FYSB Family & Youth Services Bureau

Runaway and Homeless Youth Training & Technical Assistance Center

Human Trafficking: The Basics

A Resource Guide for RHY Providers

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(w) nspnetwork.org

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Runaway and Homeless Youth Training & Technical Assistance Center

Operated by:

NATIONAL SAFE PLACE NETWORK

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National Safe Place Network provides support to all runaway and homeless youth grantees through its operation of FYSB's Runaway and Homeless Youth Training and Technical Assistance Center (RHYTTAC). Content within this resource guide is attributed to original sources as cited. Additional original content was provided by contractual subject matter experts James Bolas and Margo Hirsch. Additional content, design and the HTR^3 project overview was contributed by National Safe Place Network.

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A NOTE ABOUT THE RESOURCE GUIDE

This resource guide has been designed to address both labor and sex trafficking of runaway and homeless youth. Most of the examples provided and research cited is on sex trafficking of girls, which reflects the reality that most research and service provision has been directed toward girls who have been sex trafficked. Boys, transgender youth, and survivors of labor trafficking have yet to be fully recognized as in need of specific research and support services. Please check the resource section of www.rhyttac.net for updated resources on these populations as more information becomes available.

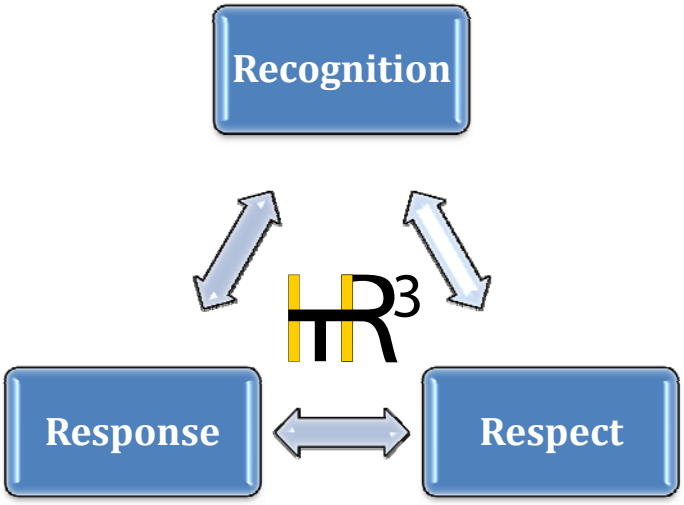
Furthermore, the resource guide was developed to complement all other materials and training provided through the HTR^3 project and serve as a foundational information source for all RHY staff. All materials have been designed to be updated as we continue to learn and grow. Please make sure that you join the conversation and add your expertise so every young person who enters the door of your program or whom you encounter during outreach will benefit from our collective knowledge. Please use the RHYTTAC Community of Practice (CoP) to update or add information relevant to your location so that others may benefit.

INTRODUCTION

> "It is crucial that all RHY providers who may come into contact with youth who are survivors of human trafficking have a basic understanding of human trafficking in order to accurately identify victims, provide appropriate and trauma-informed services, and expand the network of services."
>
> National Safe Place Network

In 2014, National Safe Place Network (NSPN), via its operation of the Runaway and Homeless Youth Training and Technical Assistance Center (RHYTTAC), received funding from the Family & Youth Services Bureau (FYSB) to design a comprehensive approach to bring information, skills and resources to all federally funded Runaway and Homeless Youth (RHY) programs on the topic of human trafficking prevention and intervention. As part of FYSB's focus on preventing human trafficking and supporting survivors, NSPN utilized its HTR^3 project (Human Trafficking: Recognize, Respect, Respond). The HTR^3 project goals focus on building capacity for RHY grantees to address the needs of victims/survivors of human trafficking and filling the knowledge gap for RHY grantees rather than recreating the numerous resources already available at the local, state and national levels. The project provides tools grantees can use to train their staff on the importance of human trafficking and the RHY population. The HTR^3 framework helps RHY providers understand an approach that is based on support and strength rather than criminalization and victimization.

Human Trafficking



The HTR^3 framework was designed so that all programs working with homeless, runaway and street-involved youth are supported in their efforts to work effectively with survivors of human trafficking in three dimensions:

- Recognize
  - Staff should have the capacity to identify risk factors that make young people vulnerable to traffickers, red flags of exposure or involvement in trafficking, legal rights and other protections available to youth.
- Respect
  - Programs should employ culturally sensitive and competent responses to trafficked youth and utilize non-judgmental approaches to gather needed information, including information and insight into the internal and external resources needed to move from victim to survivor.
- Respond
  - Staff must understand the intersection of adolescent development and human trafficking and the impact each has on the other. This will provide for effective engagement techniques, comprehensive services, a platform for agencies to share best practices, and opportunities to design model programs.

HUMAN TRAFFICKING: The Legal Framework

Human trafficking is the process through which a person is forced, defrauded or coerced into performing an act that will profit someone else. The federal Trafficking Victims Protection Act (TVPA) recognizes two distinct types of trafficking situations:

> Sex Trafficking: The recruitment, harboring, provision, or obtaining of a person for the purpose of a commercial sex act, in which the 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.[1]
>
> Labor Trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion, for the purposes of subjection to involuntary servitude, peonage, debt bondage or slavery.[2]

States across the nation have enacted their own human trafficking legislation, and definitions, penalties, and processes may vary from those used by the federal government. In Indiana, for example, it is a Level three felony to recruit, harbor or transport a minor for the purpose of forced labor, prostitution, or performance that includes sexual conduct.[3] The Indiana law mandates that an alleged trafficking victim receive a "Declaration of Law Enforcement Officer for Victim of Trafficking in Persons" in order to be treated as a victim of trafficking.[4]

Safe Harbor Laws

In addition to legislation to combat human trafficking, many states have enacted Safe Harbor laws that carve out special protections for minors who have been commercially sexually exploited. These special protections are not available to minors involved in labor trafficking situations. Safe Harbor laws can vary widely. In one jurisdiction, the law may automatically convert criminal charges for sex-related offenses into family court proceedings that offer support and services. In another state, the law may bar prosecution but does not mandate services. In many states, the prosecutor and/or court has discretion on whether to make the conversion. Safe Harbor or similar laws have been enacted in Connecticut, Florida, Illinois, Massachusetts, Minnesota, Nebraska, New Jersey, New York, Tennessee, Vermont and Washington. In Texas, although no legislation was specifically passed, the State Supreme Court ruled that a minor, who cannot legally consent to having sex, cannot be criminally charged with prostitution.[5]

In response to the growing awareness of human trafficking, some state and municipal courts have established special parts for victims of trafficking. Examples of these innovative approaches can be

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[1] Trafficking Victims Protection Act (TVPA) 22 USC § 7102
[2] TVPA 22 USC § 7102
[3] Indiana Code: 35-42-3.5
[4] Indiana Code: 35-42-1
[5] Supreme Court of Texas. IN RE: B.W. No. 08-1044. Decided: June 18, 2010.

found in Phoenix, AZ, and Baltimore, MD. New York has piloted specialized trafficking courts in several counties throughout the state.

When reviewing both statutes and regulations, make sure you analyze the facts of the case in light of possible benefits available for trafficking survivors, in addition to what may be available through your state's Safe Harbor law. For youth who are undocumented, you may need to contact an immigration attorney or one of the not-for-profit organizations that offer pro bono assistance. The inquiry cannot end there. Some victims of crimes are eligible for victim compensation and some state trafficking laws provide funding for case management and/or social services.

Statutes and regulations are subject to change both in their writing and in their interpretation. Make sure you have the latest information about the laws as they apply in your state and locality.

LEXICON OF COMMON TERMS: Words, Phrases, and Acronyms

Working effectively with youth who have been trafficked requires an understanding of the terms used by law enforcement and/or government entities, service providers and advocates. Some of the most frequently heard terms are defined below. In some instances, the definition is supplemented with legal, policy, and/or practice implications. This list does not include any street vernacular, as those terms are usually regional in nature and change frequently.

CSEC Commercial Sexual Exploitation of Children – often used synonymously with sex trafficking of minors. As with sex trafficking, there must be some commercial or economic transaction. The commercial aspect is what sets it apart from child sex abuse.

Commercial Sex Act Any sexual act done in exchange for something of value such as food, drugs, a place to stay, hormones, money, etc. The TVPA does not specifically define a commercial sex act. Other federal agencies that work with trafficking victims have crafted more specific descriptions of what constitutes commercial sexual exploitation (CSE). For example, the Office of Refugee Resettlement includes in its definition of CSE specific references to prostitution, pornography, stripping, live–sex shows, and mail-order brides. This distinction may be critical for youth under the age of 18 because, for example, a federal judge may or may not consider stripping by itself a commercial sex act and a youth would have to then prove force, fraud or coercion to be treated as a labor trafficking victim.

Coercion This is an element of the TVPA and many state laws which refers to one of the means a trafficker uses to obtain and maintain a trafficking victim within their control. Coercion can be found where a victim was subjected to threats of harm to self or others, such as family members; the threat of turning a victim over to law enforcement, including immigration officials; or reporting family members to those officials. Any act that would make the trafficking victim believe they or a loved one would be seriously harmed if the victim fails to comply with the trafficker can be considered coercion.

Debt Bondage This term is used in the federal definition for labor trafficking and refers to the services provided by a debtor to another person in payment of, or as security for, a debt. The person forced to work in a debt bondage situation may be the debtor, but sometimes the debtor substitutes another individual to pay the debt. An example of this is a parent who incurs a debt to a human smuggler and sells a child into forced labor to pay the debt. Debt bondage and peonage are often used interchangeably.

EMDR Eye Movement Desensitization and Reprocessing (EMDR) is a form of psychotherapy that both the American Psychiatric Association and Department of Defense recognize as an effective form of trauma treatment, including treatment for post-traumatic stress disorder (PTSD).

Fraud	This is an element of the federal law and many state laws that refers to the use of deceit or trickery to cause someone to act against their own best interests. Fraud involves purposefully misleading another individual about the facts of a situation, such as the promise of lawful employment.
Human Smuggling	This term refers to the act of illegally helping another individual to cross a national border. Colloquial names for smugglers include *Snakeheads* and *Coyotes*. Snakeheads are most commonly associated with smugglers from across Asia while Coyotes are usually associated with those persons who smuggle people across the southern border of the United States.
Human Trafficking	The use of force, fraud or coercion to compel a person into any form of work or service against their will. Under federal law, minors who are victims/survivors of sex trafficking do not have to prove force, fraud or coercion.
Immigration Relief	The process through which an undocumented immigrant qualifies for legal status. Young people can seek relief under a number of special visa programs including Special Immigration Juvenile Status (SIJS); T Visa (for victims of trafficking); U Visa (for victims of crimes); VAWA (for victims of domestic abuse or children of victims of domestic abuse) or asylum. Youth who have been residing in the United States continuously since 2007 and arrived before their 16th birthday may qualify for Deferred Action for Childhood Arrivals (DACA), which does not change their immigration status but does prevent deportation for a set period of time.
Innocence Lost	A joint initiative of the Federal Bureau of Investigation (FBI), the Department of Justice's (DOJ's) Child Exploitation and Obscenity Section, and the National Center for Missing and Exploited Children formed to address domestic sex trafficking of children. The program encourages the development of task forces and work groups comprised of state and local law enforcement agencies.
Involuntary Servitude	This term is used in the federal definition for labor trafficking and refers to forced labor through the use of harm or threats of harm, including the threat of being turned over to law enforcement authorities.

