



Anti-Human Trafficking Task Force Strategy and Operations e-Guide

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Office for Victims of Crime
OVC
"Putting Victims First"



BJA
Bureau of Justice Assistance
U.S. Department of Justice

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ANTI-HUMAN TRAFFICKING TASK FORCE STRATEGY AND OPERATIONS E-GUIDE

Developed in partnership by the Department of Justice's Office for Victims of Crime (OVC) and the Bureau of Justice Assistance (BJA), this e-Guide is a resource for both established and new Task Forces. Established Task Forces can use it to enhance existing operations or as a tool to assist in the revitalization of Task Force efforts and operations. This Guide does not provide OVC or BJA programmatic or grant-specific information as it is intended to be a tool for all anti-trafficking Task Forces, regardless of funding source.

This Guide is not offered as the definitive solution to Task Force development strategy and operations but rather as a useful tool that has been carefully screened and evaluated by anti-human trafficking victim service providers and law enforcement officials throughout the United States at all levels. It is anticipated that new practices and resources will become available that may further enhance the value of this e-Guide.

Contact Us:

One advantage of a Web-based publication is that new resources and tools can be easily incorporated as they are made available. The e-Guide will be updated periodically as OVC, BJA, OVC TTAC, and their partners identify new and valued resources. Task Forces and participating organizations are encouraged to share their valued tools, trainings, and resources. Please send recommendations regarding additional content to humantrafficking@ovcttac.org to be considered for inclusion in updates of the Guide.

ACKNOWLEDGMENTS

From 2009 to 2010, the Department of Justice's Office for Victims of Crime (OVC) and Bureau of Justice Assistance (BJA) partnered to develop this Anti-Human Trafficking Task Force Strategy and Operations e-Guide. With the federally funded anti-human trafficking initiative in effect for 5 years and independently funded state, local, and community anti-trafficking task forces forming across the Nation, the need for such a tool became apparent as Task Forces reported their challenges, successes, and lessons learned.

OVC and BJA asked **Chief Nicholas Sensley** to take the lead in the e-Guide's creation. Nicholas Sensley is Chief of Police of the Town of Truckee, California Police Department. In addition to more than 21 years in law enforcement, Chief Sensley has worked as a consultant and developer in the United States, Western and Central Europe, Asia, Africa, and the South Caribbean, specializing in leadership development, anti-corruption, and the development of strategic partnerships.

Chief Sensley has been acknowledged as an international expert on problem solving issues related to human trafficking by the U.S. Department of Justice, the U.S. Department of State, the Organization for Security and Co-operation in Europe, the International Centre for Migration Policy Development, and other international governments and organizations.

To complement the law enforcement perspective provided by Chief Sensley, OVC and BJA identified **Florrie Burke** as a collaborator and technical reviewer for the Guide. Ms. Burke is a consultant to both government and nongovernmental agencies on issues of collaboration, capacity building, and best practices for working with survivors of human trafficking. She currently is a co-chair of the Freedom Network and coordinator of the Freedom Network Training Institute, which provides training and technical assistance to social service providers, law enforcement, and government entities nationally and internationally.

Ms. Burke has worked with trafficked persons since 1997 and has served as an expert on many cases across the country. Her work has been honored by the Civil Rights Division at the U.S. Department of Justice, the Office for Victims of Crime, and the U.S. Department of Labor.

Recognizing that the Guide would not be complete without the same multidisciplinary collaboration needed for effective Task Forces, OVC and BJA sought feedback and input from a committee of practitioners, federal partners, and Task Force members. OVC and BJA would like to thank the following individuals for sharing their experiences and expertise:

David Adams, Senior Policy Advisor, Bureau of Justice Assistance

Stephen Adaway, Section Chief, Immigrations and Customs Enforcement, U.S. Department of Homeland Security

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Pamela Chen, Assistant United States Attorney, U.S. Attorney's Office, Eastern District of New York, Department of Justice

Amy Farrell, Principal Research Scientist and Associate Director of the Institute on Race and Justice, Northeastern University

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Ye-Ting Woo, Assistant United States Attorney, U.S. Attorney's Office, Western District of Washington, Department of Justice

Timothy Woods, Division Director, Research, Development & Grants, National Sheriffs' Association

Maggie Wynne, Director, Anti-Trafficking in Persons Program, U.S. Department of Health and Human Services

Two members of the Office for Victims of Crime Training and Technical Assistance Center's (OVC TTAC) human trafficking staff, **Catherine Chen**, Human Trafficking Team Lead, and **Lindsay Waldrop**, Human Trafficking Technical Assistance Specialist, coordinated the Guide's overall development and contributed additional sections to incorporate field-generated feedback.

INTRODUCTION

This online Guide is intended to assist in the development or reorganization of an anti-human trafficking Task Force and to provide fundamental guidance for effective Task Force operations.

The Task Force concept used in this Guide is based upon the Department of Justice Anti-Trafficking Task Force model, which emphasizes a multidisciplinary, collaborative effort of law enforcement officials and victim service providers. The goal is to provide the broadest range of services and resources for victims and the most diverse range of investigation and prosecution options in response to perpetrators.

The Guide focuses on the U.S. response to human trafficking; however, it also may be useful to counterparts in other countries seeking to initiate or strengthen their multidisciplinary anti-human trafficking efforts.

Purpose of the Guide

As a resource for the formation of new Task Forces, the Guide provides a stage-by-stage outline, from startup and needs assessment to composition and structure of the group and Task Force meeting dynamics.

For restructuring, rebuilding, and revitalizing purposes, the Guide also can be used as a tool to determine the strengths and weaknesses of the group according to the recommended structures and activities described in each section, to learn about new or creative approaches, and to highlight valued Task Force documents and resources.

Key Terms

Several key words or references are consistently used within this Guide and require some clarification.

Foreign national is generally used to describe a victim of human trafficking who is not a U.S. citizen or Lawful Permanent Resident (LPR).

Law enforcement refers to all federal, state, and local prosecutors, agents, troopers, deputies, and police officers.

Victim service provider refers to service providers in governmental or nongovernmental organizations (NGOs) or representatives whose primary function is to provide services to victims of crime, including victims of human trafficking.

Victim-witness coordinator and **victim specialist** refer to those who work within the criminal justice system to facilitate resources and responses for victims. Their roles serve as intermediaries between law enforcement and community-based victim services.

Resource Selection

The resources, documents, and tools referenced in the first edition of the Strategy and Operations e-Guide were chosen according to the following criteria:

- The item is either a federal document or publication developed as a federal tool or resource, developed by a grant recipient while implementing a federal grant reflecting a certain level of federal guidance and review, or otherwise approved for use by the Office for Victims of Crime (OVC) or the Bureau for Justice Assistance (BJA).
- The item was suggested by the e-Guide developers, subcommittee members, or Task Force members as a valued tool and was then listed in drafts reviewed by experts in the field.

The advantage of a Web-based e-guide is that new resources and tools can be easily incorporated as they are reviewed, tested, and made available. Task Forces and participating organizations are encouraged to share their valued tools, trainings, and resources. Recommendations regarding additional resources can be sent to humantrafficking@ovcttac.org to be considered for inclusion in updated editions of the Guide.

Future resources to be included in the Guide will be vetted among a group of consultants comprising Task Force members, practitioners in the field, and technical experts. Suggestions for criteria and standards of tools and documents to be included in the Guide are welcome and also should be sent to the e-mail address above.

PROMISING PRACTICES

Since 2003, OVC and BJA have funded multidisciplinary anti-human trafficking Task Forces around the United States. Task Force efforts, surveys, and reports have resulted in several practices that may prove useful for strengthening existing operations or establishing new Task Forces. These practices are described in further detail throughout the Guide.

Maintaining Task Force Focus:

- Ensure that Task Force members have a clear understanding of human trafficking in all its forms and that regular training is offered to new and experienced Task Force members. (Section 1 Understanding Human Trafficking)
- Develop a clear direction for the Task Force, including vision, mission, and annual goals. (Section 3.6 Creating a Task Force Structure)
- Revisit investigative and victim data each year, as well as goals and achievements to refine the direction of the Task Force. (Section 3.3 Assessing the Problem)

Improving Task Force Operations:

- Develop a comprehensive service provision response mechanism to assist all types of victims regardless of citizenship, nationality, language, gender, type of trafficking, or age through memorandums of understanding or coalition partnerships. (Section 4.2 Memorandums of Understanding)
- Implement a Task Force response protocol. Routine training and education on an established response plan is crucial to maintaining seamless operations. (Section 4.3 Operational Protocol)
- Build diverse partnerships with organizations that already work with vulnerable populations. (Section 3.8 Membership/Participation)
- Recognize and understand the challenges to Task Force collaboration and work together toward resolution. (Section 5 Collaboration)

Managing Task Force Personnel:

- Choose a Task Force leader who is respected by all Task Force members and is committed to the issue. (Section 3.7 Leadership)
- Identify a Task Force manager or administrator to support day-to-day operations; assign a full-time investigator to human trafficking; and utilize community liaison officers to build rapport with communities that are not inclined to reach out to law enforcement. (Section 4.1 Task Force Staffing and Size)
- Encourage local, state, and federal prosecutors in your area to develop expertise in human trafficking. (Section 7 Resources for Prosecutors)

1 UNDERSTANDING HUMAN TRAFFICKING

Human trafficking may be one of the least understood crimes in the United States. Often referred to as slavery without chains, it is a widespread and highly profitable crime, largely hidden from public view out of ignorance or denial of its existence in the United States.

While data are not yet available to describe the full extent of human trafficking in the United States, available research indicates that a majority of law enforcement agencies in the United States have encountered some form of human trafficking or have been in contact with victims through routine work and investigations into other crimes.

Due to the hidden nature of the crime, perpetrators often operate unnoticed, and those who suffer are not likely to self-identify or report themselves as victims of the crime of human trafficking. Trafficking victims often do not see themselves as victims and blame themselves for their situation. Discovery of this crime is therefore difficult because victims rarely self-report and the time and resources required to uncover the violations are immense.

According to federal legislation, human trafficking involves the recruitment, harboring, transportation, provision, or obtaining of a person for the purposes of forced labor or services through means of force, fraud, or coercion. Sex trafficking occurs when a commercial sex act is induced by force, fraud, or coercion, or when the person induced to perform such acts is under the age of 18. Human trafficking often involves severe violence to its victims as well as a host of other crimes including gang crime, drug and property crimes, organized criminal operations, and other violations of state, federal, and international law.

Victims of this crime may be men, women, or children who are U.S. citizens or foreign nationals. Any person under the age of 18 engaged in commercial sex acts, regardless of the use of force, fraud, or coercion, is a victim of human trafficking.

1.1 Forms of Human Trafficking

Public outreach efforts in the United States, particularly during the last 10 years, have significantly increased the level of awareness of human trafficking in its various forms. While sex trafficking is currently the most recognized form of human trafficking, labor trafficking is found in almost every industry.

Though not a comprehensive listing, each of the following forms of sex and labor trafficking may be occurring in any community in the United States under conditions of force, fraud, or coercion:

Forms of Human Trafficking	Case Examples
Agricultural labor	Three Men Charged in Human Trafficking Conspiracy for Exploiting Thai Farm Workers in Hawaii, 8-28-09

Construction labor	<u>Federal Agency Says 48 Thai Welders Forced to Work Without Pay in Squalid Conditions, 12-8-06</u>
Custodial work (hotels, schools, public and private buildings)	<u>Eight Uzbekistan Nationals Among 12 Charged with Racketeering, Human Trafficking & Immigration Violations in Scheme to Employ Illegal Aliens in 14 States, 5-27-09</u>
Domestic servitude (housekeepers, nannies, home care providers)	<u>Ft. Worth, Texas, Couple Charged with Holding Nigerian Woman in Domestic Servitude, 12-10-09</u>
Escort services	<u>Connecticut Woman Sentenced for Role in Sex Trafficking Ring, 4-1-08</u>
Factory labor	<u>Garment Factory Owner Sentenced to 40 Years for Human Trafficking, 6-23-05</u>
Public begging	OVC TTAC is working to obtain a case example. If one is available to you, please send it to <u>humantrafficking@ovcttac.org</u>
Residential or brothel-based prostitution	OVC TTAC is working to obtain a case example. If one is available to you, please send it to <u>humantrafficking@ovcttac.org</u>
Restaurant work	<u>Houston Man Sentenced for Human Trafficking and Alien Smuggling Charges, 4-27-09</u>
Servile marriage	OVC TTAC is working to obtain a case example. If one is available to you, please send it to <u>humantrafficking@ovcttac.org</u>
Sexualized labor (such as stripping, exotic dancing, semi-nude performances)	<u>Man Required to Pay Over \$1 Million Restitution for Role in Conspiracy to Force Women to Work as Exotic Dancers, 8-16-07</u>
Street-based prostitution	<u>Nashville, Tennessee, Woman Sentenced on Sex Trafficking Charges, 12-24-09</u>
Street peddling	OVC TTAC is working to obtain a case example. If one is available to you, please send it to <u>humantrafficking@ovcttac.org</u>

1.2 Recognizing the Crime

The locations and settings where trafficking occurs do not always appear suspicious. For instance, trafficking could be occurring at places frequently visited by the public such as restaurants or hotels. Therefore, it is important to remember that the key indicators of this crime may not be in the setting itself, but in the conditions and circumstances of the labor involved. It is not possible to determine a situation of human trafficking based upon any single indicator.

Indicators of human trafficking are illustrated by individuals in the following circumstances:

- A person with unexplained physical injury or abuse.
- A person whose movement and activities appear to be closely controlled or monitored by another.
- A person who works excessive hours but receives little or no compensation.
- A person who works excessive hours and is fearful of discussing working conditions or is unaware that certain unsafe conditions are unlawful.
- A person who has little or no idea where they are geographically located and is always transported to and from the worksite.
- An able-bodied person who apparently never leaves home unless escorted by the homeowner.
- A person who is fearful of discussing their relationship to a person who appears to have physical control over them.
- A prostituted minor or a minor used in other commercial sexual activities.
- Runaway or homeless youth exploited through “survival sex.”
- An adult engaging in prostitution or other commercial sexual activities.
- Groups of workers transported in and out of labor locations covertly and under controlled conditions.
- A foreign national adult or minor who is not in possession of identifying documents he or she claims to own and declares that someone else holds the identifying documents.

If any of these indicators are present, further inquiry should be made to determine a situation of human trafficking.

Other crimes that law enforcement may respond to or investigate where they may encounter human trafficking include the following:

- Adult and child pornography.
- Arms trafficking (as “expendable” carriers).
- Criminal street gang activities.
- Domestic violence.
- Drug trafficking (as human “vessels”).
- Kidnapping.
- Money laundering.
- Organized crime.
- Petty theft.
- Sexual assault.
- Traffic violations.
- Workplace violations.

Evidence that can be used against the trafficker includes the following:

- Airline and bus tickets.
- Advertisements.
- Bank records and receipts.
- Business ledgers and cards.
- Cell phones.
- Code books.
- Computers.
- Contracts.
- Employment records.
- Identification documents (driver’s licenses, Social Security cards, etc.).
- Immigration documents (passports, visas, green cards, etc.).
- Money wire transfers.
- Narcotics.
- Physical conditions of crime scene and victims.
- Pictures.
- Record of border crossing.
- Surveillance videos.
- Utility bills.

A crucial aspect of recognizing the crime is in discerning the elements of human trafficking from the apparently “normal” behaviors that disguise it. The more complicated cases appear to be unattached to any criminal behavior. Therefore, the more training, education, and experience a Task Force has, the less likely a case of human trafficking will go undetected or ignored.

