficking victims.
- Seek input in developing legislation and amending state laws through consultation with a panel of selected local prosecutors.
- Increase penalties for human trafficking and the offense of compelling prostitution of a child.

We almost have to ask for some fairly broad legislation that gives us some flexibility because our adversary is continually adapting: reading the law, and modifying his offense and participation in the offense to attempt to either help this victim escape us or to avoid prosecution. So we are confounded by that at times. (Local prosecutor)

Honestly, being a local officer, we're more used to state laws, and we're more comfortable with filing state paperwork. Whereas going federally, we pretty much have to have a federal partner walk us through everything, because we can't write federal papers. We can't write federal search warrants. We can't write federal subpoenas for the records or anything like that, so we always have to use a federal partner. So it's a little bit harder to operate that way. (Local investigator)

B. Dynamics of Human Trafficking and the Law Impact Social Services Delivery

The social service needs of human trafficking victims are numerous and multifaceted. The processes by which human trafficking crimes are investigated and prosecuted add complexity to the delivery of services. Great improvement has been made in the development and delivery of appropriate services, yet gaps remain.

- 1. The process of securing immigration relief for victims is hampered by bureaucracy and long delays.**
- 2. Providing victim services and securing the cooperation of a victim in the investigation and prosecution of a human trafficking case are complicated by victims' multilayered fears and motivating factors.**
- 3. The lack of secure shelter options negatively affects the safety of victims and their availability to investigators and prosecutors.**
- 4. Prosecutors, investigators, and victim service providers face significant cultural and linguistic challenges in serving and working with victims of human trafficking.**
- 5. Human trafficking victims have a variety of financial, health, emotional, and social needs. Great improvement has been made in developing appropriate services to victim groups, yet gaps remain.**

Finding 1: The process of securing immigration relief for victims is hampered by bureaucracy and long delays.

The ability of investigators to access international victims often depends on immigration remedies. However, the processes of applying for and being granted continued presence, Employment Authorization Documents, and T visas entail long delays. One participant stated that victims are caught in limbo because of the political debate over immigration and resulting bottleneck in processing applications for immigration relief. This delay in receiving documentation and immigration relief hinders victims' ability to legally work and their motivation to continue cooperating with the investigation. It may even drive victims back to traffickers or create vulnerability to being trafficked again. Concern also exists that approved T visas are not shifting to Legal Permanent Residency after three years as intended. Finally, confusion exists about whether local and state law enforcement officers have the authority to certify human trafficking victims. Participants made a general recommendation concerning the long and tedious process of seeking immigration remedies for victims.

Recommendation:

- Investigate ways to streamline immigration remedies.

Finding 2: Providing victim services and securing the cooperation of a victim in the investigation and prosecution of a human trafficking case are complicated by victims' multilayered fears and motivating factors.

Traffickers use severe tactics to intimidate both international and domestic victims, including actual sexual and physical assault, threats of sexual and physical assault, and threats of retaliation to family members. Consequently, fear of the trafficker greatly impacts victims' willingness to come forward initially or to participate in the investigation of this crime.

My experience was merely that really they were here to be productive. If you [take] somebody that came here to be productive, and you stick them in some apartment, or some halfway house for several months at a time - if you're building a case for prosecution, you're going to lose a witness, because they're not going to want to sit around and be nonproductive for that period of time, even if they volunteered their time in exchange for the assistance they were getting. (Federal investigator)

A related challenge lies in cultural differences for international victims. Fear of law enforcement and governmental authorities is common among victims and may be fueled by actual experiences in their country of origin. Fear of immigration consequences is reinforced by traffickers who tell victims that they may be detained, deported, and/or tortured by law enforcement.

For international and domestic victims, the defendant's right to confront and cross-examine the witness may be an unfamiliar and frightening concept for victims fearful of the trafficker.

You get out of a bad situation, but your primary goal isn't to necessarily hang around and help out a prosecution, especially if there is even a hint of a threat or a danger. So you go wherever you were headed or hoping to go, or you disappear into the underground economy. Some stay, and stay available to us, because we put them in programs and they get services and are accessible to us and available to us. (Federal prosecutor)

A victim's readiness to cooperate in an investigation is also complicated by other factors. A victim often has higher motivation to return to work - even the trafficking situation - in order to continue earning money. Many victims have children and other family members to support. From the perspective of a victim, cooperation may mean putting their life on hold for

an indefinite period of time in order to assist in the prosecution of their trafficker, and this is not necessarily their goal. Embarrassment and shame about the work they were required to do can also hamper victims' motivation to cooperate.

You are dealing with countries where corruption is rampant, and the government is the bad guy. I had to break through that barrier personally, as the prosecutor, that the government really is here to help you. In one case, it took taking a 16-year-old girl shopping for her *quinceñera* and becoming a person to them, as opposed to a representative of the government. (Federal prosecutor)

Finally, the extent to which victims identify and align themselves with the trafficker may need consideration. Participants described this attachment, sometimes referred to as the Stockholm syndrome, as a great barrier to cooperation with the investigation and to receiving victim services. This scenario seems to be more common among domestic victims of sex

trafficking, and in particular, with minor victims. It is counterintuitive that victims would bond with their offenders, but for very complex reasons, it is not unlikely. However, this does not imply that victims enjoy the abuse or control of their traffickers. Seduction, coercion, and romance are often ways that traffickers control their victims.

All of these factors challenge the ability for investigators and service providers to build rapport with victims and create an environment of trust. Some recommendations to alleviate these fears include those related to specialized interviewing techniques, as traditional interviewing techniques may not be effective in securing cooperation of victim witnesses.

Recommendations:

- Use a victim-centered approach and view the victim as a whole person with complex strengths, motivations, and needs.
- Use empathy and minimize intimidation.
- Be prepared for multiple interviews before getting a victim's full and accurate story. Consider using different law enforcement investigators, and possibly an NGO partner or religious leader.
- Assess each case individually and remain as flexible as possible in who conducts the interview. Some victims prefer to talk to someone of the same gender, while others prefer the opposite gender. Some may feel more comfortable talking to someone different from their trafficker's gender or cultural origin.
- Explore the possibility of closed-circuit testimony so that a victim does not have to face the perpetrator in court.
- Explore possibilities for anonymous reports by victims not ready to talk directly to law enforcement.

The officers need to be trained more as social workers, if you will, on how to deal with these individuals. They're not going to tell you the truth the first time you interview them. They're going to lie, because they're afraid. They don't have any place to go. So we need to get the officers more sensitized to that and what questions to ask, so that they can identify these victims as trafficking victims. (Federal prosecutor)

- Determine early in an investigation if the victim has children, as this affects their fear of retaliation and motivation in cooperating.
- Provide phone cards to victims so they can contact family members and be reassured of their safety.

Regarding children, participants described challenges in gaining access to minor victims for interviews. One participant reported that a court order is needed to interview a child in custody, and this may cause a lengthy delay and affect a victim’s motivation to talk.

Recommendations:

- Use children’s advocacy centers (CAC) to interview minor victims after providing training on human trafficking and special needs of these victims.
- Explore authority to interview children who are victims of human trafficking and avenues to limit delays when possible.

Finding 3: The lack of secure shelter options negatively affects the safety of victims and their availability to investigators and prosecutors.

Victims of trafficking need safe, secure shelter options, beginning after the initial report to law enforcement and continuing through the investigative and post-prosecution phase.

I’m not just looking at the legal aspect, but at the person as a whole. That person has to be mentally capable, physically feel safe, feel that he or she is going to have something after this, and I mean not just the benefit, peace of mind. So that’s what I look at, the whole person, the whole. If we see this one needs extra glasses, then we go ahead [and get new glasses] so that person can be whole for the prosecution. (Local victim services professional)

While victims need to feel and be safe, investigators need cooperating victims to remain available for the investigation and prosecution of the case. Participants noted particular difficulties providing appropriate shelter during the initial period of time following a raid, in which victim and offender status is often still being determined. When victims are placed

in immigration detention facilities during this time, the conditions may not be suitable to the well-being of victims or to their willingness to cooperate in the investigation.

Furthermore, it is sometimes difficult to get children released from detention once their status as victims is confirmed. Participants report that at times, individuals are deported from detention facilities before investigators are able to determine who is a victim and who is not.

If shelter is not provided, investigators and prosecutors also report difficulty in maintaining contact with victims during prolonged cases, as they may move repeatedly. Participants also report a widespread lack of safe, secure shelters for minors, especially minor domestic victims. Regarding foreign-born children, participants report that the Unaccompanied Refugee Minor

(URM) program is not particularly set up for the special needs of trafficking victims. Victims may be included in traditional foster care and school-based programs. Children may also be at risk of revictimization, since they are moved from the only place and people they knew in the United States, to another city or state where there is a URM program.

Recommendations:

- Explore options for interim housing during the initial period of identifying victims in a case.
- Explore ways to keep track of victims.
- Create a safe house in Texas where investigators and prosecutors can have access to victims.
- Create a state equivalent to the federal ability to temporarily detain an undocumented immigrant, take their deposition, and then release them if they are not going to receive services as victims.
- Explore secure shelter options for domestic minors, including the ability to detain a child with a history of running away from foster care or children’s shelters.
- Explore the effectiveness and ineffectiveness of the juvenile detention strategy. This involves charging children with prostitution in order to detain them in juvenile detention, with no intention of prosecution, but rather to maintain the safety and accessibility of the victim and to provide much-needed therapeutic services.
- Consider the development of specialized facilities and programs to address the unique history of victimization and needs of these victims.
- Assess and address the specific needs of minor victims, including independent living and employment skills.

Domestic violence shelters are O.K., but they’re not secure, most of them. And runaway shelters are OK, same problem, they’re not secure. Anybody can come and go. So if your victim bolts and goes back on the street because they are scared of law enforcement or scared the trafficker is going to find them, or whatever their fear is, then how do you do that? That’s a big question that’s been left unanswered, and I don’t think there is a really good answer to it. And I think that needs to be strategized on a federal and a state level. A secure facility is not to keep people locked in and enslaved or whatever; it is to keep the bad people out while not infringing upon the victim’s right to freedom at the same time. I think that’s a big ethical concern. I think it’s a huge question that needs to be answered. (Local law enforcement program coordinator)

First thing I asked her - and it was in Spanish - I asked her if she was hungry, and she said, 'yes' and there was a McDonald's just half a block away. So I went down and bought her McDonald's and I thought, everybody in the world knows what McDonald's is. And she had never heard of it. She opened it up, she looked at it, smelled it, and she was kind of like, 'nah, never mind. And she didn't want the McDonald's. She thought it was too salty and stuff. And, I thought, wow, I thought everybody knew McDonald's and she had never heard about it. (Local investigator)

Finding 4: Prosecutors, investigators, and victim service providers face significant cultural and linguistic challenges in serving and working with victims of human trafficking.

Human trafficking victims come from a variety of ethnic backgrounds and national origins. In describing victims they had worked with in Texas, participants listed the following countries of origin:

- China
- Dominican Republic
- El Salvador
- Guatemala
- Honduras
- India
- Indonesia
- Mexico
- Nicaragua
- Nigeria
- Philippines
- Russia
- South Korea
- Thailand
- United States
- Vietnam

Across Texas, participants described the difficulty of meeting the linguistic and cultural needs of victims, and the barriers this creates during the investigation and prosecution of cases.

Victims may speak multiple languages and one of them may not be English. Specific language challenges reported by participants include finding appropriate and court-certified interpreters for less widely-spoken languages (for example, indigenous languages of Mexico and Central America) and inadequate communication when using telephone interpreters. Interestingly, while many participants noted that working cases with Spanish-speaking victims was not a barrier, given the large number of Spanish-speakers among Task Force members, law enforcement agencies and

They weren't drinking the water for a while that we were providing to them in their hotel rooms. And then we found out that in [their country of origin], they do not drink the water from the tap, because it's dirty. See, little things like that, we never thought of. So they were dehydrating sometimes. And we had the medical people to come in, and they said, 'They're dehydrating, and they're not drinking the water.' And we're going, 'Well, we told them how to get the water.' And we're bringing them ice and telling them how to turn the water on, and everything. (Federal victim specialist)

Language is an issue in terms of accessing the information and communicating with your victim witness. Make sure you actually understand what did or didn't happen. I've had a dozen years of Spanish. I don't even say to victims, I don't even pretend to [speak Spanish], because I don't have the time. So whomever we have is going to be acting as the official interpreter. That is their role, this is the voice that I want them to hear all the time. And if we're at trial, I want this voice, but then you got a law enforcement guy who speaks Spanish, maybe he learned it in school, maybe he learned it at his mother's knee. I don't know. Maybe he grew up in L.A. but my victim is from Guatemala. And I've been in a room where three people said, 'That's not what she said,' including me, 'That's not what she meant.' So there are language challenges in terms of what was meant. The agent said, 'She said he had a gun and he was going to threaten her.' No, she said he usually carried a gun and sometimes she was afraid, which is a different statement than he carried a gun and he threatened her with it. Or even that she felt threatened is different than he threatened her, actively, overtly, threatened her with the gun. (Federal prosecutor)

NGOs, others described this as a challenge. Important nuances may be lost even when a victim is talking to a native speaker of their language.

Specific cultural challenges include providing culturally appropriate food during the initial period after rescue and difficulties connecting victims with their cultural community if that community is related to the trafficking situation.

Finding 5: Human trafficking victims have a variety of financial, health, emotional, and social needs. Great improvement has been made in developing appropriate services to victim groups, yet gaps remain.

Human trafficking victims have a variety of financial, health, emotional, and social needs

immediately following rescue and for a period of months or years afterward. Services needed include:

- Safe and appropriate shelter
- Immediate and ongoing medical care
- Employment services
- Mental health services
- Independent living skills
- Substance abuse treatment

Participants report a general sense of satisfaction that victim service providers are able to meet many of the needs listed above. Participants also report a lack of services tailored specifically to human trafficking victims, especially in the area of mental health and trauma services. In addition, participants expressed frustration in securing transportation to the variety of services victims needed.

Family reunification also presents challenges to the housing and service needs of victims. Family reunification is a difficult and lengthy process for international victims, and other challenges emerge once families are reunited. Victims often must provide financial support for family members, as there are few support services available for family members of trafficking victims. In some domestic cases, victims' families are not adequately protected.

We actually learned that one of the girls was ill. So we went to get her out secretly to treat her medically, because we didn't want her to die. To hell with the damn case. We didn't want her to die. We couldn't find her at the house. We were very, very scared. We went back, and we found her walking. She was walking toward the Wal-Mart. We took her to the hospital. Her blood sugar was 615, which is comatose almost, and it was because of her diet. [She] was diabetic II, and she needed not bread, not sugars, but she needed corn tortillas, *aguacates*. (Local investigator)

Recommendations:

- Create one central site, offering both shelter and victim services, where victims are secure without feeling detained.
- Diversify victim services to include alternative mental health therapies.
- Explore avenues and funding to bring in parents of juvenile victims.
- Explore international partners who can support family reunification. For example, one participant reports that engaging the International Office on Migration can be helpful in severe cases of threats to family back home.
- Clarify services available to family members of victims, and increase awareness of their needs and the services they are eligible for.
- Consider ways to offer protection and increase safety of domestic victims' families endangered by traffickers by mirroring the federal statute's protection of international victims' families.
- Increase awareness of state crime victims' compensation funding. For example, filing applications electronically speeds up the process.
- Work with the Texas Workforce Commission to file wage claims for unpaid or underpaid wages.

I think the people who have suffered chronic trauma, they need a different angle. Their ability to be able to trust, even themselves, has been questioned and has been violated in a very, very brutal way. So it begins with not only learning how to trust your boundaries, trust yourself, trust other people, it really begins with how to trust yourself again. And if you can't trust yourself, who can you trust? If you don't have any boundaries with yourself or a healthy personal outlook on yourself, it's really hard to figure out where you stand with other people, and where other people should stand with you. What's healthy? What's not? (Local law enforcement program coordinator)

C. Law Enforcement Needs More Tools to Investigate Human Trafficking

Before a successful prosecution can be undertaken, time-, labor-, and resource-intensive investigations of possible trafficking cases must be explored. Somewhat unique to human trafficking is the focus on victims and the services designed to encourage their cooperation by securing their safety and meeting basic needs. The simultaneous attention to victim cooperation and investigative tactics represent the increasingly victim-centered approach of the human trafficking arena.

1. **Specific techniques and resources are needed to adequately investigate human trafficking cases.**
2. **Lack of awareness regarding the variety of types of traffickers, trafficking scenarios, and victims presents a challenge to the identification of cases and provision of services.**

Finding 1: Specific techniques and resources are needed to adequately investigate human trafficking cases.

Human traffickers are an extremely adaptable, savvy, and organized group. One participant reported that surveillance uncovered a “convention” of sorts, where traffickers from Texas met to strategize about their business operations.

The traffickers will move between jurisdictions. When the enforcement level in one picks up, they will move to another one until it dies down. (Local district attorney)

Given this formidable force, local, state, and federal law enforcement agencies need adequate investigative personnel and resources to gather intelligence and proactively investigate cases. Participants report a lack of investigative resources, most notably human resources and surveillance equipment.

In addition to limited resources, investigations also may be hindered by delays in authorization to interview potential suspects. For example, when law enforcement has an international victim or any juvenile in custody that they want to interview, typically involving prostitution, they have to bring them before a judge even if they do not intend to prosecute them. Often, the motivation to talk to investigators is gone by the time investigators have authorization to conduct an interview.

Recommendations:

- Increase the use of proactive investigative strategies, including learning where to look for human trafficking and improving methods of gathering intelligence and developing informants. For example, develop better collaboration with the Texas Alcoholic Beverage Commission, a great asset for intelligence gathering in bars and cantinas.

- Explore the intersection of gangs and trafficking, given the assumption that if a gang has trafficked drugs and weapons, human trafficking may follow soon.
- Strengthen collaborations across agencies to pool available investigative manpower and resources.
- Expand methods of collecting and sharing information about human trafficking investigations and prosecutions, to develop more proactive tools and get a better picture of what is being prosecuted successfully across the state.
- Create a mechanism to share information across state borders without compromising intelligence or case investigations, such as maintenance of regional databases to track child victims, child exploitation, and patterns of movement; creation of a restricted statewide database and requirement that law enforcement report cases and case resolution; and development of a method of tracking judges' findings of human trafficking.
- Increase training among law enforcement officers and investigators on the elements of the state statute.
- Explore options for quick authorization to interview potential suspect.

Finding 2: Lack of awareness regarding the variety of types of traffickers, trafficking scenarios, and victims presents a challenge to the identification of cases and provision of services.

Human trafficking victims generally do not self-identify as victims. Even more challenging is that once rescued, both domestic and international victims often still do not identify as victims or identify their situation as abusive. Participants report that this situation is complicated by conventional mindsets that view victims of human trafficking as “just another prostitute” or “just another illegal.” Others report a lack of commitment on the part of supervisors or partner agencies to proactively investigate human trafficking crimes or encounter ignorance about the possibility of trafficking in their community. This mentality severely hampers the identification of victims, the success of the investigation, and the subsequent access to victim services.

I know it's hard, because they are used to only seeing criminals. So now we have a law that tells them, no, you have to step away from the criminal activity and look at them as a victim. And it's hard when you've been geared to see everything as a criminal act. So yeah you *are* breaking the law by prostituting yourself, but [you're] forced, so that makes [you] a victim, not a criminal. And I think that's where it's hard for them [law enforcement] to change gears. (Local victim services professional)

Recommendations:

- Increase understanding of the types of trafficking crimes being committed and the types of victims involved. This may involve research related to the typologies of

traffickers and victims in order to develop customized investigative and service-delivery approaches.

- Increase awareness of the complex factors contributing to individuals' vulnerability to the trafficking industry.
- Apply strategies from the early domestic violence movement and shift to a victim-centered approach.
- Expand community outreach and awareness of human trafficking. This may include the development of public service announcements and outreach to churches, medical professionals, schools, teachers, and cultural communities that often employ domestic help.
- Expand the research agenda on the most effective methods of outreach to potential victims.

D. Laws and Social Services Do Not Adequately Meet the Needs of Domestic Victims of Human Trafficking

Participants report that a large and generally unaddressed type of domestic trafficking exists.

Finding: U.S. citizens are victims of human trafficking, yet identifying cases, getting victims to cooperate, and providing adequate victim services is difficult, with minors being particularly difficult to rescue and serve.

The issue of domestic victims of trafficking, and minors in particular, was highlighted by respondents as a separate issue with unique challenges. Furthermore, it is an area that is generally not being sufficiently addressed because of a general lack of awareness or failure to identify this crime as human trafficking. Law enforcement officers and prosecutors report an increase in child exploitation and also an increase in younger traffickers.

It's been my experience that virtually all pimps will prostitute children, given the opportunity. Because they make money, and that's what it's all about, money. And they are a product that sells so the pimp or trafficker will take them and use them. (Local district attorney)

Participants report that those vulnerable to child exploitation include chronic runaways - those that have run three or more times - and those who often have a history of early childhood sexual abuse. Traffickers systematically recruit and groom these youth, who then develop strong attachments to the traffickers. This attachment hampers victims identifying themselves as victims, and hence, affects their willingness to talk to law enforcement or participate in investigations. Furthermore, victims have often experienced such chronic trauma and abuse that they may no longer envision a different lifestyle for themselves and need to be de-programmed, in a sense, from the effects of chronic victimization.

What [our agency] has identified is about 95% of our victims of domestic sex trafficking are runaways. Of those, about 85% are chronic runaways, three or more runs. Most of our child victims are runaway children, and a lot of them are completely missing from the [records], they fall off the face of the earth. They are not reported as missing children. They have run away so often that their parents quit reporting them. (Federal investigator)

Investigators are faced with serious ethical and logistical dilemmas regarding safety and shelter for these victims. As in other human trafficking cases, any action must balance maintaining the victim's right to freedom, keeping track of the victim for the purposes of investigation and prosecution, and most important, protecting victims from harm at the hands

of traffickers. Effective shelter solutions are limited for domestic children. When victims are placed in CPS shelters, which are not necessarily secure, they often run away and return to the traffickers. An alternative is to charge victims with prostitution in order to detain them in a

secure detention facility - with no intention of prosecuting the prostitution - in hopes of providing much-needed mental health and substance abuse services.

Other unmet needs of domestic victims include financial support, job and life skills, substance abuse services, child sexual abuse services appropriate for victims with a longer history of exploitation, chronic trauma services, and services

The historical assumption has been [that] because you are a U.S. citizen, [you] have a plethora of services available to you. And that's true; there are a lot of really great services that are available to U.S. citizens. [The] problem is that they don't meet the unique needs of the trafficking victims. And that makes it a little harder to be able to offer any kind of service or refer services. It's just not there. (Local law enforcement program coordinator)

for victims' families. Some domestic victims are not estranged from their families, and their families may be threatened by the traffickers, similar to the threats of retaliation faced by families of international victims. No structure of support or assistance exist for these family members.

Recommendations:

- Develop services around child sexual abuse appropriate for victims with longer history of exploitation.
- Develop relationships between children's advocacy centers and law enforcement task forces.
- Develop training for sexual assault nurse examiners (SANE nurses), hospital social workers, mental health professionals, and forensic psychologists on this type of exploitation and the needs particular to domestic victims of sex trafficking.
- Increase communication among HHSC and DFPS regarding services and placement options for domestic minor victims of trafficking.
- Consider development of a case management system similar to that for international victims, either within NGOs or CPS.
- Explore the relationship between early childhood sexual abuse and vulnerability to human trafficking.

I dealt with a girl the other day who was 18 and had disappeared off the face of anybody's radar at 13, had gone through sixth grade. And I told my partner, 'She's eighteen. Most kids at 18 - their whole life is before them. What's in front of her?' You can't go put an 18-year-old in sixth grade. What is there for her? (Federal investigator)

E. Organizational and Operational Factors Vary by Region

Although there are several overarching elements, each Task Force operates differently and has somewhat different challenges and dynamics.

First, respondents offer very positive feedback concerning the collaboration and trust among nongovernmental organizations, investigators, and prosecutors. Increased personal interaction and collaboration working on cases has helped develop a better understanding of each other's roles, resources, and limitations, and thereby overcome a tradition of mistrust. In addition, task forces seem to be learning organizations - since new cases are not necessarily frequent - regularly referring to cases and gaps experienced, and working from that knowledge.

- 1. Consistent, open communication among Task Force members is essential to the successful investigation and prosecution of human trafficking cases. While collaboration has improved over the course of the Task Force funding period, there remain gaps and threats to cohesion.**
- 2. Traditional dynamics of mistrust between law enforcement and nongovernmental organizations has greatly improved.**
- 3. The investigation and prosecution of human trafficking cases require considerable resources, time, and commitment on the part of individual Task Force members and the agencies they represent.**
- 4. There is a need for greater statewide collaboration on human trafficking, while simultaneously preserving the autonomy, flexibility, and diversity important to each regional Task Force.**

Finding 1: Consistent, open communication among Task Force members has resulted in collaborations that yield successful investigations and prosecutions of human trafficking cases, yet some gaps remain that threaten cohesion.

Those working on human trafficking through the federally funded task forces are vocal about the benefit of establishing points of contact with each member agency and the NGO partners. In particular, the single point-of-contact structure for victim services provided by the OVC grant is helpful.

Participants also widely agreed that the co-location of investigators from all levels of government would be extremely useful in maintaining communication and conducting efficient and effective investigations. The co-location of FBI and local law enforcement investigators in the Houston area was highlighted as a successful structure.

Other methods of helpful communication involve sharing information across task forces with counterparts of the same agency. For example, victim witness coordinators in the U.S. Attorney's Offices and victim specialists with the FBI appear to benefit from close communication and information-sharing. This relationship is important in taking new learning

from other parts of the country and applying it to the regional Task Force. Participants also report that clear and relatively neutral leadership of law enforcement task forces is helpful in maintaining cohesion.

While great strides have been made in the collaborative relationships among those working human trafficking cases, communication breakdowns occur between and among all involved. First, turnover is a widespread challenge among Task Force members, particularly among federal law enforcement agents whose assignments change frequently. Turnover is also cited as a challenge among other participating agencies and NGOs. Cases are long-term, and turnover can hamper a case that is midstream when agents or providers change. To maintain group cohesion amid the frequent turnover and to avoid negative consequences to cases and victims, task forces devote continual effort to the relationship-building process.

In addition, participants report common challenges with political and jurisdictional struggles among the federal law enforcement agencies involved in these cases. Local and federal agencies experience the same struggles. For example, cities with sanctuary policies face investigative hurdles because of the limited communication between local law enforcement and federal immigration agencies.

Challenges also exist when there is a delay in local law enforcement agencies notifying federal investigators of a possible case. It is much more difficult to involve another agency later in the investigation. It is more prudent to give an agency the opportunity to decline participation in a case during the initial stages than to approach them late in the process and risk compromising the case.

Recommendations:

- Maintain the U.S. Attorney's Office as Task Force leader.
- Because agencies can be involved but somewhat removed from some of the jurisdictional and territorial pitfalls faced by investigative law enforcement, consider rotating who takes the lead in a case - from FBI to ICE - as demonstrated by the Houston Task Force.
- Develop protocols to inform all investigative agencies at the onset of an investigation.
- Increase the frequency of Task Force meetings involving investigators. Participants recommend that investigators meet monthly even if the broader Task Force only meets quarterly.
- Explore options to house local, state, and federal investigators together to improve communication and collaboration.
- Utilize the DOJ resource of e-mail notification about case resolutions and open contact with investigators and prosecutors in other states.
- Develop protocols regarding the early notification of Task Force partners of a new case. For example, if federal agencies are notified too late, the delay may compromise a federal investigation and prosecution.

Finding 2: Traditional dynamics of mistrust between law enforcement and nongovernmental organizations has greatly improved.

Participants report that long-standing relationships have decreased the mistrust of and misunderstanding between law enforcement and NGOs. Old assumptions and stereotypes by both parties are being challenged, resulting in a positive shift in dynamics. Similar to strides achieved in the victims' movement as a whole, prosecutors, law enforcement, and their NGO coalition counterparts have mastered an intricate, yet delicate, collaborative dance.

The Task Force model - in which law enforcement, prosecutors and NGO members serve on both the large Task Force and the social services coalition - has been cited as beneficial. It maintains a good flow of appropriate information between the two groups.

Another improvement is early case notification of NGOs by law enforcement. Law enforcement agencies are more often giving NGO partners an early heads-up about potential raids, with limited but important information about the number of possible victims, their gender and language, and the possibility of minor victims. This basic information-sharing is possible because of the trust built. They know that the investigation will not be compromised by providing vital information to the NGOs, which are responsible for making appropriate arrangements for shelter and other victim services.

Recommendations:

- Continue opportunities for personal interaction between the two groups in an effort to continue addressing remaining barriers in communication and trust.
- Identify one law enforcement person at the onset of a case as the NGO liaison to avoid multiple agents contacting the NGO for similar reasons.
- Consider hiring a victim services coordinator for the Task Force itself, providing a single point of contact between NGOs and law enforcement member agencies.

Finding 3: The investigation and prosecution of human trafficking cases require considerable resources, time, and commitment on the part of individual Task Force members and the agencies they represent.

Given the time and labor-intensity of human trafficking investigations, participants report a

[Human trafficking has] got to be a priority or it's just going to be nonchalant – hit and miss, whenever it comes about. And there's still going to be a Chinese fire drill fiasco when it hits the ground. (Federal investigator)

widespread lack of sufficient human resources dedicated to this crime. Most investigators work multiple types of cases. They are not dedicated solely to human trafficking cases, and these cases are not the highest priority. While pooling resources is deemed a good practice - and one that is modeled across the state - task forces continue to struggle with insufficient personnel and funding.

Participants also expressed frustration that the human trafficking task forces are not structured like other federal task forces with co-located members and significant resource commitment throughout the hierarchy of member agencies. In addition, those assigned to work on the Task Force may not necessarily be the most appropriate candidates, because of inexperience, personal interest, or lack of supervisory support. These decisions are political or deemed beyond the control of the Task Force. The challenges with turnover, mentioned earlier, also affect the human resources available to human trafficking investigations.

Political and supervisory support is also reported as important for Task Force members to be effective in the Task Force. Agencies at all levels of government continue to struggle with this problem in their community, their role in human trafficking cases, and why their commitment is useful and necessary. Some participants expressed frustration in agencies' public messages that human trafficking is a high priority, while not reflecting it in their commitment of personnel or resources. Since reorganization, ICE has lacked the resources and structure to fully participate, although this agency is often central to investigation and prosecution.

After the merger [of INS and customs into DHS], they sort of did away with these anti-smuggling units, and they merged customs and immigration people together. And somehow the anti-smuggling-slash-human-trafficking just got kind of lost in the shuffle. And I think they need to go back and develop, or reconstitute, these specialized smuggling-slash-trafficking units to work on that. Because so much of the time the immigration enforcement people are spent just processing illegals – and putting them on the bus or whatever to go back. And they don't really have a lot of time or resources or incentive to go out in the community, proactively, and say, 'Hey, we've got all these girls working in this bar and they're catering to undocumented immigrants, and what are we going to do about it?' And work somebody into the organization. (Federal prosecutor)

Recommendations:

- Explore the use of full-time investigators dedicated to human trafficking units, as demonstrated, for example, by the Austin Police Department and the FBI team in Houston.
- Explore methods of assigning the most appropriate personnel to human trafficking task forces, ensuring that they have an interest in the issue, compassion for its victims, and a dedication beyond the perfunctory assignment to a Task Force.
- Expand Task Force membership to include representatives from the Border Patrol, CPS, juvenile probation, runaway shelters, the Texas Workforce Commission, and the Transportation Security Administration.
- Explore avenues to increase participation from ICE and the FBI.

Finding 4: There is a need for greater statewide collaboration on human trafficking, while simultaneously preserving the autonomy, flexibility, and diversity important to each regional Task Force.

Communication among Task Force members in one geographic area is primary. Beyond each Task Force region, improved communication across Texas and the United States helps disseminate best practices in the investigation and prosecution of human trafficking cases.

A systemic macro response may use strategic planning to address challenges with funding, legislation, turnover, burnout, struggles particular to rural counties, and training. It also provides an opportunity to share information, best practices, model initiatives, and breakdown and resolution of human trafficking cases. Currently, the response to challenges faced by each Task Force and its sustainability is largely reactive. Considering the required periodic reauthorization of federal funding streams supporting the task forces, a proactive strategic plan will help prevent harmful disruptions to the investigation and prosecution of cases and the provision of victim services.

Recommendations:

- Consider appropriate models for statewide collaboration – such as a strategic plan, state coalition, or council - and identify the appropriate structure, political support, staff, and resources necessary.
- Maintain respect for regional uniqueness and autonomy in any statewide collaborative effort, attempting an appropriate balance between standardization and regional flexibility. For example, an annual summit may include both statewide work and Task Force breakout groups for region-specific strategic planning.
- Develop a mechanism for sharing sample protocols and policy statements among task forces.
- Consider alternative funding mechanisms, including seizing assets and fining employers who hire trafficked employees.
- Consider mechanisms for sharing information and forwarding best practices, including statewide annual conferences and periodic summits.
- Explore strategies to manage cases involving large numbers of victims, utilizing strategies developed by the state that involve coordinating resources at the local and state levels.

The problem with a protocol [is that] it locks everybody into a particular way of doing things, and then it takes away the creativity. I think, because of our inexperience in dealing with these types of cases, the creativity is absolutely necessary. In written, standardized operations and protocols, it would be good to have something more vague than not. I think it would be better to allow some flexibility for the learning. Because, here in [this city], we don't have that much experience. (Federal investigator)

F. Education and Training are Needed to Take Full Advantage of Human Trafficking Laws and Services

Findings related to education and training needs in improving the response to human trafficking and services to victims highlighted the following themes:

- 1. A variety of beneficial training opportunities exist locally and nationally, and there is widespread support, and need for, expanded and improved training opportunities at advanced and basic levels.**
- 2. Opinion is mixed about requiring continuing education on human trafficking for local law enforcement agencies.**

Finding 1: A variety of beneficial training opportunities exist locally and nationally, and there is widespread support, and need, for expanded and improved training opportunities at advanced and basic levels.

Participants describe prevalent national, agency-related, local, and internal Task Force training opportunities. While the funding to attend distant training sessions is limited, local and regional trainings are available.

In general, participants are positive about existing training on human trafficking and express significant interest in continuing training of Task Force members and also other groups not yet trained. Law enforcement officers are open to accepting new training and victim-related information, especially if they see that it helps them in their interviews or investigation. This is another indication of the victim-centered approach being adopted and improved NGO-law enforcement relationships. Likewise, participants see the benefits of offering some joint training among law enforcement and NGOs in an effort to continue fostering the spirit of collaboration.

While most training feedback is positive, there is some concern that the focus of trainings is not always appropriate. Some trainings continue to present a “pep rally” atmosphere with the intention of generating enthusiasm and passion about the topic in general. The need for in-depth or advanced training topics has not been adequately filled. Some participants say that there is too much focus on collaboration between NGO and law enforcement partners, when the real difficulty seems to be collaboration among law enforcement agencies. One participant also expressed concern that while there is plenty of good training available - including well-developed TCLEOSE trainings - there are also trainings being conducted by Task Force members who may not be fully versed in the law, resulting in the spread of incorrect information. The method of delivering training is also of concern. While some participants appreciate the opportunity to complete Web-based training modules, others report that online training is not the most effective method for this topic. Rather, in-person, interactive training is most useful, especially for those closely involved in investigating or prosecuting these cases.

Recommendations:

- Expand advanced training on the state statute to state and federal prosecutors and all levels of law enforcement.
- Educate the judiciary in sentencing of these cases, the trend of repeat offense, and making findings of human trafficking.
- Increase awareness and training for rural law enforcement, district attorneys, fire inspectors, health inspectors, agricultural workers, and staff in immigration detention facilities, the Border Patrol, the Texas Department of Public Safety and the Texas Alcoholic Beverage Commission.
- Consider the following topics of interest recommended by participants:
 - State statutes on human trafficking
 - Advanced investigative techniques for law enforcement investigators
 - Interview techniques specific to human trafficking
 - Indicators of human trafficking and who to contact, especially for frontline law enforcement officers
 - Chronic trauma of victims
 - Self-care needs of those working the cases

If you're a state trooper, out here working a lonely stretch of highway in West Texas, and you encounter a van-load of folks [who] speak Spanish, and maybe you speak Spanish, and maybe you don't. Who do you call? What do you do? Where do you go? I think we need to network better on that. (Federal prosecutor)

Finding 2: Opinion is mixed about requiring continuing education on human trafficking for local law enforcement agencies.

Many participants favor mandated four- to eight-hour TCLEOSE training. Others prefer targeting training resources to those most likely to be working a human trafficking case and those most likely to be in a position to identify a victim. Similar responses were gathered on the topic of continuing legal education for district attorneys and their staff. Thus, further investigation of the feasibility of mandated training is recommended.

[Training is helpful, but] it is the *experience*, and you can't get that in training. You've got to run it to the wall. You've got to get frustrated. You've got to have a success. (Federal prosecutor)

CONCLUSION

This statewide study reveals that the five geographic areas granted funding by the federal government have made great progress in the collaborative matrix of investigation, prosecution, and services to victims of human trafficking. The creativity used by regional task forces and victim services coalitions in the face of limited funding and resources is evident. Highlights of promising practices include:

- Significant collaboration and awareness activities by service providers and law enforcement prior to the availability of federal grant funding to support such endeavors;
- Co-location of federal and local law enforcement officers working on human trafficking cases;
- Crossover assignment on victim services coalitions and task forces of designated direct service and law enforcement representatives, enhancing communication and collaboration; and
- Multisite collaboration on human trafficking cases involving large numbers of victims, for which shelter and victim services were provided by multiple Texas cities.