LEA	Law Enforcement Agency. When working with a youth who is undocumented and meets the criteria for a T Visa, certification by an LEA is required to start the process. An LEA can be any number of federal law enforcement agencies, such as the FBI; US Citizenship and Immigration Services (USCIS); US Immigration and Customs Enforcement (ICE), US Marshals Service, etc.
Peonage	This term is used in the federal definition for labor trafficking and refers to the condition of being held against one's will for the purpose of paying off a debt. The person forced to work in a peonage situation may be the debtor, but sometimes the debtor substitutes another individual to pay the debt. Peonage and debt bondage are often used interchangeably.
Rescue and Restore	A campaign spearheaded by the US Department of Health and Human Services designed to increase identification of trafficking victims/survivors in the United States with the goal of connecting those individuals with services and benefits. One aspect of the campaign was the creation of the National Human Trafficking Resource Center, currently operated by Polaris Project. The center operates a database of referral services throughout the nation, compiles statistical data, and serves as a clearinghouse for information and resources. The resource center also operates a hotline (1-888-373-7888) for trafficking victims/survivors.
Safe Harbor Laws	State laws enacted to protect minor victims of sex trafficking from prosecution and to provide services to those victims.
Servile Marriage	Refers to persons (usually women) who have been forced or sold into a marriage. Once married, individuals are compelled to work, often through physical, sexual or emotional abuse.
Slavery	Refers to a person being held against one's will for the purpose of providing some form of labor. The victim is controlled physically or psychologically through harm or the threat of harm.
Trauma Bonding	A form of coercive control characterized by the strong emotional ties that can develop between a victim and a perpetrator. It has been described as a survival or coping mechanism where other strategies to protect oneself are not feasible.
Trauma-Informed Care	A strengths-based approach to service provision that acknowledges the impact trauma has on an individual and integrates that understanding into all policies and practices.

Trauma-Informed Consequences Behavior modification tools that acknowledge the impact of trauma on a young person's behavior and development. Trauma-informed consequences are individualized to meet the unique needs of each young person.

TVPA Trafficking Victims Protection Act is the federal law that defines human trafficking, protects victims/survivors, punishes traffickers and establishes prevention programs. The TVPA was originally signed into law in 2008 and was reauthorized in 2013 as part of the Violence Against Women Act (VAWA).

VAWA Violence Against Women Act includes a section on immigration relief for undocumented adults and children who have been abused by U.S. citizens or lawful residents. Section 302: enhances youth safety, section 1101: reduces sexual abuse in custodial settings; section 1241: provides assistance to domestic minor sex trafficking victims/survivors; section 1262: strengthens child advocate program for unaccompanied children.

VOCA Victims of Crime Act, which includes some provisions for immigration relief for undocumented persons who have been victims/survivors of certain delineated crimes.

The following federal agencies are involved in work with trafficking victims/survivors:

HHS **Department of Health and Human Services**

ACF	Administration for Children & Families
ACYF	Administration on Children, Youth & Families
FYSB	Family & Youth Services Bureau
ORR	Office of Refugee Resettlement

DOJ **Department of Justice**

BJA	Bureau of Justice Assistance
COPS	Community Oriented Policing Services
FBI	Federal Bureau of Investigation
FBIOVA	FBI Office of Victim Assistance
NIJ	National Institute of Justice
OJJDP	Office of Juvenile Justice and Delinquency Prevention
OJP	Office of Justice Programs
OVC	Office for Victims of Crime
OVW	Office on Violence Against Women

DHS **Department of Homeland Security**

CBP	Customs and Border Protection
ICE	Immigration and Customs Enforcement
ICE VAP	ICE Victim Assistance Program
USCIS	United States Citizenship and Immigration Services

DOL **Department of Labor**

Additional related acronyms:

BFT	Bona fide T visa (enables VSFT to access refugee benefits)
CERT	Certification by HHS for refugee benefits
CEOS	Child Exploitation & Obscenity Section/Criminal Division
CP	Continued Presence (temporary immigration relief)
CRT	Civil Rights Division/Criminal Section
DSS	Diplomatic Security Service/State Dept.
EAD	Employment Authorization Document (comes with CP)
G/TIP	Office to Monitor & Combat Trafficking in Person
IOM	International Organization for Migration
LEA	Law Enforcement Agency
LEA- Supp	T visa (I-914B) form prepared by LEA re: VSFT and assistance
LPR	Lawful Permanent Resident (available to T-visa holders after 3 years)
MAA	Mutual Assistance Associations
NGO	Non-governmental organization (provides social services)
OSC	Office of Special Counsel for Immigration-Related Unfair Employment
PHAB	Parole and Humanitarian Assistance Branch (ICE)
SOL	Statute of Limitations
SPBP	Significant public benefit parole (temporary immigration relief issued by PHAB)
T Visa	Trafficking Visa (3 year status; may become LPR)
TIP	Trafficking in Persons
TP-WETF	Trafficking in Persons & Worker Exploitation Task Force (complaint line)
TVPA	Trafficking Victims Protection Act of 2000
TPPRA	Trafficking Victims Protection Reauthorization Act of 2003
USAO	U.S. Attorney's Office
URMP	Unaccompanied Refugee Minor Program (for alien juveniles/ORR)
VOT	Victim of Trafficking
VSFT	Victim of a severe form of trafficking
WHD	Wage and Hour Division (DOL)

There are undoubtedly terms used in your local communities that are not found here. Please share these on the RHYTTAC Community of Practice so others can benefit from your knowledge.

Child Abuse and Neglect, Human Trafficking, and the Mandated Reporter

Mandated Reporting and Human Trafficking

A few states require mandated reporters to notify authorities about suspected cases of child trafficking. For example, Kentucky requires all persons to report dependency, neglect, or abuse as well as child trafficking.[6] If a person knows or has reason to believe a child is a victim/survivor of human trafficking, Kentucky also allows the report to be made to any of a number of enumerated law enforcement agencies.[7] Colorado also mandates reporting of child trafficking, including when the trafficking is being perpetrated by a third party (not a parent, guardian or caretaker).[8] This may become a trend, as often happens when jurisdictions make these types of changes to existing law.

Where there is no law requiring the reporting of child trafficking, states have looked to existing child protection or mandated reporter laws to identify youth who may be victims/survivors of human trafficking. However, mandated reporter requirements vary widely from state to state. So who has to report what can differ dramatically. Some states, such as Michigan, delineate specific categories of individuals that are mandated child abuse and neglect reporters.[9] Typical mandatory reporters include teachers, social workers, doctors, nurses and other health care workers, therapists, mental health professionals, child care providers, and law enforcement.

Some states name other occupations:

- 12 states include commercial film processors.
- 6 states list computer technicians.
- 7 states include domestic violence workers.
- 7 jurisdictions list animal control personnel.[10]
- 27 states require reporting from members of the clergy.[11]
- Arkansas lists 36 separate categories of professionals required to report suspected child abuse or neglect.[12]
- New Jersey and Wyoming require all persons to report suspected child abuse, neglect or maltreatment.[13]
- 16 additional states and Puerto Rico list categories of persons who must report and require all persons who know of or suspect child abuse to make a report.[14]

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[6] Kentucky Revised Statutes: 620.030
[7] KRS: 620.030
[8] Colorado Revised Statutes Annotated: §19-1-103 et. seq.
[9] Michigan Compiled Laws: Section 722.623.amended
[10] Child Welfare Information Gateway. (2014). *Mandatory reporters of child abuse and neglect.* Washington, DC: U.S. Department of Health and Human Services, Children's Bureau. https://www.childwelfare.gov
[11] Ibid.
[12] Arkansas Annotated Code: §12-18-402
[13] New Jersey Statutes Annotated: §9:6-8.10; Wyoming Annotated Statutes: §14-3-205
[14] Child Welfare Information Gateway, op. cit.

The Duty to Report a Crime

Where a child is being trafficked by a parent, guardian, or caretaker, state child protection statutes and mandatory reporting laws determine legal obligation. In the case of non-relative child trafficking, the relationship between the trafficker and child is not as clear. Is the trafficker stepping into the role of the guardian? Many would argue that a child abuse and neglect report is warranted. However, a hotline may not accept the call and make a law enforcement referral instead. Finding out how your state child abuse and neglect hotline views non-relative trafficking situations is therefore crucial.

Outside of child protection circumstances, there is no duty to report a crime in the majority of states. Texas is one of the few states that makes it a Class A misdemeanor if a person observes a felony that resulted in serious bodily injury or death and fails to report it to law enforcement.[15] Ohio, on the other hand, requires a person to report a felony they know has occurred even if they did not directly observe the criminal activity, but there are exceptions for persons who have a privileged/confidential relationship. Given variation among states and the evolving nature of human trafficking legislation, RHY programs are encouraged to collaborate with local and state partners to fully utilize resources available in their communities.

[15] Texas Penal Code Annotated: §38.171. The law makes an exception for persons who believe reporting would place them in danger of serious injury of death.

HOMELESS YOUTH AND TRAFFICKING: What Does The Research Say?

Human trafficking is the fastest growing criminal enterprise of this century, growing from a nine billion to a 32 billion dollar global industry in a little over a decade.[16] There is no typical trafficker, and it has been shown that traffickers can be parents or other close family members, family friends, boyfriends/girlfriends, employers, smugglers or strangers. Traffickers can be part of an organized enterprise or can work alone. Street gangs, for example, are known to traffic minors into the drug and sex markets.[17]

Research into domestic trafficking has been largely focused on sex trafficking, with most studies pointing out the vulnerability of runaway and homeless youth.[18] Research may become more challenging with increasing utilization of the internet as a marketplace for the buying and selling of young people.[19] Researchers in one study found 27% of youth who were sex trafficking victims had been trafficked through the internet.[20] In spite of what we know, it is impossible to quantify how many young people are victimized each year. Prevalence estimates vary widely and are almost exclusively studies of commercial sexual exploitation of minors. While there is no agreement on prevalence, research does suggest street youth and youth in need of shelter are at very high risk of becoming trafficking victims/survivors.[21] Research also suggests that some racial, ethnic and cultural groups are more vulnerable. American Indian and Alaskan Native youth for example, are trafficked at rates much higher than their non-Native peers.[22] Childhood histories of physical, sexual or emotional abuse or witnessing domestic violence increase the risk of vulnerability to sex traffickers.[23] Adolescent survivors of trafficking situations describe family fragmentation and dissolution which resulted in them being on their own or without adequate support and supervision.[24] The lack of even one supportive adult is a common theme in the histories of trafficked youth.[25]

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[16] Vital Voices. (April 25, 2007). Vital Voices conference in Hong Kong discusses labor trafficking. Retrieved from http://www.humantrafficking.org

[17] Lederer, L. (October 21, 2011). Sold for Sex: The link between street gangs and trafficking in persons. Retrieved from: http://www.thepublicdiscourse.com/2011/10/4034/

[18] Estes, R.J. & Weiner, N.A. (2001). *Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico.* University of Pennsylvania; Koltra, K. (2010). Domestic Minor Sex Trafficking in the United States. *Social Work 55*(2).

[19] Wells, M., Mitchell, K. J., & Ji, K. (2012). Exploring the role of the internet in juvenile prostitution cases coming to the attention of law enforcement. *Journal of Child Sexual Abuse*, *[21]*(3), 327-342.

[20] Wells, Mitchell, & Ji. (2012)

[21] Clayton, E. W., Krugman, R. D., & Simon, P. (2013). *Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States*. National Academy of Sciences: National Academies Press.

[22] Gluck E. & Mathur, R. (2014) *Child Sex Trafficking and the Child Welfare System*. State Policy Advocacy and Reform Center (SPARC).

[23] Williams, L. M. & Frederick, M.E. (2009). *Pathways into and out of commercial sexual victimization of Children: Understanding and responding to sexually exploited teens.* Department of Criminal Justice and Criminology, University of Massachusetts.