Law enforcement officers on a Task Force can help by determining how all tips and reports of human trafficking are handled in their agency, and by developing a mechanism to ensure that the information is funneled to the Task Force team.

1.3 Recommended Tools and Trainings

Topic	Resource Title	Description
General Overview	Key Numbers to Call	This document, developed by Polaris Project through the National Human Trafficking Resource Center in 2009, provides a comprehensive list of national phone numbers and hotlines to call in response to human trafficking.

Topic	Resource Title	Description
Comprehensive Training	Freedom Network Training Institute	The Freedom Network Training Institute is the training arm of the larger Freedom Network USA. The intensive training includes a thorough rights-based, client-centered approach to what modern day slavery is and what the root causes are, how to identify workers held in slavery, how to investigate a slavery operation (law enforcement), and how nongovernmental organizations, law enforcement, and the survivors themselves can collaborate on bringing justice and freedom to workers' lives.
Data Driven Articles	Characteristics of Suspected Human Trafficking Incidents	This U.S. Bureau of Justice Statistics Special Report presents findings from the Human Trafficking Reporting System. The HTRS was developed in 2007 to collect data on alleged human trafficking incidents from state and local law enforcement agencies.
	Finding Victims of Human Trafficking	This 2008 study by the National Opinion Research Center responds to a congressional mandate and examines human trafficking experiences among a random sample of 60 counties across the United States. The findings suggest that local awareness levels and enforcement approaches were associated with whether or not sites had state trafficking statutes.
	Trafficking In Persons Report	The U.S. Department of State 2010 Trafficking in Persons Report on 177 nations is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons.

Topic	Resource Title	Description
	<u>Understanding and Improving Law Enforcement Responses to Human Trafficking</u>	In June 2008, the Institute on Race and Justice at Northeastern University released this informative report funded by the Department of Justice, National Institute of Justice.
Human Trafficking vs. Smuggling	<u>Distinctions Between Human Smuggling and Human Trafficking</u>	This 2006 U.S. Department of State fact sheet explains the differences between human trafficking and smuggling.
Indicators of Trafficking	<u>Tips for Identifying the Crime of Human Trafficking</u>	This U.S. Department of Health and Human Services document was developed in 2008 as part of the Campaign to Rescue and Restore Victims of Human Trafficking Tool Kits and focuses on indicators of the crime.
	<u>Tips for Identifying and Interacting with Victims of Human Trafficking</u>	This U.S. Department of Health and Human Services document was developed in 2008 as part of the Campaign to Rescue and Restore Victims of Human Trafficking Tool Kits and focuses victim identification and response.
Law Enforcement Specific	<u>The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation</u>	With funding from the Office on Violence Against Women, the International Association of Chiefs of Police created this guidebook in 2006 for law enforcement on the crime of human trafficking. It covers the federal law, tools for identification, investigation and response, and resources for victim assistance.

2 LAWS AND LEGISLATION

Prior to 2000, there were limited tools with far less attention and focus on crimes now classified as human trafficking. In 2000, human trafficking became a federal crime with the passage of the Victims of Trafficking and Violence Protection Act of 2000, specifically the Trafficking Victims Protection Act (TVPA). Since 2000, there have been multiple revisions of the Act. As used in this Guide, “TVPA” refers to the original Act and its subsequent reauthorizations.

The following are links to the **Trafficking Victims Protection Act** and its subsequent revisions:

[Victims of Trafficking and Violence Protection Act of 2000](#)

[Trafficking Victims Protection Reauthorization Act of 2003](#)

[Trafficking Victims Protection Reauthorization Act of 2005](#)

[William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008](#)

The following table provides a comprehensive listing of state human trafficking statutes:

State/Territory	Trafficking Statutes
Alabama	HB 432
Alaska	SB 12 HB 148
American Samoa	None
Arizona	SB 1281 SB 1372 HB 2148 HB 2151 HB 2152 HB 2347 (Section 7)
Arkansas	SB 34 HB 2979
California	AB 16

State/Territory	Trafficking Statutes
	AB 17 AB 22 AB 499 AB 559 AB 988 AB 1002 AB 1278 AB 2810 ACR 28 ACR 33 SB 557 SB 657 SB 1569
Colorado	SB 005 SB 140 SB 607 SB 657 HB 1123 HB 1143 HB 1238
Commonwealth of Northern Mariana	SB 14-91
Connecticut	HB 5030 HB 5358 HB 5542 Section 26 HB 6671 SB 153 SB 398 SB 1500 (Section 29) SB 153

State/Territory	Trafficking Statutes
Delaware	HS 1 HB 116 SB 185 (Section 17)
District of Columbia	B18-0070
Florida	HB 7181 SB 168 SB 250 SB 1442 SB 1962
Georgia	SB 529 (Section 3) HB 582 SB 69 SB 91
Guam	36 (COR) 31 (COR)
Hawaii	HR 162 HB 69 HB 70 HB 2051 HB 2772 SR 144 SB 2212
Idaho	HB 182 (Section 4) HB 536 HCR 18

State/Territory	Trafficking Statutes
Illinois	HB 1299 HB 1469 HB 3676 SB 13 (Section 10-9)
Indiana	SB 345 HB 1155 HB 1386
Iowa	SF 2219 SF 27 SF 272 (2007 Iowa Acts, Chapter 22, Section 18) HF 2286 HB 74
Kansas	SB 72 (Section 2) SB 434 (Page 22) SB 353 HB 2435
Kentucky	SB 57 SB 43
Louisiana	HB 56
Maine	LD 461 LD 1296
The Republic of Marshall Islands	None
Maryland	HB 261 HB 542 SB 542 SB 606
Massachusetts	None

State/Territory	Trafficking Statutes
Michigan	HB 5747 HB 5748
Federated States of Micronesia	None
Minnesota	HF 1 HF 731 HF 1505
Mississippi	HB 381
Missouri	HB 1487
Montana	SB 385
Nebraska	LB 35 (Section GG) LB 1086 (2006)
Nevada	AB 238 AB 380 AB 383
New Hampshire	HB 474 SB 194
New Jersey	AB 1942 AB 1983 AB 2868 AB 2730 AB 3456 S 296 S 297
New Mexico	HB 328 SB 71 SB 268 SB 502

State/Territory	Trafficking Statutes
New York	A628A (2008) A7426 (2008)
North Carolina	HB 1896 SB 353 SB 1079
North Dakota	HB 1185 SB 2209
Ohio	HB 280
Oklahoma	SB 702 (2009-2010 Session) HB 956 (2009-2010 Session) HB 1021 (2007-2008 Session) (Under Legislative Information System click "Search Text of Measures")
Oregon	HB 3079 HB 3623 SB 578 SB 839 SB 840 SB 841
Pennsylvania	HB 1112 SR 253
Commonwealth of Puerto Rico	None
Rhode Island	H 5044 H 5350 H 5661 H 5881 S 605 S 692 Substitute B

State/Territory	Trafficking Statutes
South Carolina	HB 3060
South Dakota	None
Tennessee	HB 71
Texas	HB 177 HB 530 HB 533 HB 628 HB 639 HB 2096 HB 1121 HB 4009 SB 89 SB 1288
Utah	HB 64 Substitute HB 230 HB 339
Vermont	SB 272
Virgin Islands	None
Virginia	HB 1113 HB 2016 HB 2923 SJ 412 HJ 97 SB 291
Washington	HB 1090 HB 1175 HB 6339 SB 2381

State/Territory	Trafficking Statutes
	SB 5127 SB 5850 SB 6330 SB 6332 SB 6476
West Virginia	None
Wisconsin	SB 292
Wyoming	None

2.1 Definitions

The phrase “human trafficking” often is misunderstood in that “trafficking” tends to imply some form of movement, when in fact movement is not an element of the crime. Human trafficking is a crime in which the use of force, fraud, or coercion in the exploitation of another individual is the defining factor.

As defined in United States law, according to [U.S. Code Title 22, 7102](#) –

Human trafficking is –

- a) 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
- b) 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.

Involuntary servitude includes a condition of servitude induced by means of –

- a) Any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or
- b) The abuse or threatened abuse of the legal process.

Peonage is a condition of compulsory service or labor performed by one person, against their will, for the benefit of another person because of intimidation or other means of compulsion directed against them.

Debt bondage means the status or condition of a debtor arising from a pledge by the debtor of his or her personal services or of those of a person under his or her control as a security for debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt or the length and nature of those services are not respectively limited and defined.

The majority of states within the United States with human trafficking legislation have similar definitions. In helping to define this crime, it is important to understand the meanings of the three key terms: **force**, **fraud**, and **coercion**.

Force is defined as physical restraint or causing serious harm. Examples of force include assault, battery, kicking, pushing, and denial of food, water, or medical needs.

Fraud is most commonly understood to be a false representation of a matter of fact, either through words or by conduct, by false or misleading allegations, or by concealment of what should have been disclosed; the representation misleads and is intended to deceive someone so that the individual will act upon it ultimately to their disadvantage. A simple example of fraud would be when an individual is offered a job or education by a trafficker with the intention of holding the individual in a situation of forced labor or commercial sex.

Coercion, according to U.S. Code, and generally in state laws, means –

- Threats of serious harm to or physical restraint against any person;
- Any scheme, plan, or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person;
- The abuse or threatened abuse of law or the legal process.

Traffickers are skilled at imposing psychological coercion that often leads to a misdirected focus by law enforcement on the responsibility and willing participation of the victim. The power of psychological coercion is in the creation of a climate of fear for the victim.

“Serious harm” in this context means any harm, whether physical or nonphysical, including psychological, financial, or reputational harm, that is sufficiently serious, under all the surrounding circumstances, to compel a reasonable person of the same background and in the same circumstances to perform or to continue performing labor or services in order to avoid incurring that harm.

2.2 Recommended Tools and Trainings

Topic	Resource	Description
Federal Trafficking Legislation	Victims of Trafficking and Violence Protection Act of 2000	The federal statute passed into law in 2000 by Congress.
	Trafficking Victims Protection Reauthorization Act of 2003	The 2003 federal reauthorization of the TVPA expands the definition of the law and services available to victims of human trafficking.
	Trafficking Victims Protection Reauthorization Act of 2005	The 2005 federal reauthorization of the TVPA expands the definition of the law and services available to victims of human trafficking.
	William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008	The 2008 federal reauthorization of the TVPA expands the definition of the law and services available to victims of human trafficking.
State Statutes	Model State Anti-Trafficking Criminal Statute	This U.S. Department of Justice resource provides model state legislation and can be used as a template for states looking to enact or revise their statute.
Understanding the Criminal Justice System	Criminal Justice Sequence of Events	Developed by the U.S. Bureau for Justice Statistics, this resource provides a visual flow map representation of the criminal justice system.
Understanding Elements of the Crime	The AMP Model	This resource, developed by the National Human Trafficking Resource Center, provides a visual representation of the elements of the crime of human trafficking.

3 FORMING A TASK FORCE

It is impossible for any single agency or organization to respond comprehensively to the problem of human trafficking. Traffickers range from opportunistic individuals to sophisticated criminal organizations, with multijurisdictional activity. The victimization that occurs is extreme and it involves diverse populations with a host of needs. The response to human trafficking is therefore most effective through multidisciplinary and collaborative problem-solving efforts.

3.1 Purpose

A multidisciplinary anti-human trafficking Task Force is intended to support and encourage a collaborative effort among local law enforcement and diverse victim service providers who together provide comprehensive services in order to discover and respond effectively to human trafficking. The local law enforcement and victim service efforts are partnered with federal and state investigative, enforcement, and regulatory agencies and resources in pursuit of the most comprehensive response to the crime and to victims.

3.2 Advantages

The advantage of multidisciplinary anti-trafficking Task Forces is in the maintenance of a strategic, well-planned, and continuously fostered collaborative relationship among law enforcement, victim service providers, and other key stakeholders. A multidisciplinary response to human trafficking raises the likelihood of the crime being discovered, provides comprehensive protection of the victim, and increases coordinated investigative and prosecutorial efforts against the perpetrator.

Recent research by [Northeastern University's Institute on Race and Justice](#) indicates that jurisdictions with active multidisciplinary anti-human trafficking Task Forces are more likely to discover human trafficking and achieve successful prosecution of perpetrators, demonstrating the impact effective collaborations can produce.

3.3 Assessing the Problem

All jurisdictions, regardless of size, are susceptible to any given form of human trafficking. However, the focus of a Task Force may differ depending on the characteristics of the area.

In evaluating the utility of forming a Task Force, the following parameters should be considered:

- Magnitude of the area's susceptibility (socioeconomic, cultural, and demographic factors).
- Proximity to other Task Force groups.
- Historical crime indicators determined from a preliminary assessment.

To gain support for the formation of a Task Force it is important that the rationale is based upon an analysis of available information and an assessment of the experiences of field and frontline personnel in law enforcement and social service organizations.

It is rare that analyses and assessments will reveal a crisis-level problem. The goal of the assessment is instead to discover if activity among vulnerable populations or behaviors and practices within suspect locales, establishments, criminal groups, or individuals is indicative of human trafficking.

Existing Task Forces have reported that information from immigrant advocacy groups and homeless youth services are some of the most informative sources for determining whether human trafficking may be occurring in a particular area.

Informative data and indicators of trafficking may come from assessment and analysis of the following sources:

- Booking data from local jails and other correctional institutions.
- Census data on population growth in immigrant communities.
- Data on migration patterns and labor issues.
- Data on teenage runaways and homeless youth.
- Federal and state labor department data.
- Geographic indicators (e.g., highways, borders).
- Historical cases.
- Historical media reports.
- Information provided by former victims of human trafficking.
- Local law enforcement intelligence on criminal group dynamics.
- Local law enforcement intelligence on “vice” activities.
- NGO data on community groups.
- NGO data on providing services to victims of crime.
- Site surveys of manufacturing, agricultural, industrial, and corporate settings.
- Strategic interviews of community members in suspected activity areas.

When analyzing the information, do so with a broad view of the full scope of human trafficking in all of its forms. It is important to acknowledge that most forms of human trafficking occur under conditions that go unnoticed and are significantly underreported to authorities.

Perpetrators of human trafficking put much effort into systematically diffusing evidence of the elements of criminal statutes, of which they are well aware. Many of their victims have been well conditioned to believe that they are not victims, and may even consider themselves to be criminals.

3.4 Gaining Support

Surveys of existing anti-human trafficking Task Forces have indicated that trained law enforcement and direct service organizations need little convincing that collaboration is essential to combat trafficking. However, very few frontline personnel in either sector have the authority to commit themselves to a strategic, multidisciplinary, and collaborative effort without the support of their organizational leadership.

To support the usefulness of the Task Force and validate the urgency of the effort, one strategy is to review the results of the assessment conducted and present the main findings to key law enforcement and victim service leaders.

Ideally, support for formation of the Task Force should come from the following offices:

- Chiefs of police or sheriffs.
- Executive directors of victim and social service agencies.
- Regional specialists and legal service providers with human trafficking victim specializations or services.
- State attorneys general and district prosecutor offices.
- Supervisory agents of federal law enforcement agencies.
- The U.S. Attorney's Office of the district (USAO).

The role of the USAO has proven to be a significant factor in the success of Task Force operations. The USAO is in the unique role of responding to prosecutorial requests from federal, state, and local law enforcement and can enable an array of victim services in the jurisdiction where the case is federally prosecuted.

