

**VIRGINIA COORDINATED
RESPONSE AGAINST**

**HUMAN
TRAFFICKING**



*“Neither slavery
nor involuntary
servitude, except
as a punishment
for crime whereof
the party shall have
been duly convicted,
shall exist within the
United States, or
any place subject to
their jurisdiction.”*

*13th Amendment,
United States
Constitution*

**LAYING THE FOUNDATION
FOR VIRGINIA’S
COORDINATED
RESPONSE TO
HUMAN TRAFFICKING**

December 2013

Office of the Governor

Office of the Secretary of Public Safety

Virginia Department of Criminal Justice Services

Preface

Virginia has made great progress in creating a legal framework for investigating human trafficking and prosecuting those engaged in it. However, it is a complicated issue encompassing public safety, social services, education, labor, transportation, and countless private sector industries. It crosses agency and Secretariat lines, belonging to no single entity and having no political affiliation. To ensure that Virginia has a strong, deliberate, and unified approach in combatting human trafficking, agencies of the Commonwealth must work together.

Recognizing this, in 2013 Secretary of Public Safety Marla Graff Decker called for the development of a state-level strategic plan to present a collaborative and unified approach for coordinating and strengthening the Commonwealth's response to human trafficking. Under Secretary Decker's direction, the Virginia Department of Criminal Justice Services convened the Human Trafficking Workgroup to review the various anti-human trafficking activities already underway and help shape the development of recommendations and strategies for action.

On October 4, 2013 at the 2013 Governor's Summit on Human Trafficking, Governor Robert F. McDonnell signed Executive Directive No. 7 "to provide for a comprehensive, coordinated state response to the problem of human trafficking in Virginia." In the directive, Governor McDonnell directed the creation of a state-level Anti-Human Trafficking Coordinating Committee to review and coordinate state agency efforts, implement the recommendations of the Workgroup, and identify additional actions and strategies to further strengthen the Commonwealth's responses to human trafficking. The directive further directed executive branch agencies to implement several of the strategies identified by the Workgroup for immediate implementation.

Laying the Foundation for Virginia's Coordinated Response to Human Trafficking is intended as an initial framework for coordinated agency efforts. The Anti-Human Trafficking Coordinating Committee began meeting in late 2013 to embark upon its work. As Virginia transitions to a new year and a new administration, and federal efforts to support anti-human trafficking efforts increase, the Coordinating Committee will be a critical component in maintaining a unified approach to the Commonwealth's focus on human trafficking by strengthening its efforts to protect Virginia's citizens through prevention and awareness, the prosecution of traffickers, and services for victims.

Table of Contents

Introduction..... 1

Human Trafficking in Virginia 4

Virginia’s Legislative History in Regard to Human Trafficking..... 8

Developing Virginia’s Coordinated Plan 13

Recommendations & Strategies..... 14

Introduction

Human trafficking is considered one of the fastest growing criminal enterprises in the world, generating billions of dollars in profit through the exploitation and control of others. Though expanding, the general understanding of human trafficking is still in its infancy. There is often confusion between “trafficking” and “smuggling” and a common misperception that the crime mostly occurs outside of the United States or involves undocumented foreign nationals.

Often referred to as modern-day slavery, human trafficking does occur within and across the borders of the United States, victimizing citizens and non-citizens, men and women, adults and children. Other related terms include trafficking in persons, sex trafficking, domestic minor sex trafficking, child sex trafficking, commercial sexual exploitation, labor trafficking, forced labor, forced child labor, involuntary servitude, and debt bondage.

"Human trafficking is one of the fastest growing criminal enterprises in the world. This horrible crime generates billions of dollars in profits by victimizing people through control and exploitation."

*Governor Robert F. McDonnell;
October 4, 2013, Governor's Summit on
Human Trafficking*

In general, human trafficking is when people profit from the control and exploitation of others through the use of force, fraud, or coercion.¹ In 2000, the United States Congress passed the Trafficking Victims Protection Act (TVPA) of 2000 “to combat trafficking in persons, a contemporary manifestation of slavery whose victims are predominantly women and children, to ensure just and effective punishment of traffickers, and to protect their victims.”² The Act defines “severe forms of trafficking in persons” as:

- 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 an act has not attained 18 years of age; or
- B. The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

The TVPA brought a focus to prosecuting traffickers, protecting victims, and preventing the crimes of human trafficking and has been reauthorized four times since its inception.³ Originally putting protections and programs in place for undocumented foreign national victims, the 2005 reauthorization specifically recognized the issue of domestic trafficking, with an emphasis on research and sex trafficking, particularly of minors.

¹ Human smuggling is based on transportation and defined as the importation of people into the United States involving the deliberate evasion of immigration laws, as well as the harboring of aliens already in the United States illegally. U.S. Immigrations and Customs Enforcement, Fact Sheet: Human Trafficking and Smuggling, January 16, 2013.

² Public Law 106-386, division A, Section 102(a). NOTE: The Trafficking Victims Protection Act of 2000 is contained within the Victims of Trafficking and Violence Protection Act of 2000.

³ Reauthorizations occurred in 2003, 2005, 2008, and 2013.

There is no established profile of a trafficking victim, though certain factors make some individuals more susceptible to being lured into trafficking situations. Traffickers target their victims by seeking individuals who are poor, vulnerable, living in unsafe or homeless situations, or are in search of a better life. They frequently operate by:

- Using violence or threatening the person or the person’s family members;
- Harming or depriving the person of basic necessities, such as food, water, or sleep;
- Making false promises of love or companionship;
- Making false promises of a good job and home;
- Restricting contact with friends or family;
- Limiting freedom of movement;
- Controlling the person’s identification documents;
- Threatening deportation or law enforcement action;
- Garnishing the person’s salary to pay off alleged debts; and/or
- Preventing the victim from attending religious services.⁴

Identifying and assisting victims of trafficking situations can be complicated. There is a general lack of understanding of how to identify victims of human trafficking among government officials, law enforcement, and the public. Victims may also not believe or understand that they are a victim of human trafficking, or they may be reluctant to self-identify due to fear of retaliation or deportation. Service needs to ensure a victim’s protection, recovery, and future, include both short-term and long-term services. These may include shelter/housing, transportation, legal and immigration services, medical/dental/mental health care, interpretation/translation services, education, employment, case management, and more.

"Human trafficking is a complex crime involving financially motivated criminals, victims with troubled backgrounds, and clients who fuel the demand side of this appalling enterprise."

*Secretary of the Commonwealth Janet Kelly;
September 5, 2013
Press Event and News Release*

The International Labour Organization (ILO) estimates that nearly 21 million people worldwide are victims of forced labor, including forced sexual exploitation. Worldwide, 22% are victims of forced sexual exploitation and 68% are victims of forced labor exploitation.⁵

Evidence based on federal case activity and calls to the National Human Trafficking Resource Center hotline suggests that sex trafficking is more prominent in the United States than labor trafficking. It has also been linked to organized crime and gang activity. However, quantifying human trafficking has been a difficult task. Related crimes are often hidden and victims are often unidentified. Estimates have been developed and published over the years, but the actual figures and methodologies have been questioned. In the 2005 TVPA reauthorization, Congress found that “no known studies exist that quantify the problem of trafficking in children for the purposes

⁴ U.S. Department of Homeland Security, www.dhs.gov/blue-campaign/definition-human-trafficking, accessed December 7, 2013.