[24] Ibid

[25] Ibid

Almost all research to date has focused on girls. While we can extrapolate the experiences of boys and transgender persons from the research of girls, their experiences might be very different. Researchers are only recently looking at the victimization of males and transgender persons. One New York City study found that 45% of trafficking victims/survivors were male and 8% transgender.[26] LGBTQ youth make up 20-40% of the homeless youth population.[27] Further extending the disproportionate risks to this population, LGBTQ youth are five times more likely to be trafficked than their heterosexual peers.[28]

Perhaps sex trafficking studies are published more frequently simply because the victims and survivors of labor trafficking are less obvious. According to a study by Amy Farrell and Rebecca Pfeffer, "The police are more likely to investigate sex trafficking as opposed to labor trafficking because they rely on tips and respond to calls from the public instead of building intelligence and proactively investigating potential venues of human trafficking."[29] The National Institute of Justice has funded three recent studies, including a prevalence study which concluded there were over 38,000 potential labor trafficking victims/survivors in San Diego County, CA.[30]

Another challenge to identifying labor trafficking is that much of the work involved is not inherently illegal. Labor trafficking has been found across a wide spectrum of industries, including agriculture, hospitality, food service, domestic workers in private residences, construction, carnivals and fairs, factories and assisted living facilities.[31] Industries with high environmental dangers and environmental risk, such as mining, seafood, agriculture and herding, are also places where trafficking victims/survivors have been found.[32] A study conducted by the Urban Institute and Northeastern University found 100% of those trafficked into carnival work were young adults.[33] The majority of labor trafficking victims/survivors in this study were first recruited through their own social networks, though in some instances, the recruiter was unaware it was a trafficking situation.[34] The same study found that for youth under age 18, the most common trafficking venues were agriculture and domestic service in private residences.

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[26] Curtis, R., Terry, K., Dank, M., et al. (2008). *The Commercial Sexual Exploitation of Children in NYC*. National Institute of Justice.
[27] Ray, N. (2006). Lesbian, gay, bisexual and transgender youth: An epidemic of homelessness. New York: National Gay and Lesbian Task Force Policy Institute and the National Coalition for the Homeless.
[28] Gluck & Mathur. (2014).
[29] Weitzer, R., & Zhang, S. X. (2014). Policing Human Trafficking: Cultural Blinders and Organizational Barriers. *The Annals of The American Academy of Political and Social Science, 653*(46).
[30] Picarelli, J. (October 30, 2014). Hidden in Plain Sight: Labor Trafficking in America. Presented at the Urban Institute. Available at http://www.ustream.tv/recorded/54691242
[31] Owens, C., Dank, M., Breaux, J., et al. (2014). Understanding the Organization, Operation, and Victimization Process of Labor Trafficking in the United States. Urban Institute and Northeastern University.
[32] Ball, S. (October 30, 2014). Hidden in Plain Sight: Labor Trafficking in America. Presented at the Urban Institute. Available at http://www.ustream.tv/recorded/54691242
[33] Owens, Dank, Breaux, et al. (2014)
[34] Ibid

Youth can be exploited without being trafficked. The United States Department of Labor has a Wage and Hours Division (WHD) that can investigate claims of non-payment, under-payment or child labor abuse.[35] Investigations to recover back wages for undocumented youth will not jeopardize their status.[36] For more information about labor exploitation, visit www.dol.gov/whd/ or call 1-866-4US-WAGE.

It is believed that many of our young domestic trafficking victims/survivors have had contact with some child welfare agency.[37] Therefore, the better prepared we are to identify possible survivors, the better able we will be to avoid re-victimization and to provide the supports and services needed to continue to assist our young people in their process of healing. Even where no physical constraints are in evidence, traffickers exert psychological coercion and control over their victims and the abuse is often nuanced.[38] Traffickers break down their victim's will, erode their self-confidence, and make them totally dependent on the trafficker or trafficker's agent, rendering them unable to speak out or seek help.[39]

Big cities have long been identified as centers for human trafficking, but the focus on large urban areas is misplaced. The oil boom in areas of North Dakota and Montana has resulted in economic growth and employment in small towns, but there has also been a concomitant growth in human trafficking which can cover a geographic area as large as 200,000 square miles.[40] In areas as large and sparsely populated as these, social services are not accessible to youth who have been victimized. Large city or small town, trafficking may be happening right before our eyes. We can no longer afford to assume that youth asking for money on the street are doing so of their own accord. Those young people may be victims of a large criminal enterprise.[41] A recent study of trafficking prevalence among homeless youth revealed a young survivor who had been forced to panhandle.[42]

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[35] Fortman, L. (October 30, 2014). Hidden in Plain Sight: Labor Trafficking in America. Presented at the Urban Institute. Available at http://www.ustream.tv/recorded/54691242
[36] Ibid
[37] Gluck & Mathur. (2014).
[38] Burke, F. (October 30, 2014). Hidden in Plain Sight: Labor Trafficking in America. Presented at the Urban Institute. Available at http://www.ustream.tv/recorded/54691242
[39] Ibid
[40] Pennington, J. (2014). The Dark Side of the Boom; Human Trafficking in the Bakken and Possible Programmatic Responses for Helping Professionals. *Graduate School Research Conference*. University of Montana. Retrieved from: http://scholarworks.umt.edu/cgi/viewcontent.cgi?article=1037&context=gsrc
[41] Cherneva, I. (2011). Human Trafficking for Begging. *Buffalo Human Rights Law Review, 17*(25).
[42] Covenant House. (2013). *Homelessness, Survival Sex and Human Trafficking: As Experienced by the Youth of Covenant House New York.* Retrieved from: http://center.serve.org/nche/downloads/cov-hs-trafficking.pdf

In 2013, Covenant House in New York City partnered with Fordham University to undertake its own study of 185 randomly selected youth at Covenant House.[43] Fordham students interviewed 130 females, 51 males and four transgender residents. The study found 15% of youth randomly surveyed fit the federal definition of victim of human trafficking. An additional 8% engaged in survival sex but did not meet the federal definition because they were 18 or over. All told, 23% had been trafficked or engaged in survival sex, which included all transgender youth who participated in the study. Whether male, female or transgender, 100% of youth regretted the experience.

While 15% is an astounding number, Covenant House believes the number to be a low estimate because many trafficking victims/survivors are unable to access services of any type and remain hidden. Anecdotally, programs serving street involved youth in New York City report up to 80% to 90% of their young people have traded sex for something of value.[44] Three percent of identified trafficking victims/survivors were involved in forced labor. Covenant House believes this number may also be low because many youth described working conditions that could have been interpreted as forced labor, but the young people often denied feeling forced or coerced. For those youth who met the criteria for a victim of labor trafficking, one case involved forced begging and four cases involved forced sales, including family members compelling youth to serve as drug couriers or to distribute drugs. The youth in the Covenant House study identified their exploiters as being immediate family members, friends of family, boyfriends, employers, and smugglers working in collaboration with the victim's parents. Lack of shelter was the reason young people most often cited (48%) for their vulnerability to trafficking.

Ultimately, the best source of information is from data collected at programs in local neighborhoods. The most pertinent research is culled from that local data. National studies on prevalence and risk, even if available, may not be helpful in addressing the problem in a local community. Native American and Asian Pacific youth are statistically overrepresented in the number of youth who are trafficked, yet if they are not a population being served at your agency, you may be lulled into the false belief that the youth you are seeing are not at high risk.

[43] Ibid
[44] Ibid

THE ROLE OF RHY PROGRAMS IN IDENTIFYING AND SERVING TRAFFICKED YOUTH

Runaway and homeless youth (RHY) programs have always provided services to youth who meet the definition of trafficking victims/survivors. Youth who are on their own, with no resources and little support, have been exploited and victimized in far too many ways. The federal runaway and homeless youth legislation is grounded in the belief that young people who are on their own are at risk of exploitation and deserve a safe alternative to the streets. As the service system has grown and matured over the last four decades, recognition of the impact of a young person's experience has deepened and responses have developed based on social science theory and evidence-based practices. But, the march towards the use of "evidence-based practices" is not without its drawbacks.[45] Experience is as important as social theory. Experience has taught us that RHY programs are most successful when they are designed to meet the unique needs of a particular youth and a specific community.

When it comes to engaging and serving trafficking survivors, flexibility and creativity may be your most important assets. Street outreach, basic center and transitional living programs each have an important role to play in identifying and serving the population - although for programs that are more highly structured, and have time-limited outcomes, the challenge will be great. A program offering street outreach or street-based services, for example, may have greater leeway in working with a trafficking survivor than a maternity group home which has a defined set of goals to be achieved within a tight timeframe. No matter what the challenge, all programs can have a positive impact on trafficking victims/survivors.

Street Outreach Program

Outreach workers help street-involved youth by providing items for basic needs like food, water, and hygiene supplies without making demands on young people. The street may be the only place a youth feels in complete control, and the most successful outreach workers respect that. It is the youth who chooses you. Street outreach workers must be trained to recognize risk and maintain safety for themselves and the youth they serve. A firm understanding of the signs and symptoms of various mental health problems is essential, as is a deep understanding of the impact of trauma on adolescent development. Outreach workers also need a thorough knowledge of services in the community and positive working relationships with those referral resources. Street outreach teams should reach out to more traditional human trafficking organizations on a local and national level to keep up to date on what is new and innovative. Youth are also great teachers as they are the ones with the inside information about what works and why.

[45] Smyth, K. F., & Schorr, L. B. (2009). A lot to lose: A call to rethink what constitutes "evidence" in finding social interventions that work. *Malcolm Wiener Center for Social Policy Working Paper Series.*

Safety is a primary consideration for the worker, as well as for the youth on the street. For example, a grantee outreach effort may include the use of a van with a big sign allowing the community, homeless, and street-involved youth the ability to easily recognize assistance. However, in trying to engage trafficked youth, a covert approach may be safer and more effective. Make sure outreach material includes, but is not limited to, cards with the agency's information - some youth like to stash important numbers in a shoe. When working an area known to have trafficked youth, the outreach team might want to design a card with a hidden message like this one (note the embedded hotline number):

This card might be ignored by a trafficker as something the victim picked up along the way. It is unisex and does not provide specific messaging other than the hotline. The outreach worker verbalizes the message and then provides the card as a reminder.

Outreach workers should always carry the trafficking hotline number just in case a youth asks for a referral or the opportunity to call at a later time. Some street outreach programs are attached to a drop-in center or other physical location and have been able to establish special groups just for street youth, many or most of whom will have experienced some form of trafficking. Staff and volunteer workers involved in street outreach efforts should be knowledgeable about trauma and its impact on development and behavior to be most effective.

Basic Center Program

When a young person enters a crisis shelter, grantees have a limited opportunity to gain their trust and connect them with needed services. As a short-term facility, it is difficult for shelter staff to do much more than meet basic needs and begin to help a youth recognize and plan to address some of the problems and challenges they confront. The intake and assessment protocols are the first opportunity to learn about each young person, but hopefully not the last. It is often better to build trust first and get information later.

Youth, especially those with histories of complex trauma, are more than likely not going to share all their life experiences when asked during the first few encounters with receiving assistance. Trafficking victims/survivors in particular experience unremitting trauma and stress as a result of their victimization.[46] As youth service professionals, the task is to provide a safe space for young people and to introduce them to alternative paths. Confronting a young person with "the truth" is always unhelpful. Our truth is irrelevant – only their truth matters.

