

SYSTEMS STATS

North Carolina Criminal Justice Analysis Center

Governor's Crime Commission

The Human Trafficking Training and Services Provision Survey for North Carolina

By Tasha Sullivan, Intern with the Crime Victims' Services Planning Group

Overview

Human trafficking is tied with the illegal arms industry as the second largest and fastest growing criminal industry in the world.¹ Synonymous with modern-day slavery, human trafficking involves the use of force, fraud or coercion to exploit individuals for sex or labor services. The United Nations has identified the United States as one of the largest destination countries for victims of trafficking. The U.S. State Department's 2006 Trafficking in Persons Report estimates that up to 17,000 victims are trafficked into the United States each year. These numbers do not include the U.S. citizens who are trafficked within the U.S. border.

The Trafficking Victims Protection Act of 2000 provided a federal framework for defining, prosecuting and addressing the crime of human trafficking in the United States. Under the TVPA, human trafficking is defined as:

. . . the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion², of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.³

The TVPA further divides trafficking into two categories: sex trafficking and labor trafficking. Sex trafficking involves a commercial sex act that is induced by force, fraud or coercion except for minors under the age of 18, when force, fraud



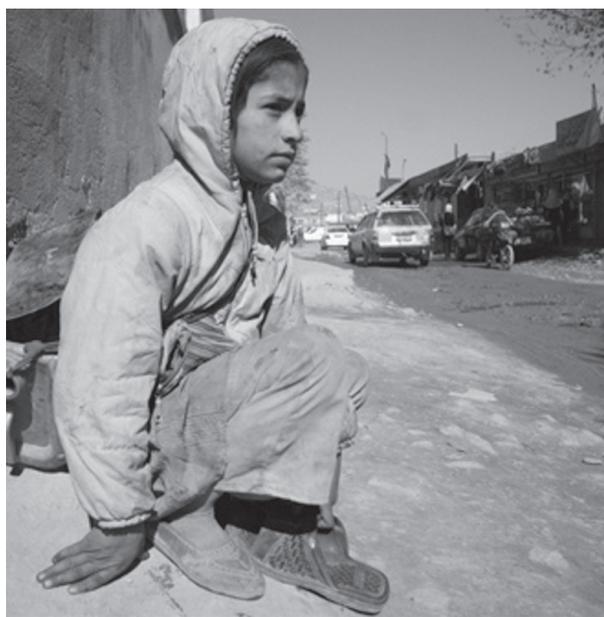
or coercion are implied.⁴ Sex trafficking can be found in a wide variety of forms and locations including brothels, prostitution, massage parlors, pornography production or the exchange of sex with children for drugs or debt payment. Labor trafficking involves the recruitment, harboring, transportation, 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. Labor trafficking also comes in a wide variety of forms and locations including farm work, cleaning services, domestic servitude, exotic dancing and factory work. The TVPA was reauthorized in 2003, 2005 and 2008.



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North Carolina further strengthened federal and international statutes by passing legislation in 2006 classifying human trafficking as a crime against the state (N.C. General Statute 14-43.4) and also provided certain protections for identified victims. This state is particularly vulnerable for trafficking operations due to its large agricultural industry and location on the I-95, I-40 and I-85 corridors. In recent years, collaboration between the N.C. Attorney General's Office, the North Carolina Coalition against Sexual Assault and several other organizations resulted in the formation of a human trafficking task force, RIPPLE, for Recognition - Identification - Protection - Prosecution - Liberation - Empowerment. The task force involves a collective of professionals from multiple fields — including law enforcement, legal services and social services — that strive to raise awareness about human trafficking across North Carolina, to identify and assist victims and to support efforts to prosecute traffickers.