⁵ International Labour Organization, Press Release, June 1, 2012. Forced labor exploitation figures relate to forced labor in economic activities such as agriculture, construction, domestic work or manufacturing. The remaining 10% are victims of state-imposed forms of forced labor, for example in prison, or in work imposed by the state military or by rebel armed forces.

of commercial sexual exploitation in the United States” and that “runaway and homeless children in the United States are highly susceptible to being domestically trafficked for commercial sexual exploitation.”⁶ The National Center for Missing and Exploited Children (NCMEC) estimates there are at least 100,000 children who are victims of child prostitution and pornography each year. However, the estimate is based on estimates of runaway and homeless youth and the identification of the number of children “at-risk” of commercial child exploitation each year. In 2012, Ernie Allen, President and CEO of the NCMEC supported the estimate as reasonable and conservative, but stated the number of children who are victims of child prostitution and trafficking is unknown with certainty and that there is a “vast amount of anecdotal information, but estimating the size of the problem empirically is impossible at this time.”⁷

Efforts are underway nationally to improve data collection on incidents of human trafficking and the number of individuals victimized. Various actions for improved and expanded data collection and reporting mechanisms beginning in federal fiscal year 2013 are specified in *Coordination, Collaboration, Capacity: Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017*.⁸

⁶ H.R. 7311

⁷ Testimony of Ernie Allen before The National Academies, Institute of Medicine Committee on Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States, January 4, 2012.

⁸ President’s Interagency Task Force to Monitor and Combat Trafficking in Persons, *Coordination, Collaboration, Capacity: Federal Strategic Action Plan on Services for Victims of Human Trafficking, 2013-2017*, April 2013.

Human Trafficking in Virginia

Human trafficking does occur in Virginia, however the prevalence of it is unclear. Virginia does not currently have victim or criminal case data specifically identifying human trafficking as a variable. Both the Department of Criminal Justice Services (DCJS) and the Virginia State Crime Commission have published reports attempting to quantify human trafficking to some extent.⁹ Efforts to report human

“Human trafficking is an especially heinous crime and has life-long, tragic and unconscionable effects on the victims.”

*Secretary of Public Safety Marla Graff Decker;
September 5, 2013 Press Event & News Release*

trafficking data involve examining those offenses that may be most directly linked to human trafficking, such as wage and hour violations of the Fair Labor Standards Act, solicitation of prostitution and other prostitution-related offenses, sexual assault offenses, sexual offenses against children, and child pornography offenses.

Data availability is likely to improve as targeted investigation and prosecution efforts led by human trafficking task forces expand. Human trafficking task forces have increased throughout Virginia and are proving to be successful in identifying and prosecuting cases under federal and state law. These task forces are a collaboration of federal, state, and local law enforcement agencies dedicated to combatting human trafficking and related crime. The U.S. Attorney’s Offices in Virginia and the Virginia Office of the Attorney General are key leaders in the work of these task forces.

Several cases involving human trafficking in Virginia have been profiled in various news reports and press releases from the U.S. Attorney’s Office, Eastern District of Virginia. As evident in national reports, cases of sex trafficking in Virginia are often linked to gang activity. Examples of trafficking cases reported in Virginia include:

- On January 4, 2013, an undocumented foreign national living in Maryland was sentenced in federal court for transporting more than 100 women from other states to engage in commercial sex in Virginia. The defendant took over leadership of a multi-state sex trafficking ring and “trained an employee where to drive the prostitutes, how to collect proceeds, and how to avoid law enforcement. He advertised the prostitution business by handing out business cards at Spanish restaurants, check cashing stores, construction sites and day laborer sites. Eventually, the proceeds of the operation were sent to the enterprise’s former leader in Mexico.”¹⁰
- An Arlington resident pleaded guilty to Conspiracy to Commit Sex Trafficking by Force, Fraud and Coercion on November 19, 2013. The defendant admitted that from May 2011 through July 2013, she was the leader of a venture that prostituted women, including undocumented foreign nationals, at various hotels and motels in Northern Virginia. She coerced some of the women to prostitute by claiming that she had ties to U.S. immigration agencies and that she could have the victims removed from the United States if they refused. She coerced other women by claiming that she had ties with local law enforcement agencies and that the victims would be arrested if they did not perform commercial

⁹ Virginia Department of Criminal Justice Services, *DCJS Response to SB 1453 Concerning Human Trafficking in Virginia*, April 2011 and *Human Trafficking in Virginia: An Update to the April 2011 Report Submitted to the Secretary of Public Safety*, September 2012; Virginia State Crime Commission, *Indecent Liberties and Prostitution Related Offenses Involving Children (HD8)*, 2010.

¹⁰ United States Attorney’s Office, Eastern District of Virginia, Press Release, January 4, 2013.

sex acts. One victim incurred a debt to the defendant who used a form of debt bondage to induce this victim to perform sex acts. The defendant also claimed to be affiliated with a criminal street gang and implicitly threatened victims with harm if they failed to comply with her demands.¹¹

“Human trafficking is a terrible crime that unfortunately affects thousands of young women and children every year here in Virginia.”

*Delegate David L. Bulova, 37th District,
February 5, 2013, posting
davidbulova.com/page/2/*

- On December 14, 2012, a 22-year-old man from Alexandria, Virginia, was sentenced in federal court for his role in a gang-run juvenile prostitution ring. According to the U.S. Attorney’s Office of the Eastern District of Virginia, the defendant became involved in juvenile sex trafficking through his membership in MS-13. MS-13 members prostituted the victim at various motels and apartments in Alexandria, Arlington, Fairfax, and Falls Church. The victim was not permitted to leave the prostitution scheme, and MS-13 members plied her with drugs and alcohol to make her more compliant while her body was being exploited for profit.¹²
- In March 2012, the U.S. Attorney’s Office of the Eastern District of Virginia announced the arrest of five alleged members of a Fairfax-based affiliate of the Crips for offenses related to underage sex trafficking. The group was accused of luring girls as young as 16 by approaching them at high schools, Metro stations, and on the street, as well as through social media such as Facebook. Once they were lured in, the girls were forced into prostitution through violence and drugs. The girls were from wealthy neighborhoods – they lived at home with their parents, they were not runaways.¹³
- Two men from Hampton and Newport News were convicted on charges stemming from obtaining money in exchange for sex acts performed by a 13-year old victim. The victim was transported to hotels in Hampton Roads to engage in prostitution. The defendants provided the victim with alcohol and illegal drugs, they then videotaped the victim engaging in sex acts. The defendants made fliers and posted additional advertisements on backpage.com.¹⁴
- On November 23, 2011, two individuals were indicted by a federal grand jury on charges of forcing two Indonesian women to work long hours at well-below minimum wage as domestic servants in the defendants’ home. The defendants allegedly isolated the two women and paid them less than promised in their contracts – at times less than \$400 per month, despite requiring long hours of work. The defendants allegedly imposed a number of rules on the women, such as prohibiting them from conversing in any language other than Arabic, prohibiting the women from speaking to the neighbors, and not permitting them to leaving the property unless accompanied by a member of the defendants’ family. At least one of the victims was threatened with arrest and imprisonment if she left the house, and both victims were forced to engage in sexual conduct with one of the defendants. In addition, the defendants confiscated the workers’ passports.¹⁵

¹¹ United States Attorney’s Office, Eastern District of Virginia, Press Release, November 19, 2013.