The U.S. Attorney is in a strong position to assist by emphasizing the importance and benefits of a Task Force to other key leaders, and can be an important mediator when challenges arise. If support from the U.S. Attorney's Office presents a challenge, it is important for a Task Force to secure the support of a district or state prosecutor. Also see [Section 5 Collaboration: Challenges and Tips](#) for additional ideas.

3.5 The Core Team Model

Similar to most organizational startups, Task Force development begins with a small core team building upon a vision for a successful collaborative effort in combating the problem. A core team is needed to create and execute an effective plan for the development of the Task Force.

While Task Forces can be successful without such a team, Task Forces just starting up will benefit greatly from the shared experiences and information provided by the core team as they strategically determine how the Task Force will operate, the group structure for long-term sustainability, the establishment of strong leadership to manage the operations, and how to foster commitment and a clear purpose for the group.

Most problem-solving initiatives are undertaken by people who have a strong understanding of the problem, high credibility among those to whom they must appeal, and a high level of competence on the likely solution needed. Members of the core team must be committed to fighting human trafficking and have the authority to commit their organizations and themselves to a long-term relationship with the Task Force. A reasonable size for a core team is generally five to seven participants.

The startup of any organization is the most challenging stage. Without effective direction of the process, efforts to get the Task Force underway may be futile.

With a core team, members share the initial responsibilities to –

- Research and analyze the feasibility of forming a Task Force.
- Develop the framework for Task Force structure, operations, roles, and membership.
- Serve as champions and advocates for the formation of the Task Force.
- Seek out funding and other support for Task Force operations.
- Ensure that clear, reasonable, and achievable initial goals are set.
- Select a Task Force leader.
- Meet regularly to steer Task Force development.
- Plan and coordinate the initial training sessions.

It is important to note here that a significant amount of time and human resources are needed to properly develop a Task Force. Core team members will need to secure the buy-in of their leadership in order to dedicate the time needed to develop a strong Task Force.

Understanding the dynamics and complexities of human trafficking is especially important in helping shape a response to the problem. Core team members are not required to be “experts” or “specialists” in human trafficking. Most practitioners in law enforcement and victim services are “generalists” across the wide spectrum of problems among the populations they serve. A strong generalist who responds to the human trafficking problem should be aware of why the complexities of this problem demand a multidisciplinary, collaborative, and victim-centered response.

A human trafficking subject matter expert is, however, an important resource for the Task Force. The [Office for Victims of Crime Training and Technical Assistance Center \(OVC TTAC\)](#) maintains a consultant database of subject matter experts who are available to provide consultation and training to Task Forces, law enforcement agencies, and victim service agencies.

Core team members should possess the following characteristics:

- Visionary and practical: The capacity to plan for a goal and implement reasonable steps to achieve that outcome.
- Decision making authority: Possessing representative authority of their agency or organization; having authority to make reasonable commitments.

- Organizational development skills: General capacity to form a new organization that will likely require fostering nontraditional relationships, synthesizing diverse perceptions of human trafficking, utilizing a variety of skills, and drawing upon varying disciplines.
- Resourceful: The ability to tap into human and other value-adding resources.

The most important credential of the core team and members of the Task Force is a commitment to developing an effective community response to human trafficking. Many Task Forces, for instance, have been formed out of local or regional interest without external funding because they believe in the necessity of a coordinated Task Force response.

The core team should include representatives from –

- Federal Bureau of Investigation.
- Federal and/or state Labor Department.
- Immigration and Customs Enforcement.
- State, county, and municipal law enforcement.
- State and/or district prosecutor's office.
- U.S. Attorney's Office.
- Victim service providers, nongovernmental organizations (NGOs), and social service agencies with expertise in working with victims of trafficking.

One existing Task Force, for example, is composed of senior representatives from the U.S. Attorney's Office, the local police department, a legal aid organization, and a victim service agency. These four entities have a Memorandum of Understanding (MOU) that delineates each organization's role. The team meets regularly to evaluate the progress and strategic direction of the Task Force.

Contact OVC TTAC for **additional core team models**: humantrafficking@ovcttac.org

3.6 Creating a Task Force Structure

With agreement and support for the formation of a Task Force, the core team needs to lay the foundation of the organization. Creating the structure of an anti-human trafficking Task Force is an organizational development effort. A formal organizational structure helps validate the importance of the work of the Task Force, aids in mission accomplishment, and helps to ensure the sustainability of the effort.

Mission, Vision, Strategy

Like a formal organization, a Task Force must have a mission, vision, and clearly defined purpose, goals, and objectives. Once these elements are articulated and established, the Task Force has the guidance it needs to determine the best partnerships to meet the commitments incorporated in those statements. While many groups and organizations skip this important step because it is hard work, the undertaking of this step is encouraged to ensure strong Task Force foundational development.

The Task Force Mission Statement

This statement is fundamentally a declaration of why the Task Force exists. It is not a mantra, motto, or catchy phrase. It is a statement to all who would subscribe to it and all who read it to understand the underlying purpose of having a Task Force at all. It is a statement about the working effort.

General Example: The mission of the County Anti-Human Trafficking Task Force is to support and enable the discovery of and response to incidents of human trafficking through a victim-centered, multidisciplinary, and collaborative community effort.

Task Force Example: [Washington Advisory Committee on Trafficking Mission Statement](#)

The Task Force Vision Statement

This statement is an expression of a desired future condition for your area in relation to the problem of human trafficking. Upon first reading, it may seem somewhat ambitious, but it also comes across as an achievable goal that may take a few generations of responders to reach. It is the guiding hope of the Task Force.

General Example: We strive for a community wherein awareness of all forms of human trafficking is as commonplace among the general citizenry as it is among our first responders who collectively and steadfastly work to suppress its existence in our community.

Statement of Task Force Core Values

Core values statements express the foundational, consistent, and shared principles that shape the best intentions of the Task Force. The core values are largely timeless, tend to universally express the commitment of those who are and would be part of the Task Force, and are of fundamental importance to the anti-human trafficking effort. A value is “core” when the response to the question, “Is there ever a time when we would not adhere to this value?” is “No!” Some of the most successful organizations in the world operate on a set of not more than six core values.

General Example: We are committed to a victim-centered response in combating human trafficking.

The Task Force Strategy

The Task Force strategy outlines the broad methodology of what will be employed in response to human trafficking. An effective response to any crime is as competitive as any endeavor on a sports field. Perpetrators are aware of your intentions and look for opportunities to evade your efforts through actively and strategically employing methods to undermine your success. Your strategies, though necessarily defined, must be adaptable and flexible to thwart an adaptable and flexible criminal.

Developing an effective strategy demands a strong understanding of the community served, and the dynamics that are unique to it and tend to make it vulnerable to human trafficking. The strategy then becomes the Task Force advantage in undermining and defeating the traffickers. The strategy concisely describes the means by which the Task Force will accomplish certain objectives within the targeted community or region.

General Example: The Task Force will disrupt trafficking operations by conducting extensive outreach and education throughout the community and thereby expose how traffickers function and attempt to conceal their operations.

Subcommittees

Subcommittees provide a way to accomplish a wide variety of tasks, manage group interest and time, and better coordinate and highlight individual skills and interests. For instance, some Task Forces have upward of 40 members at any given meeting. Having additional subcommittee meetings with a smaller number of individuals allows for work to be conducted more efficiently with a greater degree of accountability among individual subcommittee members.

The majority of existing Task Forces are organized into functional subcommittees, the most common of which are a law enforcement committee and a victim services committee. The former focuses on sharing intelligence and discussing current cases; the latter focuses on coordination of the various efforts of service providers who are part of the Task Force.

Other subcommittees may focus on community outreach/public awareness, training or curriculum development, policy and legal issues, strategic planning, and protocol development.

Note: Subcommittees that become too exclusive or separate from the rest of the group run the risk of leaving other members of the Task Force feeling marginalized. It is important to have multidisciplinary representation on subcommittees. When this is not possible due to sensitive law enforcement case information, a method of reporting back to the Task Force should be incorporated so that everyone remains informed and feels involved.

3.7 Leadership

Leadership of existing Task Forces varies widely, from a single individual within a police department or sheriff's office to leadership teams composed of individuals from the major agencies on the Task Force. Successful Task Forces can be led by a variety of agencies or organizations and it is up to each Task Force to determine the leadership that best suits its needs.

Regardless of which agency the individual or individuals who lead the Task Force come from, it is important to select leadership that the Task Force membership will respect and follow. In many cases, this individual or individuals will be a ranking law enforcement officer or an experienced Assistant U.S. Attorney.

In an ideal situation, the position of Task Force leader is a full-time commitment. When that is not possible, the leader should have the capacity to give sufficient time to maintaining continuity of Task Force operations and ensuring a value-added benefit of all functions.

It also is important that leaders are able to find members or co-leaders within the Task Force to share their duties. Everyone is busy and participation can be time intensive, creating a burden on already demanding schedules.

Some Task Forces designate administrators or managers to support leadership and manage operations (sending out e-mails, coordinating meetings, etc.), while others have created subcommittees focusing on Task Force administrative management.

3.8 Membership/Participation

Various operational structures for membership and levels of participation can be effective for Task Force efforts. Some groups systematically screen members for participation and others operate in a relatively open forum.

It is recommended that Task Force operations be conducted with some level of screened participation. Not all organizations add value or contribute to the mission of the Task Force. Members should have the capacity to actively contribute to the mission, vision, core values, and strategies, and not just attend meetings. Such conditions serve to enhance the focus of the group, develop and build upon key working relationships, and enhance trust and confidence among essential responder agencies and organizations.

In addition to representatives from agencies that are part of the core team, the Task Force may find it beneficial to include representatives from a variety of agencies and organizations that can expand the capacity of the Task Force to provide services to victims and bring strong investigations to successful prosecution.

Federal, State, and Local Regulatory Agencies

The regulatory agencies that may serve as Task Force partners include –

- Alcohol, Tobacco, and Firearms.
- Alcohol and Beverage Control.
- Department of Public Safety.
- Equal Employment Opportunity Commission.
- Food and Drug Administration.
- Internal Revenue Service.
- Licensing departments and regulating bodies (for massage parlors, nail salons, etc.).
- Local government offices.
- U.S. Department of State document fraud investigators.

Federal, State, and Local Social Service Agencies

Social service agencies that may serve as Task Force partners include –

- Adult Protective Services.
- Child Protective Services or Department of Child and Family Services.
- Social Security Administration.
- State welfare agencies.

Victim Service Providers, NGOs, and Social Service Agencies

Some of the local, state, and national organizations and agencies providing victim services include –

- Anti-human trafficking organizations.
- Faith-based organizations.
- Immigrant advocacy groups and legal service providers.
- Law enforcement associations (e.g., state associations, International Association of Chiefs of Police, National Sheriffs' Association).
- Medical professionals including doctors, nurses, and dentists.
- Professors, academics, or researchers with specialized knowledge of human trafficking.
- Social and legal services agencies.
- Youth shelters and special services providers.

Victim service providers bring a diversity of specialized service skills, social resources, and interpersonal and intercultural relationship skills. Through their partnerships and connections with vulnerable populations and people who are difficult for law enforcement to access, victim service providers can create inroads and build bridges with victims and communities for law enforcement partners.

Service provider and law enforcement partnerships are crucial to the provision of a comprehensive and victim-centered response to human trafficking. Such organizations also may be key partners in reaching targeted populations in culturally sensitive and linguistically correct ways. Victim service providers also can be important consultants to law enforcement on subjects of trauma, emotional bonding, climate of fear, and other circumstances.

An increase in public awareness of the existence of human trafficking within communities often generates the interest and the benevolence of nontraditional supporters of law enforcement and service provider partnerships. Within many communities, there are networks, coalitions, and groups that share information, create new partnerships, and identify resources, skills, and good practices for enhancing a community response to human trafficking.

Task Forces should collaborate with such groups to create effective communitywide strategies for combating human trafficking. Participation in a network of supporting partners does not necessitate participation in the primary Task Force group. Consistent with the necessary vetting of all Task Force partnerships, these relationships should be evaluated for conformance to Task Force core values and mission.

[Find a local OVC-funded victim service program \(DOJ\).](#)

[Find a local Rescue and Restore Coalition \(HHS\).](#)

Criminal Justice System-Based Victim Assistance

There are many individuals who work within the criminal justice system to facilitate resources and response for victims, and they are an important asset to the Task Force. Their role serves as an intermediary between law enforcement and social services, and they can be used as a strong resource for building collaboration and understanding among professional service groups. They can help identify resources for victims and work with NGO case managers or service providers to help identify services to which victims of human trafficking are entitled by federal statute.

U.S. Attorney's Office Victim-Witness Coordinators

These coordinators are responsible for services to victims and witnesses identified in cases prosecuted by the U.S. Attorney's Office. They provide victims with information and notice of case events, make referrals for social services, and can assist witnesses with all necessary arrangements to facilitate their travel to court. They often act as an intermediary, making certain that all parties involved are communicating effectively. A particular role of the federal victim-witness coordinator is to make sure victims of a federal crime are aware of their rights and privileges as victims of crime. Victim-witness coordinators can also assist with law enforcement

trainings, creating victim safety plans, and working with the trial team to address threats to a victim's family in their country of origin.

State and Local Victim Coordinators

Some coordinators serve respectively out of the state or district attorneys' offices. Like their federal colleagues, the state and local victim coordinator acts as an advocate and liaison on behalf of crime victims to assure the protection of victims' rights.

These coordinators work as a liaison between victims and prosecutors, accompany victims to hearings and trial, assist with any logistical or language needs, and help prep the victim for appearance in court. This is a particularly important role that demands coordination and cooperation with social service agencies, law enforcement agencies, and community organizations.

FBI Victim Specialists

Each of the 56 FBI field offices has one or more victim specialists who are nonagent support service members of the Bureau. Their responsibility is to assist victims of federal crimes investigated by the division or field office where they work; they also are available to help victims receive information and assistance about their cases and about services in their regions.

The victim specialists are trained in crisis intervention, and have backgrounds in specialized victim assistance and diverse exposure to social services available to victims. They are crucial members of anti-human trafficking Task Forces, providing an essential FBI liaison to human trafficking victims, and should be in contact with victims during the investigation stages of the case.

ICE Victim-Witness Coordinators

The Immigration and Customs Enforcement (ICE) Victim Assistance Program (VAP) is responsible for overall ICE policy concerning victim-related issues, training and technical assistance to Homeland Security Investigations (HSI) Special Agents, as well as information and resource provision to victims encountered in investigations in order to ensure compliance with federal crime victim statutes.

Victim Assistance Coordinators respond to victims' issues in a wide range of federal crimes, including human trafficking, child pornography, child sex tourism, white collar crime, and human rights abuse. Victim Assistance Coordinators provide a critical resource to investigations and criminal prosecutions by ensuring that victims have access to the rights and services to which they are entitled by law, as well as the assistance they need to participate actively and fully in the criminal justice process. They routinely make referrals to nongovernmental organizations and community-based service providers for long-term services as well as coordinate emergency medical, mental health, and shelter services in the immediate aftermath of a rescue or other victim identification. ICE Victim Assistance Coordinators also are available to provide technical assistance on issues such as immigration relief options for foreign national victims of crime.

U.S. Attorney's Office Law Enforcement Coordinating Committees

Each of the 93 U.S. districts has a Law Enforcement Coordinating Committee (LECC) whose purpose is to improve cooperation and coordination among federal, state, and local law enforcement offices. Some districts also have LECC subcommittees or Task Forces that consist of LECC agency officials working on specialized Task Forces.