Following the first National Human Trafficking Conference in 2004, the Bureau of Justice Assistance, in conjunction with existing efforts by the Office of Victims of Crime, began initiatives to assist victims of trafficking in the United States. One major endeavor was



to support and fund task forces involving collaborative efforts among federal, state and local law enforcement, U.S. Attorneys Offices and victim service providers. BJA and OVC currently fund 42 task force groups across the United States. In 2008 the Pitt County Sheriff's Office received BJA grant funding to support existing task force development, as well as provide for direct law enforcement services, a multi-disciplinary training strategy and the development of law enforcement and response training for North Carolina. The sheriff's office, with support on the state level from the Governor's Crime Commission, was progressive in recognizing that awareness and resources needed to be emphasized in the local community in order to secure successful recognition and rescue of victims of trafficking. The project seeks to involve numerous law enforcement, judicial agencies and service providers across the state in the establishment of comprehensive and cohesive response strategies and training.

Purpose

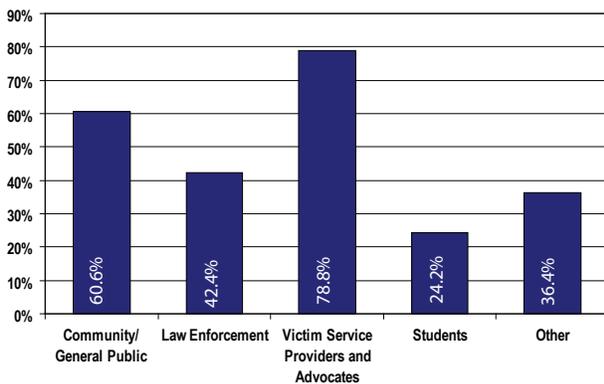
As part of the mission to gain a better understanding of existing human trafficking efforts in North Carolina an exploratory survey was administered to selected agencies across the state. The purpose of the survey was three-fold:

- 1) To create a snapshot of current training efforts across the state regarding trafficking of persons.
- 2) To gain an awareness of existing services available to victims of trafficking.
- 3) To identify potential needs, service gaps, areas of concern and/or current issues relevant to the issues of human trafficking in the state.

The survey consisted of 28 questions targeting specific aspects concerning human trafficking and was administered from Oct. 28, 2009 until Dec. 14, 2009 to domestic violence and sexual assault service providers, members of existing

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Figure 1: Targeted Audience for Training Concerning Human Trafficking



Percent distribution of responses to the survey question “What is your intended target audience of human trafficking trainings you have conducted?”

human trafficking task forces, Latino advocacy groups and immigration outreach groups across the state. The goal was to survey agencies currently involved in providing services to human trafficking victims as well as those agencies that are in key positions to come in contact with potential victims. Potential participating

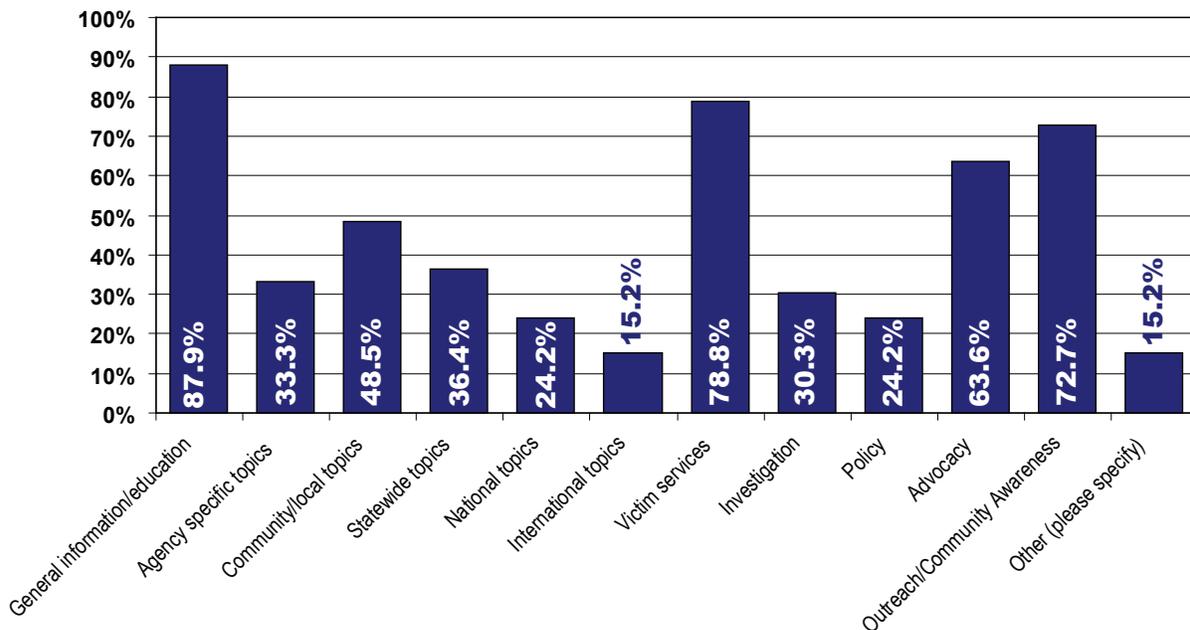
agencies were sent e-mail invitations to complete the survey online. Participants also had the option of forwarding the invitation to other agencies they felt would be relevant to the data collection process. This was done in the hopes of reaching out and connecting with other groups across the state involved with or having an interest in human trafficking issues. In all, 89 agencies from across the state participated in the survey representing a varied sample of law enforcement, victim service providers, medical service providers and multicultural service providers. Geographically, 57 counties were represented by the responses.