¹² United States Attorney’s Office, Eastern District of Virginia, Press Release, December 14, 2012.

¹³ United States Attorney’s Office, Eastern District of Virginia, Press Release, March 29, 2012.

¹⁴ United States Attorney’s Office, Eastern District of Virginia, Press Release, October 12, 2012.

¹⁵ United States Attorney’s Office, Eastern District of Virginia, Press Release, November 23, 2011.

General awareness of human trafficking appears to be increasing throughout Virginia. This is partially demonstrated by calls to the National Human Trafficking Resource Center (NHTRC) hotline.¹⁶ Calls to the hotline have more than tripled since 2009, increasing from 143 calls in 2009 to 465 in 2012. Based on the first half of the year (375 calls between January and June), the number of calls is expected to show another significant increase for 2013. Calls may be for a variety of purposes, including general information requests. Calls received from Virginia for 2012 are reported as follows:

2012 Calls to the National Human Trafficking Hotline from Virginia ¹⁷	
Call Category	Number of Calls
Crisis	73
Tips	80
Training and TA	26
Referrals	62
General Information	86
High Risk	77
Unrelated	59
Unable to Determine	2
Grand Total	465

Of the calls received by the hotline from Virginia in 2012, the NHTRC identified approximately 20% (n=95) as potential trafficking situations based on the level of information and demonstrated key indicators. Of those categorized as “high” (n=36), 10 (27.8%) were in regard to labor trafficking, 24 (66.7%) in regard to sex trafficking, and 2 were considered “other” (5.6%).¹⁸

In 2012, DCJS conducted an online needs assessment survey on human trafficking services. Respondents included victim-witness service providers, domestic violence/sexual assault service providers, adult and juvenile state probation/parole agencies, and adult and juvenile correctional facilities throughout the Commonwealth. Findings regarding service needs of victims mirror those reported throughout research and other reports, including:

- Trafficking victims have more severe problems and more complex needs than other victims they serve, and often involve mental health, legal, distrust, and trauma-related issues.

“Traffickers often prey on our most vulnerable citizens – runaway youths, foster children, and kids without a strong sense of identity – in order to make a profit.”

*Secretary of the Commonwealth Janet Kelly;
September 5, 2013
Press Event and News Release*

¹⁶ The National Human Trafficking Resource Center and hotline are funded by the U.S. Department of Health and Human Services and managed by the Polaris Project. The hotline operates 24 hours a day, 7 days a week, 365 days a year.

¹⁷ National Human Trafficking Resource Center, *Virginia State Report January 1st, 2012 to December 31st, 2012*. Accessed November 2013; according to the NHTRC, statistics are subject to change.

¹⁸ Ibid.

- Trafficking victims' most-needed services include: food, emergency housing, sexual assault services, counseling, and case management/coordination of services.

Most respondents felt that their organization is unable to adequately meet the needs of trafficking victims. The three most critical barriers/challenges identified by survey respondents to providing services to trafficking victims were: a lack of adequate resources, problems identifying trafficking victims, and a lack of adequate training. The majority of respondents also felt that more training is needed to improve the provision of services to trafficking victims.¹⁹

¹⁹ Virginia Department of Criminal Justice Services, *Report on the Human Trafficking Services Needs Assessment Survey*, September 2012.

Virginia Legislative History Regarding Human Trafficking

Virginia has many statutes which have been, and continue to be, used to arrest and prosecute perpetrators of human trafficking. Abduction statutes, solicitation statutes, and various statutes against child pornography, offenses against children, and sexually violent offenses are just some of the state laws used to hold those engaging in sex trafficking accountable for their actions. Labor laws and civil penalties are useful for holding labor traffickers accountable. However, in recent years there has been a concentrated effort to place a stronger emphasis on human trafficking crimes and put more specific laws in state code to hold offenders accountable and protect victims.

"The objectification and exploitation of other humans for financial gain is deplorable..."

*Governor Robert F. McDonnell;
September 5, 2013
Press Event and News Release*

Legislation specifically recognizing the issue of human trafficking appears to have first come to the attention of the Virginia General Assembly in 2006 when five bills were introduced to create a Human Trafficking Act or Human Anti-Trafficking Act and establish penalties for the trafficking of persons.²⁰ All of the House Bills were left in the House Courts of Justice Committee and therefore, not considered further for passage. The two Senate bills were incorporated and a new version was substituted which changed the nature of the original bills, resulting in legislation amending an existing extortion statute. The bill which passed both the House and Senate and was signed into law amended §18.2-59 of the *Code of Virginia* by adding threatening to report a person illegally residing in the United States as a form of extortion.²¹ Further amendments were made to this same section of the *Code* in 2007 when destroying, concealing, confiscating, holding, or threatening to hold, passports or government documentation was added to the extortion statute.²²

Attempts to create an Anti-Human Trafficking Act were again made, and failed, in 2007.²³ However, the General Assembly did pass legislation creating the Commission on the Prevention of Human Trafficking for the purpose of developing and implementing a state plan for the prevention of human trafficking. Meeting once in 2007 and three times in 2008, the Commission considered a number of issues for potential action; however, no formal votes were taken on any of the issues by the end of 2008 and no specific legislation resulted from it. No formal reports or plans were published by the Commission and it was not extended past its sunset date of July 1, 2009.²⁴

²⁰ HB418; HB965; HB1100; SB291; SB505 (2006). Reports and articles note that between 2005 and 2006 more than 20 bills addressing human trafficking crimes and issues were introduced. However, no bills using the term "human traffic", "human trafficking", "sex trafficking" or "labor trafficking" were found in a search of legislation from 1994-2005.

²¹ SB291; 2006 Acts of Assembly, Chapter 313.

²² HB1921; 2007 Acts of Assembly, Chapter 453; SB815; 2007 Acts of Assembly, Chapter 547. SB815 incorporates SB1027 and SB1227 also introduced in 2007.

²³ HB2551 (2007). See also SB815 (2007) as introduced. Though SB815 eventually passed, the provisions for the Human Anti-Trafficking Act were removed.

²⁴ HB2923; 2007 Acts of Assembly, Chapter 525. Summaries of the Commission's work and presentations can be accessed through the Virginia Legislative Information System.