[46] Reichert, J. & Sylwestrzak, A. (2013). National survey of residential programs for victims of sex trafficking. Chicago, IL: The Illinois Criminal Justice Information Authority. Retrieved from: http://www.icjia.state.il.us/public/pdf/ResearchReports/NSRHVST_101813.pdf

By the end of a young person's short stay, grantees may not have gathered a comprehensive assessment, but the young person will know the agency is a reliable and safe ally to return to if needed. For youth who leave without a planned discharge, knowing they have a safe place to return to and that they will not be rejected if/when they return, is crucial.[47]

Transitional Living Program/Maternity Group Home

In many ways, transitional living programs (TLPs) offer the biggest challenge to working with youth who have been victimized by traffickers - especially TLPs that are shelter based. A history of complex trauma impacts how a young person develops mentally and emotionally. That impact is greatly exacerbated by the existence of trauma bonds. Due to their smaller capacity and longer stays, TLPs are more intimate than crisis shelters where young people come and go quickly. It is because of that intimacy that young people can exert influence over each other and the whole group. Most of the time, the influence is positive – but not always.

Although not common, there have been instances where a young person enters a program with the intention of recruiting others. All programs therefore need to design protocols for identifying and intervening if peer-to-peer recruitment is suspected. (Of course, recruitment can happen in any RHY program and staff at basic centers need to also be aware of the signs). For more information on peer-to-peer recruiting, refer to the webinar located on the e-learning site of www.rhyttac.net.

Youth who have survived a trafficking situation will require all of the TLP services and much more. Many of the homeless youth served by TLPs have suffered complex trauma, education deficits, physical, sexual and/or emotional abuse, episodic violence, and/or criminal involvement. For youth who have been trafficked, it is likely they have experienced multiple issues. Staff must be versed in trauma-informed care and trauma-informed consequences. This may be a challenge for many TLPs when faced with doing so much in a relatively short period of time. Eighteen or even 24 months to work with youth may seem like a long time, but when a young person has been victimized, violated, and on the streets for long periods of time, a great deal of the initial stay has to be spent building a relationship.

Youth who are trafficking survivors may not be able to tolerate the structure of a TLP. The inability to conform and acclimate may impact all the other residents. One challenge faced by many programs is the young person who will leave a program and return a few days, week or even a month later. Programs should develop specific approaches to work with youth unable to successfully engage with their initial contact, and second or even third encounter.

[47] Delores Barr Weaver Policy Center. (2014). *In Harm's Way: Child Abuse, Child Rape, Sex Trafficking*. Retrieved from: https://www.seethegirl.org/wp-content/uploads/2014/04/In-Harms-Way_FINAL.pdf

THE FUNDAMENTALS: What Every Staff Member Needs to Know

Assessment Models – Tips on Asking the Right Questions

Before you ask the first question….

Some jurisdictions mandate the reporting of suspected incidents of human trafficking. Grantees are strongly encouraged to review its jurisdiction policies. In the instance a suspected trafficker is a caretaker, child abuse and neglect laws will also be implicated, which will trigger the reporting of suspected abuse and or neglect. Before young people are asked questions, they must be provided all the information regarding the consequences of disclosure so they can make an informed decision. A young person who is not ready to be interviewed by investigators and not fully informed of the consequences of disclosure is more likely to leave the facility and not return – placing the youth in an unsafe situation. During the assessment process, it is important to understand that the young person needs to feel in control. Ultimately, young people who experience respect of their rights will be in a much better and stronger position to disclose information.

Assessing for Trafficking History and/or Risk

Unlike basic demographics--something most young people are used to providing--questions about trafficking experiences and risk cannot just be a set of additional questions on an already overlong intake assessment. Disclosure requires trust, and trust requires time. The trafficking survivor may place him/herself at risk or may place friends or loved ones at risk by just being in the program and speaking with staff. Silence may offer the young person a sense of protection and control they require until they can view the program as a safe and trustworthy place. Young people may also have strong emotional attachments to their trafficker and may or may not recognize that they are being exploited. For example, a New York City study revealed close family members and boyfriends to be the two largest types of traffickers.[48]

[48] Covenant House. (2013).

Finding the right time and the right tool are essential to effective assessment. There are a number of interview tools that have been developed, tested and validated to help determine if a person has been trafficked. Programs should make sure any tools they consider adopting assess for sex trafficking as well as labor trafficking. The following are a few examples of what is already available:

Vera Institute for Justice developed their Trafficking Victim Identification Tool (TVIT) in both a long and short version.[49] The tool was designed for adults but can be used with adolescents. Some of the information on the assessment tool, such as age, school history, etc., may have already been gathered at intake, but most of the information on the instrument will likely be new. The instrument was designed to include foreign nationals, so many of the questions are relevant only for youth who have arrived from another country. However, every question should be asked, just in case. For example, the TVIT asks about family debt incurred as a result of an illegal entry into this country. While that may seem irrelevant for a local youth, there may be debt issues in the family based on familial unemployment, intergenerational poverty, illness or for some other reason. Not all debt bondage results from smuggling fees – although it is a common misconception. The TVIT tool is especially helpful in garnering information related to work, working conditions and living conditions – often essential in cases of labor trafficking. These questions are also helpful because young people may not recognize the conditions they experience as unusual, which may open up the conversation.

Covenant House New York City, in partnership with Fordham University, undertook a research project to determine the prevalence of trafficking among their homeless youth population as well as the experiences the youth faced who had been trafficked.[50] As part of the research project, the team developed, tested and validated a screening tool. The tool is one of a very few, if not the only tool to date, designed specifically for homeless adolescents that tests for both labor and sex work. As with the TVIT, the Covenant House instrument assesses for foreign and domestic victims/survivors, so some of the questions may not be relevant for all youth. The Covenant House tool uses language easily understandable by most adolescents and the questions are framed in a non-threatening way and project a non-judgmental tone. The questions also offer explanations for youth as to what the interviewer is looking for, which is very helpful when speaking with adolescents with limited work experience.

[49] Vera Institute of Justice. (2014). *Screening for Trafficking: Guidelines for Administering the Trafficking Victim Identification Tool (TVIT)*. Retrieved from: http://www.vera.org/sites/default/files/resources/downloads/human-trafficking-identification-tool-and-user-guidelines.pdf

[50] Covenant House. (2013).

The International Organization for Adolescents and the Center for Human Rights for Children, Loyola University designed a less formal assessment tool in the form of Indicator Checklists.[51] The Sex Trafficking Indicator Checklist lists 34 red flags that may indicate a young person has been trafficked. There is also a Labor Trafficking Indicator Checklist with 22 red flags; a Physical Indicator Checklist that assesses 10 red flags; and a Psychological Indicator Checklist, which lists 14 areas of possible concern. The developers recommend using all, despite some redundancy, because it will provide a fuller picture of the experience of the young person. In addition to the checklists, IOFA and Loyola created a Rapid Screening Tool (RST) for Child Trafficking, a Comprehensive Screening and Safety Tool (CSST) for Child Trafficking, a Child Trafficking Indicator Questionnaire, and a Child Trafficking Safety Assessment Form.

Program Spotlight

The Center for Youth

For programs either just getting started with assessing for trafficking, or for programs that have developed intake and assessment tools that work, it may be helpful to look at a process designed by The Center for Youth in Rochester, New York.

The Center for Youth designed a three-tiered approach to assessing youth who are at risk of trafficking. The intent of their assessment is to identify youth at the first signs of risk and to design interventions to decrease that risk. The assessment begins with a list of red flags and indicators for all trafficking victims/survivors and specific indicators for minors. Following an interaction with a young person, including intake assessment, the staff member will complete the program's Safe Harbour[52] Program Tracking Form.

When the assessment is complete, the young person will be categorized as:

No tier - No or very low risk.

Tier 3 risk - Indicates that staff may have some concerns due to the identification of some indicators and/or red flags, but the young person has not disclosed. For youth in Tier 3, the agency will initiate a "soft" referral.

Tier 2 risk - Youth has been identified through his/her own disclosure but there is no legal or law enforcement involvement. These youth will be provided a full assessment by the Safe Harbor Advocates and the case will be co-coordinated with Center staff.

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[51] Center for the Human Rights for Children, Loyola University & International Organization for Adolescents (IOFA). (2011). Building Child Welfare Response to Child Trafficking. Retrieved from: http://www.luc.edu/media/lucedu/chrc/pdfs/BCWRHandbook2011.pdf

[52] New York State uses the British Spelling of "Harbour" in recognition of Rachel Lloyd, founder of GEMS, and one of the people most responsible for the passage of the legislation. For more information on GEMS (Girls Educational and Mentoring Services), visit their website at: http://www.gems-girls.org/. An overview of New York's Safe Harbour legislation is available from Polaris at: http://www.polarisproject.org/storage/documents/policy_documents/model%20laws/model%20safe%20harbor%20law%20overview%20final-1.pdf

Tier 1 risk - Youth has been identified by law enforcement and the case has come through police or judicial referral. These youth will receive a referral to the New York State Human Trafficking office.

Since implementing the tier system, the Center has identified four Tier 1 youth; 15 Tier 2 youth, and 14 Tier 3 youth.

Whether the agency adopts wholesale one of the existing tools, creates its own tool, or adapts an existing tool to meet the specific area needs, the important thing is asking the right questions, at the appropriate time(s), in a sensitive and respectful way, so young people will feel confident in the program's ability to work with them should they choose to disclose. If your agency has created its own assessment tool or currently uses one not mentioned previously, please share with others by posting information on the RHYTTAC Community of Practice.

Risk Factors

Young people may not always be willing or even able to share traumatic experiences. In addition, it is not uncommon for young people to not recognize the relationship they have with a trafficker as unusual or exploitive, especially youth who have grown up in abusive households or in state care. Therefore, self-reporting is only one method to determine if the young person exhibits the indicators of a trafficking victim/survivor. Services can be put in place to help the young person move towards healthy relationships even if there is never an acknowledgement that he/she has been trafficked.

Work with a young person can start by taking an inventory of both risk factors for trafficking as well as red flags – those indicators that point toward victimization. Of course, having one or even multiple risk factors does not automatically mean a youth has been trafficked, but it does mean their vulnerability is increased and that alone should trigger appropriate interventions. Many risk factors are very broad and most adolescents will exhibit the factors as they proceed through typical adolescent development. Therefore, it is important to look for clusters of risk factors. There is no magic number of risk factors that translate into proof of trafficking as every youth is unique with their own strengths and protective factors. Internal assets can protect youth even in the riskiest situations.

Listed below are some of the most common risk factors that increase a young person's vulnerability to exploitation. The list is in no way exhaustive. The "why?" behind the risk factor is equally important. Examples of generic "why factors" are provided for each risk factor. Be aware there are many more, and the "why?" for every youth will be somewhat different. When assessing for risk factors, make sure to include a "why?" analysis. Common sense and experience working with homeless youth are your best source for understanding the genesis of the risk.

History of abuse or neglect – The inability to trust that the person who is supposed to care for you is the same as the person who harms you can lead a young person to normalize abusive relationships.
History of sexual abuse – Young people who have histories of sexual abuse may learn to be secretive, and learn they are powerless against those who want something from them.

Lack of stable housing – Living on the street is dangerous and homeless youth may trade sex for a place to stay, a warm shower, and a bed. For those under the age of 18, trading sex for anything of value constitutes trafficking.

Poverty/hunger - A history of extreme poverty can often mean a history of extreme deprivation. Getting basic needs met becomes an everyday challenge that can leave a young person vulnerable to exploitation.

Substance dependence – Young people can be dependent upon drugs without being addicted. For example, a transgender youth may depend on hormones to control secondary sex factors. That dependence may make them extremely vulnerable to those who trade in street hormones or to persons who know of the young person's need for hormones.

Substance abuse – Young people who are living on the streets can come to rely on drugs, including alcohol, to help them sleep, mask hunger, tolerate the weather and suppress fear. Some youth may become addicted, but not all will. Substance abuse makes young people vulnerable due to loss of judgment when they are high. Their need/desire for drugs makes them vulnerable to those who sell/supply them.