Given the complexity of human trafficking cases, the relative newness of both federal and state statutes, and the lack of attention to the issue, questions and challenges persist. Those working on human trafficking continue to struggle with identifying victims, providing comprehensive and culturally competent victim services, appropriately addressing the needs of domestic victims, and securing the adequate resources and support needed to effectively investigate cases. Opportunities remain for improved information-sharing across the state and increased awareness within state agencies and the broader community. Prevention is also an important issue to systematically address.

Furthermore, additional study is necessary to better understand the scope of human trafficking in Texas of both international and domestic victims. In addition, continued inquiry is necessary in determining the most appropriate avenues for improvement in prosecutorial tools, investigation strategies for increased victim cooperation, and enhanced victim services. It is important that the focus not be disproportionate to issues of other vulnerable populations and that we use what we learn from continued studies to improve services to other individuals and families with similar needs.

Trading in human life is beyond sinful, and until it becomes unprofitable worldwide, it will not end. This then becomes a multinational effort - daunting and exciting at the same time. (Direct service provider)

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APPENDIX A
Legal Analysis

Statute	Does the law address the needs of the victim or witness?	Summary
Alcoholic Beverage Code		
§ 104.01. Lewd, Immoral, Indecent Conduct.	Yes	Prohibits lewd, immoral, or offensive behavior, including solicitations of persons for immoral or sexual purposes.
§ 104.07. Posting of Certain Notices Required.	Yes	Requires the posting of a notice about forced labor and services and the national human trafficking hotline in certain establishments. The notice must be in English and Spanish.
§ 106.09. Employment of Minors.	Yes	Lists restrictions on employment of minors in establishments selling alcohol.
§ 106.15. Prohibited Activities by Persons Younger Than 18.	No	Prohibits anyone under the age of 18 to dance for benefit. It also prohibits the licensee from inducing anyone under 18 to dance for benefit.
§ 109.53. Citizenship of Permittee; Control of Premises; Subterfuge Ownership; Etc.	Yes	Places restrictions on citizenship for purposes of applying for liquor permits, persons allowed to be at certain locations selling liquor, and restrictions on activities that allow for subterfuge ownership or unlawful use of a permit or premises.
Business & Commerce Code		
§ 35.121-§ 35.125. Subchapter K. International Matchmaking Organizations.	Yes	Requires international matchmaking organizations to provide each recruit with the criminal and marital history of its clients, and basic rights information about human rights, immigration, and emergency assistance. All the information must be provided in the recruit's native language in a way that clearly separates the information. Provides civil penalties for violations.
§ 47.001-§ 47.056. Sexually Oriented Businesses.	Yes	Prohibits sex offenders from contracting with a sexually oriented business. Allows the attorney general or appropriate district or county attorney to bring an action or injunction against a person, and provides criminal penalties for violations.

Civil Practice & Remedies Code

The analysis included a review of the Civil Practice & Remedies Code. However, most laws were generally available for all participants, not specifically for human trafficking victims, and were not listed separately in this chart. If laws were of additional value or a modification is suggested, then the law is included.

§ 16.0045. Five-Year Limitations Period.	Yes	Provides a five-year statute of limitations on personal injury claims arising from sexual assault, aggravated sexual assault, and continuous sexual abuse of young child or children.
§ 17.042. Acts Constituting Business in This State.	Yes	Lists activities of a nonresident of Texas that constitute doing business in the state.
§ 21.022. Appointment. (Interpreters)	Yes	Provides interpreters for non-English speakers.
§ 36.004. Recognition and Enforcement. (Enforcement of Judgments of Other Countries)	Yes	Allows judgments from other countries to be enforced in Texas courts.
§ 41.008. Limitation on Amount of Recovery. (Damages)	Yes	Provides limits for exemplary damages in certain cases. Exclusions include certain felonies committed knowingly or intentionally.
§ 71.012. Qualification of Foreign Personal Representative. (Wrongful Death)	Yes	Provides qualification of foreign personal representatives of an estate to bring a cause of action.
§ 71.022. Qualification of Foreign Personal Representative. (Survival)	Yes	Provides qualification of foreign personal representatives of an estate to bring a cause of action.
§ 125.0015. Common Nuisance.	Yes	Requires a person who maintains a multi-unit residential property to attempt to abate habitual criminal activity. Suit may be brought by either a private or public individual.
§ 125.002. Suit to Abate Common Nuisance.	Yes	Requires the owner of a hotel (or any other similar overnight lodging) to post the trafficking hotline in a conspicuous place if the hotel is subject to a bond in a suit to abate the nuisance.

§125.045. Remedies. (Common and Public Nuisances)	Yes	Requires the owner of a hotel (or any other similar overnight lodging) to post the trafficking hotline in a conspicuous place if the hotel is subject to a bond in a suit to abate the nuisance.
Code of Criminal Procedure		
Art. 2.25. Reporting Certain Aliens to Federal Government.	Yes	Requires a judge to report to the federal government if an undocumented person is convicted of a felony (or placed on deferred adjudication).
Art. 2.27. Investigation of Certain Reports Alleging Child Abuse.	Yes	Provides for joint investigations between the Department of Protective and Regulatory Services and law enforcement in certain cases in which there is an allegation of immediate risk of physical or sexual abuse of a child that could result in the death of or serious harm to the child.
Art. 5.04. Duties of Peace Officers. (Family Violence Prevention)	Yes	Requires a police officer investigating a family violence allegation to provide written notice of possible means to prevent further family violence, including a written notice of legal rights and remedies and availability of shelter or other community services for family violence victims. Notice must be in both English and Spanish.
Art. 5.045. Standby Assistance; Liability. (Family Violence Prevention)	Yes	Allows police officers to use their discretion in deciding whether to stay to protect the victim while the victim is gathering personal property to move to a safe place.
Art. 5.06. Duties of Prosecuting Attorneys and Courts. (Family Violence Prevention)	Yes	Prohibits prosecutors from dismissing or delaying a criminal proceeding simply because of the existence of pending civil litigation. Also requires prosecuting attorney to file for a protective order for applicant regardless of whether there are criminal proceedings.
Art. 6.01-Art. 6.08. Preventing Offenses by the Act of Magistrates and Other Officers.	Yes	Requires magistrates and peace officers to prevent injury upon hearing a threat.
Art. 7.01-Art. 7.18. Proceedings Before Magistrates to Prevent Offenses.	Yes	Requires a magistrate to issue an arrest warrant if an informed oath is presented that an offense is about to be committed against a person or property. Also provides authorization to order protection.
Art. 7A.01-Art. 7A.07. Protective Order for a Victim of Sexual Assault.	Yes	Provides the mechanism for protective orders to prevent interaction/contact between victims of sexual assault and the offenders, and includes restrictions on offenders and warnings for violations.

Art. 9.01. Trade Injurious to Health.	Yes	Allows an injunction to keep a defendant from carrying on a trade injurious to the health of his neighbors.
Art. 18.20. Interception and Use of Wire, Oral, or Electronic Communications.	Yes	Allows a judge, under section 4, to issue an order for interception of wire, oral, or electronic communications if the prosecutor shows probable cause that the interception will provide evidence of the commission of certain crimes, including an offense under Chapter 20A, Penal Code.
Art. 42.0191. Finding Regarding Victims of Trafficking or Other Abuse	Yes	Allows for the affirmative finding that the conduct being prosecuted was committed by a victim of human trafficking or by a person assisting with the prosecution of the case.
Art. 42.037. Restitution.	Yes	Provides for restitution to a victim or to the Compensation to Victims of Crime Fund if money has been paid to a victim.
Art. 42.0371. Mandatory Restitution for Kidnapped or Abducted Children.	Yes	Provides for restitution to a victim under the age of 17 for the cost of rehabilitation, including medical, psychiatric, and psychological care. May also be enforced by the state.
Art. 42.12. Deferred Adjudication; Community Supervision. (Section 5)	Yes	Allows for the affirmative finding for a defendant being placed on community supervision that the conduct being prosecuted was committed by a victim of human trafficking or by a person assisting with the prosecution of the case.
Art. 42.21. Notice of Release of Family Violence Offenders.	Yes	Requires notice to the victim before releasing a person convicted of a family violence offense.
Art. 42.22. Restitution Liens.	Yes	Provides victims and the state with a restitution lien to secure restitution. The liens are good for 10 years and may be refiled until the restitution is paid.
Art. 56.01-Art. 56.93. Rights of Crime Victims.	Yes	Provides the rights afforded crime victims in the criminal justice system and outlines the benefits available under the Crime Victims' Compensation Program.
Art. 57.01-Art. 57.03. Confidentiality of Identifying Information of Sex Offense Victims.	Yes	Provides the process for creating a pseudonym for victims of sexual assault to be used in all public files and records related to the offense.
Art. 57B.01-Art. 57B.05. Confidentiality of Identifying Information of Family Violence Victims.	Yes	Provides the process for creating a pseudonym for victims of family violence to be used in all public files and records related to the offense.
Art. 59.01-Art. 59.14. Forfeiture of Contraband.	Yes	Allows property that is contraband to be subject to seizure and forfeiture and provides the procedures.

Art. 62.001. Definitions. (Sex Offender Registration Program)	Yes	Provides the offenses requiring registration as a sex offender.
Family Code		
§ 31.001- § 31.007. Removal of Disability of Minority.	Yes	Allows a child 16 years old or older to petition the court to remove their minor status.
§ 32.003. Consent to Treatment by Child.	Yes	Allows a child 16 years old or older to consent to medical treatment under certain conditions, including when not dependent on their guardians.
§ 32.004. Consent to Counseling.	Yes	Allows a child 16 years old or older to consent to counseling for sexual, physical, or emotional abuse. A health professional may counsel the child without the consent of the parents.
§ 32.005. Examination without Consent of Abuse or Neglect of Child.	Yes	Allows a health care professional to examine a child without consent if the professional reasonably believes the child's mental or physical condition is impaired by abuse or neglect.
§ 32.201. Emergency Shelter Care for Minors.	Yes	Allows a shelter to provide shelter care to a minor under certain conditions.
§ 32.202. Consent to Emergency Shelter or Care by Minor.	Yes	Allows a shelter to provide shelter care to a minor under certain conditions.
§ 51.10. Right to Assistance of Attorney; Compensation.	Yes	Provides for the representation by an attorney for children in juvenile proceedings.
§ 51.11. Guardian Ad Litem.	Yes/No	Provide for the appointment of a guardian ad litem to protect the interests of the child in certain cases.
§ 52.03. Disposition Without Referral to Court.	Yes	Allows a law enforcement officer to take a juvenile into custody without referral to court if the county juvenile board has adopted such guidelines.
§ 54.01. Detention Hearing. (Judicial Proceedings-Juvenile Justice Code)	Yes	Requires the judge at the detention hearing to order legal counsel or a guardian ad litem if no parent or guardian is present. Authorized dispositions include referral to an agency other than juvenile court, brief conference with the child and his parents, or referral for services.
§ 54.031. Hearsay Statement of Child Abuse Victim. (Judicial Proceedings-Juvenile Justice Code)	Yes	Provides for the admissibility of certain statements by child abuse victims.

§ 54.04. Disposition Hearing.	Yes	Allows for the affirmative finding that the conduct being prosecuted was committed by a victim of human trafficking or by a person suffering substantial physical or mental abuse as a result of criminal activity described by 8 U.S.C. §1101 (a) (15) (U) (iii).
§ 54.06. Judgments for Support. (Judicial Proceedings-Juvenile Justice Code)	Yes	Provides for the payment for the support to the juvenile probation department if a child has been placed outside the home.
§ 57.001- § 57.008. Rights of Victims.	Yes	Provides the rights afforded crime victims in the juvenile justice system.
§ 59.003. Sanction Level Assignment Model.	No	Provides for sanction levels after a child's first commission of delinquent conduct or conduct indicating a need for supervision. The probation department screens Class A or B misdemeanors and only in violations concerning use or possession of a firearm or violence. When assigned a Sanction Level 2, the juvenile and his or her family are required to defer prosecution pending the completion of certain requirements.
§ 60. Article IV. Return of Runaways. (Uniform Interstate Compact on Juveniles)	Yes	Provides for the welfare and protection of runaway juveniles between states, including provisions for returning juveniles to their home states, appointing legal counsel or guardian ad litem, and determining cause to hold the person.
§ 82.001-§ 82.043. Applying for Protective Orders.	Yes	Provides the procedures for applying for a protective order. If there is a past history of violence and a potential for future violence, a victim can file for a protective order, which lasts for two years and requires that the person who the protective order is against stay at least 200 feet from the victim. Also, if the protective order is violated, the violator must be arrested.
§ 82.041. Contents of Notice of Application. (Application for Protective Order)	No	Provides a list of all things that must be included in a notice of application for a protective order.
§ 83.001-§ 83.007. Temporary Ex Parte Orders.	Yes	Permits the applicant to apply for a temporary protective order without a hearing or notice to the individual alleged to have committed the family violence, if the court finds there is a clear and present danger of family violence. Overrides other orders in existence, which may conflict with ex parte order. Also allows victim to stay in home and requires perpetrator to stay away from home.
§ 85.001- § 85.065. Issuance of Protective Order.	Yes	Provides the mechanism for entering a protective order. Keeps information regarding the location of victim confidential, protecting the victim from stalking or harassment.

§ 86.001- § 86.005. Law Enforcement Duties Relating to Protective Orders.	Yes	Requires law enforcement to establish procedures to handle protective orders. The protective order is effective and enforceable immediately and must be entered into the statewide law enforcement system maintained by DPS within 10 days after the order is received. Under the Brady Handgun Violence Prevention Act, a person with a protection order against them may not purchase a handgun.
Chapter 88. Uniform Interstate Enforcement of Protective Orders Act.	Yes	Provides that Texas will honor and enforce protective orders issued in other states.
§ 261.001- § 261.410. Investigation of Report of Child Abuse or Neglect.	Yes	Provides the procedures for reporting abuse or neglect and lists persons responsible for making report. Also provides immunities for good faith reports and penalties for failure to report.
Government Code		
§ 22.110. Judicial Instruction Related to Family Violence, Sexual Assault, and Child Abuse.	Yes	Provides for training of Court of Criminal Appeals justices on the issues of family violence, sexual assault, and child abuse and neglect.
§ 23.101. Primary Priorities.	Yes	Outlines the preferential scheduling given to hearings of certain violations of the Penal Code.
§ 41.006. Report to Attorney General.	Yes	Allows the Attorney General to direct District Attorneys and County Attorneys to report on criminal matters and interests of the state
§ 41.008. Record. (Office of Prosecuting Attorney)	Yes	Requires each District Attorney and County Attorney to keep records of all actions or demands prosecuted or defended and all proceedings held in relation to the attorneys' acts.
§ 41.102. Employment of Assistants and Personnel. (Staff of Prosecuting Attorney)	Yes	Allows a prosecutor to ask the Attorney General to assist with a case, or the Attorney General may offer assistance to a prosecuting attorney in all matters of a criminal case.
§ 42.005. Cooperation with Other Prosecuting Attorneys. (State Prosecuting Attorney)	Yes	Allows the State Prosecuting Attorney to assist a district or county attorney in representing a case before a court of appeals, or a district or county attorney may assist the State Prosecuting Attorney on cases before the Court of Criminal Appeals.
§ 57.002. Appointment of Court Interpreter.	Yes	Outlines the guidelines for appointment of court interpreters to ensure that victims may actively participate in the proceedings.

§ 76.013. Restitution.	Yes	Provides for the payment and collection of restitution ordered by a judge. The Community Supervision and Corrections Department will facilitate the payment of restitution to a victim.
§ 76.016. Victim Notification.	Yes	Provides notification process for victims. A department of the Community Supervision and Corrections will notify a victim of the release of a defendant on community supervision, terms of the release to community supervision, and details of the hearing where the community supervision may be modified or revoked.
§ 81.114. Attorney Instruction Related to Guardianship.	Yes	Outlines guidelines by which attorneys represent parties in guardianship cases or serve as court-appointed guardian, prohibiting stereo-typing and requiring the attorney to recognize the individual needs of each client.
§ 402.009. Authority to Employ and Commission Peace Officers. (Attorney General)	Yes	Allows the attorney general to employ and commission peace officers as investigators to assist in prosecution assistance and crime prevention.
§ 402.028. Assistance to Prosecuting Attorneys. (Attorney General)	Yes	Allows the attorney general to assist with a case at the request of a district or county attorney.
§ 402.0281. Internet Service Provider Database. (Attorney General)	Yes	Requires the Attorney General to establish a database containing contact information for all Internet service providers providing service in the state. The database is maintained by the OAG. § (b) allows law enforcement or a district attorney to request access to expedite the information gathering process of a criminal investigation concerning an offense under Penal Code, Sec. 33.021, Computer Crimes/Solicitation of a Minor.
§ 411.010. Assistance of State Agencies. (Department of Public Safety of the State of Texas)	Yes	Requires the Attorney General, the Texas Department of Transportation, the Texas Department of Health, and all other state agencies to cooperate with the Department of Public Safety (DPS) in the enforcement of state laws concerning public safety and crime prevention and detection.
§ 411.042. Bureau of Identification and Records. (DPS)	Yes	Requires DPS to collect data on the number and nature of offenses reported or known to have been committed in the state and legal steps taken, and other information useful in the study of crime and administration of justice, including statistics on family violence.
§ 411.045. Bureau of Training. (DPS)	Yes	Provides for training for DPS personnel and county and municipal police officers. Educates citizens in matters of public safety and crime prevention and detection.
§ 414.005. Duties. (Crime Stoppers Advisory Council)	Yes	Requires the council to foster the detection of crime and encourage persons to report information about criminal acts; and help law enforcement agencies detect and combat crime by increasing the flow of information to and between law enforcement agencies.

§ 414.012. Toll-Free Telephone Service. (Crime Stoppers Advisory Council)	Yes	Provides for a service accessible to persons in areas of the state not served by a crime stoppers organization. The information would be forwarded to law enforcement.
§ 420.005- § 420.009. Sexual Assault Prevention and Crisis Services.	Yes	Allows the attorney general to award grants to programs for maintaining or expanding existing services, including programs for human trafficking victims.
§ 420.015. Assessment of Sexually Oriented Business Regulations. (Sexual Assault Prevention and Crisis Services)	Yes	Allows the legislature to appropriate funds for a third-party assessment of the sexually oriented business industry in this state, providing recommendations to the legislature on how to further regulate the growth of the sexually oriented business industry in this state.
§ 420.051. Advocates for Survivors of Sexual Assault. (Sexual Assault Prevention and Crisis Services)	Yes	Requires advocates who deal with survivors of sexual assault to take a training course in sexual assault.
§ 420.071. Confidential Communications. (Sexual Assault Prevention and Crisis Services)	Yes	Provides that communication between an advocate and a survivor, or a person claiming to be a survivor, made in the course of providing sexual assault advocacy services to the survivor is confidential and may not be disclosed except as provided by this subchapter.
§ 493.025. Notification of Release. (Texas Department of Criminal Justice: Organization)	Yes	Provides for notification procedures on release of an inmate from a correctional facility or on release of an inmate on parole or mandatory supervision. The department shall promptly notify the clerk of the court in which the inmate was convicted.
§ 499.027. Eligible Inmates. (Population Management; Special Programs)	Yes	Prohibits an inmate who committed a serious offense under the Penal Code from being released to the general population.
§ 508.0481. Victim's Right to Representation. (Parole and Mandatory Supervision)	Yes	Provides that a victim subpoenaed by a parole panel under § 508.048 to appear at a hearing is entitled to representation by counsel. However, the state is not required to provide the representation.
§ 508.117. Victim Notification. (Parole and Mandatory Supervision)	Yes	Allows a victim to receive notification prior to a parole board considering parole release of an inmate.
§ 508.149. Inmates Ineligible for Mandatory Supervision.	Yes	Provides that an inmate is not eligible for mandatory supervision if the inmate was convicted of certain offenses of the Penal Code.

§ 508.153. Statements of Victim. (Parole and Mandatory Supervision)	Yes	Allows a victim to appear before the parole board members and present a statement about the offense, inmate, and the effect of the offense on the victim.
§ 508.186. Sex Offender Registration.	Yes	Requires as a condition of parole registration as a sex offender for certain crimes and the submission of DNA testing.
§ 508.187. Child Safety Zone.	Yes	Establishes as a condition of parole a child safety zone for certain releasees.
§ 508.191. No Contact with Victim. (Parole and Mandatory Supervision)	Yes	Provides that, as a condition of parole, a defendant on parole or mandatory supervision shall not communicate with a victim, unless the victim agrees to certain types of contact.
§ 508.322. Releasee Restitution Fund. (Parole and Mandatory Supervision)	Yes	Establishes a restitution fund consisting of restitution payments by defendants on parole or mandatory supervision and provides for payments to victims.
§ 534.001-§ 534.301. Locally Based Medicaid and Other Related Health Care Initiatives.	Yes	Allows local creation of Medicaid program for low-income families to provide health care to victims living below the poverty level. Also provides for a task force to review local health-care initiatives.
§ 552.132. Confidentiality of Crime Victim or Claimant Information. (Public Information)	Yes	Makes victim information confidential.
§ 552.1325. Crime Victim Impact Statement: Certain Information Confidential. (Public Information)	Yes	Makes victim information confidential.
§ 552.138 Exception: Family Violence Shelter Center and Sexual Assault Program Information.	Yes	Makes shelter information confidential
§ 752.001-§ 752.026. Immigration.	Yes	Establishes the Office of Immigration and Refugee Affairs (OIRA) to coordinate public and private programs for the benefit of immigrants and refugees; answer inquiries regarding services at the local, state, and federal levels; and assist local communities with programs that address the needs of this population.
§ 2264.001- § 2264.101. Restrictions on Certain Public Subsidies.	Yes	Restricts the use of certain public subsidies and prohibits the entities receiving those subsidies from employing undocumented workers.

Health & Safety Code

Program benefits and services may not be available for all human trafficking victims, but if they are available to any victim then “yes” is marked. Benefits and services may be available to domestic victims of human trafficking but not to international victims of human trafficking, unless they have received certain immigration status from the federal government. Eligibility restrictions apply.

§ 31.001-§ 31.017. Primary Health Care Services Act.	Yes	Allows for the provision of services for persons who are indigent.
§ 32.001-§ 31.045. Maternal and Infant Health Improvement Act.	Yes	Allows for the provision of comprehensive maternal and infant health improvement services.
§ 35.001-§ 35.013. Children with Special Health Care Needs.	Yes	Allows for the provision of services for children with special health-care needs.
§ 48.001-§ 48.003. Training and Regulation of Promotoras and Community Health Workers.	Yes	Sets up the guidelines for training community health workers.
§ 61.001-§61.066. Indigent Health Care and Treatment Act.	Yes/No	Provides for indigent health care services and includes the level of services and the proof of residency requirements for indigents applying for medical assistance.
§ 62.001- § 62.159. Child Health Plan for Certain Low-Income Children.	Yes	Provides for a state child health plan for primary and preventative health care to low-income, uninsured children of this state, including children with special health-care needs, who are not served by or eligible for other state assisted health insurance programs.
§ 63.003-§ 63.007. Health Benefits Plan for Certain Children.	Yes/No	Provides for a program to provide health-benefits plan coverage for a child meeting certain requirements, including residency.
§ 107.001-§ 107.009. Health Disparities Task Force.	Yes	Establishes a Health Disparities Task Force to assist the Health and Human Services Commission (HHSC) with issues on access to health services. The task force shall investigate and report on issues related to health access disparities among racial, multicultural, disadvantaged, ethnic, and regional populations.
§ 107A.001-§ 107A.003. Office for the Elimination of Health Disparities.	Yes	Establishes an office for the elimination of health access disparities among racial, multicultural, disadvantaged, ethnic, and regional populations.

§ 112.001-§ 112.014. Border Health Foundation.	Yes	Establishes foundation to help secure funding for border health clinics.
§ 145.001- § 145.016. Tanning Facilities.	Yes	Establishes the authority to regulate tanning facilities and to inspect for violations.
§ 145.0095. Issuance of License for Certain Facilities Prohibited.	Yes	Allows for the denial of a renewal license.
§ 311.043. Duty of Nonprofit Hospitals to Provide Community Benefits.	Yes	Requires a nonprofit hospital to provide health-care services to the community and to comply with all federal, state, and local government requirements for tax exemption in order to maintain such exemption. These health-care services to the community shall include charity care and government-sponsored indigent health care and may include other components of community benefits.
§ 323.004. Minimum Standards for Emergency Services. (Emergency Services for Survivors of Sexual Assault)	Yes	Lists the minimum services that a health care facility must provide to survivors of sexual assault.
§ 462.022. Voluntary Admission of Minor. (Treatment of Chemically Dependent Persons)	Yes	Allows a facility to admit certain minors for emergency or nonemergency treatment or rehabilitation.
§ 463.011. Contributing to Delinquency of Narcotic Addict; Criminal Penalty.	Yes	Provides criminal penalties for persons contributing to the delinquency of narcotic addicts.
§ 841.001. Legislative Findings. (Civil Commitment of Sexually Violent Predators)	Yes	Provides for civil commitment procedures for the long-term supervision and treatment of sexually violent predators.

Human Resources Code

Program benefits and services may not be available for all human trafficking victims, but if they are available to any victim, then "yes" is marked. Benefits and services may be available to domestic victims of human trafficking but not to international victims of human trafficking, unless they have received certain immigration status from the federal government. Eligibility restrictions apply.

§ 22.0001-§ 22.041. General Functions of Department of Human Services.	Yes	Requires the Health and Human Services Commission (HHSC) to administer assistance to needy persons who are aged, blind, or disabled and to needy families with dependent children. HHSC is also required to cooperate with other public and private agencies for the prevention and treatment of conditions giving rise to public welfare problems. Also, HHSC is required to conduct research, analysis, and reports of its programs to evaluate and improve the programs.
§ 22.022. Residency Requirements.	Yes/No	Allows delivery of services to legal residents of the United States or the State of Texas, unless otherwise allowed by law.
§ 22.0292. Information Matching System Relating to Immigrants and Foreign Visitors.	No	Requires HHSC to use a computerized matching system to compare applicants for services to the Department of Justice records relating to immigrants and visitors to the United States to prevent individuals from unlawfully receiving benefits.
§ 31.001-§ 31.053. Financial Assistance and Service Programs.	Yes	Requires HHSC to provide financial assistance and services to families with dependent children in accordance with the provisions of this chapter. The department shall give first priority in administering this chapter to assisting an adult recipient of or unemployed applicant for the financial assistance and services in finding and retaining a job. Includes referral programs, transitional child-care services, and parenting classes.
§ 31.0322. Victims of Family Violence.	Yes	Allows HHSC, the Texas Workforce Commission, and the Title IV-D agency to adopt procedures under which requirements relating to financial assistance and related services - including time limits, child support enforcement, paternity establishment, work activity, and residency - may be waived or modified for certain individuals who are victims of family violence.
§ 32.001-§ 32.157. Medical Assistance Program.	Yes	Enables the state to provide medical assistance on behalf of needy individuals and to obtain all benefits for those persons authorized under the Social Security Act [1] or any other federal act.
§ 33.0005-§ 33.027. Nutritional Assistance Programs.	Yes	Provides the food stamp program and other special nutrition programs.

§ 34.001-§ 34.007. State Temporary Assistance and Support Services Program.	Yes	Establishes the state program for temporary assistance and related support services.
§ 40.001-§ 40.107. Department of Family and Protective Services.	Yes	Requires the Department of Family and Protective Services (DFPS) to provide protective services and investigations for allegations of abuse, neglect, or exploitation. DFPS is also charged with implementing and managing programs intended to provide early intervention or prevent at-risk behaviors that lead to child abuse, delinquency, running away, truancy, and dropping out of school.
§ 40.067. Delivery of Services in Areas Bordering United Mexican States.	Yes	Requires DFPS to study issues related to providing child and adult protective services in areas bordering the United Mexican States and to develop a plan for providing those services in a more efficient manner. DFPS is also required to pursue and enter into agreements for coordinated services with the United Mexican States or any of its political subdivisions.
§ 51.001-§ 51.012. Family Violence Centers.	Yes	Promotes the development of and access to locally based and supported nonprofit services for victims of family violence throughout the state. Prohibits disclosure of the location of a family violence center or the identity of a person working at or receiving services through a center.
Title 3. Facilities and Services for Children.	Yes	Provides for the administration of correctional and other facilities for children to provide a program of constructive training aimed at rehabilitation and reestablishment in society, and to provide intervention programs.
§ 61.031. Continuing Study. (Texas Youth Council)	Yes	Requires the Texas Youth Commission (TYC) to carry on a continuing study of the problem of juvenile delinquency and to focus public attention on special solutions to the problem.
§ 61.042. Referrals from Federal Court.	Yes	Allows TYC to enter into agreements with the federal government to accept children from the federal court for an agreed compensation.
Labor Code		
§ 21.001-§ 21.556. Employment Discrimination.	Yes	Provides protection for employees in the state of Texas.
§ 51.001. Purpose. (Employment of Children)	Yes	Ensures that a child is not employed in an occupation or manner that is detrimental to the child's safety, health, or well-being.

§ 51.011. Minimum Age. (Employment of Children)	Yes	Prohibits the employment of a child under the age of 14 except as provided by law.
§ 51.013. Hours of Employment; Hardship Exemption. (Employment of Children)	Yes	Regulates the hours a minor eligible to work.
§ 51.014. Hazardous Occupations. (Employment of Children)	Yes	Provides that the Texas Workforce Commission (TWC) may by rule declare an occupation to be hazardous.
§ 51.021. Inspection; Collection of Information. (Employment of Children)	Yes	Allows for the inspection and collection of information to determine whether a child is being exploited.
§ 51.031. Offense; Penalty. (Employment of Children)	Yes	Criminalizes the exploitation of children.
§ 51.032. Defense to Prosecution. (Employment of Children)	No	Provides a defense to prosecution for a person employing a child who does not meet the minimum age requirement for a type of employment that the person relied in good faith on an apparently valid certificate of age, presented by the child, that showed the child to meet the age requirement for that type of employment.
§ 51.033. Administrative Penalty. (Employment of Children)	Yes	Provides for an administrative penalty up to \$10,000 for persons violating child employment laws.
§ 51.034. Injunction: Attorney General's Action. (Employment of Children)	Yes	Allows the attorney general to seek injunctive relief against an employer who repeatedly violates the requirements established regarding the employment of children.
§ 51.041-§ 51.046. Collection of Penalty.	Yes	Provides the remedies to collect on penalties assessed for employment of children.
§ 61.011. Paydays. (Payment of Wages)	Yes	Provides the manner in which people shall be paid. Persons not paying in accordance may be prosecuted.
§ 61.018. Deduction from Wages. (Payment of Wages)	Yes	Provides for protections against unlawful payroll deductions.

§ 61.019. Failure to Pay Wages; Criminal Penalty. (Payment of Wages)	Yes	Provisions for the failure to pay wages.
§ 61.020. Failure to Pay Wages; Attorney General Action. (Payment of Wages)	Yes	Allows the attorney general to seek injunctive relief against an employer who repeatedly fails to pay wages.
§ 61.051. Filing Wage Claim. (Payment of Wages)	Yes	Allows an employee who has not been paid wages to file a wage claim.
§ 61.053. Bad Faith; Administrative Penalty. (Payment of Wages)	Yes	Provides for an administrative penalty up to \$1,000 for persons violating payday laws.
§ 61.081-§ 61.085. Administrative Lien.	Yes	Creates an administrative lien process for the payment of penalties and wages.
§ 61.091-§ 61.055. Delinquency; Levy.	Yes	Creates a levy process for the collection of delinquent penalties and wages.
§ 62.001-§ 62.205. Minimum Wage.	Yes	Provides for minimum wage standards, including piece rates for workers, and for enforcement of wage provisions.
§ 62.154. Domestic Employment. (Minimum Wage)	No	Exempts from this chapter persons under domestic employment.
§ 62.201. Civil Penalty. (Minimum Wage)	No	Provides liability for an employer who violates § 62.051, 62.052, 62.053, or 62.054 or Subchapter C to an affected employee in the amount of the unpaid wages plus an additional equal amount as liquidated damages.
§ 64.002. Redemption of Evidence of Indebtedness.	Yes	Provides a procedure to redeem an employer's evidence of indebtedness.
§ 64.003. Action to Enforce Redemption; Penalty.	Yes	Provides penalties for failing to redeem an employer's evidence of indebtedness.
§ 92.001-§ 92.031. Temporary Common Workers.	Yes	Provides for the regulation of employers using temporary common workers, including obtaining a license and prohibiting deductions from pay not authorized by state or federal law.

Title 4. Employment Services and Unemployment.	Yes	Establishes the availability of unemployment compensation for certain unemployed workers and establishes a Human Rights Commission under the Texas Workforce Commission (TWC) to investigate matters related to employment discrimination, including workplace violations. Also includes referral and training programs for recipients of financial assistance or nonrecipient parents who participate in employment programs.
§ 201.064. Domestic Service.	No	Exempts services performed as domestic services in certain cases.
§ 201.078. Service by Nonresident Alien Agricultural Worker.	No	Exempts services performed by nonresident alien agricultural services in certain cases.
§ 301.064. Interpreter Services; Bilingual Forms.	Yes	Requires TWC to provide language interpreters for agency programs through a comprehensive language services program for persons whose primary language is Spanish. May provide language interpreters through the program for persons whose primary language is other than Spanish or English.
Title 5. Workers' Compensation.	Yes	Provides the coverage and remedies available when employers have Workers' Compensation Insurance. Also provides criminal penalties for violations.
§ 411.081. Telephone Hotline.	Yes	Provides a toll-free telephone service in English and Spanish for reports of violations of occupational health or safety law.
Local Government Code		
Title 7. Regulation of Land Use, Structures, Businesses, and Related Activities.	Yes	Allows local municipalities to regulate certain activities.
§ 363.001-§ 363.302. Crime Control and Prevention Districts.	Yes	Allows local municipalities to create crime control and prevention programs.
Occupation Code		
§ 51.302. Amount of Penalty. (Texas Department of Licensing and Regulation)	Yes	Allows an administrative penalty not to exceed \$5,000 per day for violations.

§ 51.351. Inspections and Investigations. (Texas Department of Licensing and Regulation)	Yes	Allows the Texas Department of Licensing and Regulation to conduct investigations and make inspections.
§ 51.352. Injunctive Relief; Civil Penalty. (Texas Department of Licensing and Regulation)	Yes	Allows the attorney general to seek injunctive relief against an employer who repeatedly violates licensing provisions.
§ 51.452. Telephone Information System. (Texas Department of Licensing and Regulation)	Yes	Requires a toll-free telephone information system to provide assistance and referral services to persons who inquire about a program regulated by a licensing entity.
Title 3. Health Professions.	Yes	Provides the regulatory authority for health professions.
Title 10. Occupations Related to Law Enforcement and Security.	Yes	Provides the regulatory authority for law enforcement and other related professions.
Penal Code		
§ 7.01-§ 7.03. Complicity. (Criminal Responsibility for Conduct of Another)	No	Provides for the criminal responsibility for the conduct of another.
§ 7.21-§ 7.24. Corporations and Associations. (Criminal Responsibility for Conduct of Another)	Yes	Holds a corporation criminally liable for actions of its agents when acting in their professional capacity.
§ 8.05. Duress	Yes	Provides for an affirmative defense for non-felony offenses, if the actor was engaged in the proscribed conduct because the actor was compelled to do so by force or threat of force.
§ 9.01-§ 9.063. Justification Excluding Criminal Liability.	Yes	Provides defenses to prosecution for justifiable actions as listed in the statute.
§ 12.01-§ 12.051. Punishments.	Yes	Provides the punishments available for offenses.

§ 19.01-§ 19.06. Criminal Homicide.	Yes	Outlines actions constituting criminal homicide and provides classification of offenses.
§ 20.01-§ 20.05. Kidnapping and Unlawful Restraint.	Yes	Outlines actions constituting kidnapping and provides classification of offenses. Unlawful transport (§ 20.02) is particularly pertinent. It makes a person criminally liable for transporting an individual for pecuniary benefit in a way that is meant to conceal the individual from authorities and creates a likelihood that the individual will suffer serious bodily injury or death.
§ 20A.01-§ 20A.02. Trafficking of Persons.	Yes	Outlines actions constituting trafficking in persons and provides classification of offenses.
§ 21.01-§ 21.15. Sexual Offenses.	Yes	Outlines actions constituting sexual offenses and includes classification of offenses.
§ 22.01-§ 22.12. Assaultive Offenses.	Yes	Outlines actions constituting assaultive offenses and includes classification of offenses. Makes it a crime to recklessly or intentionally cause injury to another person's body, and makes it a crime to use force to have sexual contact with another person. Also creates felonies if a deadly weapon is used in the commission of the offense.
§ 25.04. Enticing a Child.	Yes	Creates an offense if, with the intent to interfere with the lawful custody of a child under the age of 18, a person knowingly entices, persuades, or takes the child from the custody of the parent or guardian or person standing in the stead of the parent or guardian of such child.
§ 25.06. Harboring Runaway Child.	Yes	Creates an offense to knowingly harbor a runaway child under the age of 18.
§ 25.07. Violation of Protective Order or Magistrate's Order.	Yes	Creates an offense for a person violating protective orders.
§ 25.07. Violation of Certain Court Orders or Conditions of Bond in a Family Violence Case.	Yes	Creates an offense for a person violating protective orders.
§ 25.08. Sale or Purchase of Child.	Yes	Criminalizes selling or giving away a child under the age of 18 for gain.
§ 25.09. Advertising for Placement of Child.	Yes	Criminalizes the advertisement of adoption of a child under the age of 18, except by licensed child-placing agencies.