<http://leg2.state.va.us/DLS/h&sdocs.nsf/5c7ff392dd0ce64d85256ec400674ecb/687970da61a7b6e28525744b005c34fd?OpenDocument>

The General Assembly more broadly recognized the existence of human trafficking in 2009 when both the House and Senate agreed to Senate Joint Resolution 412 denouncing the practice. This same year, legislation was introduced defining human trafficking and linking punishment to the Virginia Racketeer Influenced and Corrupt Organization Act. The bill was substituted with a new version by the House Committee for Courts of Justice which removed the definition of human trafficking and made amendments to existing abduction and racketeering laws. The Senate issued yet another substitute and the bill eventually went to a conference committee of House and Senate members in an attempt to resolve the differences. The final legislation which was signed into law made several changes to abduction and racketeering statutes, still without a definition of human trafficking per se, but adding language in §18.2-47 which closely aligns with common definitions and descriptions of human trafficking:

Any person who, by force, intimidation or deception, and without legal justification or excuse, seizes, takes, transports, detains or secretes another person with the intent to subject him to forced labor or services shall be deemed guilty of “abduction.” For purposes of this subsection, the term “intimidation” shall include destroying, concealing, confiscating, withholding, or threatening to withhold a passport, immigration document, or other governmental identification or threatening to report another as being illegally present in the United States.²⁵

An attempt to amend this further was made in 2011 when a bill was introduced to strengthen abduction laws in particular relation to minors forced into the commercial sex industry. Various issues with the original proposal resulted in multiple substitutions, a conference committee of House and Senate members, and a Governor’s amendment before the changes to §18.2-48, §18.2-67, and §18.2-356 were agreed to.²⁶

In 2010, the General Assembly passed House Joint Resolution 97, directing the Virginia State Crime Commission to study the penalties for taking indecent liberties with children and prostitution-related offenses involving children, citing human trafficking in the justifying language. The Commission concluded the following: “In reviewing the criminal offenses in Virginia that are associated with human trafficking, namely, child prostitution and extortion for purposes of obtaining labor or other services, it appears that there are few, objectively identified cases involving human trafficking which come to the attention of the Virginia criminal justice system. The crimes of indecent liberties, and indecent liberties by a custodian, which are only tangentially connected with this issue, appear to be treated as the serious crimes that they are.” As a result of their findings, the Crime Commission made no recommendations for legislative or other policy changes.²⁷

“The legislative measures that have recently passed in Virginia and the efforts of law enforcement and prosecutors across the state make it clear to these criminals that there is no place in our Commonwealth for human trafficking, that we will stand up for victims, and that we will pursue those who have committed this offense with the full force of the law.”

*Secretary of Public Safety Marla Graff Decker;
September 5, 2013
Press Event and News Release*

²⁵ HB2016; 2009 Acts of Assembly, Chapter 662.

²⁶ HB1898; 2011 Acts of Assembly, Chapter 785.

²⁷ Virginia State Crime Commission, Indecent Liberties and Prostitution-Related Offenses Involving Children, House Document 8, 2011, p13.

The term “human trafficking” was added, without definition, to the *Code of Virginia* during the 2011 legislative session when the duties of the DCJS were expanded to, in conjunction with the Office of the Attorney General (OAG), “advise law-enforcement agencies and attorneys for the Commonwealth regarding the identification, investigation, and prosecution of human trafficking offenses using the common law and existing criminal statutes in the *Code of Virginia*”.²⁸ To address the new mandate, DCJS developed a comprehensive on-line library of information and links on human trafficking with specific pages for law enforcement, prosecutors, and victim service providers. A small workgroup of stakeholders was convened to review the information and proposed site before its launch on July 1, 2011. Considered to be one of the most comprehensive resources available by many, the site logged almost 16,000 page views in its first two years of operation.

DCJS reached out the OAG to begin the dialogue on possible joint efforts and to identify resources to fund training.²⁹ Staff from DCJS met frequently with staff from the OAG to help launch a training pilot for teams of law enforcement, prosecutors, and victim service providers. The day-long event was held in August, 2011. Additional trainings have expanded and continued into 2012 and 2013 with law enforcement and prosecutors. Primarily organized by the OAG, DCJS provides assistance.

Also in 2011, the General Assembly passed legislation directing the Virginia Department of Social Services (DSS) in the Acts of Assembly “to develop a plan for the delivery of services to victims of human trafficking. Such plan shall include provisions for (i) identifying victims of human trafficking in the Commonwealth; (ii) assisting victims of human trafficking with applying for federal and state benefits and services to which they may be entitled; (iii) coordinating the delivery of health, mental health, housing, education, job training, victims’ compensation, legal, and other services for victims of human trafficking; (iv) preparing and disseminating educational and training programs and materials to increase awareness of human trafficking and services available to victims of human trafficking among local departments of social services, public and private agencies and service providers, and the public; and (v) developing and maintaining community-based services for victims of human trafficking. In developing its plan, the Department shall work together with such other state and federal agencies, public and private entities, and other stakeholders as the Department shall deem appropriate.”³⁰

"Fighting human trafficking in Virginia should be a top priority for all of us. With recent reports of growing gang involvement in sex trafficking, we must multiply our efforts in fighting this terrible crime."

Senator Adam P. Ebbin, 30th District; January 30, 2012 News Release posted on adamebbin.com/content/virginia-leaders-highlight-human-trafficking-top-priority-2012

²⁸ SB1453; 2011 Acts of Assembly, Chapter 719; §9.1-102.

²⁹ As of 2013, no additional funding has accompanied any of the state agency anti-human trafficking mandates. Agencies have utilized existing resources and grant funds to accomplish their various tasks.

³⁰ HB2190; 2011 Acts of Assembly, Chapter 258. HB2190 resulted in a \$1 bill, meaning the directive to DSS does not appear in Title 63.2 of the *Code of Virginia* under the statutes governing DSS.

The General Assembly expanded the DSS role in 2012 and brought the Department of Education (DOE), via its support of the Board of Education, into the expanding list of state agencies with anti-human trafficking responsibilities with the passage of identical House and Senate bills, adding §22.1-16.5 and §63.2-214.3 to the *Code of Virginia*. The legislation directs the Board of Education, in collaboration with DSS, to provide awareness and training materials for local school division staff on human trafficking, including strategies for the prevention of trafficking of children. The legislation further directs DSS, in consultation with experts in the field of human trafficking prevention, to provide the Board of Education resource information and materials for distribution.³¹

"We are fortunate in Virginia to have elected officials who pass laws to protect these victims and seek to bring the healing they so desperately need."

*Secretary of the Commonwealth Janet Kelly;
September 5, 2013
Press Event and News Release*

In response to the initial legislation in 2011, DSS convened an Advisory Committee and tasked three workgroups with developing recommendations and implementation plans. The three workgroups (victim identification, victim assistance, and outreach and education) met throughout 2011 and 2012 brainstorming issues and potential recommendations for consideration by the Advisory Committee. All workgroups presented final reports to DSS in September 2012 and to the Advisory Committee in December 2012. A final report is anticipated for publication in 2013.