Survey Results

Training

The results of the survey provide an excellent snapshot of North Carolina’s current response to the emerging issue of human trafficking. Of the 89 responding agencies, 37 percent (33) have conducted trainings concerning human trafficking in the past 18 months. Figure 1 illustrates the intended target audience for

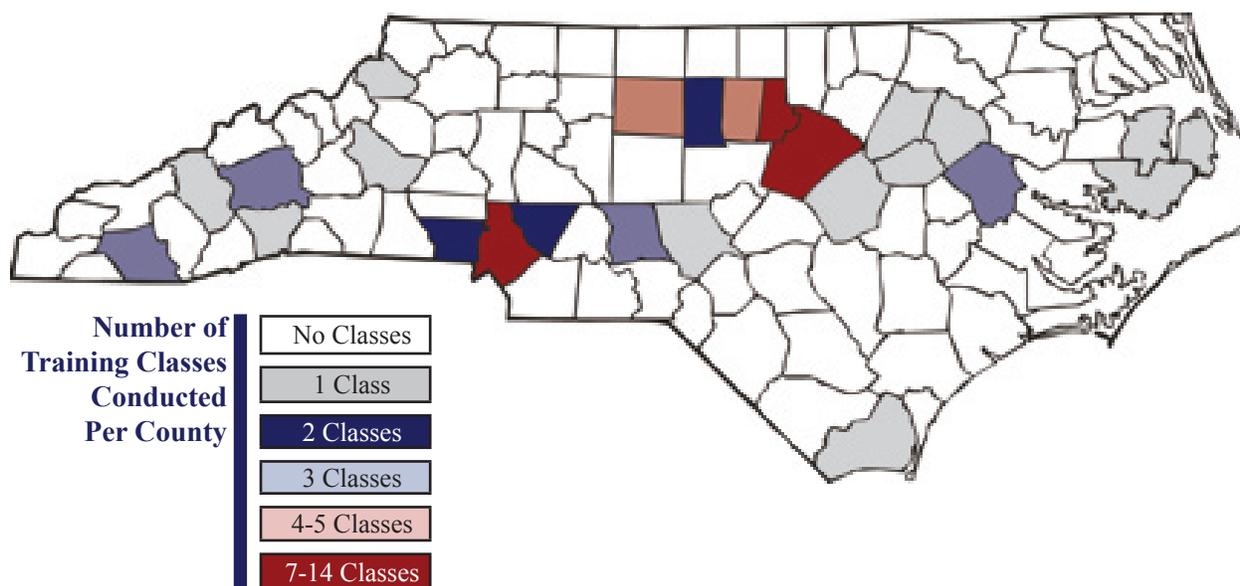
Figure 2: Focus of Topics for Human Trafficking Training



Percent distribution of responses to the survey question, “How would you best describe the focus of the provided human trafficking trainings?”