§ 25.10. Interference with Rights of Guardian of the Person.	Yes	Creates an offense if a person takes, retains, or conceals a ward when the person knows this will interfered with a possessory right of the ward.
§ 33.021. Online Solicitation of a Minor.	Yes	Creates an offense if the person over the Internet by electronic mail, text message or other electronic message service or system, or through a commercial online service, knowingly solicits a minor to meet another person, including the actor, with the intent that the minor will engage in sexual contact, sexual intercourse, or deviate sexual intercourse with the actor or another person.
§ 33.04. Assistance by Attorney General.	Yes	Allows the attorney general to assist with a case involving the use of a computer, at the request of a district or county attorney.
§ 34.01-§ 34.03. Money Laundering.	Yes	Outlines actions constituting money laundering and provides classification of offenses. Also allows the attorney general to assist with a case at the request of a district or county attorney.
§ 43.02. Prostitution.	No	Outlines the actions constituting prostitution and provides classification of offenses.
§ 43.03. Promotion of Prostitution.	Yes	Outlines the actions constituting promoting prostitution and provides classification of offenses.
§ 43.04. Aggravated Promotion of Prostitution.	Yes	Outlines the actions constituting aggravated promotion of prostitution and provides classification of offenses.
§ 43.05. Compelling Prostitution.	Yes	Outlines the actions constituting aggravated promotion of prostitution and provides classification of offenses.
§ 43.06. Accomplice Witness; Testimony and Immunity.	Yes	Provides protection for those who would provide evidence regarding prostitution.
§ 43.22. Obscenity.	Yes	Outlines the actions constituting promoting obscenity and provides classification of offenses. Includes the promotion of materials depicting a child younger than 18.
§ 43.24. Sale, Distribution, or Display of Harmful Material to a Minor.	Yes	Prohibits the sale, distribution, or display of materials considered harmful to a minor, including material of a sexual nature. Also prohibits hiring a minor to accomplish any of the acts depicted in the material.
§ 43.25. Sexual Performance by a Child.	Yes	Prohibits employing, authorizing, or inducing a child under the age of 18 to engage in sexual conduct or a sexual performance. It also prohibits parents or guardians from approving of activity.

§ 43.251. Employment Harmful to Children.	Yes	Prohibits employing, authorizing, or inducing a child under the age of 18 to work in a sexually commercial business or any place of business where a child works nude or topless.
§ 43.26. Possession or Promotion of Child Pornography.	Yes	Prohibits the possession or promotion of visual material depicting a child under the age of 18 engaging in sexual conduct.
§ 43.27. Duty to Report.	Yes	Requires a business that develops or processes visual material to report to law enforcement if the business determines the material may be evidence of a criminal offense.
§ 48.02. Prohibition of the Purchase and Sale of Human Organs.	Yes	Prohibits the purchase or sale of human organs.
§ 71.02. Engaging in Organized Criminal Activity.	Yes	Outlines the actions constituting organized criminal activity and provides the classifications of offenses. Includes prostitution, kidnapping, and human trafficking.
§ 71.021. Violation of Court Order Enjoining Organized Criminal Activity.	Yes	Criminalizes violations of temporary or permanent orders issued under 125.065(a) and (b), Civil Practice and Remedies Code.
§ 71.022. Soliciting Membership in a Criminal Street Gang.	Yes	Outlines the actions constituting solicitation of membership for a street gang and provides the classification of offenses.
§ 71.04. Testimonial Immunity.	Yes	Provides testimonial immunity for certain witnesses.

APPENDIX B
Survey Protocol for Direct Service Staff

Introduction

You are being asked to complete a short survey about your work and your agency's work on human trafficking. The findings will identify changes in programs, services, policies, and laws to better address the crime of human trafficking in our State.

Your participation is completely anonymous. We will not be asking you any personal information. Therefore, your responses will not be individually identifiable, and findings will be reported as a summary of the more than 60 people expected to participate in this research.

Definition of Human Trafficking

The recruitment, harboring, transporting, 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, slavery or forced commercial sex acts (Section 103(8) Trafficking Victims Protection Act, 2000).

Victims are trafficked for two primary purposes: for sex or labor.

Demographic Questions

1. What agency do you work for? _____

Survey

1. Have you worked with any victims of human trafficking?
If yes,
 - a. How many cases?
 - b. How many were victims of domestic trafficking?
 - c. How many were victims of international trafficking?
 - d. How many of these cases were for sex? labor? sex and labor?
 - e. What was the youngest victim of trafficking identified? What was the oldest victim of trafficking identified?
 - f. What was the primary national origin or ethnic background of the victims?
 - g. What percentage of these victims received continued presence? What was the average length of time required for certification?
 - h. What percentage of victims received T visas? What was the average length of time required to get the T visas?
 - i. Did the case(s) go to trial? If not:

- i. Did the government decide not to prosecute?
 - ii. Was the victim unable to cooperate?
 - iii. Did the victim decide not to cooperate?
 - iv. Other reasons?
2. Who referred these victims to you? List all agencies that have referred to your agency.
3. To your knowledge, what percentage of victims that you have worked with get these services and/or programs *before* they are certified?

Programs	Services
Child nutrition programs	Life skills
Food stamps	Court Orientation
Women, Infant, Children (WIC)	Certified Trained Interpreters
Temporary Assistance to Needy Families	Self-Help Groups
Dental	Transportation
Services to Victims of Torture	Victims Rights and Services
Health Screening	Crisis Intervention
Child Care	Job Training
Substance Abuse Services	Legal Support
Public Housing	Tutoring
Mental Health Services	Mentoring
VOCA Emergency Funds	Spiritual/Faith
Witness Protection	Other, please list
OVC Services for Trafficking Victims	
Discretionary Grant Services	
Crime Victims Compensation	
ESL Training	
Immigration and Refugee Services	
Medicaid	
HIV/AIDS	
Children's Health Insurance Program (CHIP)	
Other, please list	

4. To your knowledge, what percentages of victims that you have worked with get these services and/or programs *after* they are certified?

Programs	Services
Child nutrition programs	Life skills
Food stamps	Court Orientation
Women, Infant, Children (WIC)	Certified Trained Interpreters
Temporary Assistance to Needy Families	Self-Help Groups
Dental	Transportation
Services to Victims of Torture	Victims Rights and Services
Health Screening	Crisis Intervention

Child Care	Job Training
Substance Abuse Services	Legal Support
Public Housing	Tutoring
Mental Health Services	Mentoring
VOCA Emergency Funds	Spiritual/Faith
Witness Protection	Other, please list
OVC Services for Trafficking Victims	
Discretionary Grant Services	
Crime Victims Compensation	
ESL Training	
Immigration and Refugee Services	
Medicaid	
HIV/AIDS	
Children's Health Insurance Program (CHIP)	
Other, please list	

5. What role did cultural differences play in *providing* services?
 - 1=Not At All
 - 2=Very Little
 - 4=Some
 - 5=A Lot
 - 0=Not applicable
6. How much was language a barrier in *providing* services?
 - 1=Not At All
 - 2=Very Little
 - 4=Some
 - 5=A Lot
 - 0=Not applicable
7. What role did cultural differences play in *getting* services?
 - 1=Not At All
 - 2=Very Little
 - 4=Some
 - 5=A Lot
 - 0=Not applicable
8. How much was language a barrier in *getting* services?
 - 1=Not At All
 - 2=Very Little
 - 4=Some
 - 5=A Lot
 - 0=Not applicable
9. Were the services equally available for all victims? If not, what were the differences and reasons for the differences?

10. What funding covered the costs of providing these services? List program names and the funding agency.
11. Does your agency track the 'success' of victims once they leave the program? By success, we mean a victim's ability to be self-sufficient. Y/N
If yes:
 - i. What method is used to track this?
 - ii. How is 'success' defined?
 - iii. What percentage of victims receiving services are 'successful'?
12. In general, what health services do you think victims of human trafficking might need, but do not get? (e.g. dental care, health screenings, etc.)
13. In general, what social services do you think victims of human trafficking might need, but do not get? (e.g. child nutrition program, food stamps, services to victims of torture, etc.)
14. Why are these services inaccessible?
 - a. Difficulty in identifying victims
 - b. Problematic intergovernmental or interagency relations. If so, which of the following would best correct the situation? (You may pick multiple answers and prioritize.)
 - i. Better defined roles and responsibilities for each level of government and/or agency
 - ii. A single point of contact at each agency with the responsibility and authority to make decisions
 - iii. Documented, standardized processes/protocols accepted by both sides
 - iv. Interagency and/or intergovernmental policies
 - v. Changes in federal. If so, what changes would you recommend?
 - vi. Changes in state law. If so, what changes would you recommend?
 - c. Other, please list
15. What are the services that victims of human trafficking might need but would not be eligible for because of governmental or nongovernmental policies or regulations?
16. List the top five challenges/barriers that you face in providing services to victims of human trafficking.
17. List the top five challenges that you face with the coordination of services for victims of human trafficking with other governmental or nongovernmental agencies (e.g. communication, agency policies, lack of resources, etc.).
18. Do you work with federal agencies that fund services for victims of trafficking?
19. Describe your relationship with law enforcement agencies. How does it work well? What are the challenges?
20. What resources do you need to provide *improved* services to victims of human trafficking?
21. List your top 3 challenges posed by existing state and federal laws and/or rules/policies that make it *harder* for you to meet the needs of human trafficking cases.

22. What recommendations do you have for changes/modifications that would allow victims of trafficking to cooperate with the investigation or prosecution of these cases? What do they need?
23. How many professional trainings have you attended on human trafficking?
 - a. Describe the training (length, who gave it, etc.).
 - b. How interested would you be in attending more training?
 - c. What topics would you like covered in those trainings?
 - d. Have you been an instructor at any of these trainings?
24. What else do you have to add?

APPENDIX C
Survey Protocol for State Agencies

Introduction

You are being asked to complete a short survey about your agency's policies on human trafficking. The findings will identify changes in programs, services, policies, and laws to better address the crime of human trafficking in Texas.

Your participation is completely anonymous. You will not be asked any personal information. Therefore, your responses will not be individually identifiable and the findings will be reported as a summary of the more than 60 people expected to participate in this research.

Definition of Human Trafficking

The recruitment, harboring, transporting, 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, slavery or forced commercial sex acts (Section 103(8) Trafficking Victims Protection Act, 2000).

Victims are trafficked for two primary purposes: for sex or labor.

Demographic Questions

1. What agency do you work for? _____

Survey

1. Does the agency you work for have a policy related to the protection of victims of human trafficking?
 - a. Yes
 - b. No
 - c. Not sure

If yes,

1. What is your agency's policy about human trafficking? Please give us the entire agency policy.
2. In what ways would you suggest that policy needs to be modified to better service victims of human trafficking?
3. How are agency personnel trained on the policy on human trafficking?
4. What agency staff are most likely to be in contact with or serve victims of human trafficking?
5. How many victims of human trafficking have been served by the agency?
6. What training on human trafficking is available for staff to attend? Name training and location that staff may have attended.

If no,

1. Do you anticipate the development of a policy on human trafficking in the future?
2. How likely do you think that your agency staff might work with victims of human trafficking?
3. How might that policy suggest that agency staff respond to victims of human trafficking?
4. How might you see that agency staff are trained on the policy?
5. What agency staff are most likely to be in contact with or serve victims of human trafficking?
6. Have any victims of human trafficking been identified by agency staff?
7. What training on human trafficking do you think that agency staff need? How might that curriculum fit into the overall training goals for agency staff?

APPENDIX D
Interview Protocol for Task Force Members

Broad Demographic Questions

1. Do you work for a *state, federal, local law enforcement agency*?
2. What is your *primary responsibility* in your position? (e.g. prosecution, investigation, victim advocacy, supervisor?)
3. What is the *Task Force* that you or your agency is involved with?

Questions about Work on HT Cases

1. Have you worked with victims of human trafficking?

If yes,

- a. How many *cases*?
- b. For how many *years*?
- c. How many *victims*?
- d. What were the *national origins or ethnic backgrounds* of human trafficking victims?
- e. Briefly describe the *circumstances* in which you had involvement? (e.g. sting operation, prosecution of a case, providing victim support and case organization, etc.)
- f. Did any of your cases go to *trial*? If not, did the government decide not to prosecute or was the victim not able to cooperate/decided not to cooperate?

If no, and continuation of “yes” respondents,

- g. Does your *department* have a human trafficking Task Force? Are you on it? What is your role?
- h. Do you know how to *certify* a human trafficking victim?
- i. Which state or federal agency you do *report* human trafficking victims to?

Challenges in rules/policies

2. Describe five to 10 *challenges posed by existing state and federal laws and/or rules/policies* that make it harder for you to meet the needs of human trafficking cases. What makes it harder for you to do your job? Be specific.

Recommendations

3. What *recommendations* do you have for changes/modifications that would better equip you in the investigation and prosecution of these cases? What do you need to do your job better? (You may pick multiple answers and prioritize)

- a. Better defined roles and responsibilities for each level of government and/or agency
- b. A single point of contact at each agency with the responsibility and authority to make and execute decisions
- c. Documented, standardized processes/protocols accepted by both sides
- d. Interagency policies and practices to improve coordination and cooperation
- e. Changes in federal law, including immigration laws. If so, what changes would you recommend?
- f. Changes in state law. If so, what changes would you recommend?
- g. Changes in court procedures or practices. If so, what changes would you recommend?
- h. Improved collaboration between NGOs and governmental service providers. If so, what improvements would you recommend?
- i. Changes in community human trafficking organizational structure. If so, what changes would your recommend?
- j. Additional training

What else?

Challenges in working with victims

4. Describe the five *challenges regarding working with the victims* of human trafficking. What barriers do you experience with the victims themselves?
 - a. What role did *cultural differences* of victims play in securing their cooperation in the investigation?
 - b. What role did *language barriers* play in securing their cooperation in the investigation?

Training on human trafficking

5. How many professional *trainings* have you attended on human trafficking?
 - a. Describe the *training* (length, who gave it, etc.).
 - b. How *interested* would you be in attending more training?
 - c. Does your department have *enough* training on human trafficking?
 - d. What *topics* would you like covered in those trainings?
 - e. Should training on human trafficking be mandated for TCLEOSE renewal under Special Investigative topics, or should all police training centers teach HT as a mandated TCLEOSE course?

Recommendations regarding victim cooperation

6. What *recommendations* do you have for changes/modifications that would allow victims of trafficking to cooperate with the investigation or prosecution of these cases? What do they need?

Background Questions about Task Force

1. *How long* have you been working with the human trafficking Task Force? Years and months?
2. In what ways have you worked with other members of the Task Force? Describe your *relationship* with other members of the Task Force (e.g. beneficial, difficult, etc.). Why?
3. Have there been *inconsistencies* in identifying criteria for human trafficking victims? If so, what are they? Are more definitive criteria/requirements needed?
4. Describe your relationship in working with *investigations/prosecutions* of these cases.
5. How do you see *state and local law enforcement* working on human trafficking cases?
 - a. As extensions of a federal investigation?
 - b. As state and local law enforcement supporting a federal case?
 - c. As state and local law enforcement supporting only state human trafficking cases?
 - d. Other ways?
 - e. Do these/how do these relationships differ in cases that are not human trafficking?
6. Describe your relationship with local *nongovernmental* and social service providers. How does it work well? What are the challenges?
7. What suggestions do you have to make this complex process of *collaboration* between investigations and prosecutions and social services more cohesive?

Additional comments

8. What else is important that we have not talked about?

APPENDIX E
Unaccompanied Refugee Minor (URM) Programs and
Unaccompanied Alien Children (UAC)/Division of Unaccompanied Children's Services (DUCS)
Facilities in Texas

URM Programs in Texas

Catholic Charities of the Archdiocese of Galveston-Houston
Houston, Texas

Lutheran Social Services of the South, Inc.
Dallas, Texas

UAC/DUCS Facilities

The majority of children are cared for through a network of ORR-funded care provider facilities, most of which are located close to areas where immigration officials apprehend large numbers of aliens. There are currently more than 40 ORR-funded care provider facilities in 10 different states.

Care provider facilities are state licensed and must meet ORR requirements to ensure a high level of quality of care. The facilities, which operate under cooperative agreements and contracts, provide children with classroom education, health care, socialization/recreation, vocational training, mental health services, family reunification, access to legal services, and case management. Care provider facilities case management teams use effective screening tools to assess children for mental health and victim of trafficking issues.

- Most UAC are placed in shelters and group homes
- If a child requires a higher level of care due to a documented criminal history, secure placement options are available
- For children with special needs (young age, pregnant/parent, acute medical needs, mental health concerns), or who have no viable sponsor to reunite with while going through immigration proceedings, long-term foster care is available through ORR's refugee foster care program network
- ORR funds certain special programs to serve children with acute medical and mental health needs

Office of Refugee Resettlement (2008). On-line at <http://www.acf.hhs.gov/programs/orr>.

APPENDIX F
National and State Reports on Human Trafficking

National Report

Evaluation of Comprehensive Services for Victims of Human Trafficking: Key Findings and Lessons Learned

Submitted by Caliber

2007

<http://www.ncjrs.gov/pdffiles1/nij/grants/218777.pdf>

State Reports

California

California Alliance to Combat Trafficking and Slavery Task Force

Human Trafficking in California

2007

http://safestate.org/documents/HT_Final_Report_ADA.pdf

Connecticut

N.M. Pierre, The Permanent Commission on the Status of Women.

State of Connecticut general assembly: Trafficking in persons council annual report

2008

<http://www.cga.ct.gov/pcsw/Trafficking/2008%20trafficking%20annual%20report.pdf>

Florida

The Florida State University Center of Advancement of Human Rights

Florida responds to human trafficking

2003

<http://www.cahr.fsu.edu/the%20report.pdf>

Idaho

Idaho Office of Attorney General

Report on Human Trafficking Victim Protection

2007

Kentucky

T.K. Logan, University of Kentucky

Human Trafficking in Kentucky

2007

<http://cdar.uky.edu/VAW/docs/Human%20Trafficking%20in%20Kentucky.pdf>

Maine

Maine Human Trafficking Task Force

Final report for the Human Trafficking Task Force

2006

<http://mainegov-images.informe.org/legis/opla/humtraffinrpt.pdf>

Minnesota

Minnesota Office of Justice

Human trafficking in Minnesota: A report to the Minnesota legislature

2007

http://www.ojp.state.mn.us/cj/publications/Reports/2007_Human_Trafficking.pdf

Ohio

Kathleen Y.S.. Davis, The Polaris Project

Human trafficking and modern day slavery in Ohio

2006

Washington

Washington State Task Force against Trafficking in Persons

Human Trafficking: Present Day Slavery

2004

http://www.cted.wa.gov/CTED/documents/ID_29_Publications.pdf

Institute on Domestic Violence and Sexual Assault The University of Texas at Austin School of Social Work

The mission of the Institute on Domestic Violence and Sexual Assault (IDVSA) is to advance the knowledge base related to domestic violence and sexual assault in an effort to end violence. IDVSA accomplishes this through supporting research on domestic violence and sexual assault and by providing training, technical assistance, and information dissemination to the practitioner community and the community at large. It is the vision of IDVSA that its multidisciplinary, researcher-practitioner, collaborative approach will enhance the quality and relevance of research efforts and their application in service provision.

The IDVSA is made possible through grants from the Hogg Foundation for Mental Health, the RGK Foundation, the Shield-Ayres Foundation, and Dean Barbara White of The University of Texas at Austin School of Social Work.

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**Attorney General's Annual Report to
Congress on U.S. Government Activities
to Combat Trafficking in Persons
Fiscal Year 2006**

May 2007

I. Introduction	1
II. Benefits and Services Given Domestically to Trafficking Victims	3
A. Department of Health and Human Services.....	4
1. Certifications and Letters of Eligibility	4
2. Service Provision	5
B. Department of Justice.....	5
1. Bureau of Justice Assistance.....	5
2. Office for Victims of Crime.....	6
C. Department of Homeland Security.....	8
D. Department of State	8
E. Department of Labor	9
F. Legal Services Corporation	10
III. Immigration Benefits for Trafficking Victims	10
IV. Investigations, Prosecutions, and Sentences	12
A. Investigations	12
1. Federal Bureau of Investigation.....	12
2. U.S. Immigration and Customs Enforcement.....	14
3. Human Smuggling and Trafficking Center.....	15
4. Department of Labor.....	16
B. Prosecutions	16
C. Sentences.....	18
V. International Grants to Combat Trafficking	18
VI. Training and Outreach	21
A. Domestic Law Enforcement Training.....	21
1. Department of Justice	21
2. Department of Homeland Security	24
3. Human Smuggling and Trafficking Center.....	26
B. International Law Enforcement Training.....	26
1. Department of Justice	26
2. Department of Homeland Security	30
3. Human Smuggling and Trafficking Center.....	32
4. Department of State	32
C. Outreach to Nongovernmental Organizations.....	33
1. Department of Homeland Security	33
2. Department of Justice	33
3. Department of State and USAID	34
D. Department of Health & Human Services Public Awareness Campaign/Street Outreach Grants.....	34
1. Street Outreach Grants.....	34
2. Rescue & Restore Victims of Human Trafficking Public Awareness Campaign	36
3. Local Coalitions	37
4. Training and Technical Assistance	38
5. International Discretionary Grants.....	38

E. Department of State Outreach to Foreign Governments	39
VII. President’s Interagency Trafficking Task Force & Senior Policy Operating Group ..	40
VIII. Conclusion.....	41
Appendix A: BJA / OVC Human Trafficking Task Forces (42)	42
Appendix B: Examples of Cases.....	43
1. Criminal Section, Civil Rights Division	43
2. ICE Investigations.....	49
3. Criminal Division, Child Exploitation and Obscenity Section.....	51
Appendix C: United States Government Funds Obligated in FY 2006 for Anti-Trafficking in Persons Projects.....	54

I. Introduction

Human trafficking is an offense against human dignity, a crime in which human beings, many of them teenagers and young children, are bought and sold and often sexually abused by violent criminals. Our nation is determined to fight and end this modern form of slavery.

~ President George W. Bush, January 2006

Human trafficking is a violation of the human body, mind and spirit. For this vile practice to be taking place in a country that the world looks to as a beacon of freedom... is a terrible irony and an utter tragedy.

~ Attorney General Alberto Gonzales, October 2006

Trafficking in persons (TIP), or human trafficking, is a regrettably widespread form of modern-day slavery. Traffickers often prey on individuals, predominantly women and children in certain countries, who are poor, frequently unemployed or underemployed, and who may lack access to social safety nets. Victims are often lured with false promises of good jobs and better lives, and then forced to work under brutal and inhuman conditions. It is difficult to accurately estimate the extent of victimization in this crime whose perpetrators go to great lengths to keep it hidden. Nonetheless, the United States has led the world in the fight against this terrible crime.

The centerpiece of U.S. Government efforts to eliminate trafficking in persons is the Trafficking Victims Protection Act of 2000 (TVPA), Pub. L. 106-386, signed into law on October 28, 2000. The TVPA enhanced three aspects of federal government activity to combat TIP: protection, prosecution, and prevention. The TVPA provided for a range of new protections and assistance for victims of trafficking in persons; it expanded the crimes and enhanced the penalties available to federal investigators and prosecutors pursuing traffickers; and it expanded the U.S. Government's international activities to prevent victims from being trafficked. The TVPA defines trafficking in persons as "sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age" or "the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery." 22 U.S.C. § 7102(8).

Specifically, the TVPA:

- Provided for victim assistance in the United States by making trafficking victims eligible for federally funded or administered health and other benefits and services; mandated U.S. Government protections for victims of trafficking and, where applicable, their families; outlined protections from removal, including T non-immigrant status for trafficking victims over the age of 18 who cooperate with law enforcement in the investigation and prosecution of trafficking (victims under 18 are not required to cooperate in order to receive immigration benefits); and allowed T non-immigrant status holders to adjust to permanent resident status;

- Created new crimes and enhanced penalties for existing crimes, including forced labor, trafficking with respect to peonage, slavery, involuntary servitude, sex trafficking of children, sex trafficking of adults by force, fraud or coercion, and unlawful conduct with respect to documents; criminalized attempts to engage in these behaviors; and provided for mandatory restitution and forfeiture;
- Provided for assistance to foreign countries in drafting laws to prohibit and punish acts of trafficking and strengthen investigation and prosecution of traffickers; created programs to assist victims; and expanded U.S. Government exchange and international visitor programs focused on trafficking in persons; and
- Created the Interagency Task Force to Monitor and Combat Trafficking to coordinate the U.S. Government's anti-trafficking efforts. The TVPA directed the Task Force, among other activities, to: (1) measure and evaluate progress of the United States and other countries in the areas of trafficking prevention, protection, and assistance to victims; (2) expand interagency procedures to collect and organize data; (3) engage in efforts to facilitate cooperation among countries; (4) examine the role of the international sex tourism industry; and (5) engage in consultation and advocacy with governmental and non-governmental organizations.

The Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA 2003), Pub. L. 108-193, signed into law by President Bush on December 19, 2003, reauthorized the TVPA and added responsibilities to the U.S. Government's anti-trafficking portfolio. In particular, the TVPRA 2003 mandated new information campaigns to combat sex tourism, added refinements to the federal criminal law provisions, and created a new civil action that allows trafficking victims to sue their traffickers in federal district court. In addition, the TVPRA 2003 required an annual report from the Attorney General to Congress. This report was mandated to provide information on the following U.S. Government activities to combat trafficking in persons:

- The number of persons in the United States who received benefits or other services under section 107(b) of the TVPA in connection with programs or activities funded or administered by the Secretary of Health and Human Services, the Secretary of Labor, the Board of the Directors of the Legal Services Corporation, and other appropriate federal agencies during the previous Fiscal Year;
- The number of persons who had been granted "continued presence" in the United States under TVPA section 107(c)(3) during the previous Fiscal Year;
- The number of persons who applied for, had been granted, or had been denied T non-immigrant status or otherwise provided status under section 101(a)(15)(T)(i) of the Immigration and Nationality Act (8 U.S.C. § 1101(a)(15)(T)(i)) during the previous Fiscal Year;
- The number of persons who were charged or convicted under one or more of sections 1581, 1583, 1584, 1589, 1590, 1591, 1592, or 1594 of title 18, United States Code, during the previous Fiscal Year, and the sentences imposed against each such person;

- The amount, recipient, and purpose of each grant issued by any federal agency to carry out the purposes of sections 106 and 107 of the Act, or section 134 of the Foreign Assistance Act of 1961, during the previous Fiscal Year;
- The nature of training conducted pursuant to section 107(c)(4) during the previous Fiscal Year; and
- The activities undertaken by the Senior Policy Operating Group (SPOG) on Trafficking in Persons to carry out its responsibilities under section 105(f) of the TVPRA 2003 during the previous Fiscal Year.

On January 10, 2006, President Bush signed into law the Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA 2005), Pub. L. 109-164. The TVPRA 2005 reauthorized the TVPA and authorized new anti-trafficking resources, including grant programs to assist state and local law enforcement efforts in combating TIP and to expand victim assistance programs to U.S. citizens or resident aliens subjected to trafficking; pilot programs to establish residential rehabilitative facilities for trafficking victims, including one program aimed at juveniles; and extraterritorial jurisdiction over trafficking offenses committed overseas by persons employed by or accompanying the federal government. The TVPRA 2005 also expanded the reporting requirements of the TVPRA 2003, providing for the inclusion of information in the annual report to Congress on the amount, recipient, and purpose of each grant under sections 202 and 204 of the TVPRA 2005.

This report, the fourth required under the TVPRA 2003, is submitted to Congress in compliance with that directive. It details U.S. Government activities to combat TIP during Fiscal Year 2006 (FY 06), with a focus on the categories above.

II. Benefits and Services Given Domestically to Trafficking Victims

The success of U.S. Government efforts to combat trafficking in persons domestically hinges on pursuing a victim-centered approach. All U.S. Government agencies are therefore committed to providing victims with access to the services and benefits provided by the TVPA. Because government benefits for non-U.S. citizen victims are typically tied to a person's immigration status, the TVPA created a mechanism for allowing certain non-citizen trafficking victims access to benefits and services from which they might otherwise be barred. The funds provided under the TVPA by the federal government for direct services to victims are dedicated to assist non-U.S. citizen victims and may not currently be used to assist U.S. citizen victims; however, U.S. citizen victims have access to other federal crime victim benefits. Under sections 107(b)(1) and (b)(2) of the TVPA, various federal agencies must extend some existing benefits to trafficking victims and are authorized to provide grants to effectuate such assistance. This section reviews the activities of the Department of Health and Human Services (HHS), the Department of Justice (DOJ), the Department of Homeland Security (DHS), the Department of State (DOS), the Department of Labor (DOL), and the Legal Services Corporation (LSC) to implement sections 107(b) and 107(c) of the TVPA.

A. Department of Health and Human Services

The TVPA designates the Department of Health and Human Services (HHS) as the agency responsible for helping victims of human trafficking become eligible to receive benefits and services so they may rebuild their lives safely in the United States. The HHS anti-trafficking program in the Administration for Children and Families (ACF), Office of Refugee Resettlement (ORR): (1) certifies non-U.S. citizen victims of human trafficking; (2) provides outreach and education to service providers, non-governmental organizations, and state and local governments on the phenomenon of trafficking; (3) awards discretionary grants designed to provide outreach and direct services to victims; (4) awards contracts designed to provide support to intermediary organizations who lead anti-trafficking efforts in localities and regions; (5) administers a public awareness campaign designed to rescue and restore victims of trafficking; and (6) provides services and case management to victims of trafficking through a network of service providers across the United States.

1. Certifications and Letters of Eligibility

Section 107(b)(1)(E) of the TVPA states that the Secretary of Health and Human Services, after consultation with the Attorney General, may certify an adult victim of a severe form of trafficking who: (1) is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and (2) has made a bona fide application for a visa under section 101(a)(15)(T) of the Immigration and Nationality Act that has not been denied; or is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in persons. The TVPA authorizes the “certification” of adult victims to receive certain federally funded or federally administered benefits and services, such as cash assistance, medical care, food stamps, and housing. Though not required to be certified by HHS, minors who are determined to be victims of severe forms of trafficking receive “letters of eligibility” for the same types of services.

On March 28, 2001, then-HHS Secretary Thompson delegated the authority to conduct human trafficking victim certification activities to the Assistant Secretary for ACF, who in turn re-delegated authority on April 18, 2002, to the Director of ORR. In FY 06, ORR issued 214 certification letters to adults and 20 eligibility letters to minors for a total of 234 letters issued. Ninety-four percent of victims certified in FY 06 were female.

These certifications and eligibility letters, combined with the 231 letters issued in FY 05, 163 letters issued in FY 04, 151 letters issued in FY 03, 99 letters issued in FY 02, and the 198 letters issued in FY 01, bring to 1076 the total number of letters issued during the first six fiscal years in which the program has operated.

FY 06 certifications and letters were provided to victims or their representatives in 20 states plus the District of Columbia, Guam, and the Northern Mariana Islands. Certified victims came from over 40 countries, spanning the Americas, Africa, Asia, Europe, and the Pacific Islands. The majority of victims originated in Latin America (62 percent) with the largest numbers coming from El Salvador (28 percent) and Mexico (20 percent). Caseloads ranged

from individual victims recovered to large-scale raids of more than 100 potential victims identified in a single setting.

2. Service Provision

ORR has utilized both contracts and discretionary grants to create a network of service organizations available to assist victims of a severe form of human trafficking. In April 2006, ORR entered into a contract with the U.S. Conference of Catholic Bishops (USCCB) to provide comprehensive support services to victims of human trafficking. Through this contract, ORR has streamlined support services to help victims gain access to shelter, job training, and health care, and provided a mechanism for victims to receive vital emergency services prior to receiving certification. The contract with USCCB provides per capita services through a case management model to pre-certified and certified victims. Since the beginning of the program in April 2006 to the end of the fiscal year, 37 pre-certified and 109 certified victims received services through this contract by 42 organizations in 21 states that have joined in the effort through sub-agreements with USCCB.

HHS continues to provide resources and options to law enforcement for minor victims of trafficking. Unaccompanied minors who are victims of trafficking are eligible for foster care administered through the Unaccompanied Refugee Minors (URM) program. This program offers a variety of care levels appropriate to the needs of the victim and enrolls unaccompanied trafficked minors as expeditiously as possible. ORR has also recently arranged for its Division of Unaccompanied Children's Services (DUCS) program to accept unaccompanied trafficked minors and provide comparable services through a system of group homes and shelters. A two-page addendum to screen for signs of force, fraud, or coercion was added to the intake forms in DUCS shelters. This screening tool has resulted in referrals to law enforcement and new investigations. ACF also provides emergency shelter options for minors. Those options include State Child Protective Services, 336 Basic Centers located throughout the country, and the 193 Transitional Living Programs for Older Homeless Youth supported by the Family and Youth Services Bureau.

The HHS Trafficking Program was reviewed by OMB's Program Assessment Rating Tool in CY 2005 and received a rating of Moderately Effective. This review found that the program is well-managed, focused on achieving results, and has taken major steps to improve its design, management, and performance. The program has a long-term performance goal to increase the number of victims of trafficking certified to 800 per year by FY 2011. In addition, the program has two efficiency measures: (1) Increase the number of victims certified and served by the whole network of grantees per million dollars invested; (2) Increase media impressions, hotline calls, and website visits per thousand dollars invested.

B. Department of Justice

1. Bureau of Justice Assistance

The Bureau of Justice Assistance (BJA), in a joint solicitation with Office for Victims of Crime (OVC), issued its third anti-human trafficking solicitation in March 2006. The solicitation

sought proposals from state, local, and territorial law enforcement agencies to partner with their local U.S. Attorney's Office (USAO) and a comprehensive victim services agency (to be funded by OVC in the same solicitation) to create a victim centered human trafficking task force. Sixteen applications were received, and OJP approved ten awards for up to \$450,000 to each recipient for a three-year period to work collaboratively with U.S. Attorneys, federal law enforcement, and trafficking victim services agencies (funded by OVC) to identify and rescue victims of human trafficking and prosecute traffickers. The new task forces are in Las Vegas, Nevada; Dallas, Texas; Fort Worth, Texas; the state of Louisiana; Salt Lake City, Utah; Bexar County, Texas; Clearwater, Florida; the Northern Mariana Islands; Independence, Missouri; and Erie County, Pennsylvania. This brings the total number of BJA funded human trafficking task forces to 42. Please see Appendix A for a map that displays the location of all 42 task forces.

Additionally, in 2006, BJA managed two congressionally mandated grants. The first, to the Center for Women Policy Studies, was a second supplement in the amount of \$493,614. Through this earmark the Center assists state legislatures in developing state anti-TIP legislation. The second earmark, in the amount of \$987,228, was awarded by BJA to Shared Hope International (SHI). Under this earmark, SHI is to assist two existing human trafficking task force awardees and the ten law enforcement agencies receiving 2006 BJA human trafficking task force awards in developing protocols that will better enable victims of trafficking who are U.S. citizens, primarily minors exploited for commercial sex, to obtain medical, psychological, legal, and other services that are appropriate for victims of human trafficking.

2. Office for Victims of Crime

The Office for Victims of Crime (OVC) continues to work collaboratively with BJA to administer the Services for Trafficking Victims Discretionary Grant Program. As discussed above, OVC and BJA issued a joint call for concept papers in 2005 and released a joint solicitation in March 2006. As a result of these efforts, OVC awarded a total of \$12,259,676 in funding to support 30 new and continuation projects to work collaboratively with the law enforcement task forces funded by BJA, ensuring the provision of comprehensive services to victims of human trafficking throughout the United States.

Comprehensive services grants enable the grantee organization to provide direct services to meet the broad range of trafficking victims' needs, including case management; legal advocacy; medical, dental, and mental health services; housing; clothing and daily sustenance; interpretation; transportation; and access to a broad range of job skills training, education, and other social services. These services are intended primarily to assist victims for the period of time between when they are rescued by law enforcement and when they are certified to receive other benefits through HHS (the so-called "pre-certification period"). With prior written authorization from OVC, grantees may be allowed to provide some services to certified victims, such as case management, if there is no available provider. Grantees are expected to focus on the development of community collaborative efforts among a broad range of players, including other social service providers and local, state, and federal law enforcement agencies, including the law enforcement anti-trafficking task forces funded through BJA. In addition to direct services, grantees use the funding to conduct public outreach and awareness activities on the issue of human trafficking and the needs of trafficking victims. Funding also covers training and

evaluation activities, and the award special conditions mandate a 5 percent set-aside of the total project funding to cover these activities.

According to service data provided by grantees through progress reporting, the top ten pre-certification services provided to trafficking victims include: transportation, emotional support, interpreter services, legal services (including immigration advocacy), explanation of legal rights and protections, information referrals, mental health counseling, food and clothing, medical care, and other services, such as general communications and follow-up visits.

