



# HUMAN TRAFFICKING

## Information and Investigations Strategy Toolkit



**A GUIDE TO DEVELOPING A  
LAW ENFORCEMENT STRATEGY TO  
COMBAT HUMAN TRAFFICKING**

**AUGUST 2016**





*The Association of State Criminal Investigative Agencies (ASCIA) is a professional association consisting of the senior executives of the statewide criminal investigative agencies in the United States, whether they are an independent bureau within the state or a state police agency with both criminal and other enforcement responsibilities. The mission of ASCIA is to promote professionalism and enhance each member state's ability to provide the highest-quality and most efficient services possible to its citizens.*



# HUMAN TRAFFICKING INFORMATION AND INVESTIGATIONS STRATEGY TOOLKIT

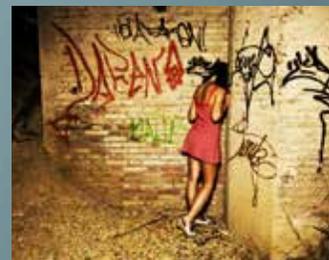
A GUIDE TO DEVELOPING A LAW ENFORCEMENT  
STRATEGY TO COMBAT HUMAN TRAFFICKING



## **THE TRAFFICKING VICTIMS PROTECTION ACT OF 2000 (TVPA) DEFINES SEVERE FORMS OF HUMAN TRAFFICKING AS:**

Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or

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





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# INTRODUCTION

Human trafficking, also referred to as trafficking in persons or modern slavery, involves people profiting from the control and exploitation of others. Traffickers use force, fraud, or coercion to control people for the purpose of sexual exploitation or labor services against their will. Men, women, and children are trafficked in countries all around the world, including into and around the United States, and victims can be both domestic and international. It is estimated that human trafficking results in billions of dollars of profit yearly, second only to drug trafficking.<sup>1</sup>



Human trafficking is far-reaching and entrenched in many communities across the country, and as such, it is important for law enforcement to understand and combat this criminal activity to keep communities safe. To combat human trafficking, law enforcement agencies need to understand the prevalence of the crime in their respective areas of responsibility, recognize the types of awareness activities occurring in the organization and community, and establish legislation initiatives and efforts to successfully prosecute offenders.

To better understand and respond to human trafficking, states should develop a comprehensive strategy that will support the states' law enforcement leadership and other governmental and nongovernmental partners in coalescing and improving response efforts to human trafficking by focusing the states' efforts. The strategy should address how states will assess human trafficking trends, training available to personnel, policies and procedures needed to investigate human trafficking, and statutes needed to support the effort.

To assist states with establishing a strategy to combat human trafficking, the Association of State Criminal Investigative Agencies (ASCIA), in partnership with the Program Manager for the Information Sharing Environment (PM-ISE), developed the *Human Trafficking Information and Investigations Strategy Toolkit*. This toolkit is designed to help law enforcement agencies form a specialized strategy appropriate for their jurisdiction for combatting human trafficking; however, other law enforcement entities can benefit from this guide as well.

## *Toolkit Goals:*

- *Improve mission impact by states through the development of a statewide strategy*
- *Increase understanding and awareness of human trafficking within states*
- *Increase information collection within and between states*
- *Improve sharing bidirectionally with federal partners*

The toolkit addresses seven key areas that are critical to the development of a state human trafficking strategy:



- ◀ **Assessments:** An assessment will assist an agency in better understanding the type of human trafficking within the state.
- ◀ **Awareness and Outreach:** Awareness and outreach are critical to engage other law enforcement agencies, government and nonprofit partners, and the public in understanding the impact and effects of human trafficking.
- ◀ **Investigation:** A strategy should address the investigative effort related to human trafficking.
- ◀ **Legislation:** Legislation is key to combatting human trafficking, providing law enforcement and prosecution with tools to investigate, apprehend, and prosecute human traffickers.
- ◀ **Policies and Guidance Documents:** A strategy should identify policies (current and proposed) to guide investigative activity and ensure that privacy, civil rights, and civil liberties (P/CRCL) protections are in place.
- ◀ **Training:** Training for law enforcement personnel will assist in identifying and responding to human trafficking victims, as well as provide greater understanding of investigative techniques.
- ◀ **Information Sharing:** Information sharing will enable agencies to better investigate human trafficking and understand trends within the state and nationally.

For additional resources relevant to local, state, or regional issues, please consult applicable subject-matter experts (SMEs) in your area, such as health care providers, victim advocates, and local police departments. Human trafficking task forces are present in areas nationwide and are a great resource for information, training, and networking with partners.