In 2012 and 2013, the General Assembly passed legislation requiring operators of certain specified businesses to post notice of the existence of a human trafficking hotline in an effort to raise awareness and alert potential victims of available assistance.³² Both bills that passed were modified throughout their respective sessions to clarify posting issues and respond to concerns raised by private business owners. In 2013, SB1292, identical to HB2061 requiring truck stops to post notices, failed to advance from the Senate Committee on Commerce and Labor, largely due to the impact of such legislation on private businesses. By the time HB2061 made its way to the Senate committee, a substitute version which satisfied industry representatives was under consideration and the bill cleared the committee, advancing to its final passage. Under §40.1-11.3 of the *Code of Virginia*, the Virginia Department of Labor and Industry (DOLI) is charged with determining the content of the notice, the size of the notice, the languages it is to be posted in, and make the notice available on its website and other means of publication it deems appropriate. DOLI may impose civil penalties on businesses failing to comply. Businesses are allowed to use notices other than those produced by the Department, provided these notices comply with DOLI guidelines.

Several bills were passed during the 2012 and 2013 General Assembly sessions to enhance law enforcement activities and the prosecution of cases related to human trafficking. In 2012, recognizing the link between gang activity and human trafficking, the General Assembly expanded the definition of "predicate criminal act" in §18.2-46.1 for enhanced penalties for crimes committed by gangs to include taking or detaining any person for the purpose of prostitution and receiving money from earnings of anyone engaged in prostitution.³³ In 2013, legislation was passed expanding §15.1724, allowing law enforcement to go beyond their territorial limits for the

³¹ SB259 and HB1188; 2012 Acts of Assembly, Chapters 317 and 370 respectively.

³² HB1200; 2012 Acts of Assembly, Chapter 630; HB2061; 2013 Acts of Assembly, Chapter 304. Specified businesses include "stripteasing or topless entertaining or entertainment that has employees who are not clad above or below the waste" and truck stops, defined as a facility that is capable of fueling a qualified highway vehicle that bears an IFTA identification marker as those terms are defined elsewhere in the *Code of Virginia*.

³³ HB546; 2012 Acts of Assembly, Chapter 364.

enforcement of abduction laws and for multi-jurisdictional grand juries under §19.2-215.1 to investigate offenses involving the receipt of money for procuring a person.³⁴

Concerns surrounding the victimization of individuals involved in prostitution by human traffickers led to several bills being introduced in 2013. Two of the bills sought to enhance the penalty under §18.2-346 for soliciting a minor engaged in prostitution from a misdemeanor to a felony. Both bills passed and closely resembled their original form, but not without some back and forth between the Senate and House chambers and discussion among members and those supporting the bills.³⁵

Other prostitution-related bills were less successful. Legislative proposals seeking to expunge prostitution convictions, decriminalize prostitution for minors, and establish an affirmative defense to the crime of prostitution when the person arrested or charged was induced to engage in prostitution through the use of force, intimidation, or deception by another were considered problematic for various reasons.³⁶ A request was made by the House Courts of Justice, Criminal Sub-Committee to the Virginia State Crime Commission for a review of the proposals and issues. The Crime Commission reviewed data and the *Code of Virginia*, and considered various options for policy determination. The Commission recommended no formal policy position at its December 2013 meeting.

³⁴ HB1826; 2013 Acts of Assembly, Chapter 428 and HB1870; 2013 Acts of Assembly, Chapter 83.

³⁵ HB1606; 2013 Acts of Assembly, Chapter 417 and SB1015; 2013 Acts of Assembly, Chapter 467.

³⁶ HB1465, HB1541, HB1991, SB1149, and SB1273

Developing Virginia’s Coordinated Plan

Human trafficking is a complicated issue encompassing public safety, social services, education, labor, transportation, and countless private sector industries. It crosses agency and Secretariat lines, and belongs to no single entity. To ensure that Virginia has a strong, deliberate, and unified approach in combatting human trafficking and raising awareness, agencies of the Commonwealth must work together.

Recognizing this, in 2013 Secretary of Public Safety Marla Graff Decker called for the development of a state-level strategic plan for coordinating and strengthening the Commonwealth’s response to human trafficking. Under Secretary Decker’s direction, DCJS convened the Human Trafficking Workgroup to review the various anti-human trafficking activities underway and help shape the development of recommendations and strategies for action. Members of the Workgroup included representatives of the state entities with current statutory responsibilities related to combatting human trafficking and providing services to victims: DCJS, DSS, DOE, DOLI, and the OAG.

Prior to the Workgroup’s first meeting, DCJS compiled a working document of recommendations and strategies gleaned from the work previously generated by a number of sources, including: the 2007/2008 Commission on the Prevention of Human Trafficking; the Virginia State Crime Commission; the three workgroups convened by DSS as part of the DSS victim service delivery plan development process; legislative activity; and DCJS reports to the Secretary of Public Safety. Using the working document as a base, the Workgroup met several times to further refine each strategy and add others as determined necessary. The Workgroup also moved forward on two of the strategies identified for immediate implementation: the development of a general definition of human trafficking and a recognizable logo for use by each executive branch agency on websites and published materials.

The recommendations and strategies adopted by the Workgroup were submitted to the Administration for approval and are presented in the next section of this document.

“We have worked over the last three years to strengthen Virginia’s laws against human trafficking, but there is more to be done to combat this growing crime.”

*Governor Robert F. McDonnell;
October 4, 2013,
Governor’s Summit on Human Trafficking*

Recommendations & Strategies

The recommendations contained within *Laying the Foundation for Virginia's Coordinated Response to Human Trafficking* fall under five categories. Each recommendation includes initial strategies for action, as well as guidance for implementation.

Category 1: General

Recommendation 1.1: Coordinate anti-human trafficking activities occurring at the state-level.

Recommendation 1.2: Produce statistics on human trafficking in Virginia.

Category 2: Prevention

Recommendation 2.1: Increase awareness of resources available for runaways and other potential victims.

Recommendation 2.2: Reduce the risk of youth becoming involved in human trafficking by educating them on the subject and dangerous activities that can lead to victimization.

Category 3: Services to Victims of Human Trafficking

Recommendation 3.1: Increase funding and/or grant opportunities for services for victims of human trafficking.

Recommendation 3.2: Ensure that victims of human trafficking receive necessary and appropriate services.

Category 4: Policy & Law

Recommendation 4.1: Ensure that victims of human trafficking are properly identified and provided assistance.

Recommendation 4.2: Ensure that victims are treated fairly.

Category 5: Awareness & Training

Recommendation 5.1: Increase awareness of human trafficking throughout Virginia.

Recommendation 5.2: Increase the understanding of human trafficking among select professional groups and equip them to identify, investigate, and prosecute cases.

Recommendation 5.3: Increase the understanding of human trafficking among select professional groups and equip them to identify victims and serve them appropriately.

CATEGORY 1: GENERAL

➤ **Recommendation 1.1: Coordinate anti-human trafficking activities occurring at the state-level.**

Strategy 1.1-1:

Broaden the availability of information and materials related to human trafficking and anti-trafficking efforts for constituents via specific Virginia agency websites.

Specific state agencies will include information on human trafficking and materials, and/or links to materials and resources relevant to the specific agency's constituents. Pages should also link to the other state agencies with web pages on the topic and include any common logo or definition. Agencies include: Dept. of Criminal Justice Services; Dept. of Education; Dept. of Social Services; Virginia State Police; Dept. of Health; Dept. of Health Professions; Dept. of Agriculture and Consumer Services; Dept. of Alcohol Beverage Control; Dept. of Labor and Industry; Dept. of Professional and Occupational Regulation; Dept. of Transportation. Other agencies, including the Office of the Attorney General, may also include links/information.