From the inception of the program in 2003 through December 2006, OVC's grantees provided services to 1,775 pre-certified trafficking victims.* In addition, grantees have trained over 65,000 practitioners, including law enforcement officials, legal service providers, victim service providers, medical professionals, the faith-based community, and other allied professionals.

Trafficking Victim Service Grant Recipients

Asian Pacific Islander Legal Outreach (San Francisco, CA)
Catholic Charities (San Antonio, TX)
City of Indianapolis/Julian Center (Indianapolis, IN)
Civil Society (St. Paul, MN)
Coalition to Abolish Slavery and Trafficking (Los Angeles, CA)
Heartland Alliance for Human Needs and Human Rights (Chicago, IL)
Hope House (Independence, MO)
International Institute of Boston (Boston, MA)
International Institute of Buffalo (Buffalo, NY)
International Institute of Connecticut (Stamford, CT)
International Institute of St. Louis (St. Louis, MO)
International Rescue Committee Miami (Miami, FL)
International Rescue Committee Phoenix (Phoenix, AZ)
International Rescue Committee Seattle (Seattle, WA)
Karidat Social Services (Saipan, Commonwealth of the Northern Mariana Islands)
Mosaic Family Services (Dallas, TX)
Refugee Women's Network (Atlanta, GA)
Refugee Services of Texas (Austin, TX)
Safe Horizon (New York, NY)
Salvation Army (Honolulu, HI)
Salvation Army (Las Vegas, NV)
Salvation Army Western Territory (Long Beach, CA for sites in El Paso, TX; Denver, CO; Anchorage, AK)
The Tides Center (Salt Lake City, UT)
U.S. Conference of Catholic Bishops (Washington, D.C. for sites in DE, MD, NJ, PA)
U.S. Conference of Catholic Bishops (Washington, D.C. for a site in Portland, OR)
World Relief Corporation (Baltimore, MD for site in Clearwater, FL)
World Relief Corporation (Baltimore, MD for sites in High Point, NC; Nashville, TN; Jacksonville, FL; and Lee County, FL)
YMCA of the Greater Houston Area (Houston, TX)

* Because OVC does not track pre-certified victims by name or identifiable data, this number includes pre-certified victims who received services from more than one OVC grantee, thereby causing the victim to be counted twice.

A list of all OVC funded projects can be found on the OVC website at:
<http://www.ojp.usdoj.gov/ovc/help/traffickingmatrix.htm>.

C. Department of Homeland Security

Government agencies, including U.S. Immigration and Customs Enforcement (ICE), are required by statute to provide a range of services to all crime victims, including victims of human trafficking. In addition, the victim protections contained in section 107(c) of the TVPA and the Government's victim-centered approach to human trafficking require additional services for victims who are in government custody. A regulation codified at 28 C.F.R. Part 1100, "Protection and Assistance for Victims of Trafficking," articulates government responsibilities for providing information to trafficking victims and for training federal staff in identifying victims and providing services.

ICE has officers and collateral duty agents[†] who are assigned victim assistance responsibilities. After rescuing victims of human trafficking, ICE agents make every effort to treat victims with respect and compassion. When large numbers of potential victims are rescued from a location, such as a brothel, it can be difficult to distinguish between victims and traffickers. Until determination of victim status can be made, ICE uses hotels, ICE detention centers, or other appropriate locations for housing victims and conducting interviews. When ICE detention centers are used, potential victims are housed separately from other detainees and teams of investigators, federal victim assistance staff, and non-governmental organizations (NGOs) work within the detention center to interview any potential victims. As soon as a determination of victim status is made, the victim is immediately transferred to the care of an NGO. Furthermore, federal agencies have developed a brochure that explains the rights of victims of trafficking and the services available to them, which has been translated into several languages. ICE agents and victim assistance staff ensure the brochure is read to victims in their native language through the use of interpreters if the victim is illiterate.

For financial assistance to victims, the ICE Victim/Witness Assistance Program (VWAP) utilizes the Federal Crime Victim Assistance Fund for Victims of Crime, which is provided by OVC to ICE Special Agents in Charge to assist crime victims when local resources are not available. In FY 06, ICE used the fund to provide for: emergency housing and food for three Ukrainian victims in New York; emergency direct services for more than 100 Korean women in cases in New York, New Jersey, and Washington; emergency housing, food, and incidentals for four Mexican victims in New York; and emergency housing, food, and clothing for a juvenile human trafficking victim from Guatemala. These funds are essential to provide services for victims of trafficking, until the victims can be safely transferred to NGOs.

D. Department of State

DOS's Bureau of Population, Refugees, and Migration (PRM) launched the Return, Reintegration, and Family Reunification Program for Victims of Trafficking in the United States in 2005, to reunite eligible family members with trafficked persons in the United States, and

[†] Collateral duty is an additional part time duty assigned outside the agent's or officer's regular duties and performed as the need arises.

assist victims who elect to return to their home country. This project was developed at PRM's request as part of U.S. Government's efforts in support of the TVPA. PRM's implementing partner, the International Organization for Migration (IOM), works collaboratively with NGOs, law enforcement agencies, the faith-based community, and U.S. Government agencies to assist the families of identified trafficking victims. After receiving a T visa (discussed in Section III below), trafficked persons can bring their eligible family members to the United States, as provided for by the TVPA. The IOM may provide financial and logistical support for travel of immediate family members through pre-departure assistance with travel documents, transportation arrangements, airport assistance, and escorts for children. For trafficked persons who do not wish to avail themselves of the T visa benefits to remain in the United States, the program works to ensure safe return and reintegration assistance back to home communities. This may include pre-departure assistance, travel documentation, transportation, and reception upon arrival by IOM partners on the ground, when possible. Reintegration assistance may be provided through NGO partners to mitigate the chances of re-trafficking and may include: temporary shelter, health care, training and education, and small grants for income-generating activities. As of December 2006, this program assisted five trafficking victims who wished to return to their country of origin, and facilitated the family reunification of 46 family members with victims in the United States. In addition, there are some 55 on-going cases, most of which are for family reunification with TIP victims in the U.S.

E. Department of Labor

The Department of Labor's (DOL) One-Stop Career Centers are available to provide employment and training services—notably job search assistance, career counseling, and occupational skills training—to victims of trafficking. These services are provided in accordance with the Training and Employment Guidance Letter No. 19-01 issued by DOL's Employment and Training Administration (ETA) in 2002 after the passage of the TVPA. In addition to informing the career centers about federal resources for victims of trafficking, the guidance letter notes that no state may deny services available to victims of severe forms of trafficking based on their immigration status. Any such services are provided directly by state and local grantees to trafficking victims, and ETA does not collect information on the extent to which such services are offered or utilized by trafficking victims.

Used in the One-Stop Career Center's Resource Room or accessed remotely on the Internet, the National Electronic Tools provide self-service access to career and workforce information. These tools include: America's Career InfoNet (ACINet), America's Service Locator (ASL), Toll-Free Help Line (TFHL), and the Occupational Information Network.

The Job Corps program assists eligible youths in achieving a High School Diploma or GED, is available to provide vocational skill training and an array of life success skills to assist the youths in becoming employable and independent, and helps secure meaningful jobs or opportunities for further education.

F. Legal Services Corporation

The Legal Services Corporation (LSC) is a private, non-profit corporation established by Congress to fund legal aid programs throughout the nation to assist low-income persons with gaining access to the civil justice system. Under section 107(b) of the TVPA, LSC must make legal assistance available to trafficking victims, who often need assistance with immigration and other matters. LSC has issued guidance to all LSC program directors describing LSC's obligations to provide legal services to trafficking victims. The current guidance is available at: <http://www.rin.lsc.gov/Reference%20Materials//Reformats/Progltrs/progltrs/05-2.htm>

In FY 06, thirteen LSC grantees assisted 269 trafficking victims, as shown in the chart below, an increase of 128 from FY 05.

LSC Grantees	# of Persons Served
Legal Aid Foundation of Los Angeles	95
Colorado Legal Services	19
Georgia Legal Services	100
Northwest Justice Project (WA)	2
Micronesian Legal Services	19
Legal Aid Society of Cincinnati	15
Legal Services of the Virgin Islands	9
Kansas Legal Services	3
Legal Aid of West Virginia	2
Legal Aid Foundation of Chicago	2
Legal Services of Eastern Missouri	1
Kentucky Legal Aid	1
Coast to Coast Legal Aid of South Florida	1
TOTAL	269

III. Immigration Benefits for Trafficking Victims

Trafficking victims in the United States are eligible to receive two types of immigration relief—Continued Presence (CP) and T nonimmigrant status, also known as a “T visa.” The Parole and Humanitarian Assistance Branch (PHAB) grants CP, and DHS’s U.S. Citizenship and Immigration Services (USCIS) grants T status. DHS provides notification of approvals to HHS, which issues the certification under section 107(b) of the TVPA as described above.

“Continued Presence” is a temporary status, applied for by a law enforcement officer, that permits an alien to be legally present in the United States during the pendency of the investigation. It is granted to trafficking victims in accordance with section 107(c)(3) of the TVPA. Pursuant to 28 C.F.R. Part 1103, DHS has the authority to grant CP to victims of severe forms of trafficking who are potential witnesses in the investigation or prosecution. CP requests are reviewed and, when warranted, authorized by the PHAB, pursuant to authority delegated to it by the Secretary of Homeland Security.

When the PHAB authorizes CP, the approved application is forwarded to the USCIS Vermont Service Center for production of an employment authorization document and an I-94, Arrival/Departure Record. CP is initially authorized for a period of one year; however, an extension of CP may be authorized if the investigation is ongoing.

In FY 06, the PHAB received 117 requests for CP. Of these, 112 requests were authorized and five requests were withdrawn by the requesting federal law enforcement agencies because there was insufficient evidence to substantiate that the individual was a victim of a severe form of human trafficking as defined in the TVPA. PHAB also received 80 requests for extensions to existing CP and all extensions were authorized. The majority of extensions related to an ICE investigation in Long Island involving Peruvian victims of forced labor.

CP Requests in FY 06	Number Awarded	Number Withdrawn	Requests for Extensions	Extensions Authorized
117	112	5	80	80

Countries Represented	Countries with Highest Number of Victims	Cities with Most CP Requests
24	Mexico, El Salvador, and South Korea	Houston, Newark, and New York

Through the task forces, more than 36,000 law enforcement officers and other persons likely to come into contact with victims of human trafficking have been trained on the identification of trafficking and its victims. During 2006, the BJA Human Trafficking Task Forces identified 955 potential victims of human trafficking. Continued presence[‡] was requested on behalf of 103 of these victims. The cumulative total of potential victims that have been identified by BJA funded task forces during two years of operation is now 1,513 with 256 persons having had continued presence requested on their behalf by federal law enforcement.

[‡] Continued presence is a much misunderstood concept—it is granted so that a foreign victim may be present in the U. S. during the investigation of the offense and prosecution of the offender. Therefore, any U. S. citizen or legal resident victims that are potential victims of human trafficking will not need continued presence, nor will they be counted in this number; and potential victims who refuse to be interviewed or to respond truthfully in an interview to determine whether they are a victim of a severe form of trafficking (VSFT) often do not receive continued presence absent other evidence they are a VSFT. Additionally, some trafficking victims, who apply directly for a T visa, may do so without having continued presence requested on their behalf. These are major factors that influence the drop from the count of potential victims of human trafficking to persons having continued presence requested on their behalf by federal law enforcement.

Victims may also petition USCIS to receive a T nonimmigrant status, which is available to an alien who (1) is a victim of a severe form of trafficking in persons, (2) is physically present in or at a port-of-entry to the United States (as defined in the immigration laws), American Samoa, or the Commonwealth of the Northern Mariana Islands on account of human trafficking, (3) has complied with reasonable requests for assistance in the investigation and prosecution of acts of trafficking, or is less than 18 years old, and (4) would suffer extreme hardship involving unusual and severe harm upon removal. Victims who receive T nonimmigrant status are eligible to remain the United States for up to four years, and their status may be extended if the law enforcement authority investigating or prosecuting activity related to human trafficking certifies that the presence of the alien in the United States is necessary to assist in the investigation or prosecution of such activity. After three years, T nonimmigrants are eligible to apply for adjustment of status to lawful permanent residence subject to certain statutory criteria.. § See the chart below for numbers of persons who applied for, who were granted, and who were denied T visas in FY 06.

Applications for T visas	FY 06
<i>Victims</i>	
Applied	346
Approved*	182
Denied**	46
<i>Family of Victims</i>	
Applied	301
Approved*	106
Denied**	39

* Some approvals are from prior fiscal year(s) filings.

** Some applicants have been denied twice (i.e., filed once, were denied, filed again).

IV. Investigations, Prosecutions, and Sentences

A. Investigations

Several federal agencies conduct investigations of trafficking in persons, with the majority of investigations undertaken by agents in the Federal Bureau of Investigation (FBI) agents and in U.S. Immigration and Customs Enforcement (ICE).

1. Federal Bureau of Investigation

Special agents in the Civil Rights Unit (CRU) at FBI Headquarters and in field offices around the country investigate trafficking in the United States. FBI Legal Attachés at U.S.

§ Victims who receive a T visa are eligible to remain the United States for up to four years and their status may be extended if the law enforcement authority investigating or prosecuting activity related to human trafficking certifies that the presence of the alien in the United States is necessary to assist in the investigation or prosecution of such activity. After three years, T visa holders are eligible to apply for lawful permanent residence subject to certain statutory criteria.

embassies around the world support investigations with international links. In addition, FBI agents in the CRU coordinate with agents in the Organized Crime and Crimes Against Children Units to ensure that cases initially identified as smuggling cases, Internet crimes against children, and/or sex tourism are also identified for potential human trafficking elements.

On August 30, 2005, the FBI began its Human Trafficking Initiative. The initiative involved the FBI's field offices determining, via a threat assessment, the existence and scope of the trafficking problem in their region; participating in an anti-trafficking task force; establishing and maintaining relationships with local NGOs and community organizations; conducting victim-centered investigations; and reporting significant case developments to the CRU. To date, the FBI participates in the 42 human trafficking task forces, and 56 Civil Rights Program Threat Assessments have been conducted. A review and analysis of these assessments is currently underway to determine the nature and scope of human trafficking in the United States.

In FY 06, the FBI opened 126 trafficking investigations, made 140 arrests, filed 49 complaints and 97 informations/indictments, and had 69 convictions in human trafficking investigations. (These numbers are different from the prosecution numbers listed elsewhere in this report, as the FBI does not participate in every human trafficking investigation.)

In addition, the FBI's Crimes Against Children Unit continued to combat the exploitation of children in prostitution in the United States through the Innocence Lost National Initiative. In June 2003, the FBI, in partnership with the Child Exploitation and Obscenity Section (CEOS) of DOJ's Criminal Division and the National Center for Missing and Exploited Children (NCMEC), implemented the "Innocence Lost National Initiative" to address the growing problem of children exploited in prostitution. State and local law enforcement, as well as local NGOs, are key partners in the metropolitan areas where Innocence Lost National Initiative task forces operate. The Innocence Lost National Initiative uses a task force approach in targeted cities across the country to identify victims, provide needed services, and prosecute offenders. As of September 2006, the initiative was expanded to 26 cities with an identified child prostitution crime problem, with 23 task forces/working groups established.

Innocence Lost task forces/working groups currently exist in the following cities: Miami and Jacksonville, Florida; Toledo, Ohio; Las Vegas and Reno, Nevada; Dallas and Houston, Texas; Boston, Massachusetts; Atlantic City, New Jersey; San Juan, Puerto Rico; Phoenix, Arizona; Detroit, Michigan; San Francisco, Sacramento, and Los Angeles, California; Harrisburg, Pennsylvania; Honolulu, Hawaii; Denver, Colorado; Oklahoma City, Oklahoma; Chicago, Illinois; New York City, New York; Washington, D.C.; and Indianapolis, Indiana.

In FY 06, the Innocence Lost National Initiative resulted in 103 open investigations, 157 arrests, 76 informations/indictments, and 43 convictions. From its inception through September 30, 2006, the Innocence Lost National Initiative has resulted in 241 investigations (67 in 2004, 71 in 2005, and 103 in 2006), 662 arrests (118 in 2004, 387 in 2005, and 157 in 2006), 151 informations/indictments (27 in 2004, 48 in 2005, and 76 in 2006), 110 convictions (22 in 2004, 45 in 2005, and 43 in 2006), and the recovery and/or identification of more than 300 children.

2. U.S. Immigration and Customs Enforcement

ICE strives to disrupt and dismantle domestic and international criminal organizations that engage in human trafficking by utilizing all ICE authorities and resources in a cohesive, multifaceted, global enforcement approach. ICE not only investigates criminal violations of human trafficking laws but also pursues removal from the United States of those traffickers who are aliens. Simultaneously, ICE agents work to assist the victims of these crimes to ensure they receive the benefits for which they qualify.

Within ICE, oversight of the enforcement of the TVPA lies with the Human Smuggling and Trafficking Unit in the Office of Investigations. The responsibility for human trafficking investigations is under the purview of ICE domestic field offices and Attaché offices overseas, who investigate cases of U.S. citizens traveling abroad for the purpose of sexually exploiting children, also known as child sex tourism. The responsibility for ensuring victim assistance lies with over 300 collateral-duty ICE Victim-Witness Coordinators (VWC) working in the Office of Investigations, Office of Detention and Removal Operations, and the Federal Protective Service. The ICE Asset Identification and Removal Group follows the trail of the illicit proceeds of organizations trafficking in humans. This unit targets the finances and assets of trafficking organizations and focuses on civil asset forfeiture. The ICE Law Enforcement Support Center (LESC) serves as a national enforcement operations center and provides timely information on the status and identities of aliens. The LESL enhances ICE's ability to rapidly arrest and maintain custody of potential traffickers on immigration charges while further investigations are being completed. ICE agents coordinate cases with DOJ's Civil Rights Division and CEOS as appropriate.

In FY 06, ICE opened 299 human trafficking investigations, which consisted of 85 investigations of forced labor and 214 investigations of commercial sexual exploitation. During FY 06, ICE made 184 arrests as a result human trafficking investigations, which led to 130 informations (a prosecutor filed charging document) or indictments and 102 convictions.

ICE also investigates the sexual exploitation of children overseas by U.S. citizens. Since the PROTECT Act was enacted in 2003, ICE has conducted over 299 investigations of child sex tourism. The ICE Cyber Crimes Center is responsible for worldwide oversight and management of these child sex tourism investigations. In FY 06, 65 investigations were initiated resulting in arrests of 19 individuals for child sex tourism violations. Child sex tourism cases are among the most difficult cases to investigate. The child victims are frequently from very poor families in rural areas of underdeveloped countries. Often, ICE agents must travel for days to reach the site of the crime. Investigators must then face the obstacle of identifying the victim and bringing the children back to the United States to testify against the perpetrator. Prior to trial, many children and their families simply disappear back to rural villages, some "paid off" by often wealthy defendants.

In addition to these efforts, ICE operates "Operation Predator" to safeguard children from foreign national sex offenders, international sex tourists, Internet child pornographers, and human traffickers. Since 2003, the initiative has resulted in more than 9,000 arrests, an average of more than eight arrests per day. There were 2,381 arrests in 2006. Operation Predator has an

important international component as leads developed by domestic ICE offices are shared with ICE Attaché offices overseas and foreign law enforcement. Leads shared with foreign authorities have resulted in more than 1,000 arrests overseas. Furthermore, when ICE removes Operation Predator targets from the United States, it takes measures to ensure that these individuals do not prey on others upon return to their country of origin, notifying the receiving country through INTERPOL of the return of a criminal who is likely to reoffend.

3. Human Smuggling and Trafficking Center

The Human Smuggling and Trafficking Center (the Center) is a joint venture of prosecutorial, law enforcement, policy, intelligence, and consular arenas to combat trafficking in persons, migrant smuggling, and clandestine terrorist travel. Authorized by the Intelligence Reform and Terrorism Prevention Act of 2004 (Pub. L. 108-458), DHS, DOJ, and DOS established the Center to serve as the federal government's information clearinghouse and intelligence fusion center for all federal agencies addressing human trafficking, human smuggling, and the potential use of human smuggling networks by known or suspected terrorists. By co-locating representatives from the participating federal agencies, the Center facilitates the exchange of information to support each prong of the U.S. strategy to counter trafficking in persons: (1) prevention and deterrence of trafficking activities, (2) investigation and prosecution of the criminals involved in such activities, and (3) the protection of and assistance for victims as provided in applicable law and policy. This three-part, interrelated strategic agenda has both domestic and international components.

The HSTC is the official point of contact for INTERPOL on trafficking matters, and has established direct ties to other international organizations such as EUROPOL and the United Nations ONDCP Anti-Human Trafficking Unit.

The Center's ability to convert relevant intelligence into law enforcement action and to enhance ongoing human trafficking criminal investigations provided an invaluable benefit to United States' anti-trafficking in persons efforts. During 2006, the Center supported anti-trafficking efforts by reviewing over 500 cables and intelligence reports in classified and unclassified systems for intelligence, leads, and information relative to human trafficking trends; providing specific case assistance; disseminating intelligence to the appropriate operational components; and assisting federal law enforcement intelligence units.

Agencies that contribute intelligence and information concerning human trafficking to the Center collect that information directly and indirectly. The Center has the ability to review information for potential human trafficking indicators, perform preliminary checks to follow-up on that information, and, when warranted, make sure the information is delivered to the appropriate parties for further investigation. Human trafficking information received by the Center may be collected collaterally by the U.S. intelligence community, law enforcement officials, or may be contained within a consulate interview at a U.S. Embassy.

To insure that law enforcement investigations are effectively targeted at trafficking vulnerabilities, the Center prepares strategic assessments to identify where TIP resources should be allocated. At the direction of the 2004 U.S.-Canada Cross Border Crime Forum, the Center

joined in completing the 2006 Bi-National Assessment of Trafficking in Persons. This assessment of transnational trafficking and its impact on cross-border criminality was presented at the 2006 Cross Border Crime Forum and was prepared jointly by the Center, DHS, and DOJ, along with Canadian counterparts Justice Canada, the Portfolio of Public Safety and Emergency Preparedness Canada, and the Department of Foreign Affairs and International Trade.

Along with the Bi-National Assessment, in 2006, the Center completed an analysis of the linkage between trafficking in persons and terrorism, including the use of profits from trafficking in persons to finance terrorism. The report is mandated by section 104 of the TVPRA 2005.

4. Department of Labor

Law enforcement efforts to investigate trafficking in persons also include those of DOL, which continues to increase its emphasis on compliance with labor standards laws, such as the Fair Labor Standards Act and Migrant and Seasonal Agricultural Worker Protection Act, in low-wage industries like garment manufacturing and agriculture. DOL civil law enforcement responsibilities relating to trafficking are carried out by the Wage and Hour Division (WHD) with the support of the Office of the Solicitor. WHD investigators interview workers and assess situations where workers may have been intimidated, threatened, or held against their will. WHD investigators also review payroll records and inspect migrant farm worker housing. Additionally, WHD coordinates with other law enforcement agencies to ensure restitution on behalf of victims of trafficking. Criminal enforcement agents from DOL's Office of the Inspector General have worked with their FBI and ICE counterparts on a growing number of criminal investigations, particularly those involving organized crime groups.

B. Prosecutions

The Criminal Section of DOJ's Civil Rights Division, in collaboration with U.S. Attorneys' Offices nationwide, has principal responsibility for prosecuting human trafficking crimes, except for cases involving trafficking in children. Within DOJ's Criminal Division, the Child Exploitation and Obscenity Section (CEOS) historically has taken a leading role in the prosecution of cases of sex trafficking of minors and child sex tourism.

In FY 06, the Civil Rights Division's anti-trafficking efforts resulted in a record number of defendants charged and convicted in a single year, while the number of investigations increased more than 20 percent over FY 05 (167 vs. 138). In FY 06, the Civil Rights Division and United States Attorneys' Offices initiated prosecutions against 111 traffickers, which is higher than the number charged in FY 05 (96) and more than twice the number charged in FY 04 (47). More than 80 percent of those defendants were charged with violations under the TVPA and about two-thirds of all prosecutions involved sexual exploitation and abuse. The Criminal Section of the Civil Rights Division maintains the Trafficking in Persons and Worker Exploitation Task Force (TPWETF) complaint line (1-877-428-7581) to receive allegations from victims who are ready to report to law enforcement. Since its inception, more than one-fourth of all trafficking investigations have been initiated through such calls, which ultimately resulted in 34 traffickers being charged.

The following two charts list the numbers of defendants charged, prosecuted, and convicted of trafficking offenses and offenses under the TVPA since FY 01. Defendants charged in FY 06 with a trafficking offense are not necessarily the same defendants convicted and sentenced in FY 06. (These figures do not include CEOS prosecutions of child trafficking and child sex tourism.)

All Trafficking Prosecutions	'01	'02	'03	'04	'05	'06
Cases Filed						
Labor	6	3	2	3	9	10
Sex	4	7	8	23	26	22
Total	10	10	11	26	35	32
Defendants Charged						
Labor	12	14	6	7	21	26
Sex	26	27	21	40	75	85
Total	38	41	27	47	96	111
Convictions						
Labor	8	5	5	3	10	38
Sex	15	23	16	30	25	60
Total	23	28	21	33	35	98

TVPA Prosecutions	'01	'02	'03	'04	'05	'06
Cases Filed						
Labor	3	2	3	1	8	10
Sex	2	5	7	9	19	12
Total	5	7	10	10	27	22
Defendants Charged						
Labor	5	8	6	5	19	28
Sex	6	13	20	19	64	64
Total	11	21	26	24	83	92
Convictions						
Labor	2	0	5	0	7	30
Sex	3	6	13	14	19	49
Total	5	6	18	14	26	79

In addition to these trafficking cases, since the passage of the PROTECT Act in April 2003, which facilitated the prosecution of child sex tourism cases, there have been approximately 55 child sex tourism indictments/complaints and approximately 36 convictions. As noted above, in April 2003, the United States strengthened its ability to fight child sex tourism through the passage of the PROTECT Act and the TVPRA 2003. These laws broaden statutory prohibitions against child sex tourism in several ways, increase the penalties for statutory violations, and provide added protections for victims. Among other things, the PROTECT Act enhances the ability to prosecute child sex tourism by broadening the statute's coverage to include persons coming to the United States to engage in illicit sexual activity as well as persons who operate child sex tours, and making it a crime to engage in illicit sexual conduct while traveling in foreign commerce, regardless of whether that was the intended purpose of the travel.

Please see Appendix B for examples of recent trafficking in persons and child sex tourism investigations and prosecutions.

C. Sentences

In order to present data regarding sentences, DOJ's Bureau of Justice Statistics reviewed the Administrative Office of the U.S. Courts (AOUSC) criminal case database to make a preliminary calculation of the average length of sentence for cases completed in FY 06 that involved the trafficking offenses under sections 1581 (peonage), 1583 (enticement for slavery), 1584 (sale into involuntary servitude), 1589 (forced labor), 1590 (trafficking with respect to peonage/slavery/involuntary servitude/forced labor), 1591 (sex trafficking of children or by force, fraud or coercion), 1592 (unlawful conduct with respect to documents in furtherance of trafficking), and 1594 (general provisions) of title 18, United States Code. This calculation differs from the case statistics presented in the preceding charts, because the AOUSC database tracks the statutes involved in a court case rather than the underlying facts of each case. As a result, the AOUSC database search was unable to determine sentences in trafficking prosecutions in which defendants pleaded guilty to non-trafficking offenses such as immigration violations or visa fraud. In addition, the AOUSC database chronicles only the top five offenses charged, and not the full scope of charges brought.

Of the 37 defendants convicted where one of the statutes listed in the TVPRA was charged, as required to be reported by the Attorney General, 35 received a prison-only term and two received a probation-only sentence. The average prison term imposed for the 35 defendants was 219 months and prison terms ranged from 9 – 612 months. Six received a prison sentence from 1– 5 years, eight received terms from 5 – 10 years, and 21 received a prison term of more than 10 years. One defendant received a probation-only term of 48 months and another defendant received a probation-only term of 60 months.

V. International Grants to Combat Trafficking

In FY 06, the U.S. Government obligated approximately \$74 million to fund 154 projects in about 70 countries to support foreign government and NGO efforts to combat human trafficking. Of that, DOS and U.S. Agency for International Development (USAID) managed approximately \$45.5 million for overseas programs to support public awareness and education

campaigns; training for government officials, criminal justice professionals, and medical personnel; development of anti-trafficking laws; and a vast array of victim services, including medical and legal assistance, shelter, and reintegration assistance. A full list of anti-trafficking in persons programs supported by U.S. Government funds obligated in FY 06 is attached as Appendix C to this Report.

Examples of DOS and USAID programs include the following:

- In India, the Office to Monitor and Combat Trafficking in Persons (G/TIP) at DOS provided funding to Free the Slaves to expand efforts in Bihar and Uttar Pradesh to rescue, rehabilitate, and reintegrate child victims of forced labor help and build community awareness of traffickers' methods so that the communities can more effectively protect their children.
- In Sierra Leone and Liberia, G/TIP provided funding to the FAITH Consortium to strengthen the capacity of the national justice system and the cooperation with victim assistance service providers.
- In Zambia, a small public G/TIP-funded awareness project developed and broadcast six anti-TIP radio programs that aired for six weeks. The large number of listener text responses and call-ins demonstrated the need for further information about child trafficking.
- In Cambodia, G/TIP is supporting World Vision's efforts to establish a short-term assessment center for child victims of trafficking, as well as long term treatment programs for victims that are unable to return home.
- In Kuwait, the American Embassy received G/TIP funding to launch a massive public awareness campaign to warn and protect foreign workers from forced labor situations. The embassy printed 500,000 copies of a brochure that outlines the local law, and how laborers can contact their embassy for help. The Philippines and Pakistani embassies also took large quantities of the brochure for distribution to their nationals.
- G/TIP provided funding to train teams of law enforcement officers, border officials, prosecutors, and judges from the Caribbean and Central America to work together on investigations of human trafficking. DOS also sponsored rule of law study tours to the U.S. to foster greater understanding of our laws, policies, and procedures.
- In Cambodia and Ecuador, USAID is supporting pilot programs "to establish residential treatment facilities in foreign countries for victims of trafficking" in accordance with the provisions of the TVPRA 2005. The pilot programs will (1) bring up to standard existing shelters that are not currently operating by best practices, and (2) provide a model for other groups to improve existing shelters and for the establishment of new shelters where needed. Implementation of the programs will begin in FY 07.
- PRM provided funding support to IOM for the Global Assistance Fund. This program assisted several hundred stranded trafficking victims return home from various parts of the

world. Assistance packages include pre-travel assistance, transportation for victims who want to return to their country, and some reintegration support. IOM field offices throughout the world are implementing this project with oversight and overall project management by the Counter-Trafficking Unit at IOM headquarters.

DOL provided \$28,048,000 in FY 06 to fund nine projects in 14 countries that will address trafficking in persons (1) as a central focus of the project, (2) as one component of the project, or (3) as an issue to be raised within the overall context of the project. The projects are:

- Support for the Preparation of the Mali Time-Bound Program (trafficking issue raised in the overall context of the project)—\$3,500,000 (International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC)).
- Preparatory Project for the Time-Bound Program of Support for the Elimination of the Worst Forms of Child Labor in Zambia (trafficking issue raised in the overall context of the project)—\$3,920,000 (ILO-IPEC).
- PROTECT CEE: Combating Trafficking and Other Worst Forms of Child Labor in Central and Eastern Europe (Albania, Bulgaria, Kosovo, Moldova, Romania, and Ukraine), Phase II (commercial sexual exploitation of children component)—\$3,500,000 (ILO-IPEC).
- Support for National Action to Combat Child Labor in its Worst Forms in Thailand (trafficking issue raised in the overall context of the project)—\$3,500,000 (ILO-IPEC).
- Sustainable Elimination of Child Bonded Labor in Nepal, Phase II (trafficking issue raised in the overall context of the project)—\$2,000,000 (ILO-IPEC).
- *Preparandonos Para la Vida* (Preparing Ourselves for Life): Project to Combat the Worst Forms of Child Labor Through Education in Peru (commercial sexual exploitation of children component)—\$5,000,000 (International Youth Foundation).
- Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic, Phase II (commercial sexual exploitation of children component)—\$2,700,000 (ILO-IPEC).
- Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in El Salvador, Phase II (commercial sexual exploitation of children component)—\$3,380,000 (ILO-IPEC).
- Preventing and Eliminating Child Labour in Identified Hazardous Sectors in India—Migrant Child Labor Addendum (trafficking component)—\$548,000 (ILO-IPEC).

Highlights of two FY 06 projects:

In El Salvador, DOL provided support to a second phase of the Time-Bound Program for the Elimination of the Worst Forms of Child Labor. One of the target beneficiary groups of the

project is children involved in or at risk of becoming involved in trafficking and commercial sexual exploitation. To strengthen the country's capacity to combat child commercial sexual exploitation and the trafficking of children for commercial sexual exploitation, the project has supported the development of a training program for the General Directorate of Migration (GDM) officers, aimed at improving knowledge of the legislation and protocols for the prevention of and combat against sexual exploitation and trafficking of children. Workshops and trainings have been conducted with GDM officers, legislators, and other key actors. Moreover, educational materials geared to at-risk children and adolescents have been developed and publicized. The project also continues to promote legislative changes and improvements in the provision of care for victims, and monitors child sexual exploitation cases brought before the courts throughout the process.

DOL funded a second phase to the Combating Trafficking and Other Worst Forms of Child Labor in Central and Eastern Europe project. The project contributes to a reduction in the incidence of trafficking in children and other worst forms of child labor in key sectors (sexual exploitation; street work such as begging, vending, and scavenging; agriculture; and other illicit activities) by improving national policies, legislation, and judicial procedures; strengthening local action committees to prevent trafficking in children; providing direct services to victims and children at risk of exploitation; and building a sub-regional information exchange network.

The TVPRA 2005 directs DOL to monitor and combat forced labor and child labor in foreign countries. While DOL has been conducting research and administering technical assistance funding in the area of international child labor since 1995, the law's mandates in the area of forced labor and trafficking require new activities. In FY 06, DOL began implementing these mandates by funding a \$300,000 contract for research on forced labor and child labor in the production of goods in 61 countries. DOL also funded a \$3,750,000 grant to enhance national capacity in child labor data collection, analysis and dissemination, of which a portion will fund a study on forced and bonded child labor in four selected countries. DOL staff are also continuing ongoing research activities on child labor and are undertaking new research on forced labor and trafficking worldwide.

VI. Training and Outreach

A. Domestic Law Enforcement Training

1. Department of Justice

a. Office of Justice Programs (OJP)

OJP organized the Department of Justice's second National Conference on Human Trafficking in New Orleans, LA, from October 3 – 5, 2006. Participants included officials from throughout the U.S. Government and more than 600 individuals from law enforcement, NGOs, and academia. The conference focused on the complex issues surrounding human trafficking, such as collaboration strategies to help reduce and prevent human trafficking; research and statistics; efforts to improve identification of victims and neutralize trafficking enterprises; and ways to enhance the response to trafficking victims' needs. The Attorney General addressed the

conference and announced additional funding through OJP totaling nearly \$8 million for law enforcement agencies and service organizations to identify and assist victims of human trafficking and to apprehend and prosecute those engaged in trafficking offenses. The funds were used to create the ten new trafficking task forces discussed above.

b. Civil Rights Division

To enhance the ability of the DOJ task forces and other law enforcement entities to combat human trafficking the Civil Rights Division launched the first of several planned nationwide televised broadcasts on the Justice Television Network (JTN), an interactive distance-learning tool, in September 2006. The live broadcasts, which are available for subsequent viewing, provide a forum to allow task forces to share best practices and learn from one another. The initial session included a legal overview of human trafficking statutes; a review of evolving strategies for detecting and responding to trafficking crimes; a panel discussion involving Houston's highly productive anti-trafficking task force; and guidance from the Office of Justice Programs on the logistics of securing task force funding and operating a task force. The program also afforded an opportunity for the hundreds of participants to pose questions to the training panel during or before the program. A participating NGO subsequently developed a list-serve to further enable task force members to communicate with one another. Following the training, two human trafficking cases were initiated in districts that had never filed a human trafficking case.

The Civil Rights Division, with funding from HHS, also created an 11-minute training film entitled "Give Us Freedom: Liberty and Justice for Victims of Modern-Day Slavery." This film was premiered at the National Conference in New Orleans and has since been shown to numerous federal and local law enforcement officers and NGO representatives.

Civil Rights Division attorneys and victim-witness staff conducted well over 50 training sessions for federal and local law enforcement agencies, DOJ-funded task forces, non-governmental and health care organizations, business leaders, and legal practitioners in the following cities and states: Oklahoma City, Oklahoma; Houston, Texas; Montgomery County, Maryland; Salt Lake City, Utah; Ft. Myers, Florida; New Jersey; Chicago, Illinois; San Francisco; California; South Carolina; Kansas City, Missouri; North Carolina; Columbus, Ohio; Pittsburgh, Pennsylvania; Washington, D.C.; Los Angeles, California; Miami, Florida; Austin, Texas; San Jose, California; Oakland, California; Sacramento, California; Montana; Idaho; Eastern Washington; Clearwater, Florida; Anchorage, Alaska; and Delaware.