## **SURVEY: HUMAN TRAFFICKING 2015—STATE OF THE STATES**

In 2015, the University of Central Oklahoma’s Center for Innovative Solutions (CIS) and ASCIA collaborated to examine the extent of human trafficking in the United States and develop a baseline report to identify strengths and weaknesses of human trafficking responses in each state. Data for the report was collected via a survey assessing each state’s approach to human trafficking in several key areas, such as training and legislation.

State law enforcement agencies and partners are encouraged to review the assessment and utilize the information and best practices in this toolkit to identify strengths and improve weaknesses related to combatting, investigating, and responding to human trafficking in their state. The survey includes numerous tables, including one that highlights which states exceed or meet expectations. This table is available in Appendix A, and all states are urged to identify weaknesses and utilize the survey assessment and this toolkit to improve those areas.

The full assessment, including the survey instrument, is available on the ASCIA members’ private Web site, located at <https://www.ascia.org/private/index.php> or via the point of contact on the ASCIA Web site, located at [www.ascia.org/contact.php](http://www.ascia.org/contact.php).

# ASSESSMENTS

In order to determine the type of human trafficking occurring in the state and the prevalence of the crime, a statewide assessment should be conducted. Conducting assessments and analyzing the results are key elements of a strategy to combat human trafficking.



A comprehensive human trafficking assessment should include some or all of the following elements:

- ◀ General introduction/overview of human trafficking
- ◀ Background and scope of the project
- ◀ Methodology
- ◀ Data analysis
- ◀ Key findings/challenges to state law enforcement
- ◀ Assumptions/limitations
- ◀ Analysis of data available and identification of the significance of those findings
- ◀ Recommendations

Agencies should consider, if appropriate, partnering with a local college or university to assist with development of a survey tool and analysis of data. For example, the Tennessee Bureau of Investigation (TBI) partnered with the Vanderbilt Center for Community Studies to conduct a statewide assessment, and the Georgia Bureau of Investigation (GBI) partnered with Georgia State University. Both of these efforts led to the development of survey mechanisms aimed at quantifying the extent to which law enforcement agencies in each agency's state investigate human trafficking, in addition to overall awareness of human trafficking activity within their jurisdictions. It is important to get buy-in from the necessary entities in the state and ensure that no other agencies/organizations are conducting similar surveys; any who are should be contacted to deconflict and possibly even collaborate on the project.

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## BEST PRACTICES

Law enforcement assessments on human trafficking include the TBI's [\*Tennessee Human Sex Trafficking and Its Impact on Children and Youth\*](#),<sup>2</sup> the GBI's [\*Human Trafficking in Georgia: A Survey of Law Enforcement\*](#),<sup>3</sup> and the Wisconsin Department of Justice's [\*A Baseline Assessment of Human Trafficking in the State of Wisconsin\*](#).<sup>4</sup> The TBI and the GBI gathered data by disseminating surveys to law enforcement representatives, and the TBI also included representatives from the following agencies/organizations: District Attorney General's Office, United States Attorney General's Office, Juvenile and Family Court, Department of Children's Services, and Guardian Ad Litem. Data was also gathered via focus group meetings with SMEs from law enforcement, the courts, social services, treatment providers, and academia.

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## AWARENESS AND OUTREACH



Awareness and outreach related to human trafficking are important in order to educate law enforcement personnel, legislators, prosecutors, other partners, and the community. Law enforcement and community members must work together to identify and respond to human trafficking and its victims, given the nature of the crime. Oftentimes, victims do not encounter law enforcement, but they may come into contact with victim services, child protective services, emergency medical services, health care providers, mental health providers, or probation officers. Increasing the awareness and understanding of human trafficking helps increase the odds of identifying victims and arresting offenders. To develop and enhance outreach and awareness, law enforcement agencies should consider partnering with nongovernmental organizations (NGOs) to identify or develop a network of care for abused victims of human trafficking, which will improve their recovery and the likelihood of a successful prosecution. Victims may need a multitude of services, including medical attention, meals, shelter, and security, and many of these support functions are beyond the scope of law enforcement’s capabilities, which is why it is critical to establish these partnerships early on.

A survey conducted by the University of Central Oklahoma’s Center for Innovative Solutions, in partnership with ASCIA, found that the majority of subject-matter experts supported establishing hotlines to connect human trafficking victims with service providers. The availability of hotlines may also encourage victims to seek assistance and enable law enforcement to identify and investigate cases.