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Figure 3: Frequency of Training Across North Carolina by County: December 2007 to December 2009



human trafficking trainings occurring across the state. The majority of trainings were intended or offered for victim service providers and the public (See Figure 2 on the previous page.) A significant portion (42%) of trainings were intended for law enforcement agencies. Survey respondents who indicated “Other” generally specified that their trainings were presented to medical personnel or faith-based organizations. The majority of trainings were conducted by a staff specialist in human trafficking or a general agency staff member (57%). All of respondents receiving grant monies or funding specific to trafficking stated that a staff specialist was involved in providing trainings.

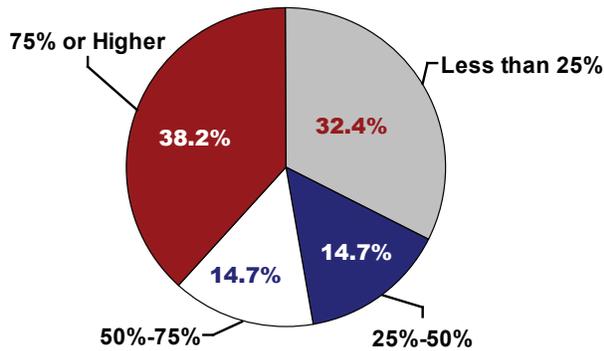


Understanding the breadth and depth of information being provided is central to understanding where future efforts should be focused. Respondents were asked to indicate all of the intended focus topics of the trainings.

The majority of training classes (76%) addressed both labor trafficking and sex trafficking. The bulk of these classes focused on general information concerning human trafficking (87.9%), victim services (78.8%) and outreach/community awareness (72.7%). Areas that received little attention in training included international topics (15.2%), policy (24.2%) and investigation (30.3%). (Agencies were allowed to indicate multiple topics when answering the question, so totals will exceed 100%.)

Responses also provided valuable information on where training is being conducted across the state. Highly populated counties, such as Wake, Durham and Mecklenburg, have held the greatest number of training sessions in the past two years and counties such as Orange, Pitt and Buncombe have also provided a significant amount of training. Orange County has been the host of the Combating Sex Trafficking Conference in 2006 and 2008. This conference has brought agencies from across the state together to learn about human trafficking issues and to network and develop action steps for the state and for individual communities. The North Carolina Coalition Against Sexual Assault and Legal

Figure 4: Percent of Agency Staff Who Have Received Human Trafficking Training



Percent distribution of responses to the survey question “What percentage of the agency’s staff has received training concerning human trafficking?”

Aid have also been instrumental in providing training across North Carolina. As part of a recent BJA funded grant, Pitt County has been actively providing training to law enforcement and service providers. The map at the top of the preceding page illustrates the counties indicated by the survey that have conducted human trafficking training in the last two years, as well as the number of training sessions held in each county.

Trained Staff

The survey also looked at what percentage of the responding agency’s staff had received training. Thirty-eight percent of respondents reported that at least three-fourths of their agency staff had received training, while 32 percent reported that less than one-fourth had received training. All responding agencies had at least one person that had received some sort of training. Forty-eight percent of agencies that could provide services to victims of trafficking indicated that three-fourths or more of the staff had received some type of training.

Service Provision

Another major component of the survey involved exploring the services currently available to

human trafficking victims across the state. Advocacy and access to a crisis hot line were the most common services provided with 71.4 percent of respondents able to provide advocacy and 62.9 percent able to provide crisis line access. Generally, domestic violence and sexual assault agencies across the state have an established crisis line. The mind set of many respondents⁵ was that victims may call the crisis lines at these agencies and crisis counselors would be able to provide information or referrals over the phone. Services with the lowest percentages of agency provision across the state were transitional housing (4.3%) and long-term housing (2.9%) for victims. Fifty-four percent could provide some sort of temporary emergency shelter.⁶ Only one long-term housing service was identified in North Carolina.⁷