In several Task Forces, for instance, the Law Enforcement Coordinator (LEC) serves as the main resource person for the group. In multidisciplinary anti-human trafficking Task Force operations, the LEC may be one of the key sources in coordinating seized and forfeited proceeds among participating law enforcement agencies. The key purpose of the LECC program is to facilitate the identified needs of law enforcement where federal, state, and local agencies work together in furtherance of justice.

Other Important Partners

In addition to the key members that should be a part of your Task Force in order to conduct effective investigations and provide needed services, there are other important partners who can contribute to the Task Force efforts and to the identification of victims of human trafficking and prosecution of traffickers.

Legal Services

In addition to services provided by legal service providers, some attorneys and law firms donate a limited number of hours to community efforts. In certain larger cities, firms may act in association with each other to provide free ("pro bono") services.

Task Forces may discover through inquiries made to local bar associations or directly to law firms that free legal services are available to assist victims through the processes and legalities encountered in human trafficking cases. Attorneys who routinely represent victims of trafficking are excellent resources for training and assisting pro bono attorneys, as are law schools and clinics.

Note: It is important, though, that expectations and parameters are set when working with these groups to avoid later misunderstandings. For instance, law schools and clinics have high staff turnover and this can be harmful to the case. Attorneys need to know what is expected of them when representing victims of trafficking.

Local Businesses

Local business or industry interest in supporting the efforts against human trafficking may broaden the resources, create a network of concerned citizens, increase information sources, and expand levels of human trafficking awareness. Appeals for support and partnerships may be an appropriate Task Force outreach effort. Many businesses operate within communities with a commitment to a form of corporate social responsibility that includes support for

community-based development and outreach projects. If such projects exist, they often are housed in a company's public affairs office, and it may be useful to contact the individual in charge of these efforts.

The Community at Large/Concerned Citizens

Most crime-solving information to be found and accessed comes from the community or region where the violation occurred, not through resources internal to law enforcement. While some Task Forces include community members and interested citizens as a part of their membership and others do not, the need to engage the community is essential. The community is a primary source of intelligence and a crucial partner in the anti-human trafficking effort.

It also is necessary to manage the public interest and create parameters of involvement to help ensure that interested community members are not engaging in dangerous behaviors by attempting to conduct their own investigations or victim rescues.

The Orange County Task Force provides an example of this with a [letter to the community from the Chief of Police](#) discouraging citizens from conducting their own investigations and informing them of the national hotline numbers.

Public service announcements (PSAs) are one tool that Task Forces and their partners use to raise awareness in their local community:

[Clearwater Task Force: Forced Labor](#)

[Clearwater Task Force: Brothels](#)

[Clearwater Task Force: Servitude](#)

[Human Trafficking - Any Age, ICE](#)

3.9 Marketing the Effort

Innovative uses of the Internet can be of significant value to the Task Force. Creative use of a Task Force Web site can range from being a source of information to offering a reporting mechanism for members of the community who are suspicious of certain activities they are observing but hesitant to contact authorities.

Web sites are successfully used to inform the public:

[Orange County Human Trafficking Task Force](#)

[San Jose Police Human Trafficking Task Force](#)

[Washington Advisory Committee on Trafficking](#)

An easy way to establish a Web site is to develop a blog using a service such as Wordpress (www.wordpress.com) or Blogspot (www.blogspot.com). These services allow you to set up a free Web site and include easy-to-use publishing software. Social media sites such as [Facebook](#), [LinkedIn](#), or [Twitter](#) also offer free and easy-to-use accounts that can assist Task Forces to publicize and disseminate information to a wide audience.

A Task Force may find it beneficial to develop or design a logo to symbolize its efforts. Creating a brand or logo creates a representation of the group’s existence, strengthens recognition of the group’s efforts, and provides an easy way for people to connect with the group’s mission.

Task Force Example: [San Jose Police Human Trafficking Task Force Logo](#)

Public media partnerships also can be useful for marketing the Task Force’s efforts. Cultivating a working relationship with interested journalists through frequent personal contact may result in improved coverage of Task Force events, public awareness campaigns, or other efforts.

Note: It is important to recognize the limitations of these resources or partnerships. Clear protocol for what information is shared on a Web site or how to engage media partners should be put in place, and regular reviews of this protocol should be conducted to ensure that information shared with the public does not jeopardize the victim’s safety, investigations, or prosecutions.

The following document is on **Working with the Media:** [Human Trafficking and the Media](#)

3.10 Recommended Tools and Trainings

Topic	Resource Title	Description
Task Force Organization	Guide To Hiring a Local Evaluator	Part of the Office for Victims of Crime Technical Assistance Guide Series, this guide contains useful tips on what to consider in the decision making and selection processes of hiring a local evaluator. This guide can help determine whether you have the resources and expertise within your initiative to plan and implement a needs assessment and program evaluation, or if it is best to hire a local evaluator to help you conduct these activities.

	Guide to Performance Measurement and Program Evaluation	<p>Part of the Office for Victims of Crime Technical Assistance Guide Series, this guide provides information on how to define goals and objectives, identify performance measures and program outcomes, identify evaluation questions, create a program planning or logic model, select an evaluation design, decide on data collection methods, analyze and present data, and use evaluation data.</p>
	Guide To Protecting Human Subjects	<p>Part of the Office for Victims of Crime Technical Assistance Guide Series, this guide provides basic information about the federal regulations that protect the privacy and confidentiality of persons involved in research (i.e., human subjects) and explains how they pertain to your needs assessment or program evaluation.</p>
	Strategic Planning Toolkit	<p>Developed by the Office for Victims of Crime Training and Technical Assistance Center (OVC TTAC), this guide provides direction for victim service organizations at the state and local level looking to assess future organizational direction.</p>
	Orange County Human Trafficking Investigations Flow Chart	<p>Developed by the Orange County Human Trafficking Task Force, this resource provides a visual representation of how tips are followed up and investigated in Orange County, California.</p>
	San Jose Police Human Trafficking Task Force Logo	<p>The San Jose Police Human Trafficking Task Force provided this example of a Task Force logo.</p>
	South Bay Professional Points of Contact: Human Trafficking Cases	<p>Provided by the San Jose Police Human Trafficking Task Force, this resource lists contact information for the community on who to call with a tip on a potential human trafficking case.</p>

Topic	Resource Title	Description
	Washington Advisory Committee on Trafficking: Mission Statement	<p>The Washington Advisory Committee on Trafficking provided this example of a Task Force mission statement.</p>
Working Collaboratively	Human Trafficking and the Media	<p>Developed in 2009 by Florrie Burke, an Independent Consultant, NYC and Joy Zarembka, Executive Director, Break the Chain Campaign, this PowerPoint provides guidance on working with the media for those working directly with victims of human trafficking.</p>

4 TASK FORCE OPERATIONS

A multidisciplinary, collaborative Task Force is significantly less complicated to design than to operate. The operations of an anti-human trafficking Task Force demand effective leadership and a unified commitment to the mission and to the team.

Ultimately, the formation of such a Task Force is a pursuit of justice: justice for the victim through an attempt at restoration of their freedom and well-being, and justice for society through a successful prosecution of perpetrators.

4.1 Task Force Staffing and Size

Choosing the right members for the Task Force is just as important as structure. Task Forces are encouraged to dedicate law enforcement personnel to this effort through the assigning and funding of one or two full-time investigators who are supported by patrol officers and an intelligence function.

Not all groups have the capacity or resources to dedicate full-time staff. When full-time staff are not available, assigning formal roles and responsibilities to members of the Task Force increases the likelihood of effective and consistent operations.

The designation of the following four key roles can be sufficient to meet staffing needs:

- **Group Leader:** Provides overall Task Force coordination and coordination of law enforcement; conducts meetings.
- **Group Administrator:** Provides administrative and logistical coordination; may provide grant management support and support to Task Forces seeking funding.
- **Victim Service Coordinator:** Provides primary liaison and coordination of various victim services that may originate in several organizations.
- **Outreach Coordinator:** Coordinates and leads in the development and delivery of outreach efforts.

Depending upon the size, capacities, and needs of the Task Force, additional roles may be useful. In some instances, Task Forces with high demand for community-oriented trainings may choose to designate a training coordinator in addition to an outreach coordinator. The training coordinator may be responsible for developing training material, recruiting individuals to join a speaker pool, and training speakers on key anti-trafficking messages.

Community liaison officers with training and language capacity to reach marginalized populations are utilized by several existing Task Forces and allow for greater law enforcement contact with vulnerable populations.

To maintain a balance in workloads and responsibilities, it may be effective to rotate Task Force roles and responsibilities on an annual basis. In a more ideal situation where funding and personnel resources are available, it is highly recommended to have a full-time Task Force leader or administrator.

The appropriate size of a Task Force depends upon the group's ability to work together efficiently and accomplish established goals. Thus, expanding the group should be a deliberate move to strengthen the Task Force. Every participant should be expected to contribute actively to meeting the goals of the group.

4.2 Memorandums of Understanding

Having formal Memorandums of Understanding (MOU) among participating agencies and organizations is the first step in defining and understanding expectations. The MOU also is a public statement of commitment and a guide for accountability. The MOU should clearly define roles, responsibilities, and responses to human trafficking that are within the agency or organization's normal capacity.

It may be tempting to use the MOU to outline the perfect anti-trafficking response, but it is best to develop a realistic and achievable response based on the resources and capabilities of each organization.

The simpler the agreements are in their requirements and the clearer they are in expectations, the easier it is for agencies to sign without having to go through layers of legal process and reviews. If an agreement is for purposes of support and the partner need only express a willingness to assist generally "to the best of their abilities," then accept it for what is offered.

Many agency leaders hesitate to sign an MOU because the formality of the document may seem to imply a level of commitment with which they are uncomfortable. Some municipalities require that MOUs and other agreements be approved by a larger oversight body, such as a city council, a board of directors, or an organization's headquarters, before they can be accepted.

When there is resistance or discomfort with signing an MOU, invite the agency executive to point out those areas of the MOU that present challenges to a successful sign-off and attempt to agree on language and conditions that meet mutual needs.

If an agency or organization is unable or unwilling to sign a formal agreement and their cooperation with the Task Force is essential, not having the agreement should not prevent them from participation on the Task Force. In such situations, an unsigned document can be issued to ensure an understanding of the type of involvement that is expected from their participation.

General Example: [BJA Sample Comprehensive Human Trafficking Task Force MOU](#)

Task Force Examples:

[Austin Human Trafficking Task Force](#)

[Orange County Human Trafficking Task Force](#)

4.3 Task Force Operational Protocol

A Task Force operational protocol is an essential tool for guiding a collaborative response to the trafficking problem. The protocol may include training documents, a resource directory, general guidelines for responding to incidents, procedures for the multidisciplinary response, and investigative and prosecutorial guidelines. A significant benefit of the protocol is that it can be distributed to the participating agencies and organizations to aid in the transparency of the anti-human trafficking effort, foster consistency in the regional effort, and engender patience with the process.

General Example: [Developing a Protocol Using the CARE Model](#)

Task Force Examples:

[Austin Human Trafficking Task Force](#)

[Southern Nevada Human Trafficking Task Force](#)

[NENA Protocol for Handling 911 Calls Regarding Trafficking](#)

[Seattle ICE Role in Trafficking Cases](#)

[Seattle U.S. DOL Wage and Hour Role in Trafficking Cases](#)

[WARN Emergency Service Plan](#)

4.4 Conducting Meetings

Task Force meetings are the cornerstone of the group's development. The meeting is the basis for relationship building, training, exchange of ideas, problem solving, resolution of conflict, innovation, recovery from shortfalls, and celebrations of successes.

When Task Force members begin to regard the meeting as an assured opportunity to undergo one or more of such experiences, then the meeting will have evolved to a gathering of respected colleagues, teammates, and even friends.

The fundamental purpose of the Task Force meeting is for participants to leave more equipped and enabled to combat human trafficking. Meetings, therefore, should be planned and purposeful.

The meeting environment should be welcoming, safe for free expression of thoughts and concerns, and offer protection from inappropriate or personal attacks. The meeting should be conducted along a course to achieve its intended purpose, yet not so rigid as to discourage a newly discovered and beneficial area of discussion.

1. Start and end on time, if not earlier.

Respect participants' timelines and honor punctual participants. The routinely late will get the message. Do not allow even an exciting meeting to extend timelines; encourage the excitement to continue on its own healthy energy, and then dismiss the meeting. Early conclusions allow for additional networking time and emphasize that the meeting has met its purpose.

2. Conduct roundtable name, role, and organization introductions at every meeting.

This is especially important in the startup period of the Task Force. Contrary to some perceptions, the overwhelming number of meeting attendees prefer this ritual. The ritual validates and honors the individual and the agency they represent.

3. Meet with consistency.

Meeting attendance is more consistent when participants routinely anticipate it at a set time, space, and environment. The frequency of the meeting is determined by established goals and attached timelines to achieve them. In a newly formed Task Force, it is recommended that a meeting be conducted at least once per month for the first 6 months, with a focus on relationship building.

4. Meetings are facilitated by an agenda; ideas are free-flowing.

A meeting among a multidisciplinary and diverse group of participants that is not facilitated is akin to chaos. Facilitated meetings are based upon a plan—the agenda. Having an agenda and a facilitator are more conducive to a free flow of ideas than not having one or the other or neither.

A skilled member of the core team or a meeting facilitator is recommended for the initial meetings until a sense of team solidarity is apparent. In time, skilled members from the team may be assigned to this role in rotations. Agenda items should be solicited in advance of the meeting.

5. The preservation of confidentiality is presumed but never underemphasized. The level of disclosure among and between Task Force members is dependent upon a number of factors including strength of relationships, the necessity of disclosure, and the purpose of disclosure. One of the corrosives of trust is the breach of confidentiality. Routine reminders of respect for confidentiality as a team value are essential. This is especially true when discussing current cases.

6. Ongoing training is an integral aspect of the team interaction.

This is true to such a degree that the expression “I learn something every time I come here” should be commonly heard! Training is both formal and informal. When the Task Force is envisioned as a continuous learning organization, members look forward to what they will learn at each meeting.

Law enforcement has a tradition of “roll call” training sessions that last from 10 to 20 minutes before deploying a team to duty. This is a good model for the Task Force. Regular and brief updates require the trainer to get to the point and give the audience just what is needed in order to get out and apply it. Training topics span a spectrum as diverse as the human trafficking problem.

Rotating “roll call” training sessions among the Task Force members gives them the opportunity to share their expertise. This method also fosters a team environment of continuous learning.

7. Sharing information is an integral responsibility of the team members.

Fostering learning is the necessity of sharing. However, it goes beyond necessity to a shared responsibility. Everyone was brought to the table for a reason, so it is important to include everyone in discussions. For instance, victim service providers working closely with the victim may have important knowledge or evidence for the investigation without even realizing it.

While it is understood that law enforcement cannot share sensitive details of a case, some level of information needs to be shared on all sides so that everyone remains informed.

8. Time set aside for networking is time well spent.

Setting a time for free-flowing and enjoyable team building is important. The mid-meeting break is a good time for this. Simple refreshments often help to break the ice and start conversation.

9. The organization that institutionalizes feedback is destined to improve.

Asking “How are we doing?” frequently and with an intent to refine and develop based upon the feedback is the hallmark of a learning and improving organization. Ask it of each other often.

10. Ensure project and special task accomplishment through subcommittee assignments based upon an action plan and a scheduled report-back period.