Developing outreach and awareness resources and products will help increase understanding of human trafficking, including how to identify the scope of the problem in an area of responsibility, recognize the crime of human trafficking, protect victims, and hold offenders accountable. Common human trafficking awareness and outreach products include pocket cards, fact sheets, posters, and videos.

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### BEST PRACTICE

The TBI created a two-page document titled “Human Trafficking Identification and Response” that contains the definition of human trafficking; significant federal and Tennessee trafficking laws; questions to ask when determining whether someone is a victim of trafficking; a chart to help determine whom officers should contact, depending on the type of victim and whether or not he or she is in immediate danger and is able to speak English; and all contact numbers. The resource also includes law enforcement and NGO contacts statewide and regionally.<sup>5</sup>

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Partner entities that may provide human trafficking outreach and awareness-type products and resources include:

- ◀ **Federal partners:** The [U.S. Department of Homeland Security \(DHS\) Blue Campaign](#) offers posters, victim language identification cards, and human trafficking indicator cards based on the audience type (such as first responders, health services, and NGOs), in addition to resources for victims of human trafficking.<sup>6</sup> The [U.S. Department of Health and Human Services' Campaign to Rescue and Restore Victims of Human Trafficking](#) provides numerous materials free of charge to organizations that wish to disseminate them. The posters, assessment cards, and brochures are available in English and several other languages and are aimed at partners in the community.<sup>7</sup>
- ◀ **Nongovernmental organizations:** Many NGOs offer a variety of human trafficking resources and products available for print for law enforcement and partners. The National Center for Missing & Exploited Children developed a one-page [Social Services Indicator Card](#) to help identify possible child victims of sex trafficking and commercial sexual exploitation, including a list of possible trafficking indicators and red flags.<sup>8</sup>
- ◀ **Universities:** Many universities throughout the United States have a human trafficking center and publicly available resources. For instance, the [Arizona State University Office of Sex Trafficking Intervention Research](#) has developed several informational brochures on sex trafficking and sexual exploitation, as a training tool, aimed at various partners, such as child protective services, emergency medical services, probation officers, and mental health providers.<sup>9</sup>



## INVESTIGATIONS

Human trafficking continues to increase across the United States but may be misidentified as a more common and easily understood crime (such as prostitution, domestic violence, poor labor standards, sexual assault, or pandering). Anyone can be a victim of human trafficking, regardless of gender, age, country of citizenship, or immigrant status. Victim identification can be challenging, and as such, understanding the types of human trafficking and possible indicators of the crime is important, and including investigative support in a strategy will help agencies improve and enhance their efforts to combat human trafficking.

### INVESTIGATIVE GUIDES

Several organizations and state agencies have developed comprehensive human trafficking identification and investigation guides for law enforcement. Human trafficking-centered investigative guides may assist law enforcement agencies with identifying and sharing successful human trafficking investigations.

Comprehensive law enforcement human trafficking information and investigation guides typically include the following categories:

- ◀ Overview of Human Trafficking: Details such as what human trafficking is and how it differs from human smuggling, how victims are recruited, adult versus minor trafficking, and types of human trafficking (sexual exploitation and labor exploitation)
- ◀ Common Strategies to Identify Human Trafficking
- ◀ Federal and State Trafficking Laws
- ◀ Victim Identification, Common Trafficking Victim Types, and Victim Assistance
- ◀ Important Federal, State, and Local Law Enforcement and Nongovernmental Association Partners
- ◀ Best Practices: Examples of investigations, lessons learned, victim interaction, etc.
- ◀ Checklists to assist law enforcement with investigating cases, such as identifying human trafficking situations or the types of evidence to collect at a scene



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## BEST PRACTICE

The Texas Human Trafficking Prevention Task Force’s [\*Introduction to Human Trafficking: A Guide for Criminal Justice Professionals\*](#)<sup>10</sup> and the International Association of Chiefs of Police’s (IACP) [\*The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation\*](#)<sup>11</sup> are examples of investigative guidance and contain elements described above.