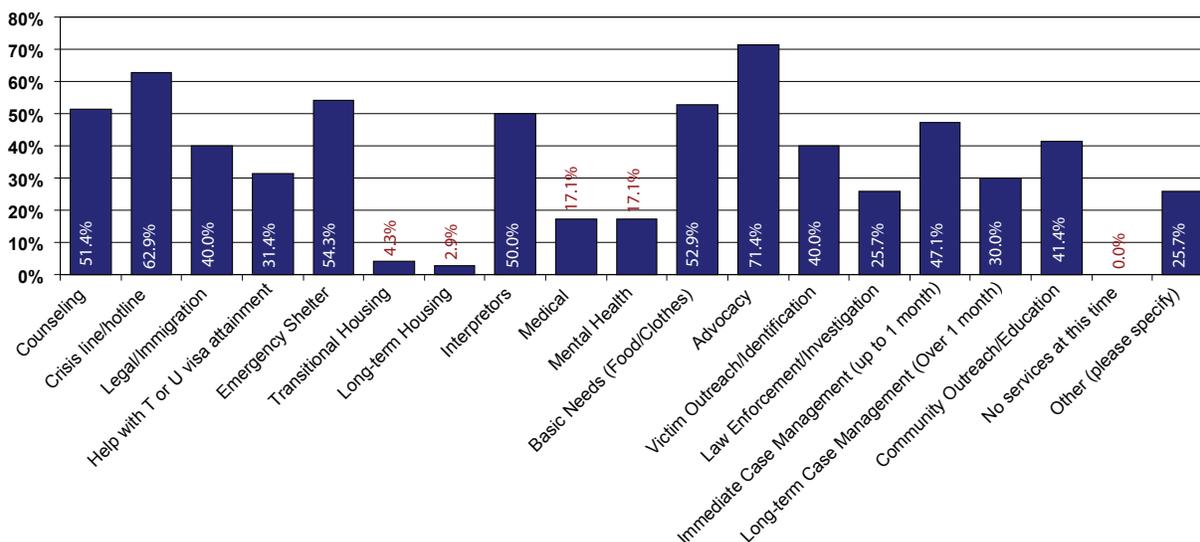
All agencies responding to the survey indicated they could provide services to females and 83 percent could also provide services to males. Many pointed out that although they could provide services such as advocacy, outreach and legal assistance to males, they could not provide males with emergency shelter options.⁸ Less than half (48%) could provide services to unaccompanied minors. (Unaccompanied minors are children with no known or available legal guardian.)

The survey also addressed the ability to provide services in other languages. Eighty-three percent of respondents could provide services in Spanish. Other languages provided, according to



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Figure 5: Types of Services Available to Victims of Human Trafficking



Percent distribution of types of services available to human trafficking victims indicated by agencies responding to survey. Note: No agencies indicated that they did not provide any services to human trafficking victims.

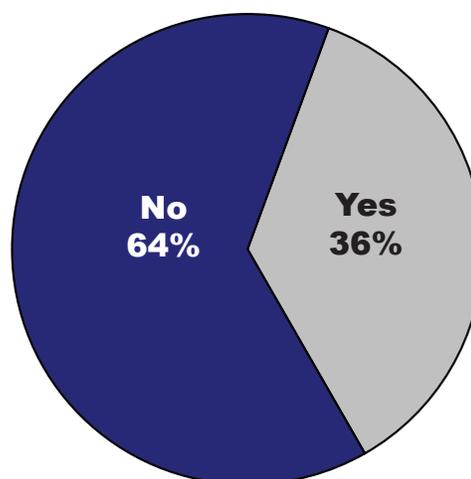
the survey, were French (10% of respondents), Arabic (9%), Russian (7%), Vietnamese (6%) and Hindi (6%). Mon-Khmer, Laotian, Mandarin and Swahili were languages in which no services were available. Languages that many respondents felt needed service focus were Hmong, Korean, indigenous Mexican languages and Russian.

Out of 89 responding agencies, 54 percent provide screening for indicators of human trafficking during initial client interaction. Screening is an essential tool in the victim identification process. Screening can include questions such as, “Can you leave your place of employment if you want?” “Have your identifying documents been taken away from you?” or “Is someone forcing you to do something that you do not want to do?” These screenings indicate red flags that an individual may be trafficked. One interesting finding was that while 73 percent of respondents indicated that they could provide services to human trafficking victims, only 49 percent of those currently screen for indicators of human trafficking when working with clients.