The level of experience and expertise that will exist or eventually be garnered among Task Force members will become an asset to the team’s development and capacity. Training, outreach, and other tasks and projects developed out of an annual action plan are typically progressively improved upon over time.

4.5 Data Collection and Analysis

Because human trafficking is a dynamic and emerging crime, it is crucial for Task Forces to present and maintain a clear picture of how human trafficking affects their communities and how traffickers are changing their tactics.

It is recommended that Task Forces maintain data on investigations and characteristics of trafficking victims, and commit to reviewing this information at 12- to 18-month intervals. Analysis does not have to be time consuming, but good data will help to improve operations.

Data should include characteristics of perpetrators (country of origin, age, gender, methods for recruitment, etc.) and characteristics of victims (country of origin, age, gender, type of trafficking, etc.). This information can help Task Forces identify appropriate community partners such as migrant worker outreach groups, translators, or street outreach organizations. The Department of Justice has developed databases that can be accessed by Task Forces and victim service providers.

The Bureau of Justice Statistics maintains a national database called the [Human Trafficking Reporting System \(HTRS\)](#), which is managed by Northeastern University. HTRS tracks human trafficking investigations. Developing a Task Force account in HTRS means that Task Force data can be aggregated into a national picture of human trafficking investigations.

Additionally, the Office for Victims of Crime Training and Technical Assistance Center (OVC TTAC) has developed case management tools for victim service providers to track their client information on victims of human trafficking. These “paper to pencil” forms can be used to track data while in the field or during intake. They can also be used to track such activities as outreach and training:

- [Organization Tracking Form](#)
- [Client Tracking Form](#)
- [Service Provision Form](#)
- [Community Outreach Tracking Form](#)
- [Technical Assistance Tracking Form](#)
- [Training Data Collection Form](#)
- [Training Attendance Sheet](#)
- [Policy Changes Form](#)

4.6 Intelligence or Vice Operations?

It is important that the Task Force has an investigative function in order to be truly effective. Choosing where to house the investigative unit is an important decision for law enforcement on a Task Force. The broader the view of how and where trafficking may be occurring, the more likely trafficking will be recognized.

A significant shortfall in the current levels of understanding about human trafficking, and the many admirable efforts to combat it, is the heavy emphasis on sex trafficking. Anti-prostitution and other sex crime investigative efforts have tended to draw media attention and public awareness toward a narrow perspective of the crime of human trafficking. Comparable diligence must be given to discovering all forms of human trafficking in its multitude of labor venues.

As in all criminal investigations, information and analyzed intelligence are at the core of a good investigation. Investigating human trafficking may be best centered within an investigative operation that broadly focuses on the collection, aggregation, and analysis of criminal operations. The broader the view of the possibilities, the broader the net that can be cast to draw in human trafficking operations.

Vice units are typically formed as public order units with a focus on such crimes as prostitution, gambling, and street-level drug crimes. The investigation of human trafficking greatly transcends this level of focus. Vice units that are assigned to oversight of human trafficking cases have a tendency to focus on that area of investigation in which they are trained. Interviews of Task Forces where the human trafficking investigations are in vice units reveal that the majority of those units' human trafficking investigations are focused on sex trafficking cases.

Investigation of human trafficking in bureaus or units that have a broader crime focus and are linked to the collection and analysis of more diverse streams of criminal and suspicious activity may increase the likelihood of discovering all forms of human trafficking, including commercial sexual exploitation and more.

4.7 Recommended Tools and Trainings

Topic	Resource Title	Description
Client Intake Forms	Organization Tracking Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on collaborative partner organizations.
	Client Tracking Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on immigration actions taken on behalf of a service provider's client.
	Service Provision Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on services provided to foreign national victims of human trafficking.
Data Collection Forms	Community Outreach Tracking Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on community outreach actions taken by an organization or Task Force.
	Technical Assistance Tracking Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on technical assistance provided by an organization or Task Force.
	Training Data Collection Form	Created by the Office for Victims of Crime Training and Technical Assistance Center, this tool can be used to track data on trainings provided by an organization or Task Force.
	Training Attendance Sheet	Created by the Office for Victims of Crime Training and Technical Assistance Center, this resource can be used as an attendance form at trainings provided by an organization or Task Force.

Topic	Resource Title	Description
	Policy Changes Form	This tool created by the Office for Victims of Crime Training and Technical Assistance Center can be used to track data on local changes in policy and practice which impact victims of human trafficking.
Protocol Development	Developing a Protocol Using the CARE Model	Developed by Chief Nicholas Sensley, the CARE model is effectively a boilerplate checklist in the formulation of a protocol for a multidisciplinary Task Force response to human trafficking. It is both a methodology and a guide for the development of effective services and investigations and for collaboration through a victim-centered approach.
Sample MOUs	BJA Sample Comprehensive Human Trafficking Task Force MOU	Provided by the Bureau of Justice Assistance, this sample MOU can be used as a model or template for creating a Task Force MOU.
	Austin Human Trafficking Task Force	Sample MOU created by the Austin Human Trafficking Task Force.
	Orange County Human Trafficking Task Force	Sample MOU created by the Orange County Task Force Human Trafficking.
Sample Task Force Protocols	Austin Human Trafficking Task Force	Sample Task Force protocol created by the Austin Human Trafficking Task Force.
	Southern Nevada Human Trafficking Task Force	Sample Task Force protocol created by the Southern Nevada Human Trafficking Task Force.

Topic	Resource Title	Description
Sample Law Enforcement Protocols	NENA Protocol for Handling 911 Calls Regarding Trafficking	This resource, developed by the National Emergency Number Association (NENA) in 2009, details a model protocol on 911 call taker response to human trafficking.
	Seattle ICE Role In Trafficking Cases	Sample protocol by the Seattle ICE office on their response to potential cases of human trafficking.
	Seattle U.S. DOL Wage and Hour Role in Trafficking Cases	Sample protocol by the Seattle District Office of the U.S. Department of Labor Wage and Hour Division on their role in the response to potential cases of human trafficking.
Sample Service Provision Protocols	WARN Emergency Service Plan	Sample emergency service plan provided by the Washington Anti-Trafficking Response Network.

5 COLLABORATION

Despite its recent introduction into the U.S. criminal code, human trafficking is certainly not a new crime, nor is it a recent phenomenon in human history. What is new is the strategic, multidisciplinary, and collaborative response to the problem.

The power of a successful anti-human trafficking collaborative effort is that it can transform the limitations of a singular agency or organization into the strengths of a strategic multidisciplinary team with substantially improved capacity to impact the problem.

The challenge is to become an interdependent team. In the multidisciplinary anti-human trafficking effort, the Task Force purpose is to have a strategic impact upon a complex problem. To be effective the Task Force must plan and develop coordinated responses to the victims and to the criminal justice process.

Needs of victims of human trafficking may include:

- Case management.
- Civil legal restitution.
- Clothing.
- Criminal justice assistance.
- Crisis intervention.
- Dental (emergency and long-term).
- Disability assistance.
- English as a Second Language (ESL) classes.
- Family contact/reunification.
- Food.
- Health care.
- Housing.
- Identification documents.
- Illiteracy or limited literacy assistance.
- Job preparation and placement.
- Legal assistance.
- Medical (emergency and long-term).
- Mental health (emergency and long-term).
- Religious and spiritual assistance.
- Repatriation assistance.
- Safety.
- Shelter.
- Sexual assault trauma services.
- Substance abuse services.
- Translation and interpretation.
- Transportation.
- Victim advocacy.

Needs of the criminal justice process include:

- Appropriate authority.
- Aggressive prosecution.
- Collaboration.
- Cooperation.
- Corroboration.
- Cross-jurisdictional cooperation.
- Effective equipment.
- Effective laws.
- Evidence.
- Informed judiciary.
- Interagency cooperation.
- Operational intelligence.
- Useful international laws.
- Suspect identification.
- Victim identification.
- Victim support services.
- Witness support for nonvictims.

In uncoordinated and unrelated responses of individual agencies and organizations, attempts to respond to these needs often meet with frustration, inefficiency, increased suffering to the victim, and freedom for the perpetrator. Responding to the victims and conducting the criminal investigation are not mutually exclusive. Effective Task Force collaboration anticipates these needs and becomes a unified resource for local anti-trafficking efforts.

The incentive to remain in a collaborative Task Force is generally altruistic: Everyone wants to make a greater impact upon the problem. Task Forces with effective collaboration have found their partners to be their greatest strength in fighting this crime and a resource to the investigation, rather than an impediment.

Effective collaboration is more easily conceptualized than accomplished; nevertheless, it is essential. Task Forces that have worked through initial or longstanding collaboration challenges have found it a difficult but worthwhile endeavor.

This section does not describe all of the potential challenges or obstacles to gaining participation on a Task Force. Nevertheless, from the challenges described here, it is apparent that the primary keys to gaining participation are relationship building and education.

5.1 Professional Misunderstandings

Challenges:

As in any relationship, presumptions, misperceptions, and prejudgments are the core elements of discord and dysfunction. The elements often exist within the same sector—e.g., different law enforcement agencies—and certainly across sectors. Generally, the origins of these barriers can be traced to past experiences and to a lack of understanding of and appropriate regard for roles and responsibilities.

Before a Task Force can become an interdependent team responding to human trafficking, the members have to invest in responding appropriately to each other. With the union of groups who have a history of conflict and distrust, specifically among local, state, and federal law enforcement and victim service providers, a systematic way must be found to overcome prejudgments, build trust, and work together as a team.

Tips for Conflict Resolution:

- Begin by working to understand the purpose and mission of the represented organizations and how the representatives carry out their role within their organizations.
- Work toward identifying and confronting lingering past and current issues that continue to erect relationship barriers.
- Focus on the issue; do not attack the person.
- Accept responsibility for past failures when it is appropriate.
- Attempt to bring new understanding about organizational dynamics where it is lacking, and work to reach a resolution of differences.

When there is a focus on the issues, well-intended and respectful input from other members of the group can help to resolve the differences and strengthen the group relationship. The common adage “focus on the issue, not on the individual” holds true. In a Task Force setting, that may need to be expanded to “focus on the issue, not on the agency or organization.”

All great relationships and organizations are built on trust. It is not readily given nor should it be presumed to exist until it has been earned. The safest presumption that can be made in successfully convening a group to serve as a Task Force is that the members are there to have an impact upon the problem.

Mutual trust in the group’s effort and trust among the members should not be presumed by the level of participation. Convening a group when the only perceived outcome is that a meeting has occurred will quickly lead to dissolution of the group.

Building trust has been recognized by current Task Force leaders as a necessary part of effective collaboration that takes time. Task Force meetings, joint trainings, open discussions, challenges to existing practices, productive debriefings of encountered experiences, and other interactions among Task Force members all provide opportunities for effective teambuilding.

Tips for Building Trust:

- Add value to participation by accomplishing measurable results. In many cases, trust is established through the shared experience of working together on one trafficking case at a time, and by communicating or debriefing about the experiences of that case, regardless of whether there was a successful outcome.
- Maintain and fulfill commitments made to the team. A most rewarding outcome of participation is in getting out of it what was promised.

- Always work at demonstrating a genuine concern for the furtherance of the cause and for those who will be served by it.
- Respect and support each other. Each participant should become predictable in meeting the good and reasonable expectations that other team members have for them.
- Find nonthreatening ways to facilitate conflict resolution.
- In one Task Force, the team leader routinely received phone calls during the first year of the group's formation from members with complaints about each other and about other organizations' performances. After a period of weaving those complaints into the meeting discussions in a nonthreatening way that focused on the problem, the leader observed that the members began bringing up their concerns on their own in a similar manner, the group's discussions became more productive, and trust among the membership increased.
- Provide opportunities for joint trainings. Several Task Force leaders conduct joint training sessions with service providers and law enforcement personnel so that they have an opportunity to gain greater understanding of each others' perspectives and build a stronger relationship.
- Strengthen collaboration through social networking. One Task Force leader simply said that members made efforts to spend social time together, having dinner or drinks, which resulted in stronger working relationships.

5.2 Roles and Expectations of Members

Challenges:

Misunderstandings about roles and responsibilities and how they relate to how services are provided, impatience with timelines in conducting investigations, and reluctance to assist in providing access to suspected victims and witnesses are just a few of the challenges inherent in a multidisciplinary environment.

It is not uncommon for one Task Force member to have developed a completely inaccurate perception about how another member performs his or her job. This leads to misinterpretation of roles and responsibilities and also hinders members from drawing upon the expertise or skills that may be of great assistance to them.

Additionally, there may be competitive conflict among federal law enforcement agencies and among local law enforcement departments. It is not uncommon for the order of mention in a press release to cause a rift or to generate posturing, which can ultimately hurt the case or the department's reputation. Victim service providers routinely compete for limited financial resources and the opportunity to provide client services. Competitiveness among the organizations becomes routine in some situations and each is keenly aware of others' strengths and weaknesses.

Tips for Clarifying Roles and Responsibilities:

- Take every opportunity to promote clear communication about the specific roles and responsibilities of each Task Force member. Frustrations can be greatly reduced through a shared understanding of roles, responsibilities, limitations, and capabilities.
- Highlight the strengths of each provider agency and the services offered to ensure that services are provided that match the needs of the case.
- Remember that, as with any team, professional interpersonal interaction is essential to building trust, confidence, and interdependency.
- Schedule time for Task Force members to give brief presentations about their work.
- Consider developing a local guide containing information from these presentations and other materials about each partner in the Task Force.
- Well-articulated Memorandums of Understanding or Memorandums of Agreement are essential to articulating each organization's roles and responsibilities.
- Task Force protocols describing response guidelines and preferred procedures are essential to avoid inner conflict among members.

5.3 Information Sharing

Challenges:

Participation in a multidisciplinary Task Force is not a sanctioning of open and indiscriminate communication about investigations, suspects, victims, witnesses, tactical operations, and other sensitive information. Finding the balance in information sharing and gathering is frequently a matter of contention among Task Force members.

Often, social service caseworkers have rapport with clients with whom law enforcement has only experienced resistance and uncooperativeness. As members of the Task Force, case workers are not obligated to disclose information gained from their relationship with their clients. Similarly, law enforcement may actively be working on an operation that has the potential to affect NGO partners, but any level of disclosure about the operation may compromise the operation or individuals.

While sharing too much information can compromise victims and witnesses, agencies and organizations, cases and operations, and individual members, a failure to create a safe and effective information sharing network is counterproductive to the formation of a Task Force.

Efforts to keep the group informed and likewise gather and share information within the group is a core function of the Task Force. Efforts should be made to create the needed balance of protecting and sharing case information.

Tips for Information Sharing:

- Clear communication among Task Force members about organizational confidentiality policies and procedures, early in the process, is crucial and helps to further clarify member roles and responsibilities.
- Establish understanding and agreement about what type of information is appropriate for open sharing, and what is not.
- Hold key information exchanges and discussions in Task Force meetings on topics that should be developed and vetted by the group, such as:
 - ♦ Human trafficking trends and developments in the region.
 - ♦ Debriefs of adjudicated cases.
 - ♦ Issues concerning laws and resources to combat trafficking.
 - ♦ Suspicious behaviors or practices in the community for which there is not yet a response underway.
 - ♦ Lessons learned from successful or not so successful operations.
 - ♦ Ways to improve cooperation and collaboration.
 - ♦ Information surrendered by victims, clients, witnesses, or suspects that may serve as training materials.
 - ♦ Information gathered by victim service providers that may be evidence.
 - ♦ Rumors that tend to divide or create barriers among the team.
 - ♦ Concerns expressed to individual members of the community to which the group may be able to offer a more comprehensive response.
 - ♦ Issues with the media including the use of victim names, photos, and information about current cases.
 - ♦ Confidentiality agreements and whether to have Task Force members sign one.