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If an agency determines that human trafficking is occurring in its area of responsibility, a response plan should be developed so personnel understand how to respond to victims of human trafficking within their routine business operations. Written response plans allow law enforcement agencies to utilize resources from multiple organizations and from different disciplines and professions in an effort to quickly address the needs of the victim and begin the investigative process. It is important to have partnerships established before a victim is located, especially for instances when a victim is identified after normal operating hours and timely assistance is a necessity. Regional human trafficking task forces, local social services counselors, and local nonprofit organizations may be a good source of information when developing response plans. In addition, the Office of Refugee Resettlement, Administration for Children and Families, published [\*Creating and Sustaining a Local Response to Human Trafficking: Compendium of Promising Practices\*](#), which is a compilation of promising practices that provides ideas and recommendations from individual Rescue & Restore Regional Program grant partners for organizations in the field of anti-trafficking in persons.<sup>12</sup>

## INVESTIGATIVE SUPPORT SOFTWARE

Several information sharing and investigative systems are available to law enforcement to enhance human trafficking investigations. Traffickers often utilize the Internet to exploit victims, but it is difficult for law enforcement to spend the time necessary to research criminal activities online because of the labor-intensive nature of this type of investigation. Much of the information in online advertisements related to human trafficking is fictitious, which is why information and investigative systems can be a great resource. These systems have numerous useful functions, such as the ability to take publicly available data, analyze it, and use it to help prioritize cases for law enforcement by identifying leads and making connections between phone numbers, photos, and users and preserving evidence in case the advertisement is deleted.



## LEGISLATION

Legislation that supports the prevention of trafficking, protects victims, and prosecutes traffickers is integral to an agency's human trafficking strategy. Several [federal human trafficking laws and regulations](#) are in place to combat human trafficking, but it is important for states to establish legislation to take steps in fighting the crime as well.<sup>13</sup> Human trafficking is often uncovered by local law enforcement; as such, local officers must identify the crime, stop the crime, manage the victims of trafficking as witnesses, and secure the evidence necessary for federal prosecutions and trials, which is why it is important to have comprehensive state human trafficking statutes to supplement federal statutes. State legislation can establish human trafficking task forces, establish a human trafficking council, and specifically designate personnel for investigating human trafficking cases. Law enforcement is encouraged to work with state legislatures to develop or enhance appropriate statutes.

According to a recent [study](#) by an NGO that works to combat and prevent human trafficking and offers victim support services, there are ten categories of laws that are critical to a basic legal framework that combats human trafficking, punishes traffickers, and supports victims; the organization compiles monthly action alerts on current and pending state legislation.<sup>14</sup>

1. Sex Trafficking
2. Labor Trafficking
3. (a.) Asset Forfeiture for Human Trafficking  
(b.) Investigative Tools for Law Enforcement
4. (a.) Training on Human Trafficking for Law Enforcement  
(b.) Human Trafficking Commission or Task Force
5. Lower Burden of Proof for Sex Trafficking of Minors
6. Posting a Human Trafficking Hotline
7. Safe Harbor—Protecting Sexually Exploited Minors
8. Victim Assistance
9. Access to Civil Damages
10. Vacating Convictions for Sex Trafficking Victims

To assist in creating human trafficking statutes, the Uniform Law Commission released a [Uniform Act on the Prevention of and Remedies for Human Trafficking](#), which is approved and recommended for enactment in all the states by the American Bar Association’s House of Delegates.<sup>15</sup> The Uniform Act has the three components necessary for ending human trafficking: (1) comprehensive human trafficking penalties, (2) essential protections for human trafficking victims, and (3) public awareness, training, and planning processes needed to combat human trafficking.



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## BEST PRACTICES

[Louisiana](#) has comprehensive human trafficking laws, including state statutes that criminalize human trafficking, penalize traffickers (which includes allowing asset forfeiture), and protect victims. Louisiana’s statutes received the highest score by [Shared Hope International](#), which grades each state annually on 41 key legislative components that must be addressed in the state’s laws in order to effectively respond to the crime of domestic minor sex trafficking.<sup>16</sup> Louisiana Revised Statute 14:46.2, Human Trafficking, and other legislation related to the crime are available online.<sup>17</sup>

[Florida](#) also has inclusive anti-trafficking legislation. The state first criminalized trafficking in 2004 with Florida Statute 787.06 and has worked to align its state statutes with federal laws dealing with human trafficking, in addition to responding to specific trafficking issues in Florida. Florida Statute 787.06 and other human trafficking-related laws are available online.<sup>18</sup>

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## AVAILABLE RESOURCES

The development of agency-centric human trafficking policies, guidance documents, and investigative strategies should be a part of each state’s human trafficking strategy. Policies will guide response and investigative efforts, helping agencies focus on how to address human trafficking while protecting individuals’ P/CRCL.