- Immediate implementation
- Governor's Directive to specific state agencies
- No added fiscal impact

Strategy 1.1-2:

Adopt a common logo to be used by all state agencies on agency web pages and published materials related to human trafficking and anti-human trafficking efforts.

This will provide a visible tag to make materials readily identifiable with Virginia's anti-human trafficking efforts. The use of this across agencies indicates a coordinated and state-wide approach.

- Immediate implementation
- Governor's announcement at 2013 Governor's Summit on Human Trafficking
- No added fiscal impact

Strategy 1.1-3:

Adopt a common general definition/description of human trafficking to be used by all state agencies in published materials (including web pages) and trainings as related to human trafficking and anti-human trafficking efforts. A more specific definition will be used as appropriate by state agencies for grant applications, trainings, and other efforts demanding an expanded definition. [Said definition(s) will be modified to comply with changes to state and/or federal law as needed.]

A coordinated approach should be rooted in a common definition/description. As a definition/description is not stated in Virginia Code, one should be adopted that is used by all agencies/entities. Even slight variations that may be posted by agencies signal a lack of coordination and lack of agreement on the issue. Though agencies/entities may add information explaining the issue, there should be a base definition/description.

Common general definition: Human trafficking is when people profit from the control and exploitation of others. There are two types of human trafficking: sex trafficking and labor trafficking. It occurs within and across U.S. borders, victimizing both U.S. citizens and non-citizens, both children and adults, both men and women.

- Immediate implementation
- Governor's announcement
- No added fiscal impact

<p><i>Specific definition: in development; will incorporate elements as needed to potentially comply with federal law.</i></p>	
<p>Strategy 1.1-4:</p> <p>Establish the Virginia Anti-Human Trafficking Coordinating Committee, under multiple Secretariats, to coordinate state-level anti-human trafficking efforts.</p> <p><i>The Virginia Anti-Human Trafficking Coordinating Committee will meet on an ongoing basis to share information, provide updates on anti-human trafficking efforts, and work on joint projects aimed at combating and responding to human trafficking in Virginia (including short and long-term strategies identified by this plan). Members will include designated points of contact from specified state agencies. Sub-committees may be used and other state or federal agencies, or non-governmental organizations, may be included as needed for specific discussions. Specified state agencies include: the Departments of Criminal Justice Services, State Police, Education, Social Services, Health, Health Professions, Agriculture and Consumer Services, Alcohol Beverage Control, Labor and Industry, Professional and Occupational Regulation, Transportation, Virginia Employment Commission, Behavioral Health and Developmental Services, and the Office of the Attorney General.</i></p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive and/or Appropriations Act language - No added fiscal impact
<p>Strategy 1.1-5:</p> <p>Designate at least one person in specific state agencies to serve as the primary point of contact on matters related to human trafficking and to participate on the Virginia Anti-Human Trafficking Coordinating Committee.</p> <p><i>Agencies include: the Departments of Criminal Justice Services, State Police, Education, Social Services, Health, Health Professions, Agriculture and Consumer Services, Alcohol Beverage Control, Labor and Industry, Professional and Occupational Regulation, Transportation, Virginia Employment Commission, Behavioral Health and Developmental Services, and the Office of the Attorney General.</i></p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive and other based on determination in strategy 1.1-4 - No added fiscal impact

➤ **Recommendation 1.2: Produce statistics on human trafficking in Virginia.**

Strategy 1.2-1:

Convene a committee of state agencies (DCJS, OAG), state and local police, prosecutors, and law makers and identify a process, and any related fiscal impact, for collecting data on the number and types of human trafficking-related investigations and prosecutions in Virginia (Federal prosecutors may also be included). Priority should be given to options that can be used without significant and on-going financial commitments. Recommendations and possible longer-term implementation strategies are to be presented to the Secretary of Public Safety.

- Short term implementation (1-4 yrs)
 - No legislation needed for this specific strategy; use Coordinating Committee to initiate and identify lead agency; some possible fiscal impact if additional resources needed

Strategy 1.2-2:

Explore options for documenting the number of identified human trafficking victims statewide, such as using the national human trafficking hotline, reporting by law enforcement, reporting by victim services providers, and/or using or modifying the existing Virginia Sexual and Domestic Violence Action Alliance VAdata system. Recommendations and possible longer-term implementation strategies are to be presented to the Secretary of Public Safety and the Secretary of Health and Human Services.

- Short term implementation (1-4 yrs)
 - No legislation needed for this specific strategy; use Coordinating Committee to initiate and identify lead agency; some possible fiscal impact if additional resources needed

CATEGORY 2: PREVENTION

➤ **Recommendation 2.1: Increase awareness of resources available for runaways and other potential victims.**

<p>Strategy 2.1-1: Post notices regarding the National Runaway Safeline in state parks, state-run highway rest areas and visitor centers, and DMV offices. <i>Posters are available at no cost from the National Runaway Safeline, which is a federally-supported national training and technical assistance center. If available, obtain posters in multiple languages.</i></p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive to specific state agencies - No added fiscal impact
<p>Strategy 2.1-2: Post notices regarding the National Human Trafficking Hotline in state parks, state-run highway rest areas and visitor centers, VEC offices, and DMV offices. <i>Posters are available at no cost from the National Human Trafficking Resource Center, which is a federally-supported national training and technical assistance center. If available, obtain posters in multiple languages.</i></p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive to specific state agencies - No added fiscal impact
<p>Strategy 2.1-3: Examine areas of public access in state agencies to determine whether posting notices regarding the National Runaway Safeline and/or the National Human Trafficking Hotline would provide useful information to their subject public; and if so, post such notices. <i>Posters are available at no cost from the National Runaway Safeline and the National Human Trafficking Resource Center, which are federally-supported national training and technical assistance centers. If available, obtain posters in multiple languages.</i></p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive to all agencies - No added fiscal impact
<p>Strategy 2.1-4: Provide information/links to the National Runaway Safeline, the National Human Trafficking Hotline, and related free resources to relevant constituent groups as part of anti-human trafficking awareness and training efforts by state agencies. <i>Posters are available at no cost from the National Runaway Safeline and the National Human Trafficking Resource Center, which are federally-supported national training and technical assistance centers. If available, obtain posters in multiple languages.</i> Primary Targets: <ul style="list-style-type: none"> a. Schools (k-12) b. Local park/recreation facilities [may need distribution source] c. Local social service offices d. Local health department offices e. Local libraries [may need distribution source] f. Post secondary education facilities/campuses </p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies. - No added fiscal impact