Note: One Task Force had the victim service provider undergo a background check so that law enforcement would feel comfortable sharing sensitive case information with this individual.

Fact sheet on **Caseworker Privilege:**

[Caseworker Privilege Fact Sheet, CAST](#)

5.4 Managing Internal Conflict

Challenges:

The challenges to collaboration are usually found in the group dynamics. Conflict will arise among agencies and organizations as well as among individuals. It is a predictable interpersonal human dynamic and organizational reality. Multidisciplinary groups can be very susceptible to conflict, with passionate individuals working together in intense, emergency situations.

Conflict is not necessarily unhealthy as it tends to keep a group sharp, but failure to manage conflict can destroy a group. This fact also is an endorsement of the need for formal Task Force leadership. Conflict does not manage itself, nor does it just eventually work itself out.

Tips on Conflict Resolution:

- Task Force leadership should confront and manage conflict. Many leaders have been trained in basic conflict resolution techniques.
- The process of conflict resolution often is uncomfortable and can raise tensions, and so it is important that the discussions are carefully facilitated and not avoided.
- Discuss the issue by trying to understand what happened before drawing conclusions.
- Always emphasize accountability and commitment to Task Force values. When there is enough clear information about what happened, hold those responsible for repairing any damage.
- Ask a neutral member of the team who has conflict resolutions skills to act as facilitator.

For example, one Task Force that was facing a conflict between a local law enforcement representative and a victim service provider relied on a member who worked well with both individuals to mediate a discussion. This mediator called for a meeting between the organizations' leaders and simply created an environment for them to discuss their differences frankly. That management of a serious conflict preserved the involvement of both organizations and perhaps assured the successful continuation of the Task Force.

- Several Task Forces have brought in outside conflict resolution mediation professionals when needed to facilitate these difficult conversations. Sometimes this may only require one meeting between a limited number of involved persons and a facilitator.
- Success is usually based on personal relationships and personalities and a willingness to communicate openly and overcome obstacles. The best organizations grow from a respectful and purposeful confrontation of differences, not the avoidance of them.

5.5 Awareness, Focus, and Purpose

Challenges:

Knowledge and understanding of the forms of human trafficking, the methods and venues of human trafficking, and the types of victims and perpetrators in human trafficking remain widely misunderstood among many law enforcement officials, victim service providers, and the general public.

Current Task Force leaders have reported difficulties finding a common agreement among their members on the definition and understanding of human trafficking, acknowledging that it is not an easily identifiable crime. Others have differed on their response to immigration issues and the use of the cross-deputization of local law enforcement.

Existing Task Forces also have been challenged in reaching common agreement on their investigative focus. Specifically, several Task Forces have chosen to focus solely on investigating either foreign national or U.S. citizen cases, causing tension among the Task Force members.

Tips To Strengthen Task Force Focus:

- Continually train Task Force members, both new and veteran, so that everyone stays abreast of the crime and methods for response.
- Case studies are helpful tools to review with the group. Hold small group discussions to discuss a case, the elements of the crime, and appropriate responses.
- If investigative focus is an issue, consider a bifurcated model. While some Task Forces have chosen to specialize in their investigative focus, an appropriate plan for response to all victims must be in place and ready for implementation.

One creative approach has been to develop two teams under the Task Force umbrella: One team focuses on investigating and assisting foreign national victims; the other focuses on investigating and assisting U.S. citizen victims. Service providers with funds and skills dedicated to one victim population or another are then directed to the relevant team. Issues that are relevant to both teams are shared by the Task Force leader. This bifurcated model has allowed Task Forces to expand their focus, engage all members, and utilize resources more effectively.

5.6 Buy-In, Recruitment, and Participation

Challenges:

Both external and internal buy-in and leadership can be a challenge for Task Forces. Many current Task Force leaders have commented on the lack of support from top level entities and how essential that support is in keeping their work moving forward. Without support from external leaders in participating agencies, leaders often find they are not able to dedicate the time needed to the Task Force.

Several Task Force leaders have attributed the lack of buy-in to competing priorities and limited resources, noting that it would take a big case or prosecution for their agency leadership to provide increased support. Task Forces experience difficulty with buy-in from a variety of partners, including law enforcement leadership, prosecutors, and local government.

Many organizations and agencies will not participate in Task Forces because they do not think it is a local problem. One of the most significant challenges to combating human trafficking is in raising first-responder levels of education, training, and understanding about what human trafficking is and how to respond to it.

A lack of understanding leads to a passive attitude about a problem that demands a proactive response. The lack of training, lack of understanding, and passiveness also lead to tensions between the informed and the uninformed responders.

Some organizations think of participation on a Task Force as being in conflict with their primary missions. They believe participation in such groups might create an unfavorable reputation among their primary clients.

For instance, if the region has a large agricultural economy, the key participants may be service organizations that provide services and assistance to agricultural workers; these organizations may fear that their clients think of them as participating in immigration enforcement efforts.

While external buy-in must be attained for Task Force effectiveness, it also is essential to attain and maintain the buy-in and participation of the members themselves. One member reported continued attendance at the monthly meetings because of excitement and hope for what could be done through the Task Force effort; then, after a year of the group apparently meeting for the sake of meeting, the member resigned because of this lack of productivity.

The issues of buy-in, recruitment, and participation have been and remain ongoing challenges for existing Task Forces. The following tips are not intended to simplify the issues, as they are complex and varied. They are simply positive steps that can be taken as the Task Force works to decrease these challenges.

Tips for Increasing Buy-In and Participation:

- Conducting surveys and training among law enforcement entities and social service organizations provides an opportunity to discover the perceived or known extent of the local problem from the perspective of first responders, and helps to form a training strategy for increasing awareness and buy-in based on the results.
- Data obtained from the community assessment or internal trainings can help to raise leadership's awareness of the crime in their jurisdiction. Internal leadership must believe in the urgency of response and necessity of the Task Force.
- Task Forces have been able to increase internal leadership buy-in and support through the work that they do. Often, once cases have been successfully prosecuted, internal buy-in increases.
- Continue to reach out to external partners. External buy-in from agencies that refuse or are reluctant to actively participate with a Task Force can be gained through routine calls to "check-in" or through casual coffee meetings with team members intending to build confidence and rapport.

5.7 Limited Resources and Personnel, Turnover

Challenges:

Many victim service provider and law enforcement organizations are challenged by their capacity to release personnel to participate in operations that remove them from their core responsibilities.

Victim service providers often have personnel fulfilling multiple responsibilities in addition to being organizational experts on human trafficking with large caseloads. Likewise, law enforcement officers carry large caseloads and in some instances operate as generalist investigators across multiple crime categories, including human trafficking.

Time is a large constraint on Task Force members, due to the lengthy time needed for a successful trafficking investigation and constraints of non-Task Force work obligations. Time pressures can leave members feeling overwhelmed and pulled in competing directions.

High rates of turnover can greatly set back a Task Force, especially when an active and engaged member leaves and there are no written protocols in place for a new person to easily assume responsibility.

Loss of team members is disruptive to rapport and relationship building. It also affects other members' confidence in the agency's commitment to the Task Force.

Organizations must make every effort to avoid burnout and turnover of personnel who participate on the Task Force.

Tips for Retention of Task Force Leaders and Members:

- Develop at startup detailed member contingency plans and protocol for any necessary member replacement. Turnover is a challenge in the field of law enforcement in general, and that must be acknowledged and prepared for to the degree possible.
- Encourage member organizations to assign more than one person to the Task Force. These personnel should play a strong liaison role within their own organizations about the activities of the Task Force.
- Written protocols help to explain the role the agency or individual is to play when new Task Force members are needed.
- Always keep in mind the mission and purpose of the Task Force. Several Task Forces report that having a dedicated staff or a trusted team to share the work helps ease the burden of limited resources and time.

5.8 Recommended Tools and Trainings

Topic	Resource Title	Description
Collaborating Effectively	Backing the Badge: Working Effectively with Law Enforcement	<p>As an effort of the Improving Police-Based Victim Services program, the International Association of Chiefs of Police offers this booklet as a resource for victim service professionals who have recently entered the law enforcement arena, community-based advocates who assist law enforcement agencies, and those considering a victim service career within the law enforcement field. This booklet introduces terms, concepts, and practices associated with the unique and challenging profession of law enforcement, and has been created to offer victim service professionals very basic information on working with law enforcement.</p>
	Victim Services and Law Enforcement: Next Steps	<p>This resource from the International Association of Chiefs of Police is the product of a law enforcement and victim service provider focus group where critical and emerging issues were identified, barriers and challenges facing law enforcement regarding victim services were discussed. Recommendations are provided on strategies to resolve these issues, overcome barriers and meet the identified challenges.</p>
The Role of the Case Worker	Caseworker Privilege Fact Sheet: The Benefits and Limitations to Human Trafficking Victim- Caseworker Privilege	<p>Developed by the Coalition to Abolish Slavery & Trafficking (CAST), this resource details what information is protected by caseworker privilege and what is not while answering several frequently asked questions and providing best practices.</p>

6 VICTIM-CENTERED RESPONSE

The victim is the core of the response to any crime. Creating conditions of trust and respect will help victims regain their dignity and self-worth and help them move toward self-sufficiency and independence.

When quality care, compassionate responses, and essential services are provided to victims, the victims are usually more capable and willing to present strong evidence and testimony in prosecutions of perpetrators, helping accomplish important justice and restitution goals.

6.1 Needs Assessments

To keep the victim at the center of the response, a comprehensive assessment is necessary to identify victim needs and help ensure the appropriate resources are included in the response.

Ideally, the victim's needs take precedence over system needs, and the victim chooses what is needed versus what is being offered. Resources do not determine needs.

The following are informative guides and reports on **Conducting Needs Assessments**:

[Guide to Conducting a Needs Assessment, OVC Technical Assistance Guide Series](#)

[Needs Assessment for Service Providers and Trafficking Victims, NIJ](#)

6.2 Rights of Victims of Human Trafficking

As determined by the legislation listed here, victims of crime may have the following rights –

- To be made aware of available services.
- Notification of certain significant actions and proceedings within the criminal justice system pertaining to their cases.
- Notification of crime victim compensation.
- Access to emergency funds.
- Accompaniment to all criminal proceedings by a family member, victim advocate, or any other person providing support or assistance.
- Opportunity to provide, prior to the sentencing of a defendant, an impact statement detailing the physical, psychological, and economic impact of the crime upon themselves and their families.
- To receive restitution and compensation for unpaid wages.
- To receive notice of a defendant's release.

The following are links to relevant pieces of **Crime Victim Legislation**:

[Crime Victims' Rights Act of 2004, \(18 U.S.C. § 3771\)](#)

[Crime Control Act of 1990, Child Victims' Rights \(18 U.S.C. 403 § 3509\)](#)

[Mandatory Restitution to Victims of Certain Crimes \(18 U.S.C. § 3663A \(a\)\(2\)\)](#)

[Victims' Rights Clarification Act of 1997 \(18 U.S.C. § 3510\)](#)

[Victims of Crime Act of 1984 \(42 U.S.C. §10601\)](#)

Additionally, the [Trafficking Victims Protection Act of 2000 \(TVPA\)](#) authorizes foreign national victims of human trafficking to receive federally funded benefits and services, regardless of their immigration status. If over 18, the individual must demonstrate a willingness to participate in the investigation to be eligible.

The following are a few forms of **immigration relief** available to foreign national victims:

Continued Presence is a status granted by the [U.S. Department of Homeland Security \(DHS\), Immigration and Customs Enforcement \(ICE\)](#). Mandated by the [TVPA § 1100.35](#), Continued Presence is given to a human trafficking victim when a federal law enforcement agency petitions to allow potential witnesses to remain in the United States to help prosecute a trafficker.

Documents to support an application for Continued Presence:

[I-765 Form, Application for Employment Authorization](#)

[I-102 Form, Application for an I-94 Entry Card](#)

Certification is issued by the [U.S. Department of Health and Human Services \(HHS\)](#). Certification allows for victims of trafficking who are not U.S. citizens or Lawful Permanent Residents to be eligible for benefits and services under any federal or state program or activity to the same extent as a refugee.

To receive Certification, an adult trafficking victim must:

- Be a victim of a severe form of trafficking as defined by the TVPA.
- Be willing to assist in the investigation and prosecution of trafficking cases.
- Have completed a bona fide application for a T-visa or have received Continued Presence status from the Department of Homeland Security in order to contribute to the prosecution of traffickers.

Once they have met the Certification requirements, victims will receive an official letter of Certification from the U.S. Department of Health and Human Services, Office of Refugee Resettlement (ORR). Minor victims of human trafficking receive Letters of Eligibility from ORR and the only confirmation that is needed is that the minor meets the definition of a human trafficking victim as defined by the TVPA. Interim Eligibility Letters are available while HHS makes a determination regarding the minor's eligibility.

T-visas are issued by the [U.S. Citizenship and Immigration Services \(USCIS\)](#). The T nonimmigrant status provides immigration protection to victims of trafficking. The T-visa allows victims to remain in the United States and assist law enforcement authorities in the investigation or prosecution of the criminal activity.

T-visa Resources and Forms:

[Application for T Nonimmigrant Status](#)

[I-914 Form](#)

[Instructions for Completing I-914](#)

[I-914, Supplement A Form, Application for Immediate Family Member of T-1 Recipient](#)

[I-914, Supplement B Form, Declaration of Law Enforcement Officer for Victim of Trafficking in Persons](#)

[Instructions for Completing I-914 B Supplemental](#)

[Questions and Answers: Victims of Human Trafficking, T Nonimmigrant Status](#)

U-visas are issued by the [U.S. Citizenship and Immigration Services \(USCIS\)](#). The U nonimmigrant status provides immigration protection to crime victims who have suffered substantial mental or physical abuse as a result of the crime. The U-visa allows victims to remain in the United States and assist law enforcement authorities in the investigation or prosecution of the criminal activity.

U-visa Tools and Resources:

[Immigration Relief for Crime Victims: The U-visa Manual, NY Anti-Trafficking Network](#)

[Petition for U Nonimmigrant Status](#)

[I-918 Form](#)

[Instructions for Completing I-918](#)

[Petition for a Qualifying Family Member of a U-1 Nonimmigrant](#)

[Questions and Answers: Victims of Criminal Activity, U Nonimmigrant Status](#)

6.3 Law Enforcement Contact With Victims

There are many reasons trafficking victims may fear law enforcement. They may come from countries where law enforcement generally is not trusted or has been complicit in the victimization. They may fear deportation, not knowing the rights afforded to them as victims of crime. Victims may have been conditioned by their perpetrators to fear law enforcement and thus not seek help.

Victims may have had negative encounters with law enforcement as a result of the criminal activity they were forced to engage in. Teenage runaways who become victims of human trafficking are an example: They are seen, often ignored, publicly despised, and frequently arrested for various crimes. They are primarily treated as criminals instead of victims, which reinforces their negative perceptions and fears of law enforcement.

The following document is on **Victim Perspective**:

[The Mindset of a Human Trafficking Victim, HHS](#)

Understanding that victims will likely fear law enforcement, law enforcement officers need to remember that a victim's first contact with a law enforcement official will be influenced by personal experiences, any unique cultural responses to law enforcement, and the conditioning for that contact imposed and reinforced by the perpetrator.