Human trafficking policy documents differ in scope, but components to consider are:

- ◀ Appropriate definitions (e.g., labor trafficking, sex trafficking, force)
- ◀ Outlining applicable state statutes
- ◀ Privacy, civil rights, and civil liberties protections
- ◀ Indicators of human trafficking victims
- ◀ Indicators of human trafficking establishments
- ◀ Indicators specific to children
- ◀ Indicators of sexual exploitation and labor trafficking

- ◀ Incident response protocols
- ◀ Investigative protocol
- ◀ Establishing a plan to identify and serve victims of human trafficking
- ◀ Establishing a system to coordinate the collection and reporting of human trafficking data
- ◀ Improving coordination between all service partners
- ◀ Reviewing the effectiveness of existing services for victims of human trafficking
- ◀ Evaluating approaches to increase public awareness of human trafficking and its victims
- ◀ Resources



## STATE POLICIES AND GUIDANCE DOCUMENTS

The Virginia Department of Criminal Justice Services developed the “Model Policy on Human Trafficking,” which can serve as an example of a law enforcement investigations-focused strategy. The resource addresses how to identify human trafficking situations and victims of human trafficking and how to investigate the crimes. It also includes guidelines on communicating with victims.<sup>19</sup>

The Tennessee Department of Human Services’ *Human Trafficking Services Coordination and Service Delivery Plan* is a good example of an organizational human trafficking policy. This resource focuses on six strategic goals for establishing the Tennessee Trafficking Plan for the Delivery of Services to Trafficking Victims.

- ◀ **Goal 1:** Establishing a mandatory reporting system for identifying victims of human trafficking in Tennessee.
- ◀ **Goal 2:** Identifying community-based services and gaps in services for victims of human trafficking.
- ◀ **Goal 3:** Develop a standardized system for assisting victims of human trafficking through the provision of information regarding benefits and services to which those victims may be entitled.
- ◀ **Goal 4:** Establishing a standardized system for coordinating the delivery of services and information concerning health care, mental health, legal services, housing, job training, education, and victims’ compensation funds.
- ◀ **Goal 5:** Develop a process for preparing and disseminating educational materials and for providing training programs to increase awareness of human trafficking and the services available to victims.
- ◀ **Goal 6:** Establishing a process for transitioning human trafficking victims into permanent living situations (family and community reunification, independent living, adoption, etc.).

As a part of the resource development process, the Tennessee Department of Human Services consulted with law enforcement, health, children’s services, mental health, and substance abuse services organizations in Tennessee.<sup>20</sup>

## FEDERAL GUIDANCE AND RESOURCES

Federal policies on human trafficking-related issues can be beneficial in the development of state policies. The President of the United States' Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) and its operational arm, the Senior Policy Operating Group, bring together federal departments and agencies to ensure a whole-of-government approach that addresses all aspects of human trafficking, including enforcement of criminal and labor law, development of victim identification and protection measures, support for innovations in data gathering and research, education and public awareness, enhanced partnerships and research opportunities, and strategically linked foreign assistance and diplomatic engagement. The agencies of the PITF are the U.S. Departments of State, Defense, Justice (DOJ), the Interior, Agriculture, Labor, Health and Human Services, Transportation, Education, and Homeland Security (DHS), as well as the Domestic Policy Council, the National Security Council, the Office of Management and Budget, the Office of the Director of National Intelligence, the Federal Bureau of Investigation (FBI), the U.S. Agency for International Development, and the U.S. Equal Employment Opportunity Commission. As part of the PITF, these agencies convene routinely to coordinate both federal policies to combat trafficking in persons and implementation of the TVPA of 2000 (Pub. L. 106-386), as amended. The PITF Web site contains annual reports titled [\*Progress in Combating Trafficking in Persons: The U.S. Government Response to Modern Slavery\*](#), which list federal collaborative initiatives, programs, policies, and partnerships related to human trafficking.<sup>21</sup>



The PITF, in partnerships with DOJ, the U.S. Department of Health and Human Services, DHS, and other federal organizations, developed the [\*Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States\*](#), which lays out a five-year path for further strengthening coordination, collaboration, and capacity across governmental and nongovernmental entities dedicated to providing support to the victims of human trafficking by focusing on four goals:<sup>22</sup>

- ◀ **Goal 1:** Align Efforts—Promote a strategic, coordinated approach to the provision of services for victims of human trafficking at the federal, regional, state, territorial, tribal, and local levels.
- ◀ **Goal 2:** Improve Understanding—Expand and coordinate human trafficking-related research, data, and evaluation to support evidence-based practices in victim services.
- ◀ **Goal 3:** Expand Access to Services—Provide and promote outreach, training, and technical assistance to increase victim identification and expand the availability of services.
- ◀ **Goal 4:** Improve Outcomes—Promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being of victims.