In addition to these regional training programs, the Executive Office for U.S. Attorneys' Office of Legal Education and the Civil Rights Division developed and presented two comprehensive human trafficking training sessions for federal agents and prosecutors at DOJ's National Advocacy Center. The Civil Rights Division also actively participates in human trafficking training at United States Attorneys' Offices (USAOs) throughout the nation and continues to participate regularly in FBI, ICE, and Department of State's Diplomatic Security Service training. In FY 06, the Civil Rights Division provided specialized training for officials who oversee areas that may encompass human trafficking, including organized crime and racketeering prosecutors; inspectors general at the Departments of Defense, Labor, and State;

and financial investigators with forfeiture enforcement. The Division also provided a briefing to the Office to Monitor and Combat Trafficking in Persons (G/TIP) at DOS on recent investigations and prosecutions of human trafficking in the United States and the interaction with other countries in those cases.

DOJ continued to support the promotion of the Model State Anti-Trafficking Statute to expand anti-trafficking authority to the states and to harness almost one million state and local law enforcement officers who might come into contact with trafficking victims. At the end of FY 06, more than one-half of the states (27) had passed anti-trafficking legislation and another 15 states had legislation pending. Several states have also passed laws to establish research commissions and task forces, as well as to mandate law enforcement training and to provide victim services.

- Passed (27): Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Hampshire, New Jersey, North Carolina, Pennsylvania, South Carolina, Texas, Washington.
- Pending (15): Hawaii, Kentucky, Maryland, Massachusetts, Montana, New Mexico, New York, Oklahoma, Oregon, Rhode Island, South Dakota, Tennessee, Utah, Virginia, West Virginia.

c. Criminal Division, Child Exploitation and Obscenity Section

In July 2006, CEOS conducted its annual Advanced Child Exploitation course for federal prosecutors and agents at the National Advocacy Center. In addition to covering topics relevant to the investigation and prosecution of child exploitation crimes involving the Internet, the course included training on the Innocence Lost National Initiative. Further, in conjunction with the Innocence Lost National Initiative, CEOS partnered with both the FBI and NCMEC to develop an intensive week-long training seminar, held at and sponsored by NCMEC, solely dedicated to the investigation and prosecution of cases involving children exploited in prostitution. The ongoing program brings state and federal law enforcement agencies, prosecutors, and social service providers to NCMEC, where the group is trained together. Although the pilot training program occurred during 2003, there have been 11 more training programs—four in 2004, three in 2005, and four in 2006, with approximately 600 key personnel trained by the end of 2006.

CEOS also provides numerous publications to prosecutors across the country, including a quarterly newsletter that it prepares and distributes to each USAO that provides practical tips as well as the most current legal issues and cases. CEOS also periodically prepares an issue of the United States Attorneys' Bulletin focusing on child sexual exploitation. In FY 06, three of the eight articles in the November 2006 United States Attorneys' Bulletin, all drafted by CEOS attorneys, directly focused on child sex trafficking: "Establishing Federal Jurisdiction in Child Prostitution and Sex Tourism Cases," "Obtaining Foreign Evidence in Child Sex Tourism Cases," and "Providing Victim-Centered Services to Prostituted Youth." Additionally, one quarterly newsletter article included a summary of *U.S. v. Clark*, 435 F.3d 1100 (9th Cir. 2006).

In that case, the U.S. Court of Appeals for the Ninth Circuit upheld the constitutionality of 18 U.S.C. § 2423(c), which makes it a crime for a U.S. citizen to travel in foreign commerce and engage in illicit sexual conduct with a minor. The court held that the statute does not exceed Congress's power to regulate foreign commerce or violate the due process clause.

d. Bureau of Justice Assistance

BJA assisted OJP with the organization of the National Human Trafficking Conference in New Orleans. Representatives of the 42 human trafficking task forces were invited to the Conference and a special training session for these task forces was conducted by BJA and the Civil Rights Division at the end of the Conference.

Since 2005, BJA has collaborated with the Office of Community Oriented Policing Services (COPS) to fund the training of 113 law enforcement trainers by COPS through its Regional Community Policing Institutes (RCPI). By the end of Calendar Year 2006 (the BJA reporting period), those RCPI trainers had trained 3,206 law enforcement and other governmental and non-governmental organizations in the BJA "Human Trafficking in the U.S.—Promoting Awareness" curriculum.

In September 2006, BJA teamed with the Civil Rights Division to present the Justice Television Network training broadcasts discussed above.

Finally, in 2006, BJA awarded a grant to the Institute for Intergovernmental Research (IIR) to develop and enhance training resources to aid law enforcement, prosecution personnel, and service providers in addressing human trafficking. This enhancement will include a review of the curriculum developed in 2004 and early 2005, adding recent legislative changes as well as transliterate the curriculum to International Spanish. IIR will also coordinate the development of an additional Civil Law component to the Human Trafficking in the U.S. curriculum that will address nuances that impact human trafficking investigations and prosecutions in the judicial system of Latin America. Finally, IIR will identify and develop additional training aids that will address areas of special interest—from investigation, to prosecution, to victim services.

2. Department of Homeland Security

Three DHS components conducted anti-TIP training either for their own officers or for state and local law enforcement officers in FY 06.

a. U.S. Immigration and Customs Enforcement (ICE)

ICE requires its agents to complete a human trafficking course developed as part of ICE's Virtual University. The course was created to target various job roles within ICE that may be exposed to human trafficking. In addition to background information about the TVPA, the course has separate sections for Investigators, Victim-Witness Coordinators, Deportation Officers, and Immigration Enforcement Agents. It also allows the ICE Training Division to document individuals who have successfully completed each section of the course. In FY 06,

5,555 individuals from the Office of Investigations, Detention and Removal Operations, and the Federal Protective Service successfully completed the course.

In FY 06, ICE conducted frequent trafficking in persons training for law enforcement officials, consular officials, prosecutors, and social service providers, and participated in and gave presentations at a number of trafficking in persons conferences and workshops. ICE domestic field offices conducted local outreach efforts to over 330 domestic law enforcement offices.

b. U.S. Customs and Border Protection (CBP)

In FY 06, CBP provided training to all incoming CBP law enforcement personnel regarding how to identify and respond to cases of human trafficking. The training teaches CBP law enforcement personnel how to identify victims and perpetrators of human trafficking, providing information about the T non-immigrant status classification available to allow victims of human trafficking who are assisting with a law enforcement investigation or prosecution to remain in the United States in lawful immigration status. In addition, CBP established the Office of Alien Smuggling Interdiction (ASI), to address the related global problems of migrant smuggling and human trafficking, which are increasingly significant both in terms of the human tragedy they represent and their impact on national security, primarily with respect to crime, health and welfare, and border control. This office will create a structure to share intelligence on migrant smuggling and trafficking in persons and increase the agency's effectiveness in identifying, analyzing, assessing, and responding to alien smuggling and human trafficking threats. ASI will also closely collaborate with its intelligence and law enforcement partners with a permanent representative at the Human Smuggling and Trafficking Center.

c. U.S. Citizenship and Immigration Services (USCIS)

USCIS has offered ongoing and advanced training to its personnel on identifying trafficking victims and on the statutory requirements to provide such victims with information regarding available services and assistance. T status adjudicators, Asylum Officers, and Immigration Information Officers all received in-person instruction on victim identification through a series of training courses involving USCIS personnel, as well as federal law enforcement officials.

In FY 06, USCIS participated in several training sessions hosted by other federal agencies to provide training to service providers and law enforcement officers on immigration relief for crime victims, including the eligibility requirements for T nonimmigrant status, training regarding human trafficking, and continued presence. Examples of training sessions in which USCIS participated include presentations at the DHS Seminar for Victim-Witness Coordinators, the American Immigration Lawyers Annual Conference on Immigration Law, and the National Network to End Violence Against Immigrant Women Capacity Building Summits.

Furthermore, USCIS provided advanced training for its T status adjudicators. The training covered substantive training on human trafficking, T status eligibility requirements, and

waivers of inadmissibility, as well as training on the psychological dynamics of trafficking, trafficking prosecutions, and cultural awareness.

3. Human Smuggling and Trafficking Center

In FY 06, the Center conducted frequent training to law enforcement officials, consular officials, prosecutors, and social service providers, and presented at a number of trafficking in persons conferences and workshops. These included a plenary presentation at the Department of Justice National Human Trafficking Conference. The Center also participated in human trafficking training of federal prosecutors and ICE attorneys at the Department of Justice National Advocacy Center.

B. International Law Enforcement Training

1. Department of Justice

a. Civil Rights Division

The Civil Rights Division continued to provide training and technical assistance to foreign officials both here and abroad and to collaborate with foreign governments to locate and prosecute human traffickers. Building relationships with foreign officials is critical to DOJ's anti-trafficking efforts and experienced trafficking personnel regularly participate in training and strategy sessions involving key officials from foreign governments. In FY 06, Civil Rights Division personnel met with officials from Azerbaijan, Bhutan, Brazil, Bulgaria, China, India, Indonesia, Kazakhstan, Mexico, Netherlands, Poland, Russia, Saudi Arabia, Thailand, Turkmenistan, the United Kingdom, Venezuela, and the Organization of American States.

In addition to these efforts, Civil Rights Division personnel traveled abroad to meet with key anti-trafficking officials from foreign governments, including lawmakers, judges, mid-level managers responsible for policy implementation, prosecuting attorneys, and investigators, as well as NGOs. These efforts involved both training sessions and the exchange of information on effective law enforcement anti-trafficking tactics. In 2006, Civil Rights Division personnel participated in training missions to Georgia, Norway, Russia, the Czech Republic, and Ukraine. The Civil Rights Division also continues to detail one of its senior prosecutors to Colombia to assist that country with its efforts to combat human trafficking. Of note, as a result of training efforts conducted by a DOJ prosecutor based in Russia and aided by an NGO there that works closely with U.S. officials, a trafficking victim was rescued in Florida and the perpetrator charged.

As part of the President's \$50 Million Trafficking in Persons Initiative (discussed in Section VII below), DOJ continued to provide assistance to Mexico, which signed a Letter of Agreement with the United States to facilitate the exchange of intelligence and produce collaborative efforts to combat trafficking among Central America, Mexico, and the United States. Civil Rights Division prosecutors made numerous trips throughout the country to meet with both government and non-government agencies.

b. Criminal Division, Child Exploitation and Obscenity Section

CEOS is committed to improving the international response to sex trafficking by providing training to foreign law enforcement. During FY 06, CEOS attorneys presented training overseas in Nigeria, Indonesia, Latvia, Armenia, and Russia. Moreover, a CEOS attorney focused full-time on trafficking issues in Indonesia while assigned there as the Intermittent Legal Advisor for Human Trafficking from July to October 2006. Many of these training efforts are further discussed in Section VI.B.1.c.

In addition to providing training overseas, CEOS also provided training in Washington, D.C., to foreign officials concerning child sex trafficking. In FY 06, CEOS conducted at least 24 training sessions for officials or NGO representatives from Bulgaria; Ecuador; Ukraine; Brazil; Britain; a delegation including representatives from Afghanistan, Bangladesh, India, Nepal, Pakistan, and Sri Lanka; Russia; Thailand; Macedonia; Bhutan; China; Israel; Switzerland; Poland; Saudi Arabia; delegates from 15 countries; Pakistan; Malaysia; and Indonesia.

c. OPDAT/ICITAP

i. Office of Overseas Prosecutorial Development, Assistance and Training

DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) draws on the DOJ's resources and expertise to strengthen foreign criminal justice sector institutions and enhance the administration of justice abroad. With funding provided by DOS and USAID, OPDAT supports the law enforcement objectives and priorities of the United States by preparing foreign counterparts to cooperate more fully and effectively with the United States in combating terrorism and transnational crime, such as human trafficking, through encouraging legislative and justice sector reform in countries with inadequate laws; improving the skills of foreign prosecutors and judges; and promoting the rule of law and regard for human rights.

OPDAT provides substantial technical assistance throughout the world based the "Three Ps of TIP:" prevention, protection and prosecution. OPDAT assistance includes training and developmental projects with overseas law enforcement officials geared to strengthening our international partners' capabilities to prevent transnational trafficking; protecting victim witnesses and thereby encouraging their participation in investigations and prosecutions; and effectively investigating and prosecuting trafficking cases. OPDAT also works with host countries on developing evidence collection techniques, which can generate evidence usable in transnational prosecutions, including those brought by DOJ in the United States. OPDAT also does legislative reform and drafting in the area of TIP to ensure that TIP law is victim assistance centered and compliant with the Palermo Protocol of UN Organized Crime Convention. OPDAT regularly calls upon the expertise of DOJ attorneys from the Civil Rights Division, CEOS, and the USAOs in both the design and execution of anti-trafficking in persons technical assistance and training programs overseas. When appropriate, OPDAT collaborates on TIP programs with the International Criminal Investigative Training Assistance Program (ICITAP).

In FY 06, OPDAT conducted 56 anti-TIP programs involving 21 countries: Albania, Armenia, Azerbaijan, Bangladesh, Bosnia-Herzegovina, Bulgaria, Czech Republic, El Salvador,

Georgia, Indonesia, Kazakhstan, Kosovo, Latvia, Macedonia, Moldova, Nigeria, Romania, Russia, Suriname, Ukraine, and Zambia.

Highlights of these programs include the following:

- In Summer and Fall 2006, OPDAT's Intermittent Legal Advisor (ILA) assisted Indonesian legislative drafters with strengthening their draft anti-trafficking legislation by improving specific provisions containing exceptions and loopholes that would permit many types of domestic trafficking to persist. The ILA promoted passage of the legislation (expected in early 2007) through a series of public hearings and interactive exhibitions in the halls of Parliament and conducted a series of seminars on the use of existing laws against sexual exploitation and protecting migrant workers to combat human trafficking until the new anti-trafficking law is passed. The ILA also provided assistance to the North Sumatra Human Trafficking Task Force, promoting their community outreach, familiarity with asset forfeiture techniques (asset forfeiture provisions are in the pending law), and exploration of various inter-agency challenges in fighting human trafficking.
- In Spring 2006, the OPDAT Resident Legal Advisor to Macedonia conducted a workshop on the forensics of crimes against the physical and sexual integrity of persons, especially as it applies to trafficking in persons and children, in Lake Ohrid, Macedonia. Approximately 40 participants, including representatives from the Ministry of Interior, judges, prosecutors, attorneys at law, and medical forensics experts gathered to learn from doctors from the Institute for Forensics Medicine, a Macedonian organization, and from each other.
- In Spring 2006, OPDAT conducted a program in Paramaribo, Suriname, to assist nine federal Surinamese judges in developing a "bench book" of best practices for adjudicating trafficking in persons cases. This program complements an earlier OPDAT TIP program, conducted in FY 05, which involved working with Surinamese prosecutors and others to develop an anti-trafficking operations manual for prosecutors and investigators and a tip sheet for border officials. It was following this FY 05 program that Suriname, for the first time in eight years, successfully prosecuted a human trafficking case involving a high-level public official. Two more human trafficking arrests followed shortly, one in December 2005 and the other in February 2006.
- In Winter 2006, the OPDAT Resident Legal Advisors to Romania, Ukraine, and Moldova presented a trilateral TIP seminar in the Suceava region of Romania near the border with Ukraine. The seminar was presented to approximately 80 officials from all three countries and focused on cross-border cooperation in the investigation and prosecution of TIP cases. Also discussed was the identification and referral of TIP victims.
- In Winter 2006, OPDAT conducted a TIP program for 25 federal judges from the province of San Salvador and one representative from the Professional School of Specialized Judicial Training in San Salvador, El Salvador. The purpose was to have the Salvadoran judges develop a judicial "bench book," which would standardize the classification of trafficking crimes and penalties and could be used as a guide for federal judges in TIP cases. By the conclusion of the program, the judges had put together a draft bench book of 49 pages,

including a comprehensive table of trafficking crimes in El Salvador and their corresponding penalties. With the continued guidance of the U.S. Embassy and the National Council of the Judiciary, the judges plan to continue working to finalize this document and publish it as a resource for other judges in El Salvador.

ii. International Criminal Investigative Training Assistance Program

ICITAP is involved in outreach to, and training of, foreign law enforcement officials on methods to combat TIP. ICITAP activities focus on the development of police forces and the improvement of capabilities of existing police forces in emerging democracies. During FY 06, ICITAP operated TIP programs throughout the world.

- In Albania, ICITAP's Organized Crime and Anti-trafficking Project focused on trafficking investigations, prevention by law enforcement of illegal trafficking, and logistical support and electronic equipment. ICITAP-Albania's Anti-trafficking/Integrated Border Management Program focused on port personnel, staffing, and equipment; anti-trafficking training and center development; and canine units and training.
- The Bosnia program supported the Anti-trafficking Strike Force by providing equipment, technical assistance, and training support.
- In Macedonia, ICITAP provided daily development counsel to the Ministry of Interior's Organized Crime Directorate on unit organization and management, investigative skills, techniques and case management, data collection, and regional cooperation.
- ICITAP-Montenegro assisted the host country to institutionalize contemporary law enforcement management, practices, and standards to effectively address incidents of organized crime and human trafficking. This program also provided the necessary training and technical assistance to law enforcement and prosecutorial management and practitioners assigned to investigate and prosecute cases of organized crime and human trafficking.
- In Azerbaijan, ICITAP assisted the Azeri Ministry of Internal Affairs in developing a standardized vetting procedure, to include selection, testing, and background investigations, including full financial disclosure for its specialized TIP Unit.
- In Kazakhstan, ICITAP provided training at a TIP conference in July 2006, bringing police, prosecutors, and judges from the northern and western parts of the country.
- In 2006, the ICITAP Asia and Pacific program received \$745,933 to continue to facilitate the TIP program initiated in Indonesia in 2004. The total expenditures for the training delivered amounted to \$25,844.00, not including the resident technical advisors fee. The ICITAP TIP training program design is "Point of Origin Strategy" training police, NGOs, and international governmental organizations (IGOs) in high percentage trafficking origin areas and summarily developing task force models for local and regional responses. The training consists of components on trafficker patterns and operations, victim identification, rescue,

non-victimization, integration, and interviewing techniques. In FY 06, ICITAP Indonesia trained 200 police, 48 NGOs, and 27 IGOs.

- ICITAP received \$200,000 in Economic Support Fund (ESF) to provide continued technical assistance, training, and limited equipment for a joint Indonesia and Malaysia TIP assistance program. With this funding, ICITAP will assist the Government of Indonesia and the Government of Malaysia to initiate a sustainable, integrated, multidisciplinary anti-trafficking strategy for identification, investigation, information sharing, and prosecution of transnational trafficking organizations and the protection and safety of trafficking victims.
- ICITAP received \$150,000 in support of a TIP program in Bangladesh. The funding was provided to improve the ability of the Bangladesh Police Human Trafficking Monitoring Cell to investigate human trafficking crimes by developing the human trafficking enforcement and investigative capacity of law enforcement personnel responsible for border security and port of entry operations in Bangladesh. In addition, ICITAP received \$719,023 for a program in Tanzania. In this program ICITAP will focus on providing technical assistance and training to rank-and-file police members, police investigators, police prosecutors, forensic personnel, victim service providers, and judges in Dar es Salaam, Iringa, and Mwanza over a two-year period.

iii. Joint ICITAP/OPDAT Programs

- In Winter 2006, OPDAT and ICITAP conducted a joint program in Lake Ohrid, Macedonia, on identification of and assistance to victims of human trafficking for 40 border police from Bulgaria, Albania, and Macedonia. Topics included an overview of trends, patterns, and migration routes of trafficking; interviewing techniques; and improving cooperation between law enforcement and NGOs. The main purpose of the program was to encourage cooperation among the border patrol services of the three countries.
- In Winter 2006, OPDAT and ICITAP participated on an interagency team assessing Kenya and Benin's abilities to address sexual violence and abuse against women. These countries, as well as South Africa and Zambia which were assessed in November and December 2005, will receive \$55 million to improve women's social roles and combat sexual abuse and violence under President Bush's Women's Justice Power Initiative.
- In FY 06, OPDAT and ICITAP received almost \$1.5 million in funding to work together in Tanzania to provide technical assistance and training to rank-and-file police members, police investigators, police prosecutors, forensic personnel, victim service providers, and judges in Dar es Salaam, Iringa, and Mwanza over a two-year period.

2. Department of Homeland Security

a. International Law Enforcement Training Efforts

One of ICE's most important international training activities is its participation in the International Law Enforcement Academies (ILEA) in Bangkok, Budapest, and Latin America.

ICE developed the human trafficking training modules that are part of the permanent curricula at those academies and provided nine human trafficking training sessions at the ILEAs for 429 law enforcement personnel from 43 countries. Human trafficking training modules included: (1) investigation methodologies in human trafficking cases; (2) human trafficking indicators; (3) global networks; (4) victim interviews; (5) victim services; and (6) task force methodology. Representatives from the following countries attended: Albania, Argentina, Azerbaijan, Belize, Bolivia, Bosnia/Herzegovina, Bulgaria, Brazil, Brunei, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Georgia, Guatemala, Hungary, Indonesia, Laos, Macedonia, Macau, Malaysia, Moldova, Montenegro, Nicaragua, Panama, Paraguay, People's Republic of China, Peru, Philippines, Ukraine, Uruguay, Romania, Russia, Serbia, Singapore, Slovakia, Slovenia, Tajikistan, Turkmenistan, Venezuela, and Vietnam.

The ICE Cyber Crimes Center also participated in ILEA training by conducting Child Sex Tourism Investigations training classes at the ILEA in Bangkok, Thailand and Budapest, Hungary. ICE Cyber Crimes Center staff provided information to foreign law enforcement officers/agents about the provisions of the PROTECT Act of 2003 relating to U.S. citizens traveling abroad to sexually exploit children.

Additionally, ICE participated in a united global campaign against child predators as a board member and the primary U.S. law enforcement representative to the Virtual Global Taskforce (VGT), an integrated network of law enforcement agencies from different nations created to combat online child abuse. Law enforcement officials, NGOs, and private industry representatives from around the world share strategies to reduce online child abuse. Created in 2003, the VGT is a law enforcement network comprised of the Australian High-Tech Crime Centre, the United Kingdom Child Exploitation and Online Protection Center, Canada's Royal Canadian Mounted Police, ICE, and INTERPOL, which aims to implement a 24/7 online presence by law enforcement to combat child exploitation.

b. International Outreach

In FY 05 and FY 06, ICE Attaché offices developed relationships with at least 43 NGOs and inter-governmental agencies working on trafficking issues in more than 20 countries.

ICE Attaché offices also conducted training on trafficking to at least 150 foreign government agencies and law enforcement officials in at least 50 countries. These efforts helped ICE develop leads in trafficking investigations and raised awareness of TIP overseas.

c. International Visitors Program

ICE's International Visitors Program, in coordination with DOS's International Visitors Program, helped arrange visits by foreign government officials to the United States. In FY 06, ICE conducted 50 briefings for 227 foreign government officials and NGO representatives from 58 countries on human trafficking and ICE's victim witness program. ICE briefed international visitors from the following countries: Albania, Argentina, Austria, Belize, Brazil, Burma, China, Croatia, Czech Republic, Denmark, Ecuador, Finland, Georgia, Germany, Ghana, Greece, Guatemala, Indonesia, Iraq, Israel, Ivory Coast, Jamaica, Japan, Jordan, Kazakhstan, Kenya,

Laos, Latvia, Lithuania, Macedonia, Malaysia, Mexico, Montenegro, Nepal, Netherlands, Nigeria, Norway, Pakistan, Poland, Portugal, Romania, Rwanda, Serbia, Sierra Leone, Slovakia, Sri Lanka, Sweden, Switzerland, Syria, Thailand, Turkmenistan, Togo, Turkey, Ukraine, United Kingdom, Uruguay, Vietnam and Yemen.

d. Coordination with the Government of Mexico

ICE assists the Government of Mexico in its efforts to combat trafficking in persons. Funding for ICE's two-year program in Mexico comes from the President's \$50 Million Trafficking in Persons Initiative. The program started in November 2005 with the placement of an ICE Program Coordinator in Mexico City, Mexico. Since the program began, ICE has coordinated with the Government of Mexico in its efforts to set up five vetted law enforcement units for trafficking in persons and has provided investigative assistance to those units. Two of the units have actively investigated trafficking cases.

ICE deployed a Digital Forensics Agent to Mexico City to conduct an assessment of Mexico's Cyber Crimes unit. The Government of Mexico plans to use the results of the assessment to enhance its efforts to investigate child sex tourism cases.

ICE has provided training on TIP investigations to 360 PFP officers, trained 90 Mexican immigration officers, and participated in a TIP conference in Chiapas that included 200 representatives from Mexican federal, state, and local governments.

3. Human Smuggling and Trafficking Center

In its efforts to encourage cross-border cooperation among nations dealing with the crime of human trafficking, the Center educates foreign law enforcement officials, prosecutors, and intelligence agencies on the best practices of trafficking investigation and prosecution. In FY 06, the Center participated in numerous international conferences and outreach programs, and regularly conducted training of foreign officials, including a presentation at the Bilateral Law Enforcement Task Force on Human Trafficking, September 9-14, 2006, in St. Petersburg, Russia.

In addition, the Center conducted TIP training for the Australian Federal Police, INTERPOL, and met with representatives of Saudi Arabian ministries to set up training sessions on best practices for stopping human trafficking. As part of its day to day operations, the Center has also worked with foreign governments on improving their information sharing and means to foster collective investigations through the Canadian Border Services Agency, INTERPOL, EUROPOL, and FRONTEX.

4. Department of State

With support from PRM, the IOM developed a set of seven Counter-Trafficking Training Modules in response to the need for practical, "how to" training materials for NGOs, government officials (including law enforcement), and other stakeholders engaged in counter-trafficking activities around the world. Designed for quick delivery at modest cost, these modules will

enhance understanding of some of the key elements necessary in building a comprehensive counter-trafficking strategy, the Modules series provides an introduction to essential components of a comprehensive counter-trafficking response, and is currently available in English, Spanish, and partially in French. The Modules trainings were developed through a participatory, field-based approach involving IOM missions around the world. Topics include: Information Campaigns; Return and Reintegration Assistance; Capacity-Building; Cooperation and Networking; Victim Identification and Interviewing Techniques; Direct Assistance; and Children's Protection. These training modules were piloted in the Netherlands Antilles, Jamaica, South Africa, Indonesia, Cambodia, and Suriname.

C. Outreach to Nongovernmental Organizations

1. Department of Homeland Security

ICE staff collaborates with NGOs that provide victims with services, such as helping to identify trafficking cases and victims. Outreach activities include presentations to corporate associations, academic groups, and local agencies. Outreach addresses multi-jurisdictional issues, collaborative activities, and problems of distinguishing between trafficking in persons and migrant smuggling.

ICE encourages ICE field offices to work with state and local law enforcement agencies and NGOs. ICE staff informs state and local law enforcement agencies and NGOs of ICE's role and expertise in human trafficking investigations discusses the significance of "continued presence," which is a short-term immigration protection that allows certified victims of trafficking to remain in the United States for up to one year to enable them to apply for T nonimmigrant status. These relationships will help to foster the exchange of information and collaboration in human trafficking investigations and in providing appropriate victim services. ICE participated in and provided training at domestic conferences and seminars that included large numbers of NGO attendees. ICE domestic field offices conducted local outreach efforts and established liaisons with over 120 NGOs. ICE Attaché offices have established liaisons with over 50 international NGOs worldwide.

2. Department of Justice

DOJ recognizes the critical role that NGOs provide in its victim-centered approach to restore victims and to prosecute their exploiters. In March 2006, the Attorney General presented the keynote address to the Fourth Annual Freedom Network USA Conference in Chicago, Illinois. The organization is a consortium of more than two dozen service providers who specialize in assisting victims of human trafficking and who advocate on their behalf throughout the United States. At the conference, the Attorney General announced the publication of DOJ's Report on Activities to Combat Human Trafficking (FY 01 to FY 05). Soon thereafter in Washington, D.C., DOJ officials, including prosecutors and victim-witness staff, met with leaders of numerous national crime victim organizations in a roundtable discussion on issues faced by victims of human trafficking.

In FY 06, OVC entered into a partnership with Video/Action Inc., to create a 30 minute training video designed to educate traditional victim service providers on the dynamics of trafficking and strategies for expanding their scope of work and resources to include effective, quality provision of services to victims of trafficking. OVC is working closely with Safe Horizon, a seasoned victim services grantee whose experience in providing technical assistance and training to other trafficking service providers has helped to shape the content of the video.

3. Department of State and USAID

Throughout FY 06, G/TIP organized NGO briefings with the Office Director for local D.C.-based NGOs. In calendar year 2006, by which the public affairs section tracks its statistics, G/TIP conducted five community NGO round-tables on U.S. Government efforts to combat TIP, a pre-briefing to solicit information for the 2006 TIP Report, a post-TIP Report briefing, a roundtable discussion with author and Canadian journalist Victor Malarek, and a Public Health/TIP forum with the first AIDS hospice in Nepal, the Peace Rehabilitation Center. Additionally, G/TIP continued its international coverage and widespread dissemination of trafficking information through popular media outlets including print news articles, wire stories, TV and radio segments, Internet publication, and digital video conferences—reaching an estimated 542 million people in 2006.

USAID works with numerous NGOs in its anti-trafficking activities, often as partners in providing services to trafficking victims. Strengthening local capacity, both government and NGO, is an important part of USAID's approach to anti-trafficking work. In FY 06 assistance for NGO capacity building and networking was a prominent feature in USAID anti-trafficking activities in South Africa, Albania, Kosovo, Russia, Ukraine, and Haiti.

D. Department of Health & Human Services Public Awareness Campaign/Street Outreach Grants

1. Street Outreach Grants

In FY 06, ORR provided continued funding to 18 organizations to conduct street outreach services to help identify victims of trafficking among populations that they already serve, and awarded 18 new grants that begin work in FY 07. The grants support direct, person-to-person contact, information sharing, counseling, and other communication between agents of the grant recipient and members of a specified target population. Grantees include public, private for-profit (although HHS funds may not be paid as profit), and private nonprofit organizations, including faith-based organizations. Some of the vulnerable population groups to which the grantees provide outreach are homeless and at-risk youth, girls exploited through the commercial sex industry, migrant farm workers, people in prostitution, and women forced to work in beauty parlors and nail salons. Grantees were eligible for these grants regardless of whether they had previously participated in anti-trafficking efforts.

Because these organizations are already engaged in outreach to specified vulnerable populations, these grantees are able to capitalize on their existing expertise working with these populations and the accompanying trust that has been built. Grantees are evaluated on their

ability to connect identified victims to services, and achieve certification by building strong relationships with law enforcement. In FY 06, more than 1300 suspected victims were identified through mobile feeding programs that target immigrant populations, single women's shelters, and youth centers. Additionally, street outreach grantees provided training on identifying trafficking victims to local law enforcement agencies, community-based organizations, faith-based organizations and health providers.

Street Outreach Grants Receiving Continued Funding

Breaking Free, St. Paul, MN, \$150,000
 Coalition to Abolish Slavery and Trafficking (CAST), Los Angeles, CA, \$75,000
 Catholic Charities Milwaukee, WI, \$81,300
 Catholic Charities Portland, OR, \$131,146
 Catholic Social Services for Northern Arizona, \$97,444
 City of Homestead, FL, \$75,000
 Colorado Legal Services, Denver, CO, \$142,449
 Crisis House/BSCC, San Diego, CA, \$95,000
 The Door, New York, NY, \$84,817
 Farmworker Legal Services, Rochester, NY, \$70,000
 Girls Educational & Mentoring Services (GEMS), New York, NY, \$100,000
 Georgia Legal Services, Atlanta, GA, \$57,533
 Good Shepherd Services, Atlanta, GA, \$75,492
 Refugee Women's Alliance (ReWa), Seattle, WA, \$118,884
 Rural Opportunities, Poughkeepsie, NY, \$70,565
 Salvation Army, New York, NY \$147,695
 United States Conference of Catholic Bishops, Washington, D.C., \$148,568
 West Care Nevada, Las Vegas, NV, \$150,000

New Street Outreach Grants

Alternatives for Girls, MI, \$25,000
 Breaking Free, St. Paul, MN, \$110,000
 Catholic Charities of the Diocese of Camden, NJ, \$70,000
 Catholic Charities Community Services, Phoenix, AZ, \$101,462
 Center for Social Advocacy, San Diego, CA, \$27,502
 Coalition to Abolish Slavery and Trafficking of California, \$75,000
 Farmworker Legal Services of New York, \$72,734
 Girls Educational and Mentoring Services, New York City, NY \$102,799
 International Rescue Committee, AZ, \$103,779
 Mosaic Family Services, Dallas, TX, \$123,585
 Polaris Project, NJ, \$114,000
 Positive Options, Referrals & Alternatives, IL, \$115,000
 SAGE Project, San Francisco, CA, \$121,979
 Salvation Army, IL, \$125,000
 Southeastern Network of Youth and Family Services of Alabama, \$90,000
 Southeastern Network of Youth and Family Services of Florida, \$46,700
 Tapestri, GA, \$75,310
 Texas Rio Grande Legal Aid, \$71,871

2. Rescue & Restore Victims of Human Trafficking Public Awareness Campaign

FY 06 encompassed the third year of the HHS public awareness campaign, Rescue & Restore Victims of Human Trafficking. The goal of the campaign is to help communities identify and serve more victims of trafficking so that every individual forced, coerced, or fraudulently induced into exploitative work will have the courage and support to come forward and receive the full protection and benefits offered by the TVPA. The third year of the campaign built upon the previous year's efforts to target intermediaries—those persons or entities who are most likely to come into contact with victims, such as: local law enforcement officials, social service providers, ethnic organizations, juvenile court officials, educational organizations, and legal assistance organizations. It also targeted institutional partners and the general public.

a. Public Awareness Materials

HHS continued to distribute a variety of Rescue & Restore public awareness materials, including posters, brochures, fact sheets, and cards with tips on identifying victims in English, Polish, Russian, Spanish, and Chinese. HHS additionally distributed posters in Korean, Indonesian, Thai, and Vietnamese. The materials can be viewed on the HHS website, www.acf.hhs.gov/trafficking, and ordered at no cost. HHS updated its Rescue & Restore materials in FY 06 to reflect passage of the TVPRA 2005.

In addition, HHS distributed a 10-minute video to help train intermediaries on how to recognize cases of human trafficking and learn how to initiate support services for those victims. The video showcases trafficking experts and victims in an effort to shed light on the horrors of trafficking, as well as the resources available to help victims rebuild their lives.

To further increase awareness of the campaign and to guide more individuals to the Rescue & Restore website, the website address www.rescueandrestore.org was incorporated into campaign materials, where appropriate. Given the security measures in place surrounding any government website, www.rescueandrestore.org serves simply as a placeholder site that directs visitors to the official campaign site, www.acf.hhs.gov/trafficking, for more information. ORR's contractual relationship with Lockheed Martin Aspen Systems has enhanced the website's capability to include the addition of email services in English, Spanish, Chinese, Polish, and Russian, and the posting of Frequently Asked Questions on the HHS web site in English and Spanish. HHS received 290 electronic messages via the website in FY 06.

b. Media Outreach

Media outreach in FY 06 included pitching and responding to key national media requests, monitoring the news daily and when appropriate, following up with reporters to encourage additional stories, and HHS perspective. HHS wrote and placed letters to the editor and/or op-eds in response to key stories, and encouraged regular radio interviews of Dr. Wade Horn, then-Assistant Secretary for Children and Families. HHS further developed its partnership with the Ricky Martin Foundation to raise awareness among English- and Spanish-speaking audiences on the issue of human trafficking. FY 06 concluded with a high-profile press conference to open the HHS Conference on Survivors of Sex Trafficking, held September 28,

2006. The press conference, which featured survivors of sex trafficking, Dr. Horn, Congresswoman Deborah Pryce, and Ambassador John Miller, then-Ambassador-at-Large in the Department of State's Office to Monitor and Combat Trafficking In Persons and Director of the Office to Monitor and Combat Human Trafficking in Persons at DOS, was attended by over 100 individuals involved in anti-trafficking efforts and highlighted the needs of victims and the services provided by HHS.

c. Information and Referral Hotline

A key component of the campaign is the 24/7 toll-free Trafficking Information and Referral Hotline (renamed the Human Trafficking Resource Center in FY 07): (888)373-7888. In FY 06, the hotline provided service referrals to potential trafficking victims, educated callers about Rescue & Restore campaign materials, directed non-trafficking related questions to relevant federal and local agencies, and took reports on possible trafficking cases to forward to the Civil Rights Division at DOJ. The hotline is staffed by approximately 13 bilingual crisis workers of Covenant House, New York, which is a sub-contractor of Lockheed Martin Aspen System Corporation. All calls received in foreign languages other than English and Spanish are referred to the AT&T Language Line. The hotline took 2,670 calls in FY 06, 20 percent of which were in languages other than English.

d. Intermediaries

In FY 06 HHS awarded four new contracts to "intermediary" organizations to foster connections between the Rescue & Restore national campaign and local awareness building and service provision. The following contracts were awarded: Bilateral Safety Corridor Coalition, \$597,117; Civil Society, \$348,032; Immigrants Rights Advocacy Center, \$666,668; and Practical Strategies, \$172,266.