If first impressions are truly the impressions that last longest, then it is a paramount consideration for law enforcement officials in their contact with victims of human trafficking. Any approach to the victim should be a gradual and nonthreatening process.

It is necessary to interview each person alone, but it is helpful to observe reactions when victims and unidentified suspects are in a group in order to carefully sort out the victims, the key perpetrators, and the enforcers.

The screening interview should take place in a comfortable environment and be conducted by someone who was not directly involved with the victim in the raids or arrest.

Cultural and language needs must be ascertained and reasonably accommodated to avoid shut down due to culturally offensive or inappropriate approaches. An arresting officer should not serve as an interpreter because the victim might be reluctant to disclose any information.

The following document is on **Working With Interpreters**:

[Protecting Privilege: Using Interpreters Responsibly, Ayuda](#)

Follow sound practices in interviewing victims:

- Do not use interrogation methods.
- Be sure the victim has some control in the situation (breaks, water, seating placement).
- Due to fear and possible trauma on the part of victims, it is best to use a conversational approach rather than a rapid series of questions in order to obtain preliminary information. Victims need to feel safe at all times.
- It can be very helpful to have trusted victim service providers conduct a parallel interview as they can assist in reducing the victim's fear of law enforcement. They will not be gathering the facts of the crime, but will be assessing practical needs of the victim.
- Remember that open-ended questions will elicit more information from victims than those answerable with a yes or no.

- Be aware of cultural considerations of gender, subject matter, and narrative style. Some cultures reveal a story in a circular rather than linear manner, and law enforcement must exercise patience and understanding.
- Refrain from physical contact with victims.
- It will take time and trust to elicit the facts of a case.

The effects of trauma can influence behavior of a victim during an interview. Memory loss, lack of focus, emotional reactivity, and multiple versions of a story can all be signs of trauma exhibited during interviews. Interviewers should be familiar with the signs of trauma and not assume the victim is evading the truth.

Special procedures must be used following a planned raid/rescue. It is a best practice that service providers not be present at the time of enforcement, but that they be brought in soon afterward to help stabilize victims and assess needs.

The following document is on **Interviewing Victims**:

[WHO Ethical and Safety Considerations for Interviewing Trafficked Women](#)

6.4 Victim Service Provider Contact With Victims

The safety and well-being of the victim is the primary concern of the victim service provider. Service providers convey pertinent information to victims so that victims can make informed choices about cooperation with law enforcement, access to services, legal and immigration remedies, and other options. Community-based victim service providers need to use recommended practices of “empowerment and choice,” rather than “coercion and dependency.” Victim service providers can inform victims that law enforcement in this country is designed to help victims of crime, helping victims get to a place where they can work with law enforcement and make strong victim witnesses if they choose to do so.

A carefully measured balance must be struck in the relationship of the service provider and the victim, and in the interests of investigating the crime. As a partner in the collaborative process, the service provider does not serve as an “agent” in the interest of their law enforcement partners; consequently, there is never an intended opportunity for the victim to perceive or conclude that the service being provided is only in the interest of investigatory needs. However, advocating confidence in the work of law enforcement is appropriate while working with the victim.

6.5 The Vital Role of Case Management

Case management is the central component in the provision of comprehensive victim-centered services to trafficking victims. The case manager performs multiple roles as point person, victim advocate, and facilitator of communication in order to help the victim navigate complex criminal justice and social service systems. Case management is one of the most vital services required by victims as well as one of the most time-intensive.

The effectiveness of case management is dependent upon case managers' ability to establish rapport and a trusting relationship with the trafficking victim, and to identify and access local, state, and federal resources to comprehensively address the victim's needs.

Effective case management, conducted in partnership with the trafficking victim, includes –

- Protecting the victim's right to privacy and ensuring that informed consent protocols are followed.
- Initial and ongoing assessments to identify each victim's strengths and problem areas in need of intervention and support.
- Goal setting and individualized service planning.
- Locating appropriate resources and services to address the victim's needs and goals.
- Working to ensure the victim's safety.
- Communicating with professionals within criminal justice and/or social service systems and advocating on behalf of the victim as needed to reduce barriers.
- Following up with professionals in multiple systems to monitor and evaluate the effectiveness of the intervention in meeting the victim's needs and achievement of client goals.
- Fostering independence through relationship building and service provision.

Task Forces should ensure that any strategies for providing services for victims of human trafficking include case management, as it is vital to ensuring that victims do not "fall through the cracks" of the multiple systems involved in their treatment and care.

Remember that while case management often is coordinated through nongovernmental organizations, it also may be coordinated through public agencies or system-based advocates and victim-witness professionals. It is most effective when done in partnership.

6.6 Predictable Challenges in the Response to Victims

After a law enforcement action and upon affirmation of a person as a victim of trafficking, the multidisciplinary team works collaboratively to execute a plan for the release and safe housing of the person. If the person is a foreign national, this may include having an ICE agent remove bond conditions, recommend release, obtain deferred action, and request Continued Presence.

Once again, time is a crucial factor. The sooner the victim is brought to a place of safety, the sooner the recovery begins. However, it is seldom a smooth transition from the place of discovery to the place of victim recovery.

Keep in mind that victims of human trafficking may have lost trust in others, and it will take time to develop a relationship. Every case presents its own set of challenges – be adaptive!

The Diverse Needs of Victims

Challenges:

Victims of trafficking have diverse and distinct needs that may require specialized responses. Victims who are foreign nationals often require immigration relief assistance and translation services to access social services and support. They also may need assistance reuniting with family members who are located in foreign countries through the derivative T-visa process.

In contrast, victims who are U.S. citizens or legal permanent residents have access to a wider range of social services. They likely do not need language assistance but they may need support accessing emergency shelter or transitional housing and case management services.

Victims' needs may differ depending on whether the person is an adult or a minor; a victim of sex trafficking or labor trafficking; and a male, female, or transgendered individual.

Service providers may have limitations on the populations they can serve based on where their funding originates.

Existing Task Forces address these challenges in a variety of ways. Some develop expertise assisting a particular type of trafficking victim. Others develop a bifurcated response to address the crime in their area comprehensively.

The bifurcated response requires the development of two protocols – one for foreign national victims, which incorporates translation services, immigration assistance, and ICE involvement; and one for U.S. citizen victims, which includes support to access state or federal benefits such as Medicaid, Supplemental Nutrition Assistance (a.k.a. food stamps), Temporary Assistance for Needy Families (TANF), Healthy Screening, and Employment and Training Assistance.

This response mechanism is an excellent way to ensure that the Task Force is able to effectively support all victims who are identified.

Tips for Meeting Victims' Needs:

- Few victim service providers can provide a comprehensive array of services to all types of trafficking victims. To address the victim's needs, a diversity of service providers are needed as Task Force partners.
- Understand the limitations of each service provider's response capacity and the funding restrictions under which they operate. For example, service providers who typically work with homeless youth may not be equipped to assist immigrant victims and immigrant advocacy groups may not be equipped to assist street-based youth.

The Victim as a Witness

Challenges:

As many first responders know, the participation of a victim as a witness in the criminal justice system is always complex, often placing additional pressure on the victim. Victims of human trafficking may have undergone tremendous exposure to violence and psychological trauma. They often have suffered under conditions that have left them with a sense of hopelessness that is further complicated by the perpetrator's success in convincing the victims that they are responsible for their own suffering.

Personal safety and self-preservation are the primary concerns of the victim. First responders who encounter reluctant victims often are frustrated by their failure to remember this important fact. Despite the good intentions and expertise of the first responder, the victims are likely to be preoccupied with basic matters of self-protection and survival.

A law enforcement rescue, for instance, does not automatically signal to them that all is well. Victims need to feel safe and know that their traffickers are not nearby. Victims are usually fearful about facing their traffickers and testifying against them, and will require a great deal of support through the process.

The TVPA requires that trafficking victims cooperate with law enforcement. This is difficult for most victims and often is not what they would choose. Many victims, wanting to move on with their lives, become frustrated by the lengthy criminal justice system process. If victims disappear, there is no case.

Tips for Working With Victim-Witnesses:

- Approach victims with openness and try to understand that they have been through a very complex experience – physically, mentally, and emotionally.
- Discuss constraints and timelines among victim service providers and law enforcement in Task Force meetings so that everyone can respond to the victims efficiently.
- Stay in close communication with victims, making certain that they remain informed about the process, the actions being taken on their behalf, and the duration of time they should anticipate between actions. This is best accomplished by service providers and case managers so that it does not appear to be coaching.
- Remember that the victim will need some time to heal. If the victim has not been given sufficient time to cope with traumatic events, an untimely confrontation of the perpetrator in court could be disastrous for the victim's mental and emotional well-being, as well as for the case.

Unfortunately, legalities may not offer an alternative if a perpetrator is in custody or under arraignment. This is a significant factor to be considered in completing an investigation and bringing the matter before the court. Victim service providers are essential at this stage of the case and should work in partnership with the prosecutor.

- While current legislation requires that adult victims be willing to participate in the investigation, strong evidence-based investigations support the victim-witness and corroborate testimony.

Victim Conditioning, Coaching, and Cooperativeness

Challenges:

The unfortunate reality is that the perpetrator often has a significant control advantage over the victim, even when the victim has been removed to a place of safety. The perpetrator knows what conditioning techniques were used against the victim, knows the victim's weaknesses, and could have spent enough time with the victim for a measure of traumatic bonding to have affected the victim.

Victims have been dependent on traffickers and may have had a personal or romantic relationship. This is a difficult bond to break and all responders need to understand this dynamic.

The perpetrator may try to intervene or contact the victim. Following arrests, perpetrators have swiftly intervened to bail victims out of law enforcement custody or bring in attorneys as representatives of the victims. In such cases, the victims will have been coached to anticipate the arrival of attorneys, and their cooperation with law enforcement may be delayed or nonexistent. In other instances, trafficker accomplices who are known to the victim may be posing as victims.

Tips:

- Be patient when working with the victim. Considering the victim's mindset, experiences, and myriad other factors, investigators, prosecutors, and all responders should expect a measure of inaccuracy or confusion in victims' accounts of their experience. The first account often is dramatically different from the last account, and each account may contain a measure of truth, conditioned beliefs, confusion, or misleading embellishment.
- The sooner victims achieve some physical security, emotional support, and feel less vulnerable, the better their capacity to cope with and relay their experiences. What victims of human trafficking are looking to discover is that they will be safe and better off with authorities and service providers than they were with their traffickers.
- Take precautions to be certain that the traffickers have been separated from the victims and are not posing among the victims before taking them to the shelter.
- Find ways to minimize or eliminate contact between the victim and the trafficker or people affiliated with the trafficker.

The Arrest, Detain, and Hold Dilemma

Challenges:

In developing a comprehensive “victim-centered” response, it is critical that law enforcement and victim service providers look at the experience of the victim from the moment the victim is first encountered by law enforcement. Often, during that first encounter the victim is seen as a criminal; they may have been involved in various criminal activities, and the context of the situation is not known. Many law enforcement officers struggle with whether to arrest or detain a suspected victim of trafficking who is engaged in illegal activity. At times, it may not be immediately clear that an individual is a victim, a witness, or a suspect.

Some potential victims are considered by law enforcement as primary witnesses on a case, and their safety, protection, and well-being may be critical to the successful prosecution of the case.

While arrest may be the quickest way to remove a potential victim from a situation, law enforcement officers struggle with this choice because they know that arresting a potential victim may create further stress for the individual and may cause more harm than good.

Arresting, detaining, and holding a victim of human trafficking, and treating them as criminals, makes the traffickers’ threats and the victim’s fear of law enforcement a reality, and often strengthens the bond between the victim and the trafficker, rather than breaking it. The reaction of most victims who are detained by law enforcement is to deny that they are a victim and deny that anyone forced them to perform the service or labor in question. If a lack of information, cooperation, concrete evidence, and other factors press for the release of a person suspected to be a victim of trafficking, it is highly probable that the victim will disappear and have an increased negative view of law enforcement as a result of the arrest; future opportunities to follow up may be lost.

There is the temptation by law enforcement to hold a victim in a locked facility to protect them and ensure their safety; however, this tendency to detain and isolate victims of human trafficking for their safety and protection is ironic considering the experience they have undergone. Law enforcement and victim service providers are never to replicate any of the conditions of human trafficking, especially holding someone against their will.

Victim service providers also are faced, at times, with the expectation from law enforcement to provide services to certain victims/witnesses while also holding or detaining them and restricting their ability to leave the facility or the site where services are provided. There also may be an expectation that the victim service provider is to monitor the victim’s movements 24 hours a day and report to law enforcement regarding client activities, calls to friends and family, conversations with other service providers, etc. In most cases, this expectation is inappropriate and against the policies and procedures of most victim service organizations. It also disregards the client’s right to be treated with dignity and respect, and the right to privacy and confidentiality.

Victims may not want to stay in the shelter space they are provided or work with the service agency; in some cases, they may want to return to the traffickers. Victims must make their own choices despite the fact that these choices might appear to be unsafe and detrimental to the success of a criminal case.

Tips:

- First, consult with your Task Force partners to see if surveillance or an investigation is already underway for the location or individual in question and make a decision for response with the team.
- Remember that individuals under the age of 18 who are involved in commercial sex acts are to be considered victims of human trafficking. Have a Task Force response plan of action in place that includes the rapid intervention for victims to be released from law enforcement custody directly to the care of victim service provider partners. The plan must take into consideration the policies, procedures, and eligibility requirements of the victim service program(s) to ensure that placement with that program is appropriate.
- Have a specific plan for “potential victims” and witnesses. It is never appropriate to refer individuals who are not victims to shelters specifically designed for victims.
- If an arrest is made, opportunities to build rapport should be taken by law enforcement or by partnering victim service providers. This is the opportunity for victim service providers to describe their services and experience with similar cases, and to give contact information. Some victims decline help initially, but come forward later.
- Alert a partner service provider of a pending enforcement action with sufficient information to prepare for a rapid response and initiation of services for any anticipated exceptional circumstances.
- Preplanning whenever possible with all potential stakeholders in the response is a significant advantage when competing against the clock. Laws generally permit reasonable but not protracted detentions of persons before a release or arrest must be made. The clock starts and runs quickly during a complex operation.
- Be prepared: Traffickers may plan and prepare victims for an arrest, and their attorney may get to the police station before the transport officer arrives.
- A good practice of a Task Force group is to have one service provider serve as the coordinating service organization. Clear agreements, trusting relationships, and a proven track record of mutual reliability make this relationship invaluable to all involved and give law enforcement strong confidence about the control of information and how it is shared.

The Case Manager, the Victim’s Attorney, and the Prosecutor**Challenges:**

Few areas concerning services for victims seem to generate as much angst as the introduction of an attorney for the victim into the response. Victims have legal rights and vulnerabilities and should be afforded the opportunity for their rights to be understood and preserved. Nevertheless, prosecutors and law enforcement officials, even with best intentions for the victims, tend to see a victim attorney as an impediment.

An inexperienced and ill-informed victim attorney can be an impediment to the judicial process and to the well-being of the victim. Similarly, a prosecutor who is unfamiliar with the crime of human trafficking also may unwittingly be an impediment to the case.

Tips:

- Include attorneys representing victims of trafficking as a part of the Task Force effort. Though the case manager and the attorneys have distinctly different roles, the communication and coordination that can and should occur among these professionals in a trafficking case is paramount to a victim-centered response.
- Hold case conferences and come to an agreement about strategies to reduce trauma and revictimization and to create the most tolerable environment for the victim as a witness in the prosecution of perpetrators.
- The victim should be encouraged to participate in the case planning to the fullest extent possible.