## LAW ENFORCEMENT TRAINING

Training is critical to understand and investigate human trafficking and should be addressed in a state strategy. It is recommended that law enforcement organizations ensure that officers and investigators receive the resources necessary to identify human trafficking incidents and victims in addition to resources for the investigation of these types of crimes. Human trafficking-related training is available from multiple law enforcement and criminal justice entities and various NGOs and can vary in focus. Training courses are available on the following:



- ◀ Situational awareness
- ◀ Interdiction
- ◀ Investigations
- ◀ Analysis

Agencies may also develop training for their personnel, and it is recommended that human trafficking training address basic training elements, including:

- ◀ Defining human trafficking
- ◀ Types of human trafficking
- ◀ Legislation
- ◀ The importance of partnering with an NGO
- ◀ Victim services contact information

Several state and federal law enforcement organizations have developed human trafficking-related training, both in person and online. Some examples include the following:

***Interdiction for the Protection of Children*** was developed and is offered by the Texas Department of Public Safety. The on-site, two-day course emphasizes a multidisciplinary approach on interdiction and investigative techniques to identify missing, exploited, or at-risk children, as well as techniques to identify potential suspects who may be a high-risk threat to children. Presenters share actual case examples involving runaways, child pornography, and child sex trafficking that were discovered using these interdiction techniques.

***Introduction to Human Trafficking*** is a free online course developed by the Florida Department of Law Enforcement, in cooperation with the Florida Office of the Attorney General. The two-hour training provides an overview of human trafficking and assists participants in learning to understand state and federal laws on human trafficking, recognize indicators of human trafficking, and identify potential victims of human trafficking.<sup>23</sup>

***Child Sex Trafficking: A Training Series for Frontline Officers*** was developed by the IACP, the FBI, and DOJ's Office of Community Oriented Policing Services (COPS). This training is designed to educate frontline officers on how to recognize and respond to victims of child sex trafficking. The videos are centered on the premise of "recognize, rethink, and respond." The toolkit consists of a series of training videos and includes several hard-copy resources.<sup>24</sup>

**Human Trafficking Training Program** was developed as a part of the DHS Blue Campaign. This Web-based training course teaches law enforcement officers how to recognize human trafficking encountered during routine duties, how to protect victims, and how to initiate human trafficking investigations. This training is law enforcement sensitive and is available on the Federal Law Enforcement Training Centers' (FLETC) Electronic Learning Portal. In order to access the training, law enforcement officials must have an account with the Regional Information Sharing Systems® (RISS) and the Homeland Security Information Network (HSIN).<sup>25</sup>



## INFORMATION SHARING

Statewide information sharing is critical to combatting human trafficking. Information sharing efforts should include the exchange of information on trends, suspects, and techniques and also address the identification and evaluation of technology solutions. To improve and codify information sharing efforts, systems should avoid processes that may require dual entry of data and searching of multiple systems. The resources in this section include information that can help improve law enforcement's understanding of human trafficking-related activities in its area of responsibility.

Leveraging an existing task force is an inexpensive and convenient method to begin to share information. The Bureau of Justice Assistance (BJA), in coordination with the Office for Victims of Crime (OVC) and the U.S. Department of Health and Human Services, supports and funds task forces based on a comprehensive strategy of collaboration among state and local enforcement, trafficking victim service providers, federal law enforcement, and U.S. Attorneys' Offices through the [Anti-Human Trafficking Task Force Initiative](#).<sup>26</sup>

Task forces may be established by the state legislature and may require the inclusion of local law enforcement agencies and victim service providers partnering with federal and state investigative, enforcement, and regulatory agencies and resources to effectively respond to the crime of human trafficking. A statute can create a more permanent and stable task force structure. The multidisciplinary task force response model is encouraged by DOJ and is considered worldwide as a "best practice" in the response to human trafficking. Human trafficking task forces may be eligible for federal funding through BJA's Anti-Human Trafficking Task Force Initiative.

DOJ's OVC and BJA developed an electronic guide to support established task forces and help agencies that are forming task forces. The purpose of the guide is to assist in the development and operations of an anti-human trafficking task force and to provide fundamental guidance for effective task force operations.<sup>27</sup>

The Uniform Law Commission’s Uniform Act on the Prevention of and Remedies for Human Trafficking includes a template for creating a state human trafficking statute, including establishment of a task force.<sup>28</sup>

Whenever a human trafficking task force is established, a memorandum of understanding (MOU) should be included. The MOU should outline all law enforcement agencies and other partner organizations involved with the task force, each entity’s roles and responsibilities, and the purpose, goals, and authority of the task force.