Untreated mental health issues - Many youth with untreated mental health issues (and even some being treated) will self-medicate with street drugs, which, for all the reasons above, makes them vulnerable. There are additional vulnerabilities with youth who have mental health problems in that their mental health may have caused disruptions in their education and other developmental tasks. These disruptions may result in a diminished capacity to make sound decisions and to work and support themselves.

History of foster care/state care – Young people need a connection to at least one adult who is consistent, supportive, and who provides unconditional acceptance. Far too many youth who grow up in the care of the state have not made that connection. With no role model for healthy relationships, they can become involved in unhealthy and abusive relationships. In addition, removal from family and community may be traumatic.

Low cognitive functioning – Some youth with developmental delays and low cognition have trouble reading danger signals and may become involved with persons who can easily take advantage of them.

Few or no employment options – Young people who have left school, who have criminal histories, or who have not connected with adults that can assist them with employment, can feel they have few options leaving them vulnerable to labor and sex traffickers.

Immigrant youth – Undocumented immigrant youth often feel they must remain in the shadow economy and can get trapped in trafficking situations. Youth who are in the country with all the proper documents can also become vulnerable when their move towards "Americanization" conflicts with their family's cultural values. Cultural conflicts can result in a youth leaving home or being asked to leave. In either case, once on the street, that young person is a target for traffickers.

Many more risk factors are in evidence every day at programs that serve homeless youth. The list above is merely a snapshot of some of the most common factors that place homeless, runaway and street-involved youth in situations where they are at the greatest risk of being trafficked.

Red Flags

Red flags are the overt and covert clues that may mean a young person has been or is being trafficked. Red flags can sometimes be community specific. For example, a red flag may exist for a young person who is known to frequent an area where day laborers congregate. Below is a list compiled by the Center for Youth[53] of just some of the most common red flags:

- Chronic truant/runaway/homeless youth
- Excess amount of cash
- Hotel room keys
- Having goods or services they cannot pay for
- Signs of branding (tattoos, jewelry)
- Lying about age/false identification; inconsistencies
- Dramatic personality changes, evasive behavior especially around a "new boyfriend/girlfriend"
- Lack of knowledge of a given community or whereabouts
- Provocative clothing, sex toys, multiple condoms, lube or other sexual devices
- Presence of an overly controlling and abusive "boyfriend"
- Inability or fear to make eye contact
- Injuries/signs of physical abuse or torture
- Restricted/scripted communication
- Demeanor – fear, anxiety, depression, submissive, tense, nervous
- Claims of being an adult although appearance suggests adolescent features

Red flags do not automatically equate to trafficking, but they do provide information grantees should discuss with youth.

[53]For more information on the Center for Youth and their list of common red flags, please visit their web site at: http://www.centerforyouth.net

Trauma and Trauma Bonding

Each year in the United States, 46 million children are impacted by trauma.[54] Trauma can be the result of one horrific event or the result of years of abuse and/or deprivation. Complex trauma is the result of multiple or prolonged exposure to traumatic events or experiences which can disrupt a young person's ability to form healthy attachments to others.[55] Because runaway and homeless youth often have histories of rejection, abuse, poverty and more, staff working with the population should be trained on trauma and its impact. It is likely that close to 100% of youth in RHY programs will have experienced trauma or complex trauma. Youth who are trafficked experience trauma simply from being trafficked.[56] The trauma trafficked youth experience is complex, often resulting from abuse, loss of control, psychological coercion, victimization, hunger, sleep deprivation, fear of retribution, use of threats towards family and loved ones, etc. There are also many homeless youth who have had experiences throughout their young lives that have resulted in complex trauma. For many homeless trafficking survivors, the trafficker was not their first abuser: between 70% and 90% of domestic minor sex trafficking victims/survivors have a history of sexual abuse.[57] Trauma impacts both mental and physical development, affects behavior, and interferes with a young person's ability to function and engage with others.[58] The relationship between trauma and risk has been proven. The Adverse Childhood Experiences Study (ACE) has been recording the adverse effects of trauma on children since 1995. The study documents the relationship between childhood trauma and increased risk taking.[59]

Programs serving runaway, homeless and street-involved youth have always served trauma survivors, sometimes without the knowledge base to recognize trauma or the skills to address trauma's impact.[60] To address this need, many programs have adopted a trauma-informed approach to working with trauma-impacted and trafficked youth. All staff working with trafficked youth can and should use a trauma-informed approach, not just clinical staff. In fact, evidence suggests trauma-informed settings provide the foundation for more formal therapy and are an essential prerequisite for that clinical work.[61] An understanding of trauma is only the first step for service providers. All staff working with trauma survivors must also have some understanding of trauma bonding. Simply put, traumatic bonds can be formed when children seek attachment in the face of extreme danger, or "when there is no access to

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[54]Listenbee, R.L. et al. & OJJDP. (2012). *Report of the Attorney General's National Task Force on Children Exposed to Violence*. Retrieved from: http://www.justice.gov/defendingchildhood/cev-rpt-full.pdf

[55] Klain, E. (2014). Understanding Trauma and Its Impact of Child Clients. *Child Law Practice 33*(9).

[56]Heffernan, K. & Blythe, B. (2014). Evidenced-based practice: Developing a trauma-informed lens to case management for victims of human trafficking. *Global Social Welfare 1*(4). doi: http://dx.doi.org/10.1007/s40609-014-0007-8

[57] Listenbee & OJJDP. (2012).

[58] Klain, E. (2014).

[59] Ibid

[60] Hopper, E., Bassuk, E. & Olivet, J. (2010). Shelter from the storm: Trauma-informed care in homeless services settings. *The Open Health Services and Policy Journal*, *3,* 80-100.

[61] Bath, H. (2008). The Three Pillars of Trauma-Informed Care. *Reclaiming Children and Youth, 17*(3) Retrieved from: https://reclaimingjournal.com/sites/default/files/journal-article-pdfs/17_3_Bath.pdf

ordinary sources of comfort, people may turn towards their tormentors."[62] Traumatic bonding is the result of cognitive distortions such as the equating of terror and love.[63] Two conditions must be present for the formation of traumatic bonds: (1) a marked power imbalance resulting in feelings of powerlessness, helplessness and vulnerability and (2) intermittent abuse that alternates with positive or neutral interactions.[64] Traumatic bonding complicates victim identification as young people to do not recognize their exploitation. In addition, for youth who separate from an abuser who is often seen as a love object, the concepts of safety, and self-determination are challenging and may be frightening for the young person.[65]

Implementing trauma-informed services will often require a philosophical and cultural change within an agency – at every level – whether chief executive or line staff.[66] Those working with trauma survivors have identified common themes around which programs have been designed, including: trauma awareness; emphasis on safety; opportunities to rebuild control; and strength-based approach.[67]

[62] Van der Kolk, B. A. (1989). The compulsion to repeat the trauma. *Psychiatric Clinics of North America, 12*(2). 389-411.
[63] Reid, J. A. (2014). Trauma bonding: Research, theory & practice. Webinar presentation for HTR[3].
[64] Ibid
[65] Ibid
[66] Hopper, Bassuk & Olivet. (2010).
[67] Ibid

Elements of each include[68]:

Trauma Awareness	Emphasis on Safety	Opportunities to Rebuild Control	Strength-based Approach
Recognizing symptoms Understanding how behavior are adaptations to traumatic experience Routine screening (not just at intake) Recognizing vicarious trauma and implanting self-care strategies	Creating an atmosphere of physical and emotional safety Understanding potential triggers Establishment of clear roles and boundaries Respect for privacy and confidentiality Valuing of differences and diversity in all its forms	Creating opportunities for choice within a safe, predicable environment Incorporating survivor input into program design and program evaluation	Identification of strengths Recognition of coping skills Future-focused services Skill building to develop resiliency

Special note: *Since trauma can impact a young person's ability to concentrate and remember, having one conversation about confidentiality and its limits is simply not enough. Before you begin any new conversation with a youth you suspect is a trafficking survivor, make sure the young person is aware of what information you need to share and with whom the information will be shared.*

[68] Ibid

Intervention Methods

Few interventions have been specifically tested among the population of human trafficking victims. However, since human trafficking is a severe form of trauma, many trauma-focused interventions are appropriate. Some research has documented their use for victims of human trafficking, and highlighted useful modifications and appropriate cautions. A selected list of these interventions, the populations in which they have been tested, and any cautions or modifications is provided below. Please note this list is not exhaustive and may change as new research is conducted.

Intervention & Goal	Population	Cautions & Modifications
Harm Reduction[69] Reduce risk of commercial sexual exploitation	Adolescent American Indian/Alaskan Native girls ages 11-21 in Minnesota	The small sample size & the study's focus on American Indian/Alaskan Native females means that the results of this study may not be generalizable to other populations
Cognitive Behavioral Therapy (CBT)[70] Trauma Processing	Recognized effectiveness for depression, anxiety, eating disorders, & a modified version, Trauma-Focused Cognitive Behavioral Therapy (TF-CBT) has demonstrated effectiveness for victims of a variety of trauma types, including children experiencing posttraumatic stress.[71]	CBT has not been empirically tested with trafficking victims, but it has demonstrated effectiveness in a variety of other populations & should be considered & researched. Modify to include victim/survivor's cultural beliefs.

[69] Pierce, A. (2012). American Indian adolescent girls: Vulnerability to sex trafficking, intervention strategies. *American Indian & Alaska Native Mental Health Research: The Journal of The National Center*, *19*(1), 37-56.

[70] Hodge, D. R. (2014). Assisting victims of human trafficking: Strategies to facilitate identification, exit from trafficking, and the restoration of wellness. *Social Work, 59*(2), 111-118. doi: http://dx.doi.org/10.1093/sw/swu002

[71] Diehle, J., Opmeer, B., Boer, F., Mannarino, A., & Lindauer, R. L. (2015). Trauma-focused cognitive behavioral therapy or eye movement desensitization and reprocessing: What works in children with posttraumatic stress symptoms? A randomized controlled trial. *European Child & Adolescent Psychiatry, 24*(2), 227-236. doi: http://dx.doi.org/10.1007/s00787-014-0572-5

Intervention & Goal	Population	Cautions & Modifications
Trauma-Focused Cognitive Behavioral Therapy (TF-CBT)[72] Trauma Processing	Child sex abuse survivors	Parental involvement, gradual exposure, & the trauma narrative may be problematic for trafficking victims/survivors, especially youth. Modifications should be made to address these potential issues.
Eye Movement Desensitization and Reprocessing (EMDR)[73] Trauma processing for individual traumatic event	Children with PTSD	This study only analyzed children with single event trauma, so modifications in duration & intensity of sessions or the addition of other interventions may be necessary for victims/survivors of trafficking who experience complex trauma.
Multi-Systemic Therapy (MST)[74] Reduce juvenile delinquency	Tested in population of domestic minor sex trafficking victims with prostitution charges	May not be appropriate for international victims/survivors due to lack of understanding of cultural equivalents within the treatment model.

[72] Fong, R., & Berger Cardoso, J. (2010). Child human trafficking victims: Challenges for the child welfare system. *Evaluation and Program Planning, 33*(3), 311-316. doi: http://dx.doi.org/10.1016/j.evalprogplan.2009.06.018

[73] Rodenburg, R., Benjamin, A., de Roos, C., Meijer, A. M., & Stams, G. J. (2009). Efficacy of EMDR in children: A meta-analysis. *Clinical Psychology Review, 29*(7), 599-606. doi: http://dx.doi.org/10.1016/j.cpr.2009.06.008

[74] Fong & Berger Cardoso. (2010).