Outreach to the Community

Thirty-six percent of respondents are currently conducting outreach efforts related to human trafficking. Outreach can refer to any activity

Figure 6: Percent of Responding Agencies Conducting Community Outreach



Percent distribution of responses to the survey question “Is your agency currently conducting community outreach or public awareness campaigns concerning human trafficking in your community?”

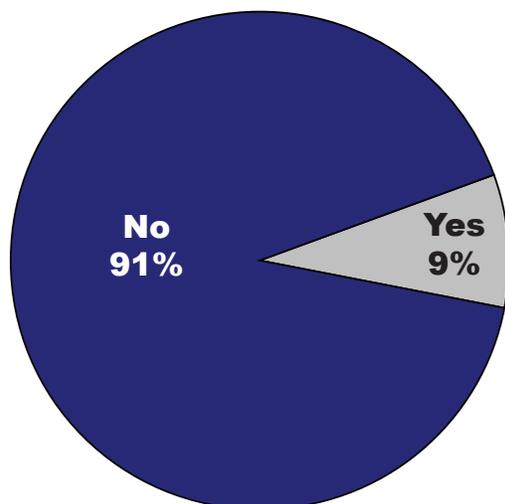
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that seeks to raise awareness of the issue of trafficking and to identify victims of trafficking in the community through local forums, displays and/or distribution of literature. Spanish outreach efforts were being conducted in 15 of 32 agencies providing outreach. One agency indicated it was providing outreach in Russian. Three others stated they used materials in other languages from the U.S. Department of Health and Human Services Rescue and Restore campaign. Despite the low number of agencies providing outreach in other languages, 78 percent of the survey respondents felt there was a need for such a service. Respondents identified a need for increased Spanish, Russian and Asian language efforts.

Funding

Currently 91 percent of the 69 agencies that indicated they could provide services to victims are currently not receiving specific grant monies or funding to provide those services. Most identified funding as a major concern. Nine percent (six) are receiving grant monies or funding specifically for human trafficking services. Legal Aid of North Carolina has

Figure 7: Percent of Responding Agencies Currently Receiving Grant Monies to Fund Services for Human Trafficking Victims



received a three-year grant through the Office of Refugee Resettlement and utilizes those funds to support the Farmworker’s Aid Unit and the Battered Immigrant Project. World Relief of Guilford County is a subgrantee of the ORR grant to provide case management to trafficking victims once they have been identified. Legal Services of Southern Piedmont in Mecklenburg County also identified themselves under the ORR grant. The Pitt County Sheriff’s Office is currently working with funding provided from the BJA together with an OVC grant to NCCASA. The Guilford County Sheriff’s Office is partnering with them.

Discussion

The survey provided a wealth of information regarding efforts currently under way to address the issue of human trafficking in North Carolina. The survey also presents an overview as to how the state is mobilizing to receive and provide training and to develop services. Throughout the survey respondents were encouraged to provide feedback and commentary on issues and concerns in their particular communities. One major concern was that, despite having received training, agencies felt there was no coordinated, cohesive plan of action in place for their community once a victim of trafficking has been identified. Victims may require access to multiple types of services including emergency shelter, long-term housing, legal assistance, case

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management, immigration assistance, medical care, trauma-informed mental health services and interpreters. Many expressed concern that networks are not in place to provide the coordinated effort across services that trafficking victims may need. One initiative currently under development across the state that may address this concern is the creation and implementation of local rapid response teams. The purpose of the teams is to bring the key players in the community together (law enforcement, victim service providers, advocacy groups and legal service providers) to develop a response plan and protocols for the local area, should a victim of trafficking or group of victims be identified. Currently, the development of rapid response teams is under way in the Triangle, Triad, Wilmington, Asheville and Charlotte areas. RIPPLE, the statewide task force, has also recently created a guide for responding to trafficking victims that includes a statewide resource list and recommended practices

The majority of training classes held across the state were localized to highly urban areas such as Raleigh, Durham and Charlotte. Many recipients in more rural areas of the state have indicated a desire to become trained in responding to human trafficking but did not have the resources to host a training or the funds to attend them in other counties. Traffickers often set up operations



in more rural areas due to a perceived sense of isolation, the smaller numbers of law enforcement and the need for agricultural laborers. Currently, agencies receiving grant monies and/or funding specific to human trafficking are located in urban areas of the state (Wake, Guilford and Mecklenburg).