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### **BEST PRACTICE**

The Clearwater/Tampa Bay Area Task Force on Human Trafficking (CATFHT) in Florida is an example of a regional human trafficking task force that includes state, local, and federal law enforcement, prosecution, and nongovernmental organizations. The CATFHT has established an MOU with all partners and developed a comprehensive mission statement for the task force, including outlining the human trafficking problem in the Clearwater/Tampa area, identification of key stakeholders, how to handle tips and investigative leads and proactively identify and investigate human trafficking incidents, and the task force’s prosecution/post-arrest strategy.<sup>29</sup>

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## **CONCLUSION**

Human trafficking is rapidly emerging as a top priority for many state law enforcement agencies. To effectively and comprehensively combat this growing crime trend, agencies should develop a state strategy that articulates how agencies will prepare for and respond to human trafficking activity within the state. This toolkit is designed to assist states in developing this strategy; it defines suggested components to include and provides examples of these components.

Implementation of the key elements of the toolkit—including conducting an assessment; providing awareness and outreach resources to law enforcement and the public; developing investigative guidance; creating comprehensive legislation; implementing appropriate policies and procedures; protecting privacy, civil rights, and civil liberties; providing training to personnel; and enhancing information sharing—will enable agencies to combat human trafficking within their states and around the nation.

## ENDNOTES

- 1 U.S. Department of Homeland Security Blue Campaign, <http://www.dhs.gov/blue-campaign>.
- 2 Tennessee Bureau of Investigation, *Tennessee Human Sex Trafficking and Its Impact on Children and Youth*, <http://www.tbi.tn.gov/documents/FINALTNHumanSexTraffickingStudyColorrev2.pdf>.
- 3 Georgia Bureau of Investigation, *Human Trafficking in Georgia: A Survey of Law Enforcement*, <http://gbi.georgia.gov>.
- 4 Wisconsin Department of Justice, *A Baseline Assessment of Human Trafficking in the State of Wisconsin*, <http://www.doj.state.wi.us/sites/default/files/2013-news/wisconsin-human-trafficking-assesment-2013.pdf>.
- 5 Tennessee Bureau of Investigation, "Human Trafficking Identification and Response."
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## APPENDIX A—OVERALL STATE RANKING GRADES

Each state has received a ranking in the following categories: SME Assessments, law enforcement training, investigations, current legislation relating to human trafficking, awareness and outreach regarding the problem, resources available within the state for both victims and law enforcement, and current processes of information sharing. Each ranking has been expressed as Insufficient Data, Does Not Meet Expectations, Partially Meets Expectations, Meets Expectations, or Exceeds Expectations. Categorical rankings have been combined to express an overall state score in relation to human trafficking practices and responses.

Overall scores are based on the following outline:

- ◀ **Insufficient Data (☒):** “Insufficient Data” ranking received in four or more categories
- ◀ **Does Not Meet Expectations (⊗):** “Does Not Meet Expectations” ranking received in four or more categories
- ◀ **Partially Meets Expectations (⊙):** Fifty percent of category rankings are lower than “Meets Expectations” (50%, n=4)
- ◀ **Meets Expectations (○):** Seventy-five percent of category rankings are higher than “Does Not Meet Expectations” (75%, n=5)
- ◀ **Exceeds Expectations (⊕):** “Does Not Meet Expectations” and “Partially Meets Expectations” not received in any categories; 50 percent of category rankings are “Exceeds Expectations” (50%, n=4)

**Insufficient Data:** States who received this grade did not provide sufficient data to receive a ranking. SMEs should review the survey document provided in Appendix II and self-complete a ranking based on the provided categories to understand the current nature of human trafficking practice and response in his or her state.

**Does Not Meet Expectations:** States who received this grade reported that no action is currently taken in response to human trafficking in multiple categories. SMEs should assess which area of action requires the most immediate response and review the above categorical delineations for documents that may be of assistance in the creation of new policies.

**Partially Meets Expectations:** States who received this grade have opportunities for improvement within their current response to human trafficking. SMEs should review categories that did not receive “Meets Expectations” for potential areas of growth and development.

**Meets Expectations:** States who received this grade are currently within the baseline of expected practices and response to human trafficking in the United States. SMEs should review categories that did not receive “Meets Expectations” for opportunities to improve the current response.