Tips from the field

One model for implementing a trauma-informed care approach is The ARC Framework (Attachment, self-Regulation, Competency)[75] utilized by the Hollywood Homeless Youth Partnership (HHYP). The framework concentrates on assisting youth to form and maintain a healthy relationship with at least one person (Attachment); assists youth to recognize and control their feelings and emotions (self-Regulation); and works with youth to master their developmental tasks and their ability to plan for their futures (Competency).[76] An integral part of the ARC framework is the implementation of trauma-informed consequences as an alternative to traditional punishments. HHYP explains the difference:

> Punishment is used to enforce obedience to a specific authority. It is usually used to assert power and control and often leaves a young person feeling helpless, powerless, and shamed.
>
> Consequences are intentionally designed to teach, change, or shape behavior.
>
> Logical consequences are clearly connected to the behavior, given with empathy and in a respectful tone, and are reasonable based on the behavior.[77]

The Sanctuary Model® [78] is a widely accepted approach to working with victims/survivors of trauma. Grantees from within the RHY community have utilized aspects of the Sanctuary Methodology in their efforts to serve victims/survivors of human trafficking. The model is not trauma specific; it requires the whole agency to commit to changing the organizational culture to support positive change. Sanctuary creates a psychologically and socially safe environment with all staff trained in effective communication.

If you have found an effective trauma-informed model or can share stories of your organization's transition to trauma-informed approaches, please share with others on the RHYTTAC Community of Practice.

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[75] Kinniburgh, K. & Blaustein, M. (2005). Attachment, Self-Regulation, and Competency: A comprehensive framework for intervention with complexly traumatized youth. *Psychiatric Annals 35*(5). Retrieved from: http://psychrights.org/research/Digest/CriticalThinkRxCites/kinniburgh.pdf

[76] Hollywood Homeless Youth Partnership. Guide to The ARC Framework for Runaway and Homeless Youth Serving Agencies. Retrieved from http://hhyp.org/wp-content/uploads/2012/02/HHYP_ARC_Framework.pdf

[77] Schneir, A. et al. (2009). Trauma Informed Consequences for Homeless Youth. Retrieved from: http://hhyp.org/wp-content/uploads/2012/02/Trauma-Informed-Consequences.pdf

[78] For more information about The Sanctuary Model® please visit http://www.sanctuaryweb.com.

PROGRAM MODELS

The following information is provided to highlight alternative program models utilized by organizations across the country. These models may not be perfectly aligned with RHY program services, and yet they provide a different perspective on the types of services available for victims/survivors as offered by other not-for-profit organizations. Many RHY providers have public and private sector funding that may support utilization of similar models.

The types of service models offered in the community may depend more on geography than philosophy. In large urban areas, there are (unfortunately) often enough homeless youth to support a variety of service options: single sex; LGB; transgender; pregnant and parenting; trafficked and programs that are open to all. New York City, for example, has separate transitional living programs for each of the sub-populations mentioned above. Projects in less populated areas will likely have one or maybe two options for all homeless youth, including youth who are trafficking survivors or those who remain at high risk of becoming victimized.

Where the project does have some choice, the agency will want to research whether the trafficking survivors will be best served by operating a segregated or integrated facility and how much security is necessary to protect youth and staff.

Segregated

Programs specifically designed for trafficked youth can have their benefits. Trafficking survivors need extensive support and resources rarely found via stabilization services.[79] Compared with other survivors of abuse, trafficking survivors are more likely to have mental health problems, experience trauma, be more isolated, have fewer resources and be less aware of the workings of government systems.[80] If every young person in the facility is a survivor of trafficking, the level of need and types of services provided will be more consistent for all youth in the program and youth will not feel isolated or different because they will be in an environment where everyone has shared common experiences. Programs working specifically with the trafficking population have found less traditional forms of therapy, such as art therapy, to be particularly effective.[81] Trafficking survivors may require longer periods of time to stabilize and build a trusting relationship than traditional RHY services provide. Survivors may also need additional security measures to feel safe, measures that might make other youth feel uncomfortable and spied upon.

[79] Reichert & Sylwestrzak. (2013).
[80] Ibid
[81] Luthern, A. (April 19, 2014). New program to help Wisconsin victims of child sex trafficking Milwaukee Wisconsin Journal Sentinel. Retrieved from: http://www.jsonline.com/news/wisconsin/new-program-to-help-wisconsin-victims-of-child-sex-trafficking-b99233296z1-255890931.html

Programs designed to serve trafficked youth will be more costly because a higher staff to youth ratio is needed. Staff will have to be more experienced and better trained, and services offered in-house must be therapeutic by design. Programs working exclusively with trafficking survivors report staff to youth ratios of 4:1 or even 3:1, exclusive of volunteers.[82] It is especially important to keep the location of the program confidential due to the likelihood of exploiters gathering in the area if the location is known. Despite the best attempts to keep a location confidential, traffickers are known to recruit in locations where vulnerable youth reside, such as group homes, shelters, and juvenile justice facilities.[83] However, keeping the location confidential is almost impossible because the young people, especially those who are experiencing trauma bonds, will be more likely to reveal where the facility is located.

Street life can be addicting and one of the challenges to a segregated program is making sure young people do not feed each other's addiction to the street. While young people need to be able to share their stories as a way to heal, program staff must be vigilant in ensuring the sharing does not result in re-traumatization or refueling of the addiction.

A national study published in 2013 identified 33 programs operated exclusively for victims/survivors of sex trafficking.[84] Only two programs accept males and the study does not identify specialized residential services for victims/survivors of labor trafficking nor does the study mention the transgender population.[85] Sixteen of the 33 served youth and young adults exclusively. The rest served a population of 18 and over. These discreet services are available in seventeen states and the District of Columbia. Of the programs listed, at least three also operate services for homeless youth: Youth Care in Seattle, WA; Janus Youth Programs in Portland, OR; and GEMS in New York, NY.

Integrated

Most, if not all, RHY programs, serve trafficked youth, but these programs were typically not designed specifically for trafficked youth. In fact, most programs that serve runaway, homeless and street-involved youth have always served youth who now fit the definition of trafficking survivors. Trafficking survivors will exhibit problems and service needs that can strain the resources of a basic center or transitional living program. It is not uncommon for trafficking survivors to present with physical, emotional, behavioral, mental health and/or substance abuse problems. Physical health problems can include malnutrition, untreated wounds, broken or poorly set bones, and reproductive health problems caused by rape, sexually transmitted infections or rough sex. Mental health problems will include trauma, post-traumatic stress, somatic complaints, stress and anxiety, to name just a few.

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[82] National Survey of Residential Programs for Victims of Sex Trafficking, Illinois Criminal Justice Information Authority, October 2013.
[83] Reichert & Sylwestrzak. (2013).
[84] Ibid
[85] Clawson, H. J. & Goldblatt-Grace, L. (2007). *Finding a path to recovery: Residential facilities for minor victims of domestic sex trafficking*. HHS, Office of the Assistant Secretary for Planning and Evaluation. Retrieved from: http://aspe.hhs.gov/hsp/07/humantrafficking/ResFac/ib.htm

Youth may have outstanding warrants or criminal cases which need to be addressed. One young person therefore can absorb a disproportionate amount of staff time and can alter the dynamic of a residential program.

Young people may not share their histories at first or ever. Programs therefore need to move the focus off the history of the youth and/or the reason for their symptomology, and work with the young person on those areas the youth identifies as immediately troubling. Whether the immediate focus is physical ailments or their feelings of anxiety or the need for an advocate to accompany them to the police station or to court – those needs must be addressed first. Crisis shelters will face the greatest challenge because there is simply not enough time to build a trusting relationship with the trafficking victim. Providers working with trafficking survivors advocate for a minimum length of stay of 18 months.[86]

Staff Secure/Locked Facilities

Programs for runaway and homeless youth are voluntary and youth may leave the program when they wish – they are not "staff secure" and youth are never locked in. Staff secure facilities are designed for youth under a court's jurisdiction. Youth in staff secure facilities are not necessarily confined once inside the facility, but they may be restricted if the program deems it necessary. The facility itself may have locked or restricted entrances/exits. Residents and visitors to the facility can expect to be searched. Some states require the staff person posted at entrances/exits to be retired or off-duty law enforcement personnel.

Many professionals argue that locking up victims/survivors is no different from how traffickers operate to control victims/survivors and can exacerbate the trauma already experienced by the young person.[87] Isolation from family and loved ones is a tool used by traffickers to deepen a victim's feelings of loss and abandonment and hasten trauma bonds/loyalty to the trafficker.[88] Locking victims/survivors up may result in young people emotionally disconnecting from services and reverting to coping mechanisms they relied on when they were in the hands of traffickers or surviving on the street. [89]

[86]Clawson & Goldblatt-Grace. (2007).
[87]Delores Barr Weaver Policy Center. (2014).
[88]Ibid
[89]Ibid

THE ROLE OF THE SURVIVOR

The use of peers as supports and service providers has long been recognized as an effective addition to more traditional interventions. The use of peer supports has been effectively integrated in mental health services since the 1970s.[90] Peer survivors are, after all, a manifestation of hope, a living example that a young person can get beyond their victimization and become a survivor as well.[91] Program staff spend a great deal of time establishing trust. Peers, on the other hand, can gain a young person's trust right from the start of the relationship.[92]

Program administrators may be reluctant to incorporate peers into their settings, but the efficacy of peers in mental health settings has been validated when viewed through the lens of five specific theoretical frameworks: social support; experiential knowledge; helper therapy principle; social learning theory; and social comparison theory.[93] Hearing from, and being counseled by, someone who has actually gone through a similar experience adds credence and gravitas. Research has validated peer support as a way to bridge the divide for youth just coming into a program by creating a "buffer against stressors and adversities." [94] The "experiential knowledge" peers bring makes them uniquely qualified to relate to young people coming from similar circumstances and validate the strategies, approaches, and advice being given.[95] The peer can be a positive role model in exemplifying positive coping strategies, a technique used effectively in programs incorporating social learning theory. [96] Social comparison theory also supports the use of peers, as young people who have been trafficked can compare themselves to the peers and develop a sense of normalcy that is lost during the trafficking experience.[97]

Peers can facilitate groups, offer encouragement on a one-to one basis, serve as role models, work on outreach teams and much more. Peers can be especially effective in gaining community support for your programs and for advocating for additional services and support. Peers can serve as the face of success without revealing details of current or former youth.

Peers can benefit from helping others.[98] However, young people who have survived any trauma remain vulnerable to that trauma for a very long period of time and therefore must be closely supervised so they do not become re-victimized. How, when, and where a programs utilizes the expertise of a survivor/peer is a case-by-case decision and it is critical for the program to closely supervise the peer to ensure the

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[90] Solomon, P. (2004). Peer Support/Peer Provided Services Underlying Processes, Benefits, and Critical Ingredients. *Psychiatric Rehabilitation Journal 27*(4). Retrieved from: http://www.freedom-center.org/pdf/peersupportdefined.pdf
[91] Clawson & Goldblatt-Grace. (2007).
[92] Ibid
[93] Solomon, P. (2004).
[94] Ibid
[95] Ibid
[96] Ibid
[97] Solomon, P. (2004).
[98] Ibid

peer helper is not experiencing secondary trauma. Boundaries are crucial – for the peer helper as well as the young people they are trying to help.