3. Local Coalitions

In FY 06, HHS worked with anti-trafficking coalitions in 17 areas: Atlanta, Georgia; Houston, Texas; Illinois; Las Vegas, Nevada; Long Island, New York; Los Angeles, California; Miami, Florida; Milwaukee, Wisconsin; Minnesota; Newark, New Jersey; Philadelphia, Pennsylvania; Phoenix, Arizona; Portland, Oregon; St. Louis, Missouri; San Francisco, California; Seattle, Washington; and Tampa, Florida. The coalitions consist of dedicated law enforcement personnel, social service providers, local government officials, health care professionals, and leaders of faith-based and ethnic organizations. The goal of the coalitions is to increase the number of trafficking victims who are identified, assisted in leaving the circumstances of their servitude, and connected to qualified service agencies and to the HHS certification process so that they may receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the Rescue & Restore campaign messages to educate the general public about human trafficking.

Examples of the work of the HHS coalitions in FY 06 include:

- The Atlanta, Georgia Coalition created an independent committee to help pass anti-trafficking legislation in Georgia. The Georgia Security and Immigration Compliance Act codified the offense of human trafficking and abetting human trafficking, and established minimum jail times for traffickers. The legislation was signed into law in April 2006; the trafficking component goes into effect July 1, 2007.
- The Illinois Coalition held an Illinois Rescue & Restore Human Trafficking Outreach Day on April 22, 2006. Over 1,000 volunteers canvassed over 100 communities throughout the state to raise awareness of human trafficking and placed more than 15,000 Rescue & Restore posters in community shops, laundromats, houses of worship, and gas stations. The event was covered by several newspapers, including a full-page article and photo in the *Chicago Sun-Times*.
- The Minneapolis/St. Paul, Minnesota Coalition produced a one-hour local television film directed toward victims of human trafficking. The film included the participation of real victims, obscured on camera for their protection, and prominently featured the local Minnesota 24-hour trafficking tip line number.

4. Training and Technical Assistance

HHS awarded a training and technical assistance contract to the Polaris Project at the end of FY 06. Polaris Project will be providing state of the art training on the latest trends in the human trafficking movement to the Rescue and Restore coalitions, street outreach grantees, intermediaries, and National Human Trafficking Resource Center staff.

5. International Discretionary Grants

As part of the President's \$50 Million Trafficking in Persons Initiative, HHS, in cooperation with the Senior Policy Operating Group (SPOG), continued to support international programs that research and address the public impact of human trafficking in Brazil, Mexico, and Tanzania.

In Brazil, HHS funded a comprehensive public information campaign to deter child sex tourism. The campaign broadcasts and posts deterrence messages at U.S. departure airports, on flights to known sex tour destinations, and at foreign airports located at known sex tour destinations. The campaign also maintains a website, www.stopchildtourism.org, which has generated a great deal of public interest, where concerned individuals can report American sex tourists.

In Mexico, HHS provided grant support to two projects. First, HHS supported a public awareness campaign aimed at reducing child sex tourism in popular resort areas such as Acapulco and Cancun. Second, HHS supported the Bilateral Safety Corridor Commission (BSCC) in their efforts to address the public health impact that human trafficking and child sex tourism has on communities along Mexico's northern border. The one-year project to train public health workers, provide public education, build service networks, and offer targeted treatment of HIV/AIDS, tuberculosis, and other diseases and infections impacting communities

with a high prevalence of human trafficking has yielded a large number of partnerships and collaborative agreements between clinics, immigration services, and social services groups on both sides of the border.

In Tanzania, HHS supplemented an HHS Centers for Disease Control and Prevention (CDC)/President's Emergency Plan for AIDS Relief (PEPFAR) grant to the Tanzanian Ministry of Health to train health care workers to recognize victims of trafficking and to engage in a broader public awareness campaign on human trafficking. The program looks beyond simply preventing or treating HIV/AIDS—a challenge in itself—to the circumstances of their patients' lives that put those patients at risk.

E. Department of State Outreach to Foreign Governments

DOS's Office to Monitor and Combat Trafficking in Persons (G/TIP) issued its annual Trafficking in Persons Report in June 2006. The report is the U.S. Government's principal diplomatic tool used to engage foreign governments on the subject. It rates countries in tiers according to their efforts to combat trafficking and is used by DOS to encourage reform of laws and practices in order to more effectively combat trafficking. It also includes detailed information on U.S. Government policy covering prostitution, child sex tourism, child soldiers, involuntary servitude, and corruption in order to demonstrate U.S. commitment and to promote effective change. In 2006, the report was expanded from rating 142 foreign governments to 149 foreign governments. The report indicated that 41 countries adopted new legislation or amended existing legislation to combat TIP. Concrete actions taken by foreign governments have resulted in more prosecutions, convictions, and prison sentences for traffickers and comprehensive assistance for victims.

The release of the TIP Report was covered in over 315 media outlets and in 43 different countries. In a number of countries, particularly those on Tier 3 and Tier 2 Watch list status, press coverage was more intense, including India, China, and Belize. Throughout the year prior to the release of the report in June 2006, report staff traveled to more than 60 countries meeting with government officials and NGO representatives. Additionally, G/TIP regularly briefs foreign officials and other international visitors in Washington, D.C. to provide insight on what the U.S. Government is doing to combat TIP in the U.S. and around the world. The DOS Bureau of Educational and Cultural Affairs' International Visitors Program sponsors several groups to the U.S. specifically on combating human trafficking, and most often, their first stop is a information overview from members of the G/TIP staff. In calendar year 2006, G/TIP made 25 presentations to over 256 visitors from over 50 countries, including Afghanistan, Albania, Austria, Azerbaijan, the Bahamas, Belarus, Belgium, Brazil, Bulgaria, Canada, China, Croatia, Cyprus, Czech Republic, Dominican Republic, Ecuador, Estonia, Ethiopia, France, Germany, Greece, Iceland, India, Indonesia, Italy, Jordan, Latvia, Malaysia, Malta, Mexico, Montenegro, Mozambique, Nepal, New Zealand, Niger, Pakistan, Philippines, Romania, Senegal, Serbia, South Africa, Taiwan, Tajikistan, Thailand, Turkey, Uganda, the United Kingdom, Uzbekistan, and the Vatican. The visitors ranged from local law enforcement officials to anti-TIP coordinators to the German Bavarian State Minister of Justice.

VII. President's Interagency Trafficking Task Force & Senior Policy Operating Group

In accordance with the TVPA, President Bush established the cabinet-level President's Interagency Trafficking Task Force (PITF) by Executive Order 13257 in February 2002 to coordinate federal efforts to combat trafficking in persons. During FY 06, the PITF met on June 19, 2006. Six Cabinet members were in attendance, and 12 agencies were represented. At the meeting, the Task Force approved a unified policy document on combating HIV/AIDS and Human Trafficking to demonstrate the high priority of both issues. The PITF also focused on victim identification, research, and ways to potentially improve assistance and outreach to internally trafficked, U.S. citizen TIP victims.

The Senior Policy Operating Group (SPOG) reports to the President's Interagency Trafficking Task Force and is chaired by the director of G/TIP. Congress authorized the creation of the SPOG in the TVPRA 2003 to coordinate the international implementation of the TVPA and to address emerging interagency policy, grants, and planning issues.

The SPOG meets quarterly and includes representatives from the Departments of State, Justice, Homeland Security, Health and Human Services, Labor, and Defense, as well as the U.S. Agency for International Development, the Office of the Director of National Intelligence, and the Office of Management and Budget. The National Security Council, the Office of the U.S. Global AIDS Coordinator, and the Department of Education also participate in SPOG meetings.

In FY 06 the SPOG met four times: November 17, 2005; February 16, 2006; April 18, 2006; and August 17, 2006. Through these meetings and throughout the year, SPOG agencies shared information about programs and new initiatives, and coordinated policy implementation. For example, the SPOG approved updated funding guidelines and fortified SPOG program review procedures. SPOG agencies coordinated the implementation of several new mandates authorized in the TVPRA 2005. The SPOG Chair asked DOJ to lead a U.S. TIP Statistics Subcommittee to gather information on trafficking in persons in the United States. Four other SPOG Subcommittees on Research, Public Affairs, Grant Making, and Regulations continued to meet or teleconference regularly throughout the year.

During FY 06, SPOG agencies obligated the remainder of the President's \$50 Million Trafficking in Persons Initiative and continued to implement projects funded under the Initiative. In a speech before the United Nations General Assembly in September 2003, President Bush announced that the United States would commit \$50 million to supporting organizations that provide services to women and children victims of human trafficking. This multi-agency effort provided funding through DOS, DOJ, DOL, HHS, DHS, and USAID to eight foreign countries: Brazil, Cambodia, India, Indonesia, Mexico, Moldova, Sierra Leone, and Tanzania. The funding supports training local NGOs; providing the resources and training for law enforcement units (where possible) to identify and rescue victims; providing emergency shelters, medical treatment, rehabilitation and reintegration services, and vocational training for those victims; and training judges and prosecutors. Many projects contain media components designed to educate the public about the realities and serious consequences of engaging in human trafficking and

child sex tourism. For more information, please view information releases on the President's \$50 Million Initiative at the following website: <http://www.state.gov/g/tip/rls/fs/2006/>.

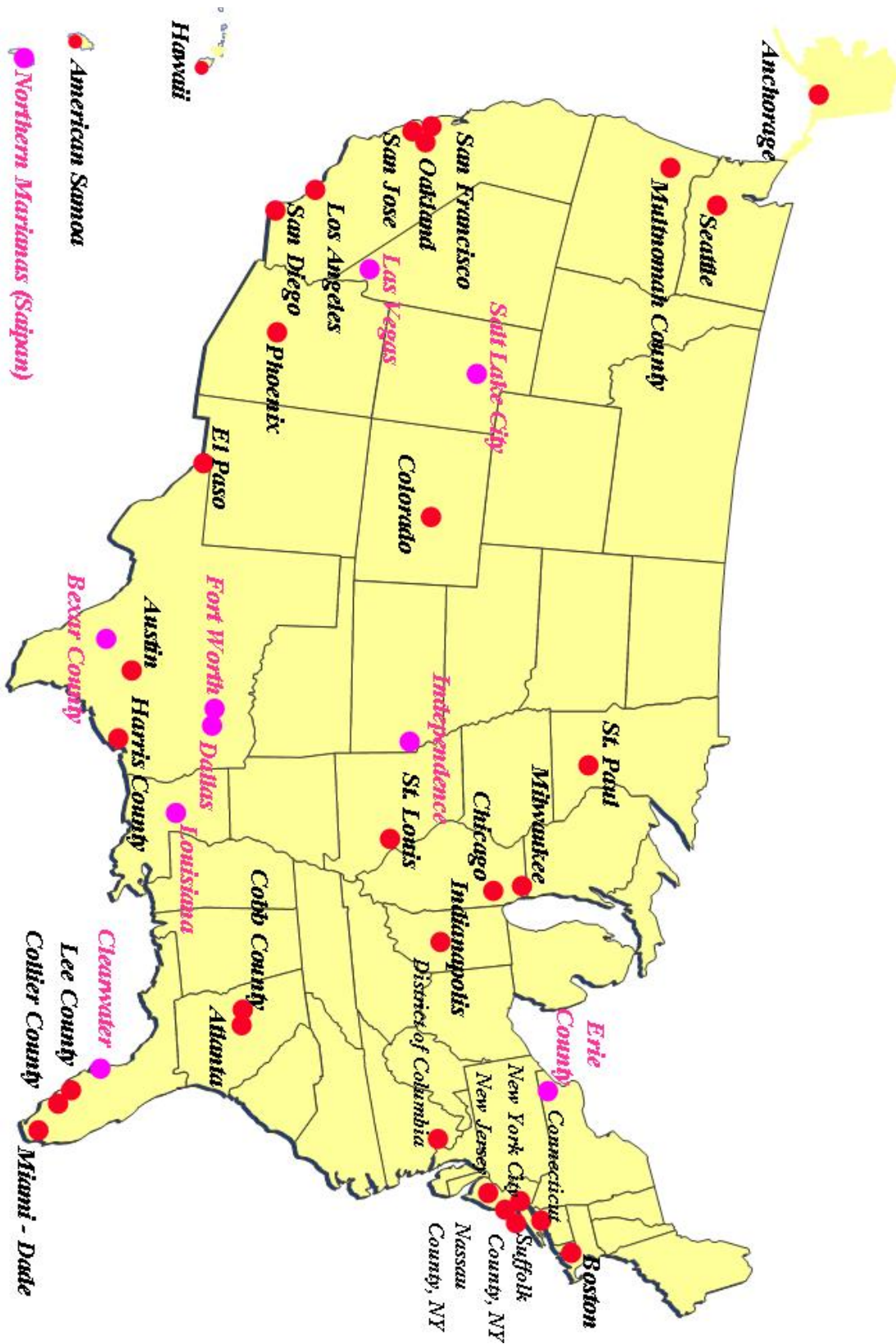
VIII. Conclusion

As this report has detailed, U.S. Government departments and agencies provide trafficking victims with a range of social services, both directly and through grantees; vigorously investigate and prosecute trafficking cases; and provide training, outreach, and assistance to domestic and international law enforcement and non-government organizations. The United States is aided by the modern tools created by the TVPA to address this ancient evil with a renewed and intensified vigor.

In his first policy address as Attorney General, Alberto Gonzales called trafficking "one of the most pernicious moral evils in the world today." As Attorney General Gonzales stated, "This abomination does not exist only in other lands; it exists right here, on our shores. Today its victims are usually aliens, many of them women and children, smuggled into our country and held in bondage, treated as commodities, stripped of their humanity."

The U.S. Government is committed to combating this moral evil with all the resources available to it. The fight against human trafficking is one of our highest priorities for ensuring justice in the United States and around the world.

Appendix A: BJA / OVC Human Trafficking Task Forces (42)



Appendix B: Examples of Cases

Cases investigated, prosecuted, and concluded in FY 06 include the following:**

1. Criminal Section, Civil Rights Division

United States v. Elizabeth and James Jackson (California)

The defendants were charged with a forced labor conspiracy to compel a former Filipina school teacher to work as their domestic servant. The husband, a former Sony executive, and his wife fraudulently obtained a visa for the victim, who was confined to their home and subjected to verbal and physical abuse, humiliation, debt bondage, and other forms of punishment to compel her continued service. They also confiscated her passport and return airline ticket. The victim had previously filed a civil suit in which she was awarded \$825,000.

United States v. Grandt, et al. (New York)

Twenty-two defendants were charged with conspiring to identify, recruit, and transport women from Korea to the United States to make money to support their families. Once the women arrived in the United States, they were placed in one of numerous brothels in order to pay large financial debts owed to recruiters in Korea and to other members of the defendants' organization. The owner or manager of the brothel confiscated identification and travel documents from the women and threatened to turn the women into law enforcement and/or harm their families in Korea, should they leave the prostitution business before paying off their debts. Six defendants have pleaded guilty so far.

United States v. Kim, et al. (New York)

ICE agents in New York, working jointly with the FBI and NYPD, identified a criminal organization engaged in the smuggling and trafficking of undocumented South Korean women into the United States for the purpose of prostitution. In August 2006, 18 search warrants and 31 arrest warrants were executed at brothels throughout the northeast United States. Once the women arrived in the United States, they were placed in one of numerous brothels in order to pay large financial debts owed to recruiters in Korea and to other members of the defendants' organization. The owner or manager of the brothel confiscated identification and travel documents from the women and threatened to turn the women in to law enforcement and/or harm their families in Korea, should they leave the prostitution business before paying off their debts. Eleven defendants were charged with conspiracy to commit human smuggling, human trafficking, and Mann Act violations and all pled guilty. Four defendants were sentenced to prison terms of seven months (time served), 15 months, 27 months and 41 months, with the latter defendant also ordered to forfeit \$200,000. A fifth defendant received probation. Sentencing is pending on the remaining defendants.

** The statements in this section are merely allegations as to any defendant who is pending trial or is a fugitive.

United States v. Lopes and Mello (Massachusetts)

A Brazilian woman and man were charged with conspiring to profit from a prostitution business, which took advantage of Brazilian women who were in the United States illegally. The defendants allegedly recruited women for the business, advertised them through the Internet, and then directed the women to various locations throughout Massachusetts and neighboring states for prostitution. The defendants used various threats, including the threat of deportation, in order to keep the women from quitting.

United States v. Montanez-Lopez, et al. (Oregon)

Three defendants were charged with numerous charges, including involuntary servitude, money laundering, and drug and firearms violations, arising from a forced labor conspiracy to compel the victim to manufacture marijuana. The victim, who was brought from Mexico and was beaten, stabbed, and sexually assaulted, was told that her family would be killed to coerce her from leaving and to ensure that she continue to perform labor and services for the defendants. Two defendants have pleaded guilty and trial is pending against the third. Federal and local law enforcement agencies investigated the matter.

United States v. Paris, et al. (Connecticut)

Ten defendants were charged in a 56-count indictment with operating a prostitution business in the Hartford, Connecticut, area in which they marketed young women to perform sexual acts with males in exchange for money. The defendants sought to conceal their prostitution businesses by calling them “escort services” and advertising in area newspapers and telephone book yellow pages. The scheme also included operation of a bail bond business in which the victims were required to work off their bond through prostitution and the sale of the women from one business to another for \$1200 each. Nine defendants entered guilty pleas.

United States v. Orozco and Santizo (Florida)

Two men were charged with trafficking with respect to forced labor after smuggling two female victims, including a 14-year-old girl, from Mexico through Arizona, and then to Ft. Myers, Florida. Once in Florida, the women were sold and told they would not be working in the fruit fields as expected, but instead had to work as prostitutes to pay off a \$2,700 debt. One defendant entered a guilty plea to alien smuggling and was sentenced to nine months in prison.

United States v. Jones (Georgia)

Defendant Jimmie Lee Jones was charged with sex trafficking and extortion for inducing three victims to travel from Atlanta to Daytona Beach, Florida, with the intent of engaging them in prostitution. Defendant Jones also attempted to collect extension of credit by using threats of violence and other threats of harm to the victims.

United States v. Maddox and deMaddox (Texas)

A couple pleaded guilty and were sentenced to 33 months and 84 months in prison and ordered to pay \$28,822 restitution for having smuggled a 12-year-old girl from Mexico to be their baby-sitter and then forcing her into domestic servitude. The victim, who was forced to sleep on the floor, was not allowed to attend school and was told that she could not return to Mexico. She was also physically abused by the wife. The victim was discovered when the local sheriff was called to the defendants' residence in response to a reported drug overdose.

United States v. Abdenasser and Tonya Ennassime (Washington)

A Moroccan couple pleaded guilty after being charged with forced labor and concealing and harboring an alien for holding their niece as a slave. In exchange for lodging and the chance for a good education, the victim cared for the defendants' young son, prepared breakfast and dinner, performed household cleaning chores, and worked weekends and summers without pay at the defendants' espresso stand. When the defendants learned of the victim's complaints of mistreatment, they assaulted her, threatened to report her illegal status in the United States, withdrew her from school, and forced her to work longer hours at the espresso stand, without pay. They were ordered to pay \$65,226.65 restitution to the victim and one was sentenced to six months of electronic home detention, 240 hours of community service and three years of probation. The other was sentenced to 90 days of electronic home detention, 60 hours of community service, and three years of probation.

United States v. Mondragon, et al (Texas)

Six of eight defendants have pleaded guilty in a conspiracy where women were trafficked into the United States from Honduras and El Salvador and forced to work in bars in Houston, Texas. The defendants threatened to harm the women and their families if they tried to escape or stop working in the bar. They also used the immigration courts to control the victims by telling the women to report to immigration authorities and then confiscating legal documents denying them access to the court, resulting in deportation orders they could hold over them. The women were charged smuggling fees ranging from \$6,000 to \$14,000, that were increased by extending credit to the women and girls for housing, food, clothing, transportation, and money sent home to their families. The women were expected to reduce their debts by keeping company with male bar patrons, and encouraging them to buy beer and liquor at high prices, and to submit to sexual contact with the patrons. Almost 90 victims have been identified and are receiving assistance.

United States v. Ghenet and Joseph Mesfun (New Jersey)

The defendants, naturalized citizens from Eritrea, were charged with forcing the victim to work as a domestic servant in their home for over ten years after bringing her to the country from Eritrea. The victim, who entered the United States on a visitor's visa that expired in February 1993, never attended school, does not speak English, and does not read or write in her native language. In 2003, a relative, in whom the victim was able to confide, reported the situation to authorities. The defendants were charged with forcing the victim to work every day without a day off, cooking, cleaning, and caring for the children. The defendants held her passport and

paid her \$130 in cash once a month, but deposited the money in an account that she was unable to access, and she was allegedly threatened, physically assaulted, and verbally abused repeatedly.

United States v. Malcolm (Texas)

Korean madam Mi Na Malcolm was sentenced to ten years in prison after pleading guilty for her role in the ownership and operation of three Korean brothels in Dallas, Texas. She was also ordered to pay a \$460,000 fine. Malcolm, who 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 and for her own profit. Malcolm directed the victims to work as prostitutes for six to seven days a week and many were forced to be available for sex 24 hours a day. She monitored the victims' movements in person, through an escort, and through a video surveillance system inside one of the brothels.

United States v. Norris (Georgia)

Three defendants were charged with conspiracy to hold young women to a condition of peonage, to obtain the forced labor and services of young women, to traffic young women for purposes of forced labor and peonage, and to traffic young women for commercial sex acts. From 2001 until August 2005, the defendants allegedly recruited and sometimes kidnapped young women and forced them to engage in prostitution in the Atlanta, Georgia area. Harrison Norris allegedly used his notoriety as a professional wrestler to recruit some of the victims with promises of training to compete as wrestlers. The defendants would also recruit young women through physical force, by paying legal fines or bail for them, and by using false pretenses. Once the defendants lured women into their service, they used physical violence, sexual abuse, threats of force, sleep and food deprivation, constant monitoring, and an elaborate debt system and house rules to keep the women working involuntarily as prostitutes. The conspirators would also confiscate the women's mobile phones and identification documents. Consequently, the women believed that they would suffer serious consequences if they tried to leave the defendants. Two of the defendants have pleaded guilty and two additional defendants in related cases pleaded guilty to lying to the FBI during the investigation.

United States v. Sanchez, et al. (North Carolina)

Three defendants were charged in a sex trafficking conspiracy for allegedly arranging for women and minor children to be transported to North Carolina from other states to work in their prostitution houses. Two defendants have pleaded guilty.

United States v. Chang and Chang (Texas)

Two defendants charged in a forced labor conspiracy pleaded guilty and were sentenced to ten years in prison and three years probation respectively and ordered to pay \$37,000 in restitution. Chang utilized a smuggling network that recruited young women in South Korea with promises of good jobs in the United States. Chang paid the victims' smuggling debts, took the women's passports, and told them they could not leave until they had paid off their debts to

him. Chang forced the victims to live in the upper floor of his home, where he restrained their freedom by monitoring them inside the home with interior surveillance cameras and by posting a Club Wa employee at the front door of the home as a guard. Chang required the women to work six nights a week drinking with customers, often until they became sick or passed out. Chang threatened to “sell” the women to other clubs if they disobeyed. One victim escaped the Chang home by leaping from a second-story bathroom window and fleeing with the help of a local pastor, who later reported the case to local authorities.

United States v. Medrano (New Jersey)

Luisa Medrano and eleven other defendants were charged with luring Honduran women and young girls from small villages with promises of employment as waitresses and then forcing them to work at bars in Union City, New Jersey. After rescue, the women stated that they were beaten, their families had been threatened in Honduras, and they were subjected to forced abortions. Investigative efforts resulted in the rescue of 19 Honduran females, six of whom were juveniles as young as 14 years of age. In June 2005, the government of Honduras, in collaboration with ICE, arrested four other persons, charging them under Honduran law with human smuggling and trafficking. All the women and girls have been relocated and are receiving services. Seven of the defendants have pleaded guilty, including one defendant who agreed to forfeit property valued at \$500,000.

United States v. Al Jader (Massachusetts)

A Saudi princess was sentenced to two years probation, including a six month term of home detention, 100 hours of community service, and ordered to pay \$206,972 restitution, a \$40,000 fine, and to forfeit one of her homes. She had pleaded guilty to unlawfully harboring two Indonesian women to work as domestic servants whose passports she confiscated to maintain their services.

United States v. Calimlim, et al. (Wisconsin)

Two affluent doctors and their son in Milwaukee, Wisconsin were convicted in a forced labor conspiracy for coercing for more than 20 years a young Filipina national into providing domestic labor and services for them. The defendants allegedly told the victim that she would be imprisoned if she left their service and used a variety of other coercive means to break her will, including forbidding her from having social contacts, monitoring and limiting her mail, forbidding her use of the telephone, and requiring her to hide in her basement room when guests were in the house. The parents were sentenced to 48 months in prison and ordered to pay over \$900,000 in back wages to the victim for her 15-hour work days over those two decades. Their son was sentenced to 120 days of home confinement, three years of supervised release, and ordered to pay a \$5,000 fine.

United States v. Ibrahim and Motelib (California)

A couple from Egypt pleaded guilty and were sentenced to 36 and 22 months in prison and ordered to pay \$38,000 restitution for bringing a 12-year-old Egyptian girl to the United

States and holding her in involuntary servitude. Once in this country, the victim was forced to live in a dark, unventilated garage, wash her clothes in a bucket, and work as a domestic servant for the defendants' family, which included five children. The defendants held her documents, kept her isolated, and threatened that if she left the house she would be arrested. She was emotionally and physically abused and was not allowed to attend school.

United States v. DuPreez, et al. (Georgia)

Five defendants were charged in connection with a scheme to bring aliens, primarily from South Africa, into the United States illegally and to provide them with employment at their granite and marble business. Once in the United States, the aliens resided in apartments leased by the granite company, and they were induced to provide labor for cash or for credit against the cost of their rent, furniture, utilities, and visa applications. The defendants threatened to report the aliens' illegal status to the immigration authorities as a means of keeping the aliens under their employment. Four defendants pleaded guilty to conspiring to harbor aliens and were sentenced to terms of incarceration ranging from 24 to 108 months. In addition, Johannes DuPreez was ordered to pay \$363,579.40 restitution to the IRS and to pay a \$50,000 fine, while Franciszka DuPreez was ordered to pay \$182,036 restitution to the IRS. A fifth defendant who pleaded guilty was sentenced to eight months home confinement and fined \$2,000.

United States v. Kang, et al. (New York)

A Korean couple lured Korean women to New York City with promises of good jobs as hostesses in their nightclub, but once in the United States, they were forced into prostitution. The victims were subjected to physical abuse and rape while being held to repay a \$10,000 debt. The Kangs pleaded guilty along with five other defendants. Among the other defendants were a U.S. Air Marshal and a CBP Officer, who attempted to force one of the victims to get on a flight to South Korea to keep her from testifying against the Kangs. Three defendants received prison terms of 120 months and a fourth defendant was sentenced to 33 months in prison. Two additional defendants were sentenced to three and four years probation respectively and the seventh defendant was sentenced to time served. Two defendants were also ordered to pay \$85,976 restitution to the victims.

United States v. Paoletti-Lemus, et al. (New York)

Two defendants, previously charged in 1997 and extradited to the United States following incarceration in Mexico for their role in this case, were sentenced to 105 months in prison after pleading guilty to extortion for forcing dozens of deaf Mexicans to sell trinkets on the subways nearly ten years ago. Previously, 18 of their co-defendants pleaded guilty to recruiting and smuggling to the United States with the promises of good jobs approximately 60 Mexican aliens, who were deaf and unable to speak, for the purpose of exploiting and abusing them for profit. The Mexican aliens were forced to work under conditions of servitude peddling key chain trinkets on the streets and subways of New York City. Seventeen defendants were sentenced to terms of incarceration ranging from 11 to 168 months and one defendant was sentenced to five years probation.

United States v. Yang, et al. (California)

Thirty-six defendants were charged in four cases related to a sex trafficking conspiracy. The defendants allegedly ran a trafficking ring that smuggled women from Korea into the United States where they were forced to work as prostitutes in San Francisco. Twenty-one of the defendants have entered guilty pleas for their involvement in this scheme.

United States v. Zheng and Liu (Northern Mariana Islands)

Two defendants were convicted of sex trafficking charges for running several karaoke bars in Saipan that were fronts for prostitution. They worked with recruiter/brokers to bring women from China to the Northern Mariana Islands with promises that they would be working as waitresses but instead forced them into prostitution through debt, physical threats, and violence. The defendants were sentenced to 78 and 33 months in prison, fined \$55,000 and ordered to pay \$25,220 restitution to one victim and \$22,220 to a second victim.

2. ICE Investigations

United States v. Carreto (New York)

An ICE-led investigation conducted in collaboration with Mexican law enforcement targeted a sex trafficking organization that smuggled Mexican women into the United States. Upon arrival the women were forced into prostitution at various brothels on the East Coast with threats of violence against them and their children left in Mexico. The traffickers raped several of the women. Four defendants pleaded guilty to sex trafficking, forced labor, and human smuggling charges. In April 2006, two of the defendants were sentenced to 50 years imprisonment. Two other defendants received 25 years and six and one half years imprisonment, respectively. Another member of the organization was arrested in Mexico in October 2005 and was extradited to the United States. This case was prosecuted by attorneys in the Civil Rights Division at DOJ and the U.S. Attorney's Office in the Eastern District of New York.

United States v. Zavala and Ibanez (New York)

A husband and wife pleaded guilty to conspiracy to commit forced labor, document servitude, and recruiting, harboring, transporting, and housing undocumented workers; engaging in extortionate credit transactions; and transferring false alien registration cards. Between June 1, 1999, and June 21, 2004, Zavala and Ibanez orchestrated a scheme to illegally obtain visas for Peruvian aliens seeking to come into the United States. The defendants charged the aliens a smuggling fee ranging from \$6,000 to \$13,000. By confiscating their passports and threatening to turn them over to authorities, the defendants compelled the aliens to perform work for them and other employers. The defendants kept most of their paychecks, leaving the aliens with approximately \$50 or less per week on which to live and support their families. More than 60 Peruvian illegal aliens, including 13 children, who were living in cramped and squalid conditions, were granted continued presence and are receiving services through a non-governmental organization. As part of their guilty pleas, the defendants agreed to forfeit a residence valued at \$175,000 and bank accounts containing approximately \$30,000 generated

through their crimes. Zavala was sentenced to 15 years of incarceration and Ibanez was sentenced to 11 years in prison. The investigation was initiated based upon information from an NGO trafficking victims group and subsequent interviews of victims conducted by ICE. This case was prosecuted by attorneys in the Civil Rights Division and the U.S. Attorney's Office in the Eastern District of New York.

United States v. Kim, Park, Bae, Lee, Shin, Lim (New York)

ICE agents in New York, working with the FBI and NYPD, identified a criminal organization engaged in the smuggling and trafficking of undocumented South Korean women into the United States for the purpose of prostitution. In August 2006, 18 search warrants and 31 arrest warrants were executed at brothels throughout the northeast United States. Once the women arrived in the United States, they were placed in one of numerous brothels in order to pay large financial debts owed to recruiters in Korea and to other members of the defendants' organization. The owner or manager of the brothel confiscated identification and travel documents from the women and threatened to turn the women in to law enforcement and/or harm their families in Korea, should they leave the prostitution business before paying off their debts. Eleven defendants were charged with conspiracy to commit human smuggling, human trafficking, and Mann Act violations and all pleaded guilty. Four defendants were sentenced to prison terms of seven months (time served), 15 months, 27 months and 41 months, with the latter defendant also ordered to forfeit \$200,000. A fifth defendant received probation. Sentencing is pending on the remaining defendants. This case was prosecuted by attorneys in the Civil Rights Division and the U.S. Attorney's Office in the Eastern District of New York.

United States v. Telichenko (Florida)

The defendant, a Ukrainian national, pleaded guilty to forced labor and was sentenced to 78 months in prison for forcing a young Russian woman to engage in prostitution. The two met in Philadelphia where the defendant persuaded the victim to move Orlando. Shortly after arriving in Florida, Telichenko asked the victim to engage in prostitution in order to earn money. If the victim objected in any way, the defendant repeatedly and brutally beat the victim. The victim was rescued when the victim's mother in Russia sought assistance from a nearby U.S. consular official who had been trained on anti-human trafficking by the Resident Legal Advisor in Moscow. After being contacted by the Consular officer, the RLA worked with the Embassy's ICE agent, who in turn contacted ICE agents in Florida. The victim was located and provided assistance within 24 hours. The victim, fearful of being deported, was put in touch with an NGO in Moscow, who advised and encouraged the victim so that the trafficker could be prosecuted. This case was prosecuted by attorneys in the Civil Rights Division and the U.S. Attorney's Office in the Middle District of Florida.

Anthony Mark Bianchi (Pennsylvania)

In March 2005, ICE agents in Philadelphia initiated an investigation of Anthony Mark Bianchi after he arrived at the Philadelphia International Airport from Romania. Customs and Border Protection Inspectors referred Bianchi for a secondary inspection. ICE agents who were present during the secondary exam discovered a piece of paper with a boy's name, telephone

number, and address in Romania. Preliminary investigation by ICE agents revealed that in March 2000, Bianchi was arrested in Moscow, Russia for engaging in sex with children. He was sentenced to three years imprisonment but was granted amnesty by a Russian court and was expelled from Russia. The ICE Attaché Vienna, with the assistance of Moldovan and Romanian authorities, determined that Bianchi had engaged in sexual activity with a Moldovan child who was in the company of the boy from Romania. Analysis of seized documents led to the identification of Ion Gusin, a co-conspirator of Bianchi. During an interview with Moldovan authorities, Gusin admitted that during a trip to Cuba in December 2004, Bianchi paid Gusin \$600 to have sex with Gusin's thirteen-year-old brother. In January 2006, ICE agents arrested Bianchi at his residence in Wildwood, New Jersey, and Moldovan authorities arrested Gusin in Moldova with the assistance of the ICE Attaché Vienna. Bianchi was charged with child sex tourism (PROTECT Act) violations. Moldovan authorities charged Gusin with trafficking in persons violations. Bianchi was subsequently indicted for child sex tourism violations.

George Hoey Morris

In 2004, ICE's Cyber Crimes Center investigated the Internet website www.virginbride.net for possible child exploitation violations. This website was owned and operated by George Hoey Morris, a citizen and resident of the United States. Morris claimed on his website that he had sex with numerous underage girls in Vietnam. Morris also wrote a book, "How to Marry a Bride," to promote his website and teach other pedophiles how to obtain underage females in Vietnam. The ICE Attaché Ho Chi Minh City, Vietnam worked with the ICE agents in Alabama to locate victims based on images posted on Morris' website and in his book. The ICE Attaché Ho Chi Minh City was successful in identifying one of the female victims from Morris' publications, and the victim agreed to cooperate with the ICE investigation. In June 2006, ICE Attaché Ho Chi Minh City personnel escorted Morris' victim from Vietnam to Montgomery, Alabama to provide grand jury testimony and depositions regarding Morris. Morris was subsequently indicted in the Middle District of Alabama on several charges, including violations of the PROTECT Act. In October 2006, Morris was convicted of child sex tourism violations, federal firearms violations, and passport and visa fraud. He is currently awaiting sentencing on those charges.

3. Criminal Division, Child Exploitation and Obscenity Section

United States v. Doss, et al. (California)

On June 26, 2006, a jury in the Central District of California found Juan Rico Doss, of Reno, Nevada, guilty of two counts of sex trafficking of children, three counts of transporting minors into prostitution, one count of conspiracy to commit sex trafficking of children and transporting minors into prostitution, and two counts of witness tampering. Doss was found not guilty on one count of witness tampering. These charges arose from information that Doss prostituted two minor victims in both California and Reno, Nevada, during the first two weeks of May 2005. Doss, along with his wife Jacquay Quinn Ford, conspired to recruit a 14-year-old female and a 16-year-old female to work for Doss as prostitutes. Once recruited, Doss and his wife transported these victims to various locations in California including Los Angeles, Sacramento, San Francisco, and Oakland for the purpose of prostitution. On several occasions,

Doss and Ford also transported these minors from Los Angeles and other parts of California to Reno, Nevada for the purpose of prostitution. Prior to trial, Ford pleaded guilty to one count of conspiracy for her role in transporting these minors for the purpose of illegal sexual activity. On December 4, 2006, she was sentenced to 15 months' imprisonment to be followed by three years' supervised release. Doss, who has a prior state conviction for pandering of a child stemming from his transportation of other minors for the purpose of prostitution, faces a statutory term of mandatory life in prison for his conviction on the transporting of minors for the purpose of prostitution charge, and up to life in prison for sex trafficking of children by force.

U.S. v. Evans, Yearby, and Madison (Florida)

On March 15, 2006, Mark Madison of Miami, Florida, was sentenced to 168 months in prison for one count of knowingly benefiting from participation in a venture which had engaged in an act of sex trafficking of a child by force, fraud, or coercion and one count of conspiracy to transport a minor in interstate commerce for purposes of prostitution. In January 2006, two other defendants—Justin Evans and Chad Yearby, both of Miami, Florida—were sentenced as a result of this same investigation and prosecution. Evans was sentenced to 282 months in prison and ordered to pay \$15,846.57 in restitution as a result of his conviction for one count of trafficking a child by force, fraud, or coercion to engage in a commercial sex act and one count of using a facility of interstate commerce to entice a minor to engage in prostitution. Yearby was sentenced to 40 months' imprisonment as a result of his guilty plea to one count of conspiracy to transport a minor in interstate or foreign commerce for the purposes of prostitution. At sentencing, Yearby received consideration for his cooperation with the investigation, including providing information that led to the identification and location of additional underage victims.