<p>Strategy 2.1-5:</p> <p>Develop and implement a plan to distribute information/links to the National Runaway Safeline and the National Human Trafficking Hotline to non-governmental entities such as RV parks/campgrounds, malls, movie theaters, public transit sites/stops, and other sites that may be frequented by youth. Include any fiscal impact if so identified.</p> <p><i>Posters are available at no cost from the National Runaway Safeline and the National Human Trafficking Resource Center, which are federally-supported national training and technical assistance centers. If available, obtain posters in multiple languages.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies. - No added fiscal impact
<p>➤ Recommendation 2.2: Reduce the risk of youth becoming involved in human trafficking by educating them on the subject and dangerous activities that can lead to victimization.</p>	
<p>Strategy 2.2-1:</p> <p>Provide information and materials for local school divisions to use in anti-human trafficking awareness and prevention efforts.</p> <p><i>Information and materials can include: general information/awareness presentation; resources (including posters with the Human Trafficking Hotline and those for the National Runaway Safeline); curriculums; other information or links. Information should include materials appropriate for staff, as well as materials that can be used with students. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p>	<ul style="list-style-type: none"> - In progress - No legislative action needed; legislation passed in 2012 directing DOE/DSS to do - No added fiscal impact on initial work; may incur for future related efforts

CATEGORY 3: SERVICES TO VICTIMS OF HUMAN TRAFFICKING

➤ **Recommendation 3.1: Increase funding and/or grant opportunities for services for victims of human trafficking.**

<p>Strategy 3.1-1: Review existing funding programs for barriers that may prohibit human trafficking victims from accessing services and address any barriers identified; determine which services, specific to human trafficking victims, can be modified and/or implemented with existing resources and policies; make changes. The following areas shall be reviewed: a) emergency and transitional housing; b) mental health and substance abuse; c) victim advocacy/services; d) transportation assistance.</p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s Directive to specific state agencies - No fiscal impact
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➤ **Recommendation 3.2: Ensure that victims of human trafficking receive necessary and appropriate services.**

<p>Strategy 3.2-1: Develop and disseminate a resource guide of the rights, benefits, and services available for foreign and domestic trafficking victims.</p>	<ul style="list-style-type: none"> - In progress - No action needed; OAG has a grant to do this; DCJS/DSS to assist in dissemination - No general fund fiscal impact
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<p>Strategy 3.2-2: Speed approval of victim compensation funds to pay for medical and mental health care and extend this care beyond 8-10 months.</p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies; legislation may be necessary - Fiscal impact will be on the fund
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<p>Strategy 3.2-3:</p> <p>Request the Homeless Outcomes Coordinating Council to work with local homeless service providers and homeless coalitions to incorporate strategies to provide emergency and transitional housing services for adult victims of human trafficking into their planning documents.</p> <p><i>Should the Council not continue, work with the providers and coalitions directly.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 3.2-4:</p> <p>Convene representatives of various adult victim services providers to identify service gaps, duplications, barriers, and service coordination strategies.</p> <p><i>This may be able to be incorporated into the Action Alliance-led State & Local Partner Regional Meetings</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact

CATEGORY 4: POLICY & LAW

➤ **Recommendation 4.1: Ensure that victims of human trafficking are properly identified and provided assistance.**

Strategy 4.1-1:

Examine, and modify as needed, policies and procedures, model policies, and program guidance documents, for identifying and assisting victims of human trafficking, staff training, and planning.

Primary Targets:

- a. *Department of Juvenile Justice*
- b. *Virginia State Police*
- c. *Department of Criminal Justice Services*
- d. *Virginia Employment Commission*
- e. *Department of Corrections*
- f. *Department of Social Services*
- g. *Department of Behavioral Health and Developmental Services*

- Short term implementation (1-4 yrs)
- The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies
- No added fiscal impact (though individual agencies may have some impact depending on the extent to which their efforts require modifying)

Strategy 4.1-2:

Encourage specific constituent groups to examine, and modify as needed, policies and procedures for identifying and assisting victims of human trafficking, staff training, and planning; encourage local agencies to do the same. Provide technical assistance as resources permit.

Primary Target Constituent Groups:

- a. *Local police departments*
- b. *Local detention centers*
- c. *Local jails*
- d. *Local pretrial/community corrections*
- e. *Local victim/witness programs*
- f. *Local domestic violence programs/shelters & sexual assault crisis centers*
- g. *Local social service offices*
- h. *Community Services Boards*

- Short term implementation (1-4 yrs)
- The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies
- No added fiscal impact

<p>Strategy 4.1-3:</p> <p>Review policies, procedures and Virginia laws for barriers that may delay or impede the awarding of benefits available under the Virginia Refugee Resettlement Program for eligible victims and take action to eliminate such barriers.</p>	<ul style="list-style-type: none"> - Short/long term implementation (1-4 yrs /5-10 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies; legislation may be necessary - Possible fiscal impact
<p>Strategy 4.1-4:</p> <p>Review foster care, shelter, and related policies and Virginia laws for barriers that may impede the custody, placement and immediate care of a minor who is considered a trafficking victim, and recommend action to eliminate such barriers.</p>	<ul style="list-style-type: none"> - Immediate implementation - Governor’s request to the Commission on Youth to review - No added fiscal impact
<p>➤ Recommendation 4.2: Ensure that victims are treated fairly.</p>	
<p>Strategy 4.2-1:</p> <p>Research possible diversion and disposition options for juveniles and adults violating prostitution statutes. The research is to include how other states, and possibly other countries: address prostitution without criminalizing the offense for those victimized by human traffickers; how/when criminal penalties for prostitution are considered appropriate; how to provide safe environments for those being prostituted; possible expansion of the Unaccompanied Minors Act to account for domestic juvenile cases (requires Congressional action); programmatic options for adults; and potential changes to the <i>Code of Virginia</i> and costs.</p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - Possible fiscal impact
<p>Strategy 4.2-2:</p> <p>Review Virginia laws to ensure that the identity of trafficking victims is protected at the same level as other crime victims, and take action where needed to ensure that they are.</p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies; legislation may be possible - No added fiscal impact

CATEGORY 5: AWARENESS & TRAINING

➤ **Recommendation 5.1: Increase awareness of human trafficking throughout Virginia.**

Strategy 5.1-1:
Develop a general information presentation that can be accessed and used with multiple groups.
This document would be available on all agency websites with HT information and can be sent to various groups to help raise awareness among staff and community groups. It may be necessary to develop two such presentations – one for adult audiences and one for youth audiences. To be available in both English and Spanish. DCJS will lead the development of this with assistance from the OAG, DSS, DOLI, and DOE.

- Immediate implementation
- DCJS to develop w/assistance from OAG, DSS, DOE, DOLI
- No added fiscal impact

Strategy 5.1-2:
Develop a display for use at state, local, and community trainings, conferences, and events around the state.
We may be able to develop up to 5 which can be housed at specific agencies; funding is being explored for this. DCJS will lead the development of this with assistance from the OAG, DSS, DOLI, and DOE.