The peer survivor can be a powerful presence in the lives of other youth ready to make a change. Research has found positive role models highly successful in encouraging youth who are ready to make a change to adopt a strategy that has worked for them.[99] Programs working with trafficked youth or youth at high risk of victimization must proceed slowly when implementing a peer provider element into their services. Agency policies and procedures, training protocols, supervision lines and codes of conduct must be firmly in place and understood by all before the first peer/survivor is on board. A practical tool to guide an agency through the process is the My-Peer Toolkit [1.0], a free resource that can guide programs from implementation of peer-based services through the evaluation of those services.[100]

Program Spotlights

GEMS

Girls Education and Mentoring Services (GEMS), a New York-based program founded in 1998 by a trafficking survivor, is designed to serve girls and young women who have been commercially sexually exploited and domestically trafficked. GEMS, in collaboration with the Sage Project, has developed a peer support model and has a full training curriculum on working with survivors of CSEC. GEMS employs survivors at all levels of their program and the young girls from their program were instrumental in educating New York State lawmakers and advocating for the passage of the first Safe Harbour law in the nation. For more information visit www.gems-girls.org.

Safe Horizon

Safe Horizon, based in New York City, has one of the largest and most comprehensive programs for trafficking victims/survivors. Their anti-trafficking project (ATP) operates residential and non-residential services for trafficking survivors, provides training to providers around the country on varying aspects of human trafficking and works closely with stakeholders and elected officials to advocate for more effective laws and policies. Voices of Hope is a program of the ATP that facilitates the participation of current and former clients in a range of activities. Voices of Hope includes survivors of both sex and labor trafficking, and includes both domestic and international perspectives. An important aspect of the work of Voices of Hope is to bring the survivor voice to the table by giving feedback on the efficacy of ATP's programs. For more information visit: www.safehorizon.org/page/anti-trafficking-program.

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[99] Lockwood, P., Jordan, C.H. & Kunda, Z. (2002). Motivation by Positive or Negative Role Models: Regulatory Focus Determines Who Will Best Inspire Us. *Journal of Personality and Social Psychology 83*(4), 854-864. doi: http://dx.doi.org/10.1037//0022-3514.83.4.854

[100] Hildebrand, J., Lobo, R., Hallett, J., Brown, G., & Maycock, B. (2012). My-Peer Toolkit [1.0]: Developing an online resource for planning and evaluating peer-based youth programs. *Youth Studies Australia*, *31*(2), 53-61.

DEVELOPING A MULTI-DISCIPLINARY TEAM

> Multi-disciplinary teams "utilize the skills and experience of individuals from different disciplines; with each discipline approaching the patient from their own perspective…separate assessment, planning and provision with varying degrees of coordination." (Strathalbyn and District Health Service: How a Multidisciplinary Team Works, Government of South Australia.)[101]

Multi-disciplinary teams are most often associated with child abuse, mental health, and chronic physical health care services. For RHY programs, establishing a true multi-disciplinary group offers unique challenges: young people in the RHY system are not in state care and not in the custody of the programs that serve them; confidentiality is a key component of service delivery; stays are voluntary; and, lengths of stay are variable. While there may be great benefit to working with a multi-disciplinary team with a youth who is a trafficking survivor, the factors that make RHY programs successful, such as those listed above, may be impediments to working as a multi-disciplinary team. For example, youth at RHY programs are their own key decision makers, yet in many multi-disciplinary teams, the service user's voice is absent.[102]

The multi-disciplinary team is a layer in the bigger picture of comprehensive services:

[101] Available at: http://www.ruraldoc.com.au/assets/Publications/Conference%20Presentations/publication-conference-How%20a%20multi-disciplinary%20team%20works-Ms%20Merridy%20Chester%20and%20Mr%20Brett%20Webster-13-05-24.pdf

[102] Mental Health Commission. (2006) Multidisciplinary team working: From theory to practice [Discussion Paper]. Retrieved from: http://www.mhcirl.ie/file/discusspapmultiteam.pdf

A young person should be invited and allowed to choose if he/she wishes to be an active participant in the multi-disciplinary team. Some suggestions for other participants might include the case manager, mental health provider working with the young person, educational and vocational services, housing and benefits providers, law enforcement, family member or adult supports. Informed consent would be needed prior to any discussion about or with the young person with anyone from outside the agency. The consent must be both time and person limited and would have to be renewed every time the team met.

Many other service systems do not provide the protection of confidentiality as afforded by the RHY system. Working collaboratively will necessitate an understanding by all those other systems of the level of confidentiality required.

Young people who access program services directly from, or shortly after, being involved in an exploitive or trafficking situation will experience trauma. Trauma will impact every aspect of their being: physical, emotional, behavioral, and developmental. A multi-disciplinary team will therefore need to address and plan for a wide-range of issues. Trafficked youth may experience exhaustion yet will be unable to sleep well – he or she may be malnourished but unable to keep food down or enjoy food. Each of these may have both a medical and an emotional component – a nutritionist and a mental health therapist may be valuable to have at the table. The challenge for programs is to work with the youth to establish their priorities in putting a team together.

If the youth has an attorney, programs may want to encourage the young person to reach out to them to act as a support. This may be especially important if the young person is working with law enforcement either as a witness, victim or even where facing charges of their own. The attorney may also be able to assist the young person with expunging criminal records in those jurisdictions where the option exists. If and when law enforcement is involved may be the biggest discussion. It might be helpful to find out if law enforcement would be willing to sit in to give general information about the process and address expectations rather than focus on the specific facts involving a particular youth.
The team may not be in a position to work collaboratively – much depends on the regulations each member operates under and how much time and effort they can contribute. Collaboration may have to be viewed as a long-term goal. A short-term objective may be to learn about other systems and how to access services. With any intervention, managing expectations is key. If a multi-disciplinary team identifies stable housing as an essential service, but the community does not have affordable resources, the team will have to come up with a plan to address the gap. If one of the team offers a direct service the young person needs, there is still no guarantee the youth will receive it, as there may be a long waiting list and/or express criteria the youth does not meet.

Whether or not the program is able to mobilize a true multi-disciplinary team, there is value to bringing people from diverse service arenas to the table on a regular basis to find ways to work in coordination, if not in true collaboration.

Service Spotlight

Support to End Exploitation Now (SEEN)
SEEN Coalition is a collaboration of 35 public and private agencies working to respond to the commercial exploitation of children in their community. The model used is based on the successes of the Child Advocacy Centers (CAC) designed to work with abused children in child welfare. SEEN receives referrals from agencies working with trafficking victims/survivors and brings together a multi-disciplinary team for each appropriate referral. The SEEN coalition has developed a joint guide for responding to exploited youth, a common educational brochure, and a shared response model. For more information, visit www.suffolkcac.org.

Do you know of a multi-disciplinary team doing extraordinary work on behalf of a trafficked youth? Please share their story on the RHYTTAC Community of Practice.

ROLE OF FEDERAL DEPARTMENTS

The Trafficking Victims Protection Act of 2000 put into place a multi-departmental effort to combat human trafficking and established the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. The task force includes representatives from 17 federal entities.[103] The task force is charged with creating a plan outlining the steps to be taken to identify and serve victims/survivors. While the plan recognizes the critical role both prosecution and prevention play, the focus of the task force is the victim. The current plan spans four years and includes four overarching goals: (1) align efforts; (2) improve understanding; (3) expand access to services; and (4) improve outcomes.[104] Each member of the task force implements its own programs in the areas of prevention, intervention, education, prosecution or any other segment of a comprehensive approach to the problem.

Each of the federal program efforts may have a direct benefit for trafficking survivors at runaway and homeless youth services, and federal websites should be monitored to determine if any new opportunities are available. Of course, it is of the upmost importance a young person knows all the risks and benefits of accessing any governmental services before applying. This may necessitate retaining legal advice.

Some federal programs have less than obvious direct benefit for homeless, runaway and street-involved youth but they should be explored as you may be able to access a service or support only through that program. The Departments of Labor, Transportation and Agriculture each have a seat on the task force. There may be opportunities now or in the near future for young people through these agencies. They may also provide supporting information to educate elected officials on how agencies can support youth more directly.

The most obvious service partners for programs working with homeless, runaway and street-involved youth are agencies that fund programs or offer support to programs working with youth. The U.S. Department of Health and Human Services (HHS) issues funding opportunities through the Administration for Children & Families (ACF). ACF operates the Rescue and Restore campaign, which seeks to educate the public, but also provides funding. The Department of Justice and its Office of Juvenile Justice and Delinquency Prevention also fund direct services as well as training and educational services for programs working with trafficking survivors.

The Department of Labor (DOL) is a critical partner in the fight against labor trafficking. The DOL offers job training and referrals for services that many youth may be able to access through local agencies. DOL is also the agency charged with investigating complaints of labor violations. For undocumented youth, it is important to know that the DOL is not concerned with immigration status despite being a federal agency. DOL's role is to ensure fair labor practices, not to initiate deportation proceedings.

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[103]Interagency Task Force to Monitor and Combat Trafficking in Persons Strategic Plan. Available here: http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf
[104]Ibid

The Department of Homeland Security (DHS) is the agency charged with enforcing immigration policy and other aspects of national security functions. DHS, as part of its anti-trafficking efforts, created the Blue Campaign, which provides training, educational videos, public awareness campaigns, and victim assistance in conjunction with ongoing investigations into trafficking.

The U.S. Equal Employment Opportunity Commission (EEOC) is the federal agency with the responsibility for enforcing anti-discrimination laws. It is possible an anti-discrimination claim could be made against a trafficker if the young person faced any type of discrimination based on race, national origin, or sex, or other protected classes.

The U.S. Department of Education (DOE) offers information and resources for schools, including a fact sheet on indictors. DOE also provides links to referrals. The fact that DOE provides information and resources may offer an entry for programs to approach schools and offer to provide school personnel with training and supports.

WORKING WITH LAW ENFORCEMENT

> "[A] panel of law enforcement professionals revealed that garnering victim's trust remains the greatest challenge in working with victims of sex trafficking."
> *In Harm's Way: Child Abuse, Child Rape, Sex Trafficking,*
> Delores Barr Weaver Policy Center

Youth who are trafficked may interact with law enforcement on a variety of levels. Youth may be arrested or identified as a witness – in those cases law enforcement interactions may not be voluntary. But for most trafficked youth, deciding whether or not to cooperate with law enforcement is an important decision that requires an understanding of as many of the risks and benefits as can be identifiable at the time they are making a decision.

Police officers are not social workers, counselors, therapists or psychologists. They are sworn to uphold the laws, and they cannot simply turn their back if they have a reasonable suspicion a crime has been committed or is about to be committed. It is imperative to work with local law enforcement to educate them about trafficking. It is equally important to advocate for laws that treat minors as victims/survivors, not criminals. Homeless youth, and youth who have experienced trauma, including trafficking, will often present as defensive, uncooperative, ungrateful and disinterested, straining any positive working relationship the police may want to establish. Police officers are rarely fluent in the psychological impact of complex trauma, trauma bonding or the complicated relationships victims often have with their traffickers. The trafficker may be the victim's sole source of income, their only housing resource, their family member, or love interest.[105] Minority youth may have a healthy mistrust of law enforcement and view police officers as an occupying force in their communities. Added into the mix is the RHY program's legal obligation to maintain confidentiality, which often is seen by law enforcement as an obstruction to their work.