One of Evans's victims was 14 years old at the time of the events in question. Evans would either procure "customers" for her, whom she would meet at rented hotel rooms, or he would force her to find customers by walking the streets. The victim gave all the money she earned to Evans. The then 14-year-old victim began working for Evans in approximately December 2004. Twice in 2005, she was hospitalized for treatment for complications of advanced AIDS. Evans knew both her age and her health condition. Despite her poor health, Evans told her she should work every day, even when she felt too sick to do so. After her first hospitalization in 2005, Evans contacted her numerous times by telephone to persuade her to continue working for him on the streets. On several occasions, Evans would beat her.

Another victim was 16. Yearby took her from northern Florida to the Miami area, and introduced her to Madison. The victim began working as a prostitute for Madison, staying at his residence, at hotels, and occasionally at Yearby's residence. Madison would either procure "customers" for her who she would meet at rented hotel rooms, or he would force her to find customers by walking the streets. Madison kept all the money the victim earned, provided her with condoms to use, and was aware of her age. Madison also had sexual relations with her. When she attempted to leave him, he beat her.

United States v. Brice (District of Columbia)

On February 28, 2006, a federal jury sitting in the District of Columbia convicted Jaron Brice, also known as “Jaron,” “Jay,” “Jay Bird,” and “Daddy,” 27, of nine counts related to his illegal sex trafficking operation that involved the prostitution and sexual assault of females as young as 14 years old. Brice was charged with sex trafficking of a child and sex trafficking by force, interstate transportation of a minor and adult for prostitution, first degree child sexual abuse, and pandering. The evidence showed that from March 2004 through May 17, 2005, Brice recruited females as young as 14 years of age to engage in prostitution for his own financial benefit. He caused these females to prostitute in D.C. and other locations, including Maryland, New York, and Florida. He used emotional and physical violence, including armed threats, to ensure their compliance with his rules. Brice also had sexual intercourse with one of his prostitutes, then 14 years old. On September 15, 2006, Brice was sentenced to 30 years’ imprisonment and a ten-year term of supervised release.

United States v. Obert (California)

On February 1, 2006, Timothy Ronald Obert, a former Peace Corps volunteer, pleaded guilty in the Northern District of California to sexual abuse of a minor for engaging in sexual acts with a minor boy, who was 14 years old, while Obert was working in the Peace Corps in Costa Rica. Obert had been charged with traveling in foreign commerce and engaging in illicit sexual conduct, in violation of 18 U.S.C. § 2423(c), and sexual abuse of a minor within the special maritime and territorial jurisdiction of the United States, in violation of 18 U.S.C. § 2243(a) and 18 U.S.C. § 7(9)(B). Obert admitted to knowingly and intentionally engaging in illicit sexual conduct with a Costa Rican minor in the apartment in which he was residing. This case is the first prosecution of a Peace Corps volunteer for sexually assaulting a minor while serving in the Peace Corps in a foreign country. In addition, this case is one of the first prosecutions making use of 18 U.S.C. § 7(9), a statute enacted under the PATRIOT Act, which expanded the special and maritime jurisdiction of the United States to encompass residences in foreign countries that were being used by U.S. personnel on U.S. missions. This case is pending sentencing.

United States v. Evans (Florida)

On May 23, 2006, Gary Evans was indicted on one count of conspiring to arrange the travel of an individual for the purpose of engaging in illicit sexual conduct, specifically, a commercial sex act with a person under 18 years of age, and one count of arranging such travel. He pleaded guilty on October 23, 2006, to the conspiracy count and was sentenced on January 22, 2007, to 250 months in prison and a lifetime of supervised release. According to the plea agreement, Evans contacted the operator of a Web site that purported to sell “sex tour” packages to overseas locations. According to the site, the tour price would include an under-age companion who would have sex with the traveler. Evans proposed a partnership with the operator of that site in which they would jointly operate tours to Honduras and Costa Rica, where clients would pay to have sex with minors. However, the site was actually part of an FBI undercover investigation.

Appendix C: United States Government Funds Obligated in FY 2006 for Anti-Trafficking in Persons Projects

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
USAID	AF	DRC	UNICEF and COOPI			X			Identification of and reintegration assistance for women and child victims of sexual violence, abduction and child prostitution.	\$500,000	DA
DOS/PRM	AF	Ghana	IOM			X		X	Counseling, transportation, family tracing and reunification for child victims, including reintegration assistance in province/country of origin.	\$250,000	MRA
USAID	AF	Guinea	Save the Children		X				Cross-border <u>awareness</u> building campaign targeting towns through which most of the cross-border traffic between Guinea and Mali must pass.	\$120,074	DA
DOL/ILAB	AF	Mali	International Labor Organization - International Program on the Elimination of Child Labor		X	X			The project will focus on combating the worst forms of child labor in Mali, including exploitation of children in domestic labor, commercial sexual exploitation, and hazardous work in agriculture, small-scale mining, and the urban informal sector, including those children who have been trafficked into such exploitive labor.	\$3,500,000	DOL FY06 Appropriations
USAID	AF	Nigeria	ABA			X	X		Supplies and staff training for a shelter for trafficking victims in Lagos; development of specialized operations manuals for law enforcement and "bench books" for judges.	\$450,000	DA
DOS/PRM	AF	Sierra Leone	IOM		X	X		X	Provide return and reintegration assistance for TIP victims, including job skills development through the Sierra Leonean Diaspora.	\$500,000	POTUS Initiative
DOS/ECA	AF	South Africa	Ms. Susan Kreston	CIES - Fulbright US Scholar				X	Trafficking in Children in South Africa	\$40,420	ECA Base
USAID	AF	South Africa	IOM		X				Advocacy and organizational development training for NGO leaders of all the <u>members</u> of the IOM network assisting trafficking victims.	\$350,000	DA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/PRM	AF	Southern African Development Community (SADC)	IOM		X	X		X	Regional program of prevention, capacity-building, and victims' assistance in the SADC region.	\$160,000	MRA
DOS/GTIP	AF	Tanzania	Interagency Agreement (IAA) INL - DOJ				X		Law enforcement capacity building - multidisciplinary anti-TIP task forces in Dar es Salaam and Zanzibar.	\$1,000,000	POTUS Initiative
DOS/GTIP	AF	Tanzania	Interagency Agreement (IAA) INL - DOJ				X		Expand law enforcement program to an additional site - either in the mines or the agricultural area.	\$438,000	POTUS Initiative
DOS/PRM	AF	Tanzania	IOM		X	X			TIP victims assistance, awareness-raising in affected communities, technical cooperation with governmental entities and NGOs.	\$470,000	POTUS Initiative
USAID	AF	Uganda	GUSCO (Gulu), KICWA (Kitgum), Concerned Parents Association (Kitgum), CARITAS (Pader), St. Joseph's hospital (Kitgum), RUFOU (Gulu)					X	Direct support to four reception centers and two night commuter shelters in three war-affected districts. Activities are closely linked with existing USAID programming.	\$250,000	DA
USAID	AF	West Africa Regional (Mali, Burkina Faso, Cote d'Ivoire)	Population Media Center		X				Radio program to educate people about trafficking and how to combat it.	\$296,000	DA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOL/ILAB	AF	Zambia	International Labor Organization - International Program on the Elimination of Child Labor		X	X			Among the WFCL in Zambia are commercial sexual exploitation, mining and quarrying, domestic service, agricultural work, and work in the urban informal economy. In addition, child trafficking is increasingly recognized as a serious problem that requires immediate attention. Given the policy and implementation environment in Zambia, the objectives of this project are: 1) to equip the Government of Zambia and its relevant partner organizations with the necessary skills to design, implement and monitor initiatives that address the WFCL through a national TBP; and 2) to develop models of intervention for providing direct support to children and families which can be expanded within a national time bound program against WFCL. One strategy the project will apply to achieve these objectives is to develop a national plan of action and a draft implementation and evaluation framework against exploitative child labor, including child trafficking.	\$3,920,000	DOL FY06 Appropriations
DOS/EAP	EAP	All	AED						Continue refining TOPIC website.	\$133,000	ESF
DOS/GTIP	EAP	Asia-wide	USAID	MTV Europe Foundation; MTV Networks Asia	X				To help support MTV Europe Foundation and MTV Networks Asia Pacific work with USAID to raise awareness about, and increase prevention of TIP in Asia.	\$25,000	ESF
DOS/GTIP	EAP	Cambodia	Hagar		X	X			For Hagar to expand its assistance to former victims of trafficking by expanding business operations that employs them. Funding will be utilized to expand a soy milk factory, catering operation, and textile production.	\$246,000	ESF
DOS/PRM	EAP	Cambodia	IOM			X		X	Support for the Poipet Transit Center; reintegration assistance for victims into their communities of origin.	\$78,000	MRA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement Research & Data Collection		BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
USAID	EAP	Cambodia	The Asia Foundation	Catholic Relief Service, World Vision-Cambodia, International Justice Mission, Center for Advanced Study	X	X	X		Prevention, protection reintegration and prosecution activities following on and expanding efforts of previous years.	\$1,967,032	ESF
USAID	EAP	Cambodia	The Asia Foundation	TBD		X			Pilot shelter program as required by TVPRA 2005 (funding from EGAT/WID)	\$200,000	DA
DOS/PRM	EAP	Cambodia - Vietnam Regional	IOM		X	X		X	Protection, return transportation and reintegration assistance to TIP victims; preventive education campaign through Cambodian government schools; Includes prevention and assistance components for cross-border trafficking with Vietnam.	\$500,000	POTUS Initiative
DOS/PRM	EAP	Indonesia	IOM		X	X		X	Protection, return transportation, medical and psycho-social care and reintegration assistance to TIP victims; capacity-building for Indonesian service-providers, including government services.	\$500,000	POTUS Initiative
DOS/PRM	EAP	Indonesia	IOM		X	X		X	Supplement funding for IOM activities under the POTUS initiative for Indonesia: Protection, return transportation, medical and psycho-social care and reintegration assistance to TIP victims; capacity-building for Indonesian service-providers, including government services.	\$110,000	MRA
DOS/GTIP	EAP	Indonesia/Malaysia Regional	Interagency Agreement (IAA) INL - DOJ			X	X		Funds contingent on matching requirement by GOM. Law enforcement capacity building at the working level; goal is to better identify and treat victims and increase prosecutions.	\$200,000	POTUS Initiative
DOS/EAP	EAP	Laos	Save the Children Australia		X				Economic development for at-risk of trafficking rural women	\$81,813	ESF
DOS/PRM	EAP	Mekong Region (Thailand, Cambodia, Laos, Vietnam, Myanmar, China/Sunnan Province)	IOM			X		X	Pre-return, transportation, and reintegration assistance for TIP victims; capacity building activities.	\$200,000	MRA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/PRM	EAP	Mongolia	IOM		X	X		X	Capacity Building and preventive activities, including the provision of return and reintegration assistance for TIP victims of all nationalities.	\$250,000	MRA
DOS/EAP	EAP	Philippines	Third World Movement Against the Exploitation of Women (TWMAEW)		X				Provide livelihood for sexually exploited women.	\$104,673	ESF
DOS/ECA	EAP	Philippines	Mr. Justin Hakuta	IIE - Fulbright US Student	X				NGOs Combating Human Trafficking in the Philippines	\$11,900	ECA Base
USAID	EAP	Philippines	The Asia Foundation		X	X			Expand shelter and transit center capacities in strategic airports, broadcast media campaigns, database development for reintegration.	\$130,000	DA
USAID	EAP	Philippines	MSI		X		X		Strengthen enforcement of anti-trafficking law to increase arrests, prosecutions and convictions	\$500,000	ESF
USAID	EAP	Philippines	The Asia Foundation		X	X			Expand shelter and transit center capacities in strategic airports, broadcast media campaigns, database development for reintegration.	\$270,000	ESF
USAID	EAP	South East Asia Regional	Vital Voices					X	Regional anti-trafficking conference (WID)	\$50,000	DA
USAID	EAP	South East Asia Regional	MTV Europe Foundation and MTV Networks Asia Pacific		X				Coordinated anti-trafficking campaign involving documentaries and films, events, and on-line messages	\$3,087,875	DA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOL/ILAB	EAP	Thailand	International Labor Organization - International Program on the Elimination of Child Labor		X				In support of the National Plan of Action for the Elimination of the Worst Forms of Child Labor, the project will focus on prevention of the WFCL through awareness raising, education and vocational training, improved and alternative family livelihoods, etc. The project will focus on the withdrawal of those in WFCL and hazardous work by ensuring workplace improvements, shorter working hours, and provision of education (non-formal and formal) and vocational training as an alternative to labor. The project will promote improved education and training policies; promote the integration of child labor concerns in regional and bilateral processes on migration and trafficking; and promote safer migration for children through engagement on migration policies and their implementation. The initial core target sectors will be agriculture, fishing, services, and domestic work, with emphasis on trafficking issues across sectors.	\$3,500,000	DOL FY06 Appropriations
DOS/GTIP	EAP	Thailand	EMBASSY NAS		X	X	X		Funds to support the Embassy host a regional workshop on improving civil society and government collaboration to combat trafficking in the greater Mekong sub-region. The workshop will include representatives from government, law enforcement, and NGO leaders from Thailand, Cambodia, Vietnam, Laos, Burma, and China.	\$25,000	ESF
DOS/PRM	EAP	Thailand	IOM		X	X		X	Provision of psychosocial assistance and skill development to TIP victims awaiting repatriation; dissemination of preventive video.	\$100,000	MRA
DOS/EAP	EAP	Vietnam	ADAPT		X				Provide community development training for women in remote Mekong delta villages.	\$175,000	ESF
DOS/PRM	EAP	Vietnam	IOM		X	X		X	Awareness-raising through the Vietnamese Women's Unions; on-the-job training for women at high risk of being trafficked and for returning victims in Quang Ninh province; capacity building of government and NGOs.	\$290,000	MRA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/ECA	EAP	Taiwan	Ms. Marcelyn Thompson	IIE - Fulbright US Student		X			Counseling and Reintegrating Trafficking Victims in Taiwan	\$44,000	ECA Base
USAID	EUR	Albania	Creative Assoc.		X	X		X	Awards and manages sub grants to local actors to carry out prevention and reintegration activities. Facilitates capacity-building/coordination of NGO and government actors.	\$1,334,013	SEED
USAID	EUR	Albania	Terre des Hommes		X	X		X	In cooperation with six local NGOs and an extensive field presence, the project works to reduce child trafficking through prevention, protection, assisted voluntary return, reintegration and coordination.	\$460,000	SEED
DOL/ILAB	EUR	Albania, Bulgaria, Kosovo, Moldova, Romania, Ukraine	International Labor Organization - International Program on the Elimination of Child Labor		X	X			The project will provide direct services to withdraw or prevent child victims and children at risk of trafficking and other worst forms of child labor in key sectors (sexual exploitation, street work, illicit activities, and agriculture). Specific activities include Identifying and providing rehabilitation and support services to children withdrawn from the worst forms of child labor; providing non-formal education and recreational activities to prevent children from trafficking and exploitative labor situations and maintain children within the formal education system; supporting youth centers and peer to peer education; promoting youth employment for withdrawn and at risk children of legal working age; providing TA for trafficking and child labor related national strategies and plans of action; working with governments, employers, trade unions and other social partners to raise the awareness; and mobilizing employers' organizations to prevent exploitative child labor through the adoption of codes of conduct.	\$3,500,000	DOL FY06 Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/INL	EUR	Armenia	IO	IOM and/or OSCE	X	X	X		Development of training programs and train-the-trainer assistance on trafficking investigations, prosecution and victim/witness protection; training and technical assistance in task force development; development of programs that address victim interviewing and protection based on INL-funded TIP research; assistance in developing mechanisms to ensure that children are not trafficked through adoption agencies.	\$200,000	FSA
DOS/ECA	EUR	Austria	Mr. Robert Scaife	IIE - Fulbright US Student				X	Analysis of Immigration and Trafficking	\$2,137	ECA Base
DOS/INL	EUR	Azerbaijan	IO	OSCE and CEELI	X	X	X		The Senior Law Enforcement Advisor (SLEA), in conjunction with OSCE and the RLA, will train vetted specialized anti-TIP police and prosecution units. The RLA and SLEA, in coordination with OSCE, IOM and ABA/CEELI, will train domestic NGOs to conduct public awareness raising activities. The RLA and SLEA will develop curriculum and training programs for police, prosecutors and judges to recognize trafficking and prosecute traffickers.	\$100,000	FSA
DOS/PRM	EUR	Belarus	IOM		X	X		X	Continuation of reintegration and protection assistance for TIP victims; continued support for the development of civil society in preventing and combating trafficking, including capacity-building training and technical support.	\$140,000	MRA
DOS/EUR	EUR	Bosnia and Herzegovina	Women's Center, Treneje		X				This project will continue the previously funded program to raise awareness among primary and secondary school students in the region of Eastern Herzegovina on human trafficking problems.	\$20,287	SEED

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X	X	X			
USAID	EUR	Bosnia-Herzegovina	IOM	Vasa Prava, Buducnost, CARE International, Center for Free Access to Information, Foundation of Local Democracy, International Forum of Solidarity, La Strada BiH, LARA, Medica Zenica, Women BiH; Women for Women International	X	X	X		Support for the BiH Government's implementation of a national action plan. USAID's activity provides legal services and other services to trafficking victims.	\$1,446,109	SEED
DOS/PRM	EUR	Bulgaria	IOM		X	X		X	Ongoing support to sustain the development of a National Counter-Trafficking Partnership Network (established in FY05) to combat and prevent TIP, in partnership with the government of Bulgaria; establishment of local anti-TIP councils in the primary source regions of Bulgaria; continued reintegration assistance for victims of TIP.	\$100,000	MRA
USAID	EUR	Bulgaria	IOM		X	X	X		Capacity-building assistance to the GOB in implementing the Anti-trafficking legislation; refurbishing and equipping a shelter for trafficking victims, providing small grants to indigenous organizations for community-based work.	\$370,000	SEED
DOS/EUR	EUR	Bulgaria	Board of Trustees of Yane Sandanski High School		X				The program will organize a weekend training event for students in Sandanski and a weekend seminar for selected members of the surrounding communities to address problems of youth and the phenomenon of trafficking in persons with a special focus on how to protect girls from falling victim to forced prostitution.	\$3,070	SEED

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/EUR	EUR	Bulgaria	Diva Foundation for Care in the Community		X	X			FCC Diva will train police officers specifically commissioned to work with at-risk youth on issues of TIP, prevention of TIP, and advocacy to victims of TIP. These trained police officers will then conduct trainings jointly with FCC Diva trainers in Plovdiv area high schools, which house students who may be at higher risk of falling prey to TIP.	\$13,923	SEED
DOS/EUR	EUR	Bulgaria	Nadja Center Foundation		X	X			The project's purpose is to implement long-term strategies for the complete and stable reintegration and re-socialization of the victims of trafficking (VOT). Furthermore, the main goal is to prevent the re-trafficking processes through long-term therapy and social support for the VOT and to provide qualified care in concordance with the professional standards and criteria.	\$23,810	SEED
DOS/EUR	EUR	Croatia	Gender Task Force		X				This project aims to develop preventive educational modules through which young people (focusing on secondary education), their teachers, parents, friends, and the population in whole will get information about trafficking in human beings, its increased presence, and dangers.	\$21,501	SEED
DOS/EUR	EUR	Croatia	SOS Phone - Call for Help		X				The "Save Our Souls through Saving Our Bodies" project intends to educate graduating secondary school students about the dangers and threats of human trafficking.	\$5,891	SEED
DOS/EUR	EUR	Croatia	Women's Room					X	At this point, it is necessary to conduct an assessment analysis of situation regarding TIP in Croatia, for the period from 2002 to 2005, which will include all forms of TIP, not just for sexual exploitation.	\$14,686	SEED
USAID	EUR	Cyprus	UNDP	Local NGOs - TBD	X	X		X	Awareness-raising of trafficking in human beings, especially women and children in the sex trade, and strengthening victim and witness support (modification of previously obligated grant to allow for anti-trafficking activities).	\$300,000	ESF
DOS/ECA	EUR	Estonia	Dr. Juri Saar	CIES - Fulbright Visiting Scholar				X	Trafficking of Women for Sexual Exploitation in Estonia and the United States	\$21,250	ECA Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
USAID	EUR	Europe and Eurasia Regional	UNODC		X			X	Segment (covering Albania and Romania) of film documenting human trafficking worldwide	\$200,000	SEED
USAID	EUR	Europe and Eurasia Regional	ICMPD			X	X		Support establishment of comprehensive, effective and institutionalized transnational victim referral network in South East Europe.	\$2,030,000	DA, SEED, FSA
USAID	EUR	Georgia	Georgian Young Lawyers' Association		X	X			Increase public awareness, provide legal aid, train professionals, and support the development of trafficking victims' shelters	\$200,000	FSA
USAID	EUR	Kosovo	Catholic Relief Service	(Local NGOs) Protect Victims Prevent Trafficking (PVPT), Kosovo Law Center (KLC), KOPF	X	X		X	Research and public information to better enable partners to reach out to communities; monitoring and advocating for implementation of Kosovo Plan of Action to fight trafficking, assist core NGOs in providing improved victim assistance services.	\$611,196	SEED
DOS/EUR	EUR	Kosovo	Women Network " Qeliza"		X				The six-month campaign project consists of 24 lectures/workshops with women and young girls from the secondary schools across the municipality, publication of posters, brochures and leaflets, two one-hour radio and 6 one-hour TV talk programs, 1 debate and 1 round-table discussions to raise awareness and create a community dialogue about the problems of trafficking in the Gjakova municipality (fourth largest city in Kosovo, close to the border with Albania).	\$16,360	SEED
DOS/ECA	EUR	Latvia	Mrs. Liesma Ose	CIES - Fulbright Visiting Scholar		X			Efficiency of Social Services Provisions for Victims of Human Trafficking	\$12,850	ECA Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement Research & Data Collection		BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/EUR	EUR	Macedonia	All for Fair Trials Coalition				X	X	The coalition 'All for Fair Trials' will monitor trials related to Organized Crime in general and Trafficking in Persons separately in all courts in the Republic of Macedonia. The coalition will gather data about all scheduled hearings related to organized crime including trafficking in persons. The coalition will monitor trials from March 2006 until November 2006 when the coalition will hold round table to discuss the findings of their monitors with representatives of the Judiciary and provide recommendations for enhancement of the trails and the approach to handling organized crime cases from the judiciary.	\$19,172	SEED
DOS/EUR	EUR	Macedonia	Civil Initiative for Equal Opportunities "SEMPER" Bitola		X	X			This project will enable training of 20 representatives from 10 NGOs of 10 cities: Bitola, Struga, Tetovo, Kumanovo, Strumica, Gevgelija, Kicevo, Ohrid, Kriva Palanka and Kocani in order to be competent to accompany children victims of trafficking. The representatives from the NGOs (pedagogues, psychologists, health workers, teachers) will be trained in: re-socialization and re-integration program for the children victims of trafficking in Human beings, guide for protection of the children victims of trafficking, children' rights convention, action plan to combat trafficking in children, approach and working with children, gaining communication and social skills, techniques for reducing stress effects.	\$17,867	SEED
DOS/EUR	EUR	Macedonia	Women Organization Radika		X				Target group of 300 youth aged high school students. Project activities will be carried out in the villages of Reka region: Zirovnica, Rostushe, Mogorche, Skudrinje, Dolno Kosovrasti, Gorno Kosovrasti, and Otishani. The project plans to carry out ten workshops for 25-30 participants. Lecturing and informing about trafficking as organized crime act.	\$8,870	SEED
DOS/PRM	EUR	Moldova	IOM		X	X		X	Engaging the faith-based community in Moldova to prevent and combat TIP, and assist victims, in the form of training and capacity-building activities for both the Romanian and Russian branches of the Orthodox Churches	\$350,000	POTUS Initiative

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
USAID	EUR	Moldova	UNDP			X			Continuation of President's Initiative Activity, providing shelter and victims services for trafficking victims.	\$900,000	FSA
USAID	EUR	Romania	USDOJ/OPDAT /RLA Bucharest			X	X		Improve policy and coordination in anti-trafficking with a focus on prosecution and the judiciary system.	\$57,630	SEED
DOS/EUR	EUR	Romania	2000 Femina Roman Association		X				The name of the project is 'Human traffic = SLAVERY' - Informational and educational campaign regarding human traffic prevention among teenagers from the country side and it will be implemented for 10 months in schools from Neamt county. The activities developed with teenagers will be: seminars, debates, contests etc. The project aims to organize an educational and informational campaign for teenagers from 13 to 19 years old regarding human trafficking.	\$15,943	SEED
DOS/ECA	EUR	Russia	Ms. Elizabeth Hoody	IIE - Fulbright US Student	X				Domestic Violence and Anti-Trafficking in the Irkutsk Region	\$23,870	ECA Base
DOS/ECA	EUR	Russia	Mr. Fedor Sinitsyn	IIE - Humphrey Program	X	X	X	X	Research on prevention of trafficking, persecution of traffickers and protection of victims; working with NGOs	\$65,000	ECA Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/EUR	EUR	Russia	Center Against Violence and Human Trafficking (Perm)		X				The goal of this project is to step up trafficking prevention and improve assistance to victims by means of providing specialized training to police officers and enhancing cooperation among NGOs and various agencies dealing with trafficking prevention and response. To accomplish this goal, the project will provide training seminars to about 150 police officers and instructors of Police Training Centers. It will produce and disseminate publications intended both for police persons and the general public (a total of 1,700 copies). Information about the project as well as the content of the training will be disseminated via the Center's web site and the "End-Traffick-CIS" emailing list, which has 300 subscribers. The wrap-up workshop will gather about 25 police officers to discuss ways of dissemination of project's outcomes to other regions of Russia and elaborate ways of further NGO-GO collaboration for the future.	\$15,839	FSA
DOS/EUR	EUR	Russia	Center for Social Support of Women		X				The ultimate goal of the current project is to establish a multiregional youth volunteer network devoted to trafficking prevention. To accomplish this goal, the project will identify about 25 volunteers in five districts of western and central Russia to form five regional volunteer teams. The project envisions training seminars for regional volunteer teams resulting in the development of trafficking prevention regional action plans. Awareness events to be conducted by volunteer teams in participant districts (10-12 events in every district) will include meetings at schools, colleges, and libraries; dissemination of information materials, demonstration of training videos, guided group discussions, and the training of new volunteers. The project will produce the Trainer's Portfolio (500 copies) to be disseminated as a training tool. It will conclude with a conference to present peer training trafficking prevention programs developed in the course of the project.	\$18,652	FSA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/EUR	EUR	Russia	Crisis Center for Women and Children Victims of Domestic Violence "Yekaterina"		X				The goal of the current project is to launch a wide-scale awareness campaign involving broad categories of population in Yekaterinburg and several other districts in the Urals area. To accomplish this goal, the project will conduct a round table for representatives of state agencies, journalists, and NGOs to discuss interagency cooperation in launching a joint response to trafficking. It will hold training seminars for several key target audiences – university teachers, journalists, prosecutors, and NGOs – to expose them to relevant legislation and law-enforcement, tactics used by traffickers, work with at-risk categories, victim support, and others. The project will produce a wide range of information materials totaling more than 2,000 copies and develop a web site focusing on trafficking prevention. The site will consistently alert the public against fraudulent practices used by traffickers and provide on-line consultations. The project will train a team of volunteer students to work as hot line consultants on trafficking prevention issues. The project will wrap up with a conference to discuss cooperation with prosecutors' offices and other government agencies in mounting across-the-board response to human trafficking.	\$16,160	FSA
DOS/GTIP	EUR	Russia	MiraMed Institute	Angel Coalition	X	X	X		Funds to support the MiraMed Institute and the Angel Coalition combat trafficking in persons in Russia by building government, criminal justice, and civil society capacity to assist victims and apprehend perpetrators. Activities include: building capacity and sustainability of the Angel Coalition; conducting training for federal and regional law enforcement officials; providing education and training for media, tour agencies, dating services, and employment services; and creating a child-friendly system of rescue and rehabilitation for trafficking children in Moscow.	\$346,000	GTIP Congressional Earmark

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/GTIP	EUR	Russia	MiraMed Institute	Angel Coalition	X	X	X		Year Two: For MiraMed to continue its work with the Angel Coalition of Russian anti-trafficking NGOs to raise awareness about trafficking, provide assistance to victims, and conduct training for Russian government and law enforcement officials. Second year activities include continuation of the NGO trafficking victim safe house network, opening two new shelter for children trafficked into Moscow, support to the anti-trafficking hotlines operational in Russia and key destination countries.	\$162,554	INCLE
DOS/GTIP	EUR	Russia	American University/TraCC		X	X	X		Year Two: Building awareness of human trafficking among Russian government officials at the local and regional levels. American University/TraCC developed a case-based and interactive training program on combating trafficking in collaboration with NGOs and scholars in Russia. During second year activities, American University/TraCC will implement the curriculum to develop awareness of trafficking among Russia's government officials at the local level responsible for policymaking, legislative and law enforcement/ American University will host two training workshops in Moscow, Saratov, Irkutsk, and Vladivostok and conduct quarterly working group meetings among NGOs, academics and government officials.	\$125,000	INCLE
USAID	EUR	Russia	ABA-CEELI		X					\$250,000	FSA
USAID	EUR	Russia	Winrock		X				Prevention activities in the Russian Far East including increasing the capacity of NGOs, educational institutions and families to <u>prevent</u> human trafficking and reinforce positive <u>qualities</u> in youth. (incremental funding for fourth year)	\$838,198	FSA
DOS/ECA	EUR	Turkey	Mrs. Ilknur Altuntas	IIE - Humphrey Program			X		Strengthen background to increase and improve on the prosecution and conviction of traffickers in Turkey, prepare victims for judicial system	\$65,000	ECA Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X						
DOS/EUR	EUR	Ukraine	Poltava Business Incubator		X				The applicant proposes to raise public awareness of trafficking issues in eight rayons of Poltava Oblast and strengthen cooperation between NGOs, government and media to prevent trafficking in persons. The target audience for this project is vocational school students, the unemployed and women in 8 rayons. Project activities include surveys to determine awareness of trafficking issues, educational seminars and roundtables with local officials, an informational booklet, a program on local TV, and a final public hearing on the survey results.	\$8,305	FSA
DOS/EUR	EUR	Ukraine	Vira, Nadiya, Liubov, Rivne Charity Organization		X	X			Faith, Hope, Love will contribute to the prevention of trafficking in persons through offering an alternative to those who seek work abroad. The NGO will provide women in Odesa Oblast with the skills and tools necessary for successful participation in the Ukrainian economy and civil society. The organization will reach out to women marginalized by society, including returning trafficking victims. The initiative will provide workforce development and business development training, legal and psychological consultation, networking opportunities, optional internships, job placement assistance, and will facilitate access to credit. This project is based on the successful Women's Economic Empowerment and Anti-Trafficking Programs implemented in Ukraine by USAID in the past. The target audience for the project will include marginalized women such as returning victims of trafficking, HIV/AIDS-positive women, women in prostitution who wish to reintegrate into society, single mothers, and victims of domestic violence. The women who will participate in the program will receive an opportunity to gain steady employment with room for advancement, obtain a higher wage, or to start new businesses. The project will result in rehabilitating newly returned victims of human trafficking as well as preventing trafficking in persons in Odesa Oblast.	\$11,542	FSA

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USAID	EUR	Ukraine	IOM	Ukrainian NGOs TBD	X	X	X	X	Direct support to victim assistance and prevention work of NGOs, faith based organizations and other local groups; development of public/private NGO networks at local, national and transnational levels; improved information on scope of trafficking.	\$1,000,000	FSA
DOS/ECA	Global	AF/WHA/EAP/NEA/SCA/EUR	106 International Visitors	The International Visitor Leadership Program	X	X	X	X	106 government officials, human rights activists, law enforcement officials, and NGO representatives explore U.S. efforts to combat trafficking in persons at the local, state, and national levels.	\$2,014,000	ECA Base
DOS/GTIP	GLOBAL	Geneva, Switzerland	IOM		X			X	Funds to contribute to the expansion of the IOM Global Database which collects information on the TIP victims assisted by IOM. The database compiles a unique level of detail on individual victims and their experiences. Note: The grant was actually for \$400,000; \$150,000 was accounted for previously in the FY05 chart, and due to circumstances on the ground G/TIP had to reprogram it.	\$250,000	ESF (\$200,000); INCLE (\$50,000)
DOL/ILAB	Global	Global	ORC-Macro					X	(1) conduct a desk review of available literature on the use of forced adult and child labor in the production of products in selected countries; (2) carry out a desk review of available literature on the use of child labor in the production of products in selected countries; and (3) conduct in-country data collection on the use of forced adult and child labor as well as child labor in the production of products in selected countries. Countries in which in-country research is to be carried out will be selected based on data gathered through the desk reviews.	\$299,775	DOL FY06 Appropriations
USAID	Global	Global	Chemonics International	Creative Associates, Partners of the Americas, IREX, Charney Research	X	X	X	X	Incremental funding of three year contract providing technical assistance (including project design and assessment) to USAID field missions and other USAID operating units.	\$687,209	DA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/PRM	Global	Global	IOM		X				Development and launch of training modules to train government officials and NGOs on major anti-trafficking issues relating to victims' assistance and protection. Development of one module focused on Performance Indicator Tools for anti-TIP programs (3Ps).	\$137,367	MRA
DOS/PRM	Global	Global	IOM		X				Counter-trafficking training for religious personnel (Catholic, Orthodox, Buddhist)	\$200,000	MRA
DOS/PRM	NEA	Morocco	IOM		X	X			Capacity-building of government and NGO representatives to prevent and combat TIP, and assist victims, through delivery of the Counter-trafficking Training Modules that were developed by IOM and funded by PRM.	\$50,000	MRA
DOS/GTIP	NEA	Middle East - Special Project: Bahrain, Qatar, Kuwait, Oman, UAE, Saudi Arabia	Protection Project		X	X			To provide legislative assistance to combat labor trafficking in six Persian Gulf countries consisting of technical assistance in drafting comprehensive anti-trafficking legislation, building alliances with NGOs and other members of civil society to support legislative reform, and organizing a regional summit to seek collective endorsement of amendments to domestic legislation and beginning regional cooperation.	\$250,000	POTUS Initiative
DOS/PRM	SCA	Afghanistan	IOM		X	X			Conduct a series of workshops to train Afghan Officials about trafficking in persons, institute reporting mechanisms and guidelines to provide assistance to TIP victims	\$69,993	MRA
USAID	SCA	Bangladesh	IOM		X	X	X		Activities to strengthen counter-trafficking interventions in prevention, protection, rescue, voluntary repatriation and prosecution.	\$900,000	DA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOL/ILAB	SCA	India	International Labor Organization - International Program on the Elimination of Child Labor		X				The project will work with migrant children who are at high risk of being trafficked. Children are working in suburban areas of Mumbai, Jalna (Maharashtra) and Thiruvallur (Tamil Nadu), who have migrated either with their families to work in the brick kiln, sugar cane, and zari (embroidery) manufacturing sectors. Some work will also be done in sending areas in Bihar state.	\$548,000	POTUS Initiative
DOS/GTIP	SCA	India	UNODC				X		For UNODC to expand its law enforcement training to Hyderabad (an additional city to the UNODC law enforcement project).	\$500,000	POTUS Initiative
DOS/GTIP	SCA	India	UNIFEM	Sthree, Adhar Kendra, Odanad, Seva Sarnsthe, Sanloap, Prayas	X	X			To fund key NGOs that support/promote USG policy and assist TIP victims via UNIFEM.	\$515,000	POTUS Initiative
DOS/GTIP	SCA	India	UNIFEM	Prerana, Apne Aap, St Catherine's Home, Save the Children/SOS	X	X			Victim return and reintegration assistance by civil society organizations in collaboration with law enforcement efforts.	\$500,000	POTUS Initiative
DOS/GTIP	SCA	India	UNIFEM	Bhoornixa Vihar, Boruka, Impulse NGO Network, Apne Aap Women		X			Anti-TIP programs along borders and expanded short-stay transit homes.	\$350,000	POTUS Initiative
DOS/GTIP	SCA	India	Daywalka Foundation / Freedom Firm			X	X		For the Daywalka Foundation to work with the Freedom Firm to promote investigation, prosecution, and conviction of traffickers. The project will facilitate the rescue of children forced into prostitution and seek justice against the traffickers; mobilize law enforcement agencies to rescue victims and arrest perpetrators; and assist the legal system in the prosecution of perpetrators. The project will support a Regional Intervention Unit comprised of up to ten people on two teams serving as investigators, lawyers, and social workers that will deploy to identify minor girls in prostitution, convey that information to the police and conduct an intervention to rescue the girls.	\$150,000	POTUS Initiative