- Immediate implementation
- DCJS to develop w/assistance from OAG, DSS, DOE, DOLI
- No fiscal impact

Strategy 5.1-3:
Develop a trainer/speaker resource list that can be easily accessed by any potential user and that includes information on recommended providers, audiences that the provider is appropriate for, and whether the provider is recommended for “training” or “awareness” events.
As with any hot topic, as awareness is raised, there will be groups interested in having individuals address their audience or provide training. Unfortunately, inaccurate information can be transmitted. This resource list will help provide useful contact information, as well as a tool that groups can use to help ensure they are getting the best fit for their need. This may become less necessary in the future. The list will need to be maintained and updated by a designated agency. This should be made available on individual agency web pages or on a common website.

- Immediate implementation
- DCJS to develop w/assistance from OAG
- No added fiscal impact

Strategy 5.1-4:
Launch a general public awareness campaign blitz on human trafficking (both sex and labor) throughout Virginia.
This would necessitate contracting with a professional marketing or public relations firm for the development and placement of posters, billboards, and PSAs and ensuring that messages are appropriately placed and understood by an area’s general public (e.g. using focus groups, test markets, etc.). Messages should include what human trafficking is, specify that it does occur locally, and what to do if suspected.

- Long term implementation (5-10 yrs)
- The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies

<p><i>Target venues include:</i></p> <ul style="list-style-type: none"> a. <i>Bus stops/shelters</i> b. <i>Buses</i> c. <i>Billboards</i> d. <i>Airports</i> e. <i>Train stations</i> f. <i>Radio</i> g. <i>Television</i> h. <i>Newspapers</i> <p><i>NOTE: The OAG has announced their intention to develop such a campaign in 2013. Their success will impact the necessity of this strategy in the future.</i></p>	<p>- Fiscal impact</p>
<p>Strategy 5.1-5:</p> <p>Provide general information to select professional groups throughout Virginia.</p> <p><i>Information and materials can include: articles; general information/awareness presentation; resources (including posters/materials with the Human Trafficking Hotline, the National Runaway Safeline, and the Crime Victim Assistance INFO-LINE); other information or links; as applicable to the target groups. Information should be made available via websites, newsletters, notices and other readily available sources. Primary state agencies are encouraged to work with local industry representatives for message broadcasting.</i></p> <p><i>Targets:</i></p> <ul style="list-style-type: none"> a. <i>Hospitality industry</i> b. <i>Construction industry</i> c. <i>Food processing industry</i> d. <i>Restaurant/bar industry</i> e. <i>Spa/salon industry</i> f. <i>Colleges and universities</i> g. <i>Others as identified by lead agencies</i> 	<p>- Short term implementation (1-4 yrs)</p> <p>- The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies</p> <p>- No added fiscal impact</p>
<p>➤ Recommendation 5.2: Increase the understanding of human trafficking among select professional groups and equip them to identify, investigate, and prosecute cases.</p>	
<p>Strategy 5.2-1:</p> <p>Provide training, information, and materials to law enforcement throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for information; speaker/trainer resource list. Training to include: laws; investigating human trafficking cases; victim identification and referral; federal and state issues. Law enforcement for these purposes includes local and state police officers, Sheriff's deputies, and ABC law enforcement agents. DCJS to consider possible inclusion of private security and SCOPs.</i></p>	<p>- In progress</p> <p>- No legislative action needed; legislation passed in 2011 directing DCJS/OAG to do</p> <p>- No fiscal impact was identified for initial work; may incur for future related efforts</p>

<p>Strategy 5.2-2:</p> <p>Provide training, information, and materials to prosecutors throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for information; speaker/trainer resource list. Training to include: laws; investigating human trafficking cases; victim identification and referral; federal and state issues.</i></p>	<ul style="list-style-type: none"> - In progress - No legislative action needed; legislation passed in 2011 directing DCJS/OAG to do - No fiscal impact was identified for initial work; may incur for future related efforts
<p>➤ Recommendation 5.3: Increase the understanding of human trafficking by select professional groups and equip them to identify victims and serve them appropriately.</p>	
<p>Strategy 5.3-1:</p> <p>Provide information and access to training materials to medical professionals throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; Toolkit for Health Care Providers [Polaris Project]; links to resources for brochures and posters; speaker/trainer resource list; victim services resource list. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p> <p><i>Targets:</i></p> <ol style="list-style-type: none"> a. General practitioners b. Emergency room staff c. Free clinic/health ministry staff d. Rescue squad/EMS staff e. Crisis Pregnancy Centers/similar staff f. Planned Parenthood staff g. HIV/AIDS/STD service providers h. College-based medical facilities i. Local health departments 	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 5.3-2:</p> <p>Provide information and access to training materials to counselors and counseling services throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list; victim services resource list. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p> <p><i>Targets:</i></p> <ol style="list-style-type: none"> a. Community services boards b. Ministry/faith-based services 	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact

<p>c. Licensed counselors d. 211 call staff</p>	
<p>Strategy 5.3-3: Provide information and access to training materials to shelters throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list; victim services resource list. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p> <p><i>Targets:</i></p> <ul style="list-style-type: none"> a. Domestic and sexual violence shelters b. Homeless shelters c. Runaway shelters d. Group homes (adults/youth) 	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 5.3-4: Provide training, information, and materials, which are specific to young victims, to juvenile justice professionals throughout Virginia.</p> <p><i>Information and materials may include: general information/awareness presentation; indicators of human trafficking; links to resources for brochures; assessment resources; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list; victim services resource list; trauma. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p> <p><i>Targets:</i></p> <ul style="list-style-type: none"> a. Probation/parole officers/intake staff b. Detention center staff 	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 5.3-5: Provide training, information, and materials to victim service providers throughout Virginia.</p> <p><i>Victim service providers include victim/witness; sexual assault; domestic violence; and, when appropriate, human trafficking specific. Information and materials to include: general information/awareness presentation; indicators of human trafficking; assessment resources; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list. Training to include: assessments; special needs/issues of human trafficking victims; resources for victims who are refugees or undocumented immigrants; referral processes for special services (attorneys; shelter; social services); trauma. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact

<p>Strategy 5.3-6:</p> <p>Provide training, information, and materials to local pretrial and community corrections/probation staff throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; assessment resources; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list. Training to include: assessments; special needs/issues of human trafficking victims; resources for victims who are refugees or undocumented immigrants; referral processes for special services (attorneys; shelter; social services) Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 5.3-7:</p> <p>Provide training, information, and materials to social services workers throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list. Training to include: assessments; special needs/issues of human trafficking victims; resources for victims who are refugees or undocumented immigrants; referral processes for special services; eligibility for Medicaid, TANF, SNAP. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact
<p>Strategy 5.3-8:</p> <p>Provide information and materials to defense attorneys throughout Virginia.</p> <p><i>Information and materials to include: general information/awareness presentation; indicators of human trafficking; links to resources for brochures and posters; information on ICE Human Trafficking Victim Assistance Program and special visas; speaker/trainer resource list; assessments; special needs/issues of human trafficking victims; resources for victims who are refugees or undocumented immigrants. Include presentations on human trafficking at state sponsored training and conference events, and, if possible, industry-sponsored events held in Virginia. Work with Virginia Bar Association.</i></p>	<ul style="list-style-type: none"> - Short term implementation (1-4 yrs) - The Virginia Coordinating Committee will determine implementation strategies and recommend lead agencies - No added fiscal impact