Despite these challenges, social service providers and law enforcement can forge partnerships on specific cases – those cases where a young person wants what the justice system can offer and the police, prosecutors and others are willing to listen to a young person and understand the limits of what that young person can or will provide. With each case where legal remedies are sought, the program, youth and law enforcement officials must find a delicate balance so every partner achieves at least some of what they need and want. The power dynamic between the young person and law enforcement is not equal and there have been instances when prosecutors have arrested victims/survivors as a way to gain information about a trafficking operation. To maintain contact with that victim, law enforcement has

[105] Hersh, L. (2011). Sex Trafficking Investigations and Prosecutions. In Goodman, J.L. & Leidholdt, D. A. (Eds.) *Lawyers Manual on Human Trafficking: Pursuing Justice for Victims.* (255-270). New York: Appellate Division, First Department, Supreme Court of the State of New York & New York State Judicial Committee on Women in the Courts.

used an arrest as a negotiating tool and release or a conditional plea in return for information.[106] When law enforcement officers become impatient, young people can easily end up detained - ostensibly for their own good. Detention re-traumatizes a young person, undoing any trust that has been established, and while the youth may be physically present due to being detained, damage to their emotional, behavioral, social and other development may be devastating.[107]

Police departments around the nation have instituted some innovative approaches that have benefited both the police department's crime fighting efforts and the social service sector's person-centered approached to working with individuals. A number of law enforcement agencies and prosecutors around the nation have taken advantage of training offered by Polaris Project.[108] According to the Polaris Project, 29 states have enacted legislation that either encourage or mandate training on human trafficking for law enforcement officers.[109] DHS offers training for law enforcement through its Blue Campaign.[110] Training for law enforcement is critical for youth who have been trafficked because training equips investigators with techniques that can be used so that a case can be built without a primary reliance on victim testimony.[111] Equally important is the information provided about the role of social service agencies in the fight against human trafficking.[112] An understanding of the role each plays lessens frustration and leads to better cooperation. The Chicago Police Department includes training during roll-call for its officers, while in Dallas, all officers receive three hours of training on victim identification.[113] The Boston Police Department has a dedicated Human Trafficking Unit that focuses on the buyers of sex.[114] While these are important steps in the fight against human traffickers, the vast majority of training is limited to sex trafficking, leaving victims/survivors of labor trafficking, including those forced into illegal activities, without the same recognition and response.

Young people who are not yet ready or able to sever all ties with their traffickers run great risks if they cooperate closely with law enforcement agencies, including to their safety, health and life. Only the youth can decide when and how law enforcement is contacted.

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[106] Hersh, L. (2011).
[107] Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors: A guide for the Legal Sector. (2014), National Academies of Sciences
[108] For more information on law enforcement training offered by Polaris, please visit: http://www.polarisproject.org/what-we-do/policy-advocacy/capacity-building/872-le-human-trafficking-training
[109] Ibid
[110] For more information, please visit: http://www.dhs.gov/awareness-training
[111] Institute of Medicine & National Research Council. (2014). Confronting commercial sexual exploitation and sex trafficking of minors: A guide for the legal sector. Washington, DC: National Academies Press.
[112] Ibid
[113] Institute of Medicine & National Research Council. (2014).
[114] Demand Alternatives. (June 5, 2014). Boston Launches Program Targeting Men Who Buy Sex. Retrieved from http://www.demandabolition.org/press-release/boston-launches-program-targeting-men-who-buy-sex/

Project Spotlights

The Chicago Model

Cook County (Chicago), Illinois Human Trafficking Task Force (CCHTTF) is a model for any community looking to develop a new multi-disciplinary task force or to re-invigorate an existing group. CCHTTF was developed from its inception to be a collaborative partnership between law enforcement and the service provider community. All task force partners are equal, with no sector taking precedence over any other. Combatting human trafficking is a key component of the CCHTTF mission and they facilitate victim cooperation with law enforcement in order to hold offenders accountable and prevent future victimization. According to task force members, service provision is as important as law enforcement. Even if a legal case cannot be built, the intervention is seen as successful if the victim accepts services. To learn more about CCHTTF and the best practices employed by its partners, go to www.cookcountytaskforce.org.

The Dallas Model

The Dallas Police Department created a High Risk Victims & Trafficking Unit specifically to address the large number of young girls in the city being commercially sexually exploited. The unit goes out twice monthly and conducts sweeps to search for runaways and youth involved in prostitution. The girls are brought to the Letot Center, which provides short-term shelter and counseling for victims/survivors of sex traffickers. Letot Center is in the process of opening a long-term residential program. For more information, visit: http://letotgirlscenter.org/

If your local police department has an innovative and collaborative approach to ending human trafficking, please share it on the RHYTTAC Community of Practice.

RESOURCES

Building Child Welfare Response to Child Trafficking
http://www.luc.edu/media/lucedu/chrc/pdfs/BCWRHandbook2011.pdf

Shared Hope – State Report Cards
http://sharedhope.org/what-we-do/bring-justice/reportcards/

Mandated Reporting Laws
https://www.childwelfare.gov/systemwide/laws_policies/statutes/manda.cfm

The Polaris Project
http://www.polarisproject.org

Polaris-Model Law
http://www.polarisproject.org/what-we-do/policy-advocacy/capacity-building/model-provisions-of-comprehensive-state-legislation-to-combat-human-trafficking

American Bar Association Human Trafficking Task Force
http://www.americanbar.org/groups/litigation/initiatives/good_works/human_trafficking_task_force.html

ATEST – Alliance to End Slavery & Trafficking
http://www.endslaveryandtrafficking.org

President's Interagency Task Force to Monitor and Combat Trafficking in Persons
http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf
http://www.state.gov/j/tip/rls/reports/pitf/

The National Center for Trauma Informed Care (NCTIC)
http://www.samhsa.gov/nctic

Hollywood Homeless Partnership - Trauma Informed Care
http://www.hhyp.org

A Pathway to Freedom: An Evaluation of Screening Tools for the Identification of Trafficking Victims**,** Academic Psychiatry, November 2014, Authors: Nadejda Bespalova, Juliet Morgan, John Coverdale
http://www.ncbi.nlm.nih.gov/pubmed/25398267

For a brief overview of many areas of interest to youth service providers including trauma informed services see the Youth Health Resource Kit:
http://www.kidsfamilies.health.nsw.gov.au/publications/youth-health-resource-kit/

Appendix A

Human Trafficking Safety Protocol

If you suspect a young person to be involved in human trafficking, observe the following guidelines for the intake/ interview process.

Before beginning, you should make sure you have:

- Established trust and explained your role as an advocate.

- Told the youth what will happen to the information he/she gives to you. Consider the following issues as you progress through the interview process.

    - Self identification as a victim is not likely
    - May take several interviews
    - Do not interrogate
    - Be sensitive! Problems with immigration questions
    - Safety is paramount
    - Coordinate with others

If an interpreter is needed, be aware that the perpetrator is likely to come from within the youth's own culture. Allow Human Trafficking Hotline counselors to assist you in determining the best course of action for finding a suitable translator.

If the intake/ interview process continues to affirm suspicion of involvement in human trafficking, contact local law enforcement and call the Human Trafficking Hotline.

Human Trafficking Hotline: 888-373-7888

Consultation with local law enforcement and the counselors at the hotline will assist you in determining the level of risk and the best course of action for ensuring the safety of the victim, the other clients, and the staff of your program.

Legal questions and assistance may also be accessed by contacting:

Department of Justice: 888-428-7581 (voice and TTY).
Trafficking in Persons and Worker Exploitation Task Force Complaint Line

For further assistance or questions regarding issues and considerations of protecting human trafficking victims/survivors, or to seek training in these topics, contact RHYTTAC at info@rhyttac.net or 502 -635-3660.

Appendix B

Street Outreach Tips

Identification and Awareness: How to recognize a victim or survivor of trafficking

- What is human trafficking, and who are the victims/survivors?
- What are indicators of trafficking victimization?
- Who is a victim of human trafficking?

A victim of human trafficking is someone who is coerced or manipulated into an exploitative labor or sexual arrangement.

Conventional Wisdom is often wrong!
Trafficking need not involve a person being moved across any border, foreign or domestic. The victim of trafficking need not be transported at all—they may become a trafficked person in their own community.

Statutory Definitions: What Does the Law Say?

Federal Law Defines "Severe Forms of Trafficking" 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 labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

Under federal law, sex trafficking does not require there be force, fraud, or coercion if the victim is under 18.

Thus, it is possible to encounter a person who has been trafficked according to federal law, but has not been physically relocated, forced, coerced, or manipulated into performing a commercial sex act.

Forced labor as a form of human trafficking that can be harder to identify than sex trafficking. Labor trafficking situations may arise in domestic servitude, restaurant or janitorial work, and migrant agricultural work.

Identification: Recognizing Trafficking Victims and Survivors

In most cases, the victims/survivors may not be aware that they have been trafficked, nor recognize what services may be available to them.

Usually, victims and survivors of trafficking – especially minors - will present for other reason such as abuse, neglect, or intervention. Identification of victims/survivors of trafficking thus requires awareness of potential indicators.

Situational Indicators: These indicators may be present in the history of the person, their current living situation, and their relationships.

- Is non-English speaking
- Owe a large debt
- Live in locations with peculiar or excessive security
- Unable to articulate where they are staying or to remember addresses
- Have few/no personal possessions or financial records
- Are not in control of their own identification documents
- Have their communication restricted or controlled. They may not be allowed to speak for themselves, a third party may insist on translating, or they may seem watched or followed.
- Have someone representing them that they don't seem to know or didn't seem to agree to representation
- Have injuries, signs of physical abuse, and/or signs of torture
- Are malnourished
- Seem to lack the freedom to end employment or leave living conditions
- Are underage and have provided commercial sex (de facto human trafficking)
- Inconsistencies in where they've been/what they've been doing
- Are unpaid, paid very little, or paid only through tips in their work environment
- Will not cooperate, e.g., gives you wrong or misleading information about identity and living situation

Behavioral Indicators: These indicators may be observed, and are general psychological responses to trafficking or other forms of victimization.

Some victims/survivors are held captive, battered and/or sexually violated. Others are subjected to psychological abuse and threats, living in fear of harm to themselves or their loved ones. Effects of this abuse may manifest itself in any number of ways, and these indicators are not exhaustive:

- Are unsure of their whereabouts (e.g., what city they are in)
- Fear, anxiety, irritability, depression, submission, and/or nervousness
- Shows other signs of mental, physical, or sexual abuse
- Work excessively and/or unusual hours
- If employed, is not permitted breaks during work
- Exhibit a prolonged lack of health care
- Are fearful or nervous about discussion of law enforcement
- Exhibit "hyper-vigilance" or paranoid behavior
- Emotional detachment

Intake and Interviewing

Intake procedures for youth who have been trafficked will be similar to general intake procedures, including establishing guardianship and immediate needs assessments, but victims/survivors of trafficking are very likely to be traumatized.

As with any potential survivor of trauma, care must be exercised to ensure the individual does not feel interrogated.

Victims/survivors of trafficking may be threatened, or their family threatened, if they cooperate or appeal to authorities. Thus, any adversarial or authoritative questioning is likely to be counterproductive for purposes of assessment.

A potential victim or survivor of trafficking may not speak English. In these circumstances, it is important that you are confident that any interpreter used for interviewing is impartial, and has no affiliation with the possible victim.

Observe the physical or assess the psychological responses of the youth to determine if they may feel threatened by anyone else present.

Additional Questions to Ask
In addition to questions designed to identify any of the flags listed above and to determine if the person has engaged in commercial sex. Trafficking may become apparent in exploring the living situations of the individual.

Where does the person bathe, eat, and sleep?

Where does the person go when they aren't at work?

How often do they go on errands away from home or work?

Who does the person live with?

What are the relationships between the people there?

What do friends or cohabitants do with their time?

Does the person live with "coworkers?"

How are food, rent, and utility bills paid?

How did the person come to live there?

Note: Asking about immigration status can be threatening and is not recommended for assessment of trafficking.

If you think you've encountered a victim of human trafficking, call the national human trafficking hotline. In addition to the above indicators, the hotline's multi- lingual operators can help service providers with identification. This hotline may also help you connect victims/survivors to available resources and connect you to the appropriate law enforcement authorities.

NATIONAL HUMAN TRAFFICKING HOTLINE: 888-373-7888