An increased effort should be made to ensure agencies in more rural and less populated areas are also receiving training and developing response procedures. The recent grant awarded to Pitt County places it in a unique position to focus on both the growing city of Greenville and the rural areas of Eastern North Carolina. However, more focus needs to be placed on the procurement of funding for additional rural areas across the state to address the issue of trafficking.

The majority of the information received through the survey addressed the lack of funding and manpower to provide the type of services needed once a trafficking victim is discovered. As far as service provision, many respondents indicated the need for specific long-term services. A victim's progression from identification through possible trial and community integration may be lengthy. Emergency shelters are not currently equipped to handle the complexities and long-term recovery of victims of trafficking. None of the survey respondents currently receiving grant money for trafficking services are able to provide long-term housing, transitional housing or counseling to victims of trafficking. Only one respondent, The Hope House located in Buncombe County, stated they were currently able to provide long-term housing for trafficking victims, specifically domestic minor females. Although many victim service providers —



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predominately domestic violence and sexual assault agencies — indicated they could extend some of their services to trafficking victims, none of them are currently receiving any grant funding to do so. In a currently overburdened emergency shelter system across the state, many respondents expressed concern as to what would happen if a large number of trafficking victims were identified at one time or if their shelter program was full at the time of rescue.

Respondents also identified a need for increased awareness and training for law enforcement entities. Law enforcement officials are most likely to be the first responders in the identification and rescue stages of victim recovery. Traffickers typically instill a sense of mistrust and fear concerning the police and victims are often afraid to reveal what is happening to them. As a result of that mistrust, victims may appear to

be uncooperative, but in fact are displaying a great fear of retribution. Trafficking is often misidentified as a prostitution or immigration issue, which results in the trafficked individual being identified as a criminal instead of a victim. Many communities still view trafficking as an international issue, not something that occurs here in North Carolina. Future efforts should focus on raising awareness in both the public and in the law enforcement community. Until statewide and local law enforcement training and response protocols are developed and enforced, the crime of trafficking will continue to remain overlooked across our state. Victim identification and rescue, as well as the provision of long-term services, should become a top priority to ensure the members of this vulnerable population are given back their inherent right to freedom and human dignity.



Footnotes

¹ U.S. Department of Health and Human Services, Administration for Children and Families. (2010). Fact Sheet: Human Trafficking. Retrieved from http://www.acf.hhs.gov/trafficking/about/fact_human.html

² 22 USCS § 7102 defines coercion as “(A) threat of serious harm to or physical restraint against any person; (B) any scheme, plan, or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person, or (C) the abuse or threatened abuse of the legal process.”

³ Public Law 106-386, Victims of Trafficking and Violence Protection Act of 2000, 106th Congress, 2000

⁴ Under the TVPA, individuals under the age of 18 do not require evidence of force, fraud, or coercion. (H. R. 3244)

⁵ Respondents of the survey were invited to submit additional comments with each question to provide anecdotal information.

⁶ Temporary emergency shelter was generally provided through the existing domestic violence or homeless shelter program.

⁷ Of the two survey responses that stated they could house trafficking victims long term — Hope House and Jubilee. Jubilee stated they would coordinate long-term shelter through Hope House.

⁸ Often the shelter option was provided through the domestic violence shelter which is eligible only for females.

North Carolina List of Service Providers Combating Human Trafficking

Carolina Women's Center

The University of North Carolina at Chapel Hill
215 West Cameron Avenue, Chapel Hill, NC 27599-3302
Phone: 919-843-5620

Eastern NC Stop Human Trafficking Now

P.O. Box 3003, Greenville, NC 27836
252-814-6357

End Violence Against Women Committee

for Soroptimist International of Raleigh
919-271-4757

Federal Bureau of Investigation

Victim's Assistance Specialists:

Charlotte: Juanita Miller 704-331-4583
Charlotte: Special Agent John Price, 704-331-4637
Eastern Division: Kory A. Williford, 1-800-591-8490
Raleigh R.A.: 919-854-2422
Western Division: Andrea Firpo, 828- 253-1643

The Hope House

P.O. Box 9737, Asheville, NC 28815
877-276-8023
www.hopehousenc.com
www.emilyfitchpatrick.com

Human Trafficking Advocate: Pat Witt

919-833-2490

Human Trafficking Investigator

Pitt County Sheriff's Office
100 West 3rd. Street, Greenville, NC 27835
252-902-2800

Justice and Jubilee

Raleigh, N.C.
919.616.0585
<http://justiceandjubilee.org/>

Legal Aid of North Carolina

224 S. Dawson Street, Raleigh, N.C. 27601
919-856-2149
919-856-3196

Legal Services of Southern Piedmont

1431 Elizabeth Avenue, Charlotte, NC 28204
(704) 971-2622 x 259

Lutheran Family Services

505 Oberlin Road, Raleigh, N.C. 27605
919-755-0860

Lutheran Family Services Region Office/Pan Lutheran

112 Cox Ave., Raleigh, N.C. 27605
919-832-4378, 919-833-3545

NC Care LINK

The Office of Citizen Services
2012 Mail Service Center, Raleigh, N.C. 27699-2012
919.855.4414 or 919.715.8174
www.NCcareLINK.gov

NC Stop Human Trafficking

<http://ncstophumantrafficking.wordpress.com/>
Raleigh, N.C.

North Carolina Justice Center

Immigrants Legal Assistance Project
224 S. Dawson Street, Raleigh, NC 27601
888-251-2776
www.ncjustice.org

North Carolina Coalition Against Sexual Assault

811 Spring Forest Road, Suite 900, Raleigh, NC 27609
1-888-737-2272 or (919) 871-1015

Orange County Rape Crisis Center

P.O. Box 4722, Chapel Hill, NC 27515
Crisis Line: (919) 967-7273

Rescue and Restore/U.S. Government

www.acf.hhs.gov/trafficking
National Human Trafficking Resource Center: 888-3737-888

Salvation Army of Raleigh

P.O. Box 27584, 215 South Person Street
Raleigh, N.C. 27611-7584
www.KeepTheBellRinging.org
919-834-6733, Ext. 218 or 919-828-0911

Shout!2Stop Trafficking©

181 Wind Chime Court, Suite 101
Raleigh, N.C. 27613
919-846-6773
www.shout2stoptrafficking.org

Soroptimist International

Raleigh Chapter
919-467-7167

Southern Coalition for Social Justice

115 Market Street, Suite 470, Durham, N.C. 27701
919-323-3380, Ext. 116
www.southerncoalition.org

Stop Child Trafficking Now.org

615-456-4441
www.StopChildTraffickingNow.org

Triad Ladder of Hope

P.O. Box 470, High Point, N.C. 27261
www.triadladderofhope.org
336-906-3844

World Relief North Carolina

2029 N. Centennial Street, High Point, NC 27262
(336) 887-9007

The Governor's Crime Commission was established in 1977 by the North Carolina General Assembly under G.S. 143B-479. Its primary duty is "to be the chief advisory body to the Governor and the Secretary of the Department of Crime Control and Public Safety for the development and implementation of criminal justice policy." The Crime Commission is always open to comments and suggestions from the public as well as criminal justice officials. Please contact us and let us know your thoughts and feelings on the information contained in this publication or on any other criminal justice issue of concern to you.

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Mayor James K. Festerman City of Reidsville	Judge Carl Fox Superior Court Judge	Dr. Catherine Mitchell-Fuentes UNC Charlotte
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Jennifer Roberts, Chair Mecklenburg County Board of Commissioners	Sharon Sadler Hyde County Clerk of Superior Court	Captain J. Wayne Sears Rocky Mount Police Department
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2010 SAFE COMMUNITIES CONFERENCE: SAVE THE DATE!

The 2010 Safe Communities Conference will be held Dec. 1-3, 2010 at the Koury Convention Center in Greensboro. Go to www.ncgccd.org and click on the conference link to register. The agenda, lodging and other details are available at the registration site.