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/GTIP	SCA	India	UNIFEM	Apne Aap		X	X	X	Funds for Apne Aap to continue operating its community outreach centers in high-risk trafficking locations in Bihar, West Benegal, New Delhi, and Maharashtra. The centers target children at risk for second generation prostitution and provide them educational opportunities. The centers also work with the mothers to pull them out of prostitution.	\$323,000	ESF
DOS/GTIP	SCA	India	UNIFEM	HELP		X	X	X	Funds for HELP to continue its work to improve anti-trafficking activities through victim assistance and legal advocacy.	\$30,000	ESF
DOS/GTIP	SCA	India	UNIFEM	Bachpan Bachao Andolan		X	X	X	Bachpan Bachao Andolan will work to raise public awareness about child labor trafficking through an awareness campaign. The project will also gather information about children trafficked into labor exploitation and work with authorities to rescue them. The NGO will also provide former victims with rehabilitative assistance.	\$100,000	ESF
DOS/GTIP	SCA	India	UNIFEM	Prayas		X	X	X	Prayas will continue to provide child trafficking victims with comprehensive assistance and educational opportunities.	\$40,000	ESF
DOS/GTIP	SCA	India	UNIFEM	Overhead/Administrative Fees					Funds to support UNIFEM administration and management of the four projects above.	\$62,204	ESF
DOS/GTIP	SCA	India	World Bank/IFC		X				Funding to identify, expand, and create income generating, and therefore job creating, opportunities for victims of trafficking and modern-day slavery by replicating the successful Hagar business model in India. The grantee will conduct an in-depth country appraisal to establish the viability of replicating Hagar's business model in India with existing local organizations by examining four different replication models; select one or two business models for implementation with proposed Indian partners; and select local partner organizations and create a development plan.	\$250,000	POTUS Initiative

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/GTIP	SCA	India	International Justice Mission (IJM)			X	X		Year Two: IJM to expand its operation to Bangalore and concentrated its efforts on combating trafficking for forced labor. In Bangalor, IJM will replicate its activities to initiate investigations that identify trafficking victims; secure release of the victims through coordination with local law enforcement; and facilitate the placement of the rescued victims.	\$254,360	INCLE
DOS/PRM	SCA	India	IOM			X			Assistance to TIP victims, including protection, return transportation, and reintegration assistance in province/country of origin, including income generating activities.	\$500,000	POTUS Initiative
DOS/EUR	SCA	Kazakhstan	Phoenix Center for Development and Adaption		X				The center will focus on orphans and their needs to help them adjust to new conditions and to prevent them from becoming victims of modern-day slavery. Due to their confinement in orphanages and lack of access to information, orphans are a most vulnerable group and could become victims of traffickers. The goal of this project is to train orphans and educate them about their rights, as well as provide counseling and legal assistance. The center is also providing legal and psychological assistance to those who are trafficking victims and are psychologically traumatized. They need legal and psychological support because they risk being an easy target for traffickers again. The other goal of the organization is to reintegrate victims, helping them return to social life and recover.	\$14,797	FSA
DOS/INL	SCA	Kazakhstan	IOM		X				Continue public outreach and to advocate for continued legal reform in the area of trafficking in persons	\$200,000	FSA
DOS/INL	SCA	Kazakhstan	Embassy						Improve repatriation rates of trafficked women and provide GOK investigators with intelligence on traffickers and establish and equip an anti-TIP training center at the MVD academy in Karaganda	\$221,500	FSA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
USAID	SCA	Kazakhstan	IOM		X	X			Building and improving local and administrative capacity including awareness raising among vulnerable groups, vocational training, crisis center, shelters, and training for government and private sector leaders.	\$826,488	FSA
USAID	SCA	Kyrgyzstan	IOM		X	X			Building and improving local and administrative capacity including awareness raising among vulnerable groups, vocational training, crisis center, shelters, and training for government and private sector leaders.	\$384,150	FSA
DOL/ILAB	SCA	Nepal	International Labor Organization - International Program on the Elimination of Child Labor		X				One component of this project is to create an enabling environment for the effective implementation of the Kamaiya Labor Prohibition Act and the Child Labor Prohibition Act. Activities include identification of communities and pertinent issues for awareness raising on the negative effects of child bonded labor and trafficking in children; Mobilization for awareness raising activities; Development of audio, video, print and other materials against child bonded labor, bonded labor, and trafficking in children; Observing World Day Against Child Labor (June 12) for raising awareness on issues of child bonded labor and trafficking in children.	\$2,000,000	DOL FY06 Appropriations
DOS/GTIP	SCA	Pakistan	IOM			X			Funding to support IOM conduct an extensive public awareness campaign throughout Pakistan. IOM will target thirty villages for public awareness through interactive plays for both male and female audiences; introducing officers from the FIA anti-trafficking unit to local NGOs, community-based organizations, and local government officials.	\$111,566	ESF
USAID	SCA	South Asia Regional	UNODC			X			Work with regional governments to officially endorse the protocols for minimum standards and guidelines on safe migration policy	\$819,000	DA
DOS/INL	SCA	Tajikistan	IO	IOM	X	X	X		The project will strengthen the capacities of the NGO responsible for the shelter and develop a referral mechanism among partners assisting TIP victims.	\$100,000	FSA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/INL	SCA	Tajikistan	IO	IOM		X	X		Enhancing Legislation on Combating TIP	\$200,000	FSA
DOS/INL	SCA	Tajikistan	IO	IOM		X			Shelter for Assistance to Victims	\$500,000	FSA
USAID	SCA	Tajikistan	IOM		X	X			Building and improving local and administrative capacity including awareness raising among vulnerable groups, vocational training, crisis center, shelters, and training for government and private sector leaders.	\$452,442	FSA
DOS/INL	SCA	Uzbekistan	IO	IOM			X		Anti-trafficking Enforcement Unit: The project aims to combat trafficking in persons and protect victims of trafficking, by developing the capacity of law enforcement officers, prosecutors and judges directly dealing with trafficking cases.	\$335,000	FSA
USAID	SCA	Uzbekistan	IOM		X	X			Building and improving local and administrative capacity including awareness raising among vulnerable groups, vocational training, crisis center, shelters, and training for government and private sector leaders.	\$863,113	FSA
DOS/PRM	WHA	Argentina	IOM		X	X		X	Provide continuing capacity building activities for government and NGOs, as well and the development and dissemination of an information campaign.	\$175,000	MRA
DOS/GTIP	WHA	Bahamas	IOM				X		IOM conducted a successful anti-TIP training course in the Bahamas for Caribbean-base law enforcement. The government of the Bahamas supported the training; Suriname officials incurred additional expenses due to a change in flight availability.	\$8,714	INCLE
USAID	WHA	Brazil	ILO		X	X		X	Strengthen victim protection by consolidating and disseminating appropriate referral systems and methodologies for victims of CSE; intensify partnerships with local universities.	\$100,000	ESF

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X		X			
USAID	WHA	Brazil	Partners of the Americas		X	X		X	Support the GOB in the replication of a pilot service methodology for children and adolescents victims of TIP and commercial sexual exploitation; develop an effective local and national case notification system to track service provision.	\$85,000	ESF
USAID	WHA	Brazil	IBRAD Brazilian Institute for Development Administration					X	Research on trafficking in persons and commercial sexual exploitation of children and adolescents in mining areas	\$23,699	ESF (\$15,000) and CD - a form of DA (\$8,699)
DOS/PRM	WHA	Caribbean Region	IOM		X	X		X	Targeted interventions at the sub-regional level to raise awareness on TIP issue, including sex tourism; victims' protection, government capacity-building as well as development of a stakeholders' network.	\$144,971	MRA
DOL/ILAB	WHA	Dominican Republic	International Labor Organization - International Program on the Elimination of Child Labor		X	X			The project will provide technical assistance to government agencies to strengthen their capacity to implement the National Plan of Action to Eradicate the Worst Forms of Child Labor and the National Plan of Action to Eradicate Child Abuse and the Commercial Sexual Exploitation of Children; and raise awareness on exploitive child labor through the wide dissemination of informational publications. In collaboration with government agencies, the project will also facilitate the collection and monitoring of data on child labor, including CSEC. In addition, the project will support legislative reforms to make the Minors Code, Criminal Code and the Law on Trafficking in and Smuggling of Persons consistent with international commitments, and will promote the enforcement of these laws.	\$2,700,000	DOL FY06 Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X	X	X			
DOS/GTIP	WHA	Dominican Republic	ACILS		X	X	X		Educate Dominicans and Haitians and their families about their families about trafficking as well as local employers and other community members, with the goal of discouraging these populations from accepting false offers of employment institutionalizing the theme of trafficking in persons as a core area of worker representation within trade unions in the hotel, agriculture, construction and trade zone sectors.	\$160,000	ESF
DOS/PRM	WHA	Dominican Republic	IOM		X	X			Project will focus on providing protection to returned victims of trafficking, including psychosocial and reintegration assistance.	\$85,000	MRA
USAID	WHA	Ecuador	IOM		X	X	X	X	Support for the national anti-trafficking plan including assistance to the government in implementing it, advertising and other support for the trafficking hotline.	\$250,000	ESF
USAID	WHA	Ecuador	TBD			X			Shelter pilot program, as required by the TVPRA 2005 (EGAT/WID)	\$250,000	DA
DOL/ILAB	WHA	El Salvador	International Labor Organization - International Program on the Elimination of Child Labor		X	X			The project will provide technical assistance to government agencies to strengthen their institutional capacities to address exploitive child labor. To strengthen the country's capacity to combat CSEC and the trafficking of children for CSE, the project proposes to promote further legislative changes to close loopholes and provide better protection for victims; provide specialized training for key actors in the judicial system (National Police, the Office of the Attorney General, Supreme Court of Justice); and monitor CSEC cases brought before the courts throughout the process.	\$3,380,000	DOL FY06 Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/GTIP	WHA	El Salvador	SAVE THE CHILDREN						Facilitate a protective environment that enables the rehabilitation and reintegration of child victims and survivors of human trafficking by increasing government and civil societies' capacity to protect and seek justice for those victims and survivors. Project activities include publication of training materials in coordination with other NGOs and IOs; bilateral training and educational workshops; victim service protocol development; and formalization of advocacy action plans for municipalities.	\$160,000	ESF
DOS/PRM	WHA	El Salvador	IOM			X			Support the Government of El Salvador's Counter-trafficking Committee and IOM-implemented Trafficking shelter through provision of a technical expert to consult on protection matters.	\$10,000	MRA
DOS/PRM	WHA	Haiti	IOM		X	X		X	Provision of shelter, protection, and assistance to child trafficking victims; NGO capacity-building.	\$190,000	MRA
USAID	WHA	Haiti	Pan American Development Foundation		X	X	X		National and local awareness campaigns, support for organizations that provide shelter, education, vocational training and other services for rescued children, training for NGO staff and government officials to combat trafficking, (incremental funding)	\$500,000	DA
DOS/GTIP	WHA	Mexico	USAID	Management Systems International & Academy for Educational Development (AED)	X	X			Funds from G/TIP for USAID to continue to engage civil society and NGOs to promote discussions with the newly sworn-in Federal Congress for the passage of the Anti Trafficking in Persons Law. It also complements an existing effort focused on assisting two Mexican states to adopt similar legislation. USAID will raise awareness about the proposed legislation through a network of civil society NGOs.	\$153,250	POTUS Initiative

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DOS/GTIP	WHA	Mexico	US EMBASSY PAS/ Mexican Center for Study and Research in Development and Social Assistance (CEIDAS)	Ricky Martin Foundation and others TBD	X				PAS and CEIDAS will carry out a variety of activities: development and placement of TIP PSAs for TV, radio and newspapers; journalist reporting tours to the borders; voluntary-visitor style professional exchanges; host experts to speak on TIP; and convene a regional conference.	\$350,000	POTUS Initiative
DOS/PRM	WHA	Mexico	IOM		X	X			Support training to NGO representatives and government officials on trafficking in persons, with a particular focus on capacity building, victim identification, and reintegration, as a complement to the PRM-funded President's Initiative program in Mexico.	\$116,114	MRA
USAID	WHA	Mexico	AED	Management Systems International			X		USAID identifies shelters that can properly protect victims and provide services that enable them to become strong witnesses for the prosecution. USAID identifies shelters and USG agencies in Mexico collaborate to identify the areas of concentration.	\$2,634,660	POTUS Initiative
USAID	WHA	Mexico	Personal Services Contracts		X	X	X		Staff time of three individuals to administer anti-trafficking activities	\$165,340	POTUS Initiative
USAID	WHA	Mexico	Casals		X	X	X		To engage civil society (including a national network of NGOs) in promoting passage of anti-trafficking legislation and development of shelter programs for victims.	\$200,000	POTUS Initiative
DOS/GTIP	WHA	Mexico, CA, SA Regional	Interagency Agreement (IAA) INL - DOJ	Institute for Intergovernmental Research through the Bureau of Justice Assistance				X	Development of a "stand alone" Spanish language Curriculum designed for training all members of a human trafficking task force. The project will improve and expand and then translate into Spanish the existing COPS Train the Trainer Trafficking Curriculum also produced by IIR. Several Spanish legal and trafficking experts will assist.	\$200,000	POTUS Initiative

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOS/PRM	WHA	Nicaragua	IOM		X				Pilot return and reintegration program for TIP victims in Nicaragua that will provide return and reintegration, including travel, temporary shelter, medical and psychological services, and education training.	\$201,438	MRA
DOL/ILAB	WHA	Peru	International Youth Foundation		X	X			The targeted sectors include hazardous labor (street vendors, shoe shiners, baggage handlers and porters, and other types of child labor) and children in the worst forms of child labor (drug trafficking, commercial sexual exploitation, other unconditional worst forms of child labor). The project will use specialized program knowledge and experience to provide a comprehensive package that includes formal and non-formal education, skills training, pre-vocational and vocational training, counseling, social support, and shelters for children needing to leave abusive situations.	\$5,000,000	DOL FY06 Appropriations
DOS/PRM	WHA	Regional	IOM		X				Support for regional information campaign, including through documentation of victims' testimonies, as well as providing a consultant to build the capacity of relevant ministries in member governments of the Regional Conference on Migration to better distribute public service announcements inexpensively.	\$80,000	MRA
DOS/PRM	WHA	Regional	IOM		X				This project provides return and reintegration for trafficking victims from Argentina, Brazil, Chile, Paraguay and Uruguay, working with relevant government ministries and NGOs, to provide a range of services, including medical, psychological and social assistance, lodging, legal advice and voluntary return to place of origin under secure conditions.	\$50,000	MRA
DOS/PRM	WHA	United States -- global returns and transportation of family members	IOM			X		X	Support TVPA provisions for eligible family members to be reunited with TIP victims in the US; Return & reintegration for victims in the U.S. who want to return to their country of origin	\$150,000	MRA

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
HHS/ORR/ACF	USA	El Cajon, CA	Center for Social Advocacy		X	X			Center for Social Advocacy, a civil rights organization, will educate Spanish-speaking and Mizteco immigrant laborers about their human rights and distribute relevant resources. Service providers will also be educated. This project aims to identify victims of trafficking and to prosecute at least 1 trafficker or labor boss.	\$27,502	HHS Appropriations
HHS/ORR/ACF	USA	US / Detroit, MI	Alternatives for Girls		X	X			Alternatives For Girls will conduct outreach to high-risk female teens and young women, including individuals in prostitution and unaccompanied runaway or homeless youth, especially along the Canadian/US border. The organization will also offer basic care and case management referrals to intercepted labor trafficking victims. They will establish or strengthen partnerships with the local law enforcement divisions, social service groups, and community agencies.	\$25,000	HHS Appropriations
DOJ/BJA	USA	USA	Northern Marianas				X		Victim Centered Human Trafficking Task Force	\$448,083	DOJ/OVC
DOJ/BJA	USA	USA	Shared Hope International			X	X		Congressional Earmark - to assist selected task forces in assisting child victims of commercial sex trafficking within the U. S.	\$987,228	DOJ/OJP
DOJ/NIJ	USA	USA	Caliber Associates, an ICF International Company	American Prosecutors Research Institute				X	This study will be an examination of the effect of existing legislation on successful prosecution of human trafficking cases. Surveys of federal and state attorneys, interviews with key stakeholders, and analysis of legislation and legal cases inside and outside the U.S. will be used to identify key issues in prosecution and lessons learned.	\$189,420	DOJ/NIJ Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X					
DOJ/OVC	USA	USA	The Salvation Army, Hawaiian and Pacific Islands Division		X	X			The Salvation Army, Western Territory, Hawaiian and Pacific Islands Division (TSA HI) will develop victim service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking. Comprehensive services will be provided to pre-certified trafficking victims in the State of Hawaii and the Territory of American Samoa. TSA HI will also: build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a 36-month period. TSA HI will work collaboratively with the local law enforcement task forces already working in Hawaii and American Samoa. TSA HI will also implement a reimbursement program to provide funds to those providers on the islands of Saipan and Guam who are serving trafficking victims, and support the transportation of those victims if required for their personal safety or to support prosecution efforts. This project is funded through January 2009.	\$700,000	DOJ/OVC
DOJ/OVC	USA	USA	Asian Pacific Islander Legal Outreach						The Asian Pacific Islander Legal Outreach will provide comprehensive services to pre-certified trafficking victims in the San Francisco bay area; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims. This project is funded through June 30, 2007.	\$295,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X					
DOJ/OVC	USA	USA	Bilateral Safety Corridor Coalition		X	X			Bilateral Safety Corridor Coalition will provide comprehensive services to trafficking victims; build effective community service networks to respond to victims' needs; and provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in San Diego County. The project will be supported through June 2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	Catholic Charities Archdiocese of San Antonio		X	X			Catholic Charities will provide comprehensive services to pre-certified victims of human trafficking identified in Bexar County/ San Antonio, Texas. The grantee will also conduct outreach and public awareness activities regarding the rights and services available to victims of trafficking within the 32 counties impacted by Catholic Charities programs. This project will be supported through July 31, 2009.	\$450,000	DOJ/OVC
DOJ/OVC	USA	USA	Civil Society		X	X			Victim service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. Civil Society will provide comprehensive services to trafficking victims in the state of Minnesota; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in Minnesota over a 3-year period. This project is funded through September 30, 2008.	\$500,000	DOJ/OVC
DOJ/OVC	USA	USA	Coalition to Abolish Slavery and Trafficking		X	X			The Coalition to Abolish Slavery and Trafficking (CAST) will provide comprehensive services to pre-certified trafficking victims in the Los Angeles Metropolitan area; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims. This project is funded through June 30, 2007.	\$295,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/OVC	USA	USA	Guma' Esperansa-Karidat						Victim services to persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. Karidat Social Services will provide victim services to persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. Karidat Social Services will provide comprehensive services to trafficking victims in the Commonwealth of the Northern Mariana Islands; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a three year period. This project is funded through July 31, 2009.	\$449,793	DOJ/OVC
DOJ/OVC	USA	USA	Heartland Alliance for Human Needs & Human Rights		X	X			Heartland Alliance will provide comprehensive services to trafficking victims located within the 150 mile radius of Chicago, Illinois, including parts of Indiana, Michigan, Wisconsin, and Illinois; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims within the identified geographic area. The grantee will coordinate with BJA funded Anti-Trafficking Task Forces in Chicago and Milwaukee. This project will be supported through 9/30/2008.	\$500,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/OVC	USA	USA	Hope House, Inc.		X	X			Service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. Hope House, Inc. will expand victim service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. Hope House will provide comprehensive services to trafficking victims in Western Missouri; collaborate with the local law enforcement task force; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a three year period. This project ends July 31, 2009.	\$450,000	DOJ/OVC
DOJ/OVC	USA	USA	City of Indianapolis	The Julian Center	X	X			The Indianapolis Police Department will contract with the Julian Center to provide comprehensive services to trafficking victims in the city of Indianapolis and throughout Marion County, Indiana; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a 36 month period. This project will be supported through 9/30/2008.	\$500,000	DOJ/OVC
DOJ/OVC	USA	USA	International Institute of Boston		X	X			International Institute of Boston will provide comprehensive services to trafficking victims; build effective community service networks to respond to victims' needs; and provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in the state of Massachusetts. The project will be supported through June 2007.	\$295,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/OVC	USA	USA	International Institute of Buffalo		X	X			The International Institute of Buffalo will expand victim service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. The International Institute of Buffalo will provide comprehensive services to trafficking victims in the Buffalo, NY area; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a three year period. This project is funded through July 31, 2009.	\$449,708	DOJ/OVC
DOJ/OVC	USA	USA	International Institute of Connecticut, Inc		X	X			The International Institute of Connecticut (IIC) will provide comprehensive services to pre-certified trafficking victims; build effective community service networks to respond to victims' needs; and provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims within the state of Connecticut over a 3-year project period. This project will be supported through 9/30/2008.	\$500,000	DOJ/OVC
DOJ/OVC	USA	USA	International Institute of Metropolitan St. Louis		X	X			The International Institute of Metropolitan St. Louis will develop a victim service program for persons who have been identified by federal law enforcement as victims of a severe form of human trafficking. The Institute will provide comprehensive services to victims in the St. Louis area; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in the St. Louis and surrounding areas over a 36-month period. This project will end 9/30/2008.	\$499,974	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X					
DOJ/OVC	USA	USA	International Rescue Committee (Arizona)		X	X			The International Rescue Committee in Arizona, in partnership with Medical Professional Associates of Arizona, the Salvation Army, and contracted immigration attorneys, will provide legal services, comprehensive health and social services, and outreach services to trafficking victims. Other services include public awareness activities, law enforcement education, and training provision to social service providers on topics related to trafficking. The project will be supported through June 2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	International Rescue Committee (Florida)		X	X			The Florida Freedom Partnership is a Miami-based partnership comprised of the IRC, the Florida Immigrant Advocacy Center, the Salvation Army, and Victims Services Center. In collaboration, the above agencies will provide case management, food, shelter, legal, and mental health services to victims in the pre-certification period. The partners will also conduct outreach and education activities in local communities as well as provide topical training related to trafficking to legal and social service providers in the area. The project will be supported through June 2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	International Rescue Committee (Washington)		X	X			International Rescue Committee will provide comprehensive services to pre-certified trafficking victims in Washington State; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims. This project is funded through June 30, 2007.	\$295,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/OVC	USA	USA	Mosaic Family Services, Inc.		X	X			Mosaic Family Services, Inc. will provide comprehensive services to pre-certified trafficking victims in the Dallas/Fort Worth, Tarrant and Collin Counties in Texas; collaborate with the local law enforcement task force in Dallas and Fort Worth; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims. This project is funded through July 31, 2009.	\$743,962	DOJ/OVC
DOJ/OVC	USA	USA	Refugee Women's Network, Inc.		X	X			Refugee Women's Network will develop, expand, or strengthen victim service programs for persons who have been identified by federal law enforcement as victims of severe forms of human trafficking of persons during the pre-certification phase in the state of Georgia. This project will support two law enforcement task forces (Atlanta and Cobb County) through 06/30/2007.	\$221,250	DOJ/OVC
DOJ/OVC	USA	USA	Refugee Services of Texas		X	X			Refugee Services of Texas will provide comprehensive services to pre-certified trafficking victims in the central Texas area; build community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over an 18-month period. This project will end 6/30/2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	Safe Horizon		X	X			Safe Horizon will provide comprehensive services to trafficking victims; build effective community service networks to respond to victims' needs; and provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in New York City and Nassau County, Long Island. The project will be supported through September 2008.	\$1,100,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/OVC	USA	USA	Salvation Army Western Territory			X			The Salvation Army Western Territories will strengthen victim service programs for persons who have been identified by federal law enforcement as victims of severe forms of human trafficking of persons during the pre-certification phase in Alaska, California, Colorado, Idaho, Montana, Nevada, New Mexico, Texas, Utah, and Wyoming. The grantee developed four comprehensive service sites in El Paso, Texas; Denver, Colorado; and Anchorage, Alaska. The Anchorage and Denver sites will be supported through 8/31/2008, while the remaining sites will be supported through November, 2007.	\$499,992	DOJ/OVC
DOJ/OVC	USA	USA	The Salvation Army, Las Vegas		X	X			The Salvation Army, Las Vegas will strengthen victim service programs for pre-certified victims of trafficking identified in the Las Vegas, Nevada region. The grantee will work to build effective community service networks to respond to victims' needs and will provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of victims in Las Vegas, Nevada. This project will be supported through 7/31/2009.	\$449,997	DOJ/OVC
DOJ/OVC	USA	USA	Tides Center		X	X	X		The Tides Center/ Utah Health & Human Rights Project will expand victim service programs for persons who have been identified by federal law enforcement as victims of a severe form of trafficking during the pre-certification period. The Tides Center/ Utah Health & Human Rights Project will provide comprehensive services to trafficking victims in the state of Utah; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims over a three year period. This project is funded through July 31, 2009.	\$450,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X					
DOJ/OVC	USA	USA	U.S. Conference of Catholic Bishops, Inc. - Oregon		X	X			The U.S. Conference of Catholic Bishops will provide comprehensive services to pre-certified trafficking victims in the State of Oregon; build effective community service networks to respond to victims' needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims. This project is funded through June 30, 2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	U.S. Conference of Catholic Bishops, Inc. - Mid-Atlantic		X	X			The U.S. Conference of Catholic Bishops will provide comprehensive services to trafficking victims; build effective community service networks to respond to victims' needs; and provide training to increase the awareness among criminal justice entities, social service providers, and the public of the rights and needs of trafficking victims in Delaware, Maryland, New Jersey and Pennsylvania. The project will be supported through June 2007.	\$295,000	DOJ/OVC
DOJ/OVC	USA	USA	World Relief Corporation				X		World Relief will develop, expand, or strengthen victim service programs for persons who have been identified by federal law enforcement as victims of severe forms of human trafficking of persons during the pre-certification phase. The grantee oversees five comprehensive service sites in High Point, Nashville, Jacksonville, Tampa, and Lee County, FL. The Lee County site is funded through 9/30/2008, while the other sites will discontinue receiving funds 06/30/2007.	\$1,050,000	DOJ/OVC
DOJ/OVC	USA	USA	YMCA of the Greater Houston Area		X	X			The YMCA will provide comprehensive services to victims of trafficking in Southeast Texas; build effective community service networks to respond to victim's needs; and provide training to increase awareness among criminal justice entities, social service providers, and the public regarding the rights and needs of trafficking victims. This project will be supported through 6/30/2007.	\$295,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
HHS/ASPE	USA	USA	Caliber Associates, an ICF International Company					X	Study of HHS Programs Serving Human Trafficking Victims	\$330,000	HHS Appropriations
HHS/ORR/ACF	USA	USA	US Conference of Catholic Bishops	40+ sub-contractors	X	X			Per-capita services and case management to victims of human trafficking	\$2,500,000	HHS Appropriations
HHS/ORR/ACF	USA	USA	Lockheed Martin	Covenant House	X	X			National Human Trafficking Resource Center (Hotline) development and management; materials distribution	\$500,000	HHS Appropriations
HHS/ORR/ACF	USA	USA	General Dynamics	Polaris Project	X				Technical Assistance Contract	\$128,380	HHS Appropriations
HHS/ORR/ACF	USA	USA	Ketchum	Capitol City Partners	X				National Human Trafficking Public Awareness campaign; coalition development	\$2,600,000	HHS Appropriations
HHS/ORR/ACF	USA	USA / Birmingham, AL	Southeastern Network of Youth Services - Alabama		X	X			Southeastern Network of Youth and Family Services will partner other NGOs to expand their outreach services to runaway and homeless youths vulnerable to trafficking. Contacts will be made to community organization that may come in contact with victims of human trafficking.	\$90,000	HHS Appropriations
HHS/ORR/ACF	USA	USA / Chicago, IL	Salvation Army - Chicago Social Services		X	X			The Salvation Army will implement an intervention model based on substance abuse literature to identify victims, engage them in the project, and assist victims to leave trafficking.	\$125,000	HHS Appropriations
HHS/ORR/ACF	USA	USA / Dallas, TX	Mosaic Family Services		X	X			Mosaic Family Services will utilize a multidisciplinary task force to identify victims of trafficking and provide them with services such as case management, referrals to legal services, medical care, immigration assistance, counseling, and employment assistance.	\$123,585	HHS Appropriations
DOJ/BJA	USA	USA / Florida	Clearwater				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
HHS/ORR/ACF	USA	USA / Florida	Immigrants Rights Advocacy Center	Subawards pending	X	X			IRAC will spearhead overall educational and outreach efforts related to human trafficking throughout its region. It will also assess the human trafficking situation in its geographic area and make sub-awards of 60 percent of its contracts to other local organizations to raise awareness about human trafficking and assist in identifying and rescuing victims.	\$666,668	HHS Appropriations
HHS/ORR/ACF	USA	USA / Los Angeles, CA	Coalition to Abolish Slavery and Trafficking		X	X			A coalition of community and ethnic organizations will implement Sex Trafficking Outreach Project to target Russian, Korean and other victims of sex trafficking. The organization will also offer services and comprehensive case management to intercepted labor trafficking victims. Direct outreach will be made to potential victims in venue where their presence is likely. Efforts will be made to raise public awareness of trafficking.	\$75,000	HHS Appropriations
DOJ/BJA	USA	USA / Louisiana	Louisiana Commission on Law Enforcement				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
HHS/ORR/ACF	USA	USA / Milwaukee, WI	Practical Strategies	Subawards pending	X	X			Practical Strategies will spearhead overall educational and outreach efforts related to human trafficking throughout its region. It will also assess the human trafficking situation in its geographic area and make sub-awards of 60 percent of its contracts to other local organizations to raise awareness about human trafficking and assist in identifying and rescuing victims.	\$172,266	HHS Appropriations
HHS/ORR/ACF	USA	USA / Minnesota	Civil Society	Subawards pending	X	X			Civil Society will spearhead overall educational and outreach efforts related to human trafficking throughout its region. It will also assess the human trafficking situation in its geographic area and make sub-awards of 60 percent of its contracts to other local organizations to raise awareness about human trafficking and assist in identifying and rescuing victims.	\$348,032	HHS Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/BJA	USA	USA / Missouri	Independence				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
HHS/ORR/ACF	USA	USA / Monmouth, Ocean, Burlington, Camden, Atlantic, Gloucester, Salem, Cumberland, and Cape May counties	Catholic Charities of Camden, Ocean, and Cape May, NJ		X	X			Catholic Charities of Diocese of Camden will partner with Rural Opportunities and USCCB/MRS to conduct direct person-to-person outreach and to offer services to migrant farm workers involved in trafficking. Educational outreach will be made through focus groups, informal meetings, and already-existing structures.	\$70,000	HHS Appropriations
DOJ/BJA	USA	USA / Nat'l Scope	Congressional Earmark Supporting Development of State Anti-TIP Statutes			X	X		Congressional Earmark Supporting Development of State Anti-TIP Statutes	\$493,614	DOJ/OJP
DOJ/BJA	USA	USA / Nevada	Las Vegas				X		Victim Centered Human Trafficking Task Force	\$369,572	DOJ/OVC
DOJ/BJA	USA	USA / New York	Erie County Sheriff's Department				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
HHS/ORR/ACF	USA	USA / New York, NY	Girls Educational and Mentoring Services (GEMS)		X	X			Girls Educational and Mentoring Services is the only agency in New York City targeting young women ages 12-21, predominantly of color and from low-income background, who may be involved in or at risk for sexual exploitation and trafficking. GEMS will increase person-to-person outreach at prostitution locations, shelters, group homes, and detention facilities. The organization will also offer services and case management referrals to intercepted labor trafficking victims.	\$102,799	HHS Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
					X	X					
HHS/ORR/ACF	USA	USA / Newark,	Polaris Project		X	X			Polaris Project's New Jersey Victim Outreach Project will coordinate direct outreach efforts with the New Jersey Statewide Human Trafficking Taskforce. The team will target Asian, Eastern European, Latin American, and foreign national women and children in the commercial sex industry, as well as Latin American migrant farmers in low-wage industries. A multi-lingual 24-hour hotline service will also be available for self-reporting.	\$114,000	HHS Appropriations
HHS/ORR/ACF	USA	USA / Orlando, FL	Southeastern Network of Youth Services - Florida		X	X			Southeastern Network of Youth and Family Services will partner other NGOs to expand their outreach services to runaway and homeless youths vulnerable to trafficking. Contacts will be made to community organization that may come in contact with victims of human trafficking.	\$46,700	HHS Appropriations
HHS/ORR/ACF	USA	USA / Phoenix, AZ	International Rescue Committee		X	X			International Rescue Committee Phoenix will work with community partners to implement a media outreach campaign, as well as person-to-person outreach activities to victims of forced labor within the Latino Community. The organization will also offer case management referrals to intercepted sex trafficking victims. They will utilize linguistically and culturally appropriate mediums in venues frequently visited by their target population.	\$103,779	HHS Appropriations
HHS/ORR/ACF	USA	USA / Phoenix, AZ	Catholic Social Services of Maricopa County, AZ		X	X			Catholic Charities Community Services will identify and educate sex trafficking victims, offer them basic supplies, provide interpreter services, case management, and coordinate transportation to safe houses. The organization will also offer case management referral to intercepted labor trafficking victims. Outreach activities will take place in areas where known prostitution and trafficking occur such as truck stops, Home Depots, gas stations, etc. Outreach workers will also participate in police sting operations to identify victims.	\$101,462	HHS Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
HHS/ORR/ACF	USA	USA / San Francisco, CA	Sage Project		X	X			Sage will conduct street outreach and offer comprehensive service provision to trafficking victims. They will also spearhead community networking and offer training necessary to create a sustainable, diverse anti-trafficking infrastructure.	\$121,979	HHS Appropriations
HHS/ORR/ACF	USA	USA / Southern California	Bilateral Safety Corridor Coalition	Sub-awards pending	X	X			BSCC will spearhead overall educational and outreach efforts related to human trafficking throughout its region. It will also assess the human trafficking situation in its geographic area and make sub-awards of 60 percent of its contracts to other local organizations to raise awareness about human trafficking and assist in identifying and rescuing victims.	\$597,117	HHS Appropriations
HHS/ORR/ACF	USA	USA / Springfield, IL	Positive Options, referrals & Alternatives		X	X			Positive Options, Referrals and Alternatives, Inc. will expand its trafficking outreach services to include street and fixed site outreach activities; collaboration with local social services agencies, churches, and businesses; and media outreach through billboards and internet announcements.	\$115,000	HHS Appropriations
HHS/ORR/ACF	USA	USA / St. Paul, MN	Breaking Free		X	X			The proposed project combines and enhances the current outreach strengths of Breaking Free, an organization that serves prostituted women and girls and battered women, and the legal service expertise of Civil Society, an agency with extensive experience in serving immigrants and refugees.	\$110,000	HHS Appropriations
DOJ/BJA	USA	USA / Texas	Fort Worth				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
DOJ/BJA	USA	USA / Texas	Bexar County				X		Victim Centered Human Trafficking Task Force	\$406,862	DOJ/OVC
DOJ/BJA	USA	USA / Texas	Dallas				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
HHS/ORR/ACF	USA	USA / Tucker, GA	Tapestri		X	X			Tapestri will facilitate focus groups in Latino, Brazilian, and Korean communities to create "best practices" approaches to anti-trafficking outreach. In addition, educational trainings will be offered to health-care providers, faith-based organization, and other organizations within the three target communities.	\$75,310	HHS Appropriations

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/BJA	USA	USA / Utah	Salt Lake City				X		Victim Centered Human Trafficking Task Force	\$450,000	DOJ/OVC
HHS/ORR/ACF	USA	USA / Weslaco, TX	Texas Rio Grande Legal Aid		X	X			Texas Rio Grande Legal Aid's anti-trafficking project, End Trafficking Today, will conduct person-to-person outreach to inform potential victims of their rights and available resources. Additional activities will be implemented to educate identified communities about human trafficking.	\$71,871	HHS Appropriations
HHS/ORR/ACF	USA	USA/Rochester, NY	Farmworker Legal Services of NY		X	X			Farm worker Legal Services, in partnership with the Institutional Institute of Buffalo, will concentrate its migrant labor outreach education program on 25 camps notorious for trafficking. The organization will also provide case management and services referrals to intercepted sex trafficking victims.	\$72,734	HHS Appropriations
DOJ/NIJ	USA/EAP	USA, Japan, Taiwan, Thailand, China, Singapore	Rutgers University					X	This study will be an examination of the underlying reasons, method, characteristics, and groups involved in the illicit movement of women from China to elsewhere in Asia and the U.S. Interviews will be conducted at seven research sites: Hong Kong/Macau, Tokyo, Taipei, Bangkok, Singapore, New York City, and Los Angeles. Approximately 300 interviews will be conducted.	\$284,287	DOJ/NIJ Base
DOJ/NIJ	USA/EUR	USA / EUR	Philip Reichel					X	The goal of this project is to identify how cross-national collaboration experiences in Europe may provide useful knowledge for improving cross-national collaboration efforts between Canada and the U.S. Specifically, the goal is to more clearly understand how European countries are accomplishing cross-national collaboration to combat human trafficking and to use those European experiences to develop suggestions for improving U.S.-Canada anti-trafficking Cross-National Collaboration and Human Trafficking.	\$20,000	NIJ Base

FUNDING (e.g. USAID, DOS/GTIP, etc)	REGION (AF, WHA, EAP, NEA, SCA, EUR)	COUNTRY	RECIPIENT	SUB-GRANTEE or CONTRACTEE	Prevention - Awareness	Protection - Services	Prosecution - Law Enforcement	Research & Data Collection	BRIEF PROJECT DESCRIPTION	AMOUNT	FUNDING SOURCE (INCLE, ESF, DA, etc)
DOJ/NIJ	USA/EUR	USA / Sweden	John Picarelli					X	The goal of the project is to provide an empirically-grounded assessment of each country's successes in fighting sex trafficking to make sound recommendations to policymakers and practitioners on where each country's efforts can realistically inform the others.	\$20,000	DOJ/NIJ Base