**Exceeds Expectations:** States who received this grade are operating at a level above the baseline of expected practices and response to human trafficking. The policies, procedures, and resources used in these states can serve as examples for states who wish to improve their current response.

## STATE CATEGORICAL RANKINGS AND OVERALL SCORES

State	Assessments	Training	Investigations	Legislation	Outreach	Resources	Information Sharing	Overall Grade
Alabama	⊙	☒	⊙	○	☒	☒	☒	☒
Alaska	○	○	☒	○	○	∅	★	○
Arizona	○	○	⊙	○	★	⊙	★	○
Arkansas	○	○	⊙	○	★	⊙	★	○
California	○	★	○	⊙	○	○	∅	○
Colorado	⊙	○	☒	○	∅	∅	○	⊙
Connecticut	⊙	∅	∅	○	⊙	∅	∅	∅
Delaware	○	⊙	∅	○	○	⊙	∅	⊙
Florida	⊙	○	☒	○	★	⊙	★	○
Georgia	○	★	☒	○	○	○	★	○
Hawaii	○	⊙	⊙	⊙	⊙	⊙	∅	⊙
Idaho	○	○	⊙	⊙	⊙	⊙	○	⊙
Illinois	∅	☒	☒	○	☒	☒	☒	☒
Indiana	⊙	○	∅	○	∅	∅	∅	∅
Iowa	○	∅	⊙	○	∅	○	★	⊙
Kansas	○	★	☒	○	∅	○	★	○
Kentucky	○	∅	★	○	○	∅	★	○
Louisiana	○	★	⊙	★	○	○	★	○
Maine	☒	☒	☒	⊙	☒	☒	☒	☒
Maryland	○	○	⊙	○	★	★	★	○
Massachusetts	☒	☒	☒	○	☒	☒	☒	☒
Michigan	★	○	○	○	○	○	∅	○
Minnesota	○	★	⊙	★	⊙	○	∅	○
Mississippi	⊙	○	∅	○	⊙	⊙	☒	⊙
Missouri	⊙	○	☒	○	○	⊙	☒	⊙
Montana	○	○	☒	★	○	⊙	∅	○
Nebraska	⊙	○	☒	○	○	⊙	★	○
Nevada	⊙	∅	☒	○	○	○	○	⊙
New Hampshire	⊙	∅	∅	⊙	∅	∅	∅	∅
New Jersey	★	★	∅	○	★	★	★	○
New Mexico	⊙	★	☒	⊙	★	∅	★	⊙
New York	⊙	○	☒	⊙	○	∅	★	⊙

State	Assessments	Training	Investigations	Legislation	Outreach	Resources	Information Sharing	Overall Grade
North Carolina	⊙	○	☒	○	○	∅	○	○
North Dakota	○	★	∅	○	∅	★	∅	⊙
Ohio	★	○	○	○	★	∅	∅	○
Oklahoma	★	○	○	○	★	★	○	○
Oregon	★	★	○	○	○	○	★	○
Pennsylvania	★	○	∅	○	∅	○	★	○
Rhode Island	★	★	⊙	⊙	○	∅	★	○
South Carolina	☒	☒	☒	○	☒	☒	☒	☒
South Dakota	○	★	∅	⊙	★	∅	★	○
Tennessee	★	○	⊙	★	★	○	∅	○
Texas	★	★	○	★	★	★	★	★
Utah	⊙	○	☒	○	∅	⊙	★	⊙
Vermont	★	○	○	○	○	○	★	○
Virginia	○	⊙	○	○	○	⊙	∅	○
Washington	☒	☒	☒	★	☒	☒	☒	☒
West Virginia	○	∅	⊙	⊙	∅	⊙	★	⊙
Wisconsin	○	○	⊙	○	○	★	★	○
Wyoming	☒	☒	☒	⊙	☒	☒	☒	☒

## APPENDIX B—ASCIA HUMAN TRAFFICKING INITIATIVE WORKING GROUP

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**Mark Gwyn**, Tennessee Bureau of Investigation  
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**Jake Jansky**, Wisconsin Division of Investigation  
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**DeWade Langley**, University of Central Oklahoma School of Criminal Justice  
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This project was supported by Grant No. 2012-D6-BX-K012 awarded by the Bureau of Justice Assistance, Office of Justice Programs, in collaboration with the Global Justice Information Sharing Initiative and the Program Manager, Information Sharing Environment. The opinions, findings, and conclusions or recommendations expressed in this publication are those of the author(s) and do not necessarily reflect the views of the U.S. Department of Justice or the Program Manager, Information Sharing Environment.



Issued 08/2016