Safety and the Safe House**Challenges:**

Victims of human trafficking are very vulnerable to being retraumatized in the arrest and detention processes. Finding adequate and appropriate emergency, transition, and long-term shelter and housing has been a challenge for many Task Forces in operation.

Tips for Finding Safe Housing:

- An important responsibility for a Task Force is to agree on procedures for utilizing shelters, screening practices, and law enforcement involvement.
- Remember that victim service providers support victims and mitigate the effects of the arrest and detention processes. They typically express major concern about victim safety but do not use locked facilities. They engage in safety planning with victims and call on law enforcement for backup support.
- Case management is the key to effective service provision. Victims need to be stabilized in order to be independent, effective witnesses in the process.
- Victim service providers need time to conduct a screening assessment before placing a victim in a shelter or other housing alternative. Placement choices may be disastrous if this does not occur.
- Careful communication between the case manager and shelter staff is critical in order to minimize problems. Victims may disregard shelter rules and compromise the safety of others. Or victims may not be participating in counseling groups and other shelter activities, and this may cause resentment on the part of other residents. Some victims do not want to tell their stories in this environment.

Be aware that some domestic violence (DV) shelters are unwilling to extend their services to trafficking victims due to safety concerns, and because the specific needs of victims of

trafficking might not be addressed in a shelter setting. Victims have been placed in DV or homeless shelters without screening, support for shelter staff, or any explanation of the issues.

If the status of the victim has yet to be determined, placement in a DV shelter is fine. If it has been determined that the individual is a victim of human trafficking, it is best to find housing for them in a specialized setting.

The following document is on **Shelter and Safe Houses**:

[Finding a Path to Recovery: Residential Facilities for Minor Victims of Sex Trafficking](#)

6.7 Recommended Tools and Trainings

Topic	Resource Title	Description
Child/Minor Victims of Human Trafficking	Legal Best Practices Guide for the Protection of Child Victims of Human Trafficking	This document by the U.S. Department of Health and Human Services and Florida Immigrant Advocacy Center provides an overview of information helpful to identify, assist, and effectively represent children who are victims of human trafficking, including a list of definitions, red flags, case illustrations, tips, laws, and other resources about working with child victims of human trafficking.
	Requesting Assistance for Child Victims of Human Trafficking	This document by the U.S. Department of Health and Human Services provides contact information on whom to call within the Office of Refugee Resettlement to request assistance with a child victim of human trafficking.

Topic	Resource Title	Description
International Documents	First Aid Kit for Use by Law Enforcement in Addressing Human Trafficking	Developed by the United Nations Office on Drugs and Crime, the first aid kit is not intended as a substitute for in-depth, specialized response to human trafficking, but is offered as a tool to help persons who may come into contact with trafficked persons, to take the vital first steps necessary to protect victims and catch the criminals involved. In addition to English, the First Aid Kit is available in Arabic, Chinese, French, Russian, and Spanish.
Interviewing Victims	WHO Ethical and Safety Considerations for Interviewing Trafficked Women	Intended mainly for researchers, media persons and service providers unfamiliar with the situation of trafficked women, this document aims to build a sound understanding of the risks, ethical considerations, and practical realities related to trafficking of women.
Law Enforcement Specific	Enhancing Law Enforcement Response to Victims	A joint effort by the Office for Victims of Crime and the International Association of Chiefs of Police, this package includes a 21 st Century Strategy which details the benefits, challenges, and methods of enhancing local and state law enforcement response to victims of crime, as well as an Implementation Guide, a Resource Tool Kit and a Training Supplemental.

Topic	Resource Title	Description
	First Response to Victims of Crime Guidebook	<p>Developed in 2008 by the Office for Victims of Crime and the National Sheriffs Association, this guidebook provides guidelines for response to a variety of victim populations and crimes, including human trafficking.</p>
	The Mindset of a Human Trafficking Victim	<p>Created as part of the U.S. Department of Health and Human Service’s Rescue and Restore Campaign Toolkit, this resource for law enforcement provides guidance on how victims of human trafficking may see themselves and their situations.</p>
	Sex Trafficking: Identifying Cases and Victims	<p>Written by Robert Moosey, former Director of the Human Trafficking Prosecution Unit in the Civil Rights Unit of the U.S. Department of Justice for the National Institute of Justice Journal in 2008, this article provides direction for law enforcement on identifying cases and victims of sex trafficking.</p>
	POST Guidelines for Law Enforcement Response to Human Trafficking	<p>Developed in 2008 by the California Commission on Peace Officer Standards and Training, this tool was designed to provide law enforcement with a systematic process for conducting a human trafficking investigation.</p>

	<u>Working with Survivors of Human Trafficking: A Brief Manual for Law Enforcement</u>	Created by Project Reach in 2007, this document provides guidance for law enforcement on working with survivors of human trafficking, including information on trauma, interviewing victims, safety issues, and the impact of vicarious trauma.
Needs Assessment Reports and Guides	<u>Guide to Conducting a Needs Assessment</u>	Developed as part of the Office for Victims of Crime Technical Assistance Guide Series, this e-Guide details how to conduct a comprehensive needs assessment of one's community, target populations, and the services available to them. It also provides guidance on using the results of the needs assessment to further develop, refine, and implement a program.
	<u>Needs Assessment for Service Providers and Trafficking Victims</u>	This document reports the findings from the National Institute of Justice National Needs Assessment of Service Providers and Trafficking Victims. The needs assessment was designed to answer the questions of what services exist for trafficking victims; how responsive these services are to victims; what barriers there are to providing services; and what assistance/support service providers need to serve trafficking victims.
Translation and Language Assistance	<u>Protecting Privilege: Using Interpreters Responsibly</u>	This resource, created by Ayuda, addresses some of the issues encountered when adding a third party interpreter into the protected attorney-client relationship. The research focuses on Washington, DC, Maryland, and Virginia but is illustrative for other jurisdictions as well.

	<p>Culture Grams</p>	<p>“Culture Grams” are concise reports that describe a country's peoples, customs, lifestyle, and society. Service providers working directly with victims of human trafficking have described these as helpful resources when working with an individual of whom they know very little culturally in order to provide them with better and more appropriate services. A subscription is needed to receive this resource.</p>
	<p>“I Speak” Cards</p>	<p>Provided by an organization called Culture Connect, these resources, available in many different languages, are two-sided bilingual cards with printed information about Language Access Rights, as well as a statement that requests an interpreter. “I Speak” cards can be obtained from the Culture Connect Web site or by calling (800) 574-9237.</p>
	<p>Language Line</p>	<p>This service, which must be paid for, provides national, personal interpretation services. This service can be purchased on the Language Line Web site or by calling (888) 808-9008.</p>
	<p>Pacific Interpreters</p>	<p>This service, which must be paid for, provides national interpretation service and is specifically focused on interpretation of medical conversations. The service can be ordered on the Pacific Interpreters Web site or by calling (800) 311-1232.</p>

	<u>Telelanguage Interpretation Service</u>	This service, which must be paid for, provides national, personal interpretation services. This service can be purchased on the Telelanguage Interpretation Service Web site or by calling (888) 877-TELE (8353).
Rapport and Trust Building	<u>Messages for Communicating with Victims of Human Trafficking</u>	Created as part of the U.S. Department of Health and Human Service's Campaign to Rescue and Restore Campaign Toolkit, this resource provides tips for individuals working directly with victims of human trafficking on how to build rapport and gain trust.
Service Provider Specific	<u>The IOM Handbook on Direct Assistance for Victims of Trafficking</u>	This handbook, developed by the International Organization for Migration, provides guidance and advice necessary to effectively deliver a full range of assistance to victims of trafficking from the point of initial contact and screening up to the effective social reintegration of the individuals concerned.
	<u>Domestic & Sexual Violence Advocate Handbook on Human Trafficking</u>	This handbook is designed for domestic violence and sexual violence advocates. Developed by the Florida Coalition Against Domestic Violence, it provides basic information on human trafficking and how to identify and assist a person who is trafficked.
	<u>The Mindset of a Human Trafficking Victim</u>	Created as part of the U.S. Department of Health and Human Service's Campaign to Rescue and Restore Campaign Toolkit, this resource for service providers contains guidance on how victims of human trafficking may see themselves and their situations.

	Look Beneath the Surface: Role of Social Service Providers in Identifying and Helping Victims of Human Trafficking	<p>Created as part of the U.S. Department of Health and Human Service's Campaign to Rescue and Restore Campaign Toolkit, this ready-made PowerPoint is for service providers providing training on the general overview of human trafficking and the important role of victim service providers.</p>
	Working with Survivors of Human Trafficking: A Brief Manual for Service Providers	<p>Created by Project Reach in 2007, this document provides guidance for service providers on working with survivors of human trafficking, including information on trauma, interviewing victims, assessment of client needs, safety issues, and the impact of vicarious trauma.</p>
<p>Shelter and Safe Houses</p>	Finding a Path to Recovery: Residential Facilities for Minor Victims of Sex Trafficking	<p>Funded in fall 2006 by the U.S. Department of Health and Human Services, this 12-month exploratory project and subsequent report provide information on how HHS programs are addressing the needs of victims of human trafficking, including domestic victims, with a priority focus on domestic youth.</p>
<p>Continued Presence Forms and Resources</p>	HHS Anti-Trafficking in Persons Contacts for Certification and Eligibility Letters	<p>This resource provides contact information for individuals within the U.S. Department of Health and Human Service's Office of Refugee Resettlement as of February 2, 2010.</p>
	I-765 Form, Application for Employment Authorization	<p>Official U.S. Citizenship and Immigration Services form for employment authorization.</p>

	I-102 Form, Application for Replacement/Initial Nonimmigrant Arrival–Departure Document	Official U.S. Citizenship and Immigration Services form to request replacement or initial nonimmigrant I-94 Arrival-Departure Document.
	Identification and Legal Advocacy for Trafficking Survivors, 3rd Edition*, New York Anti-Trafficking Network	Created by the New York Anti-Trafficking Network, this manual provides guidance to lawyers on issues that arise in the context of representing trafficking survivors. It is designed for practitioners who are familiar with basic legal terms and concepts, to offer some insight into the process.
	I-914 Form, Application for T Nonimmigrant Status	Official U.S. Citizenship and Immigration Services form for a T-visa.
	Instructions for Completing I-914	Instructions for completing the official U.S. Citizenship and Immigration Services form for a T-visa
	I-914 Supplement A Form, Application for Immediate Family Member of T-1 Recipient	Official U.S. Citizenship and Immigration Services form for a derivative applicant of a T Nonimmigrant recipient.
	I-914 Supplement B Form, Declaration of Law Enforcement Officer for Victim of Trafficking in Persons	Official U.S. Citizenship and Immigration Services supplemental form for law enforcement endorsement.
	Instructions for Completing I-914 B Supplemental	Instructions for completing the official U.S. Citizenship and Immigration Services supplemental form for law enforcement endorsement.

Topic	Resource Title	Description
	Questions and Answers: Victims of Human Trafficking, T Nonimmigrant Status	This U.S. Citizenship and Immigration Services resource answers frequently asked questions regarding the T-visa.
U-Visa Forms and Resources	Immigration Relief for Crime Victims: The U-Visa Manual	Developed in 2010 by the New York Anti-Trafficking Network, this manual aims to provide guidance to lawyers on issues that arise in the context of representing U-visa applicants. It is designed for practitioners who are familiar with basic immigration terms and legal concepts.
	I-918 Form	Official U.S. Citizenship and Immigration Services form for a U-visa.
	Instructions for Completing I-918	Instructions for completing the official U.S. Citizenship and Immigration Services form for a U-visa.
	Petition for a Qualifying Family Member of a U-1 Nonimmigrant	Information provided by the U.S. Citizenship and Immigration Services on how to request immigration benefits for a qualifying family member, or derivative, of a U-1 Nonimmigrant recipient.
	Questions and Answers: Victims of Criminal Activity, U Nonimmigrant Status	This resource from the U.S. Citizenship and Immigration Services provides answers to frequently asked questions regarding the U-visa.
Victims' Rights	Crime Victims' Rights Act (CVRA) of 2004 (18 U.S.C. § 3771)	The CVRA of 2004 was enacted to ensure that crime victims are notified of their rights, e.g., notice of court proceedings, right to be present and to be heard at public proceedings, right to restitution.

Topic	Resource Title	Description
	Crime Control Act of 1990, Child Victims' Rights (18 U.S.C. 403 §3509)	<p>This act authorizes alternatives to live in-court testimony of child victims, competency examinations, protection of privacy, victim impact statements, use of multidisciplinary child abuse teams, and more.</p>
	Immigration Options for Victims of Crime	<p>The U.S. Citizen and Immigration Services within the U.S. Department of Homeland Security created this brochure to inform law enforcement agents, social service providers, and others about the Violence Against Women Act (VAWA), U nonimmigrant status, and T nonimmigrant status.</p>
	Mandatory Restitution to Victims of Certain Crimes (18 U.S.C. § 3663A (a)(2))	<p>This legislation qualifies victims for potential reimbursement for treatment of for physical injury or pecuniary loss incurred in the course of the criminal activity.</p>
	Victims' Rights Clarification Act of 1997 (18 U.S.C. § 3510)	<p>This amendment to Title 18, U.S.C. gives further assurance to the right of victims of crime to attend the trials of those accused of the crime.</p>
	Victims of Crime Act (VOCA) of 1984 (42 U.S.C. §10601-10603)	<p>VOCA established the Crime Victims Fund to collect fines from convicted offenders. The funds are distributed through state victim assistance and compensation programs. A 1988 amendment established the Office for Victims of Crime to administer the Fund.</p>

7 RESOURCES FOR PROSECUTORS

[Links to Federal Statutes](#)

7.1 Recommended Tools and Trainings

Topic	Resource Title	Description
Civil Remedies	A Guide for Legal Advocates Providing Services to Victims of Trafficking	In 2004 the U.S. Conference of Catholic Bishops Migration and Legal Services, Catholic Legal Immigration Network, and the Legal Aid Foundation of Los Angeles developed this resource to provide detailed direction for legal advocates working with victims of human trafficking.
	Civil Litigation on Behalf of Human Trafficking Victims	Created by the Southern Poverty Law Center in 2008, this resource is an introduction to basic litigation tools for attorneys representing trafficked clients.
Prosecuting Human Trafficking	Prosecuting Human Trafficking: Lessons Learned and Promising Practices	This research paper issued by the National Institute of Justice provides results on a study that examined the effects of existing federal and state legislation from the perspective of the prosecution and identified critical challenges and barriers to successful prosecution of cases.
Prosecutor and Legal Service Specific	Working With Interpreters Outside of the Courtroom: A Guide for Legal Services Providers	Created by Ayuda, an organization that works directly with victims, this resource provides tips and direction for legal service advocates working with interpreters.

Topic	Resource Title	Description
Working with Victims of Labor Trafficking	Employment Law Guide: Minimum Wage and Overtime Pay	This resource created by the U.S. Department of Labor provides details on who is covered under the Fair Labor Standards Act in regard to minimum wage and overtime pay.
	Employment Law Guide: Work Authorization for Non U.S. Citizens: Temporary Agricultural Workers (H2A visas)	This resource created by the U.S. Department of Labor provides details on who is eligible for an H2A visa, what is required to obtain the visa, and the employee rights of H2A visa recipients.