

Local Governments and Sex Trafficking:

Lessons Learned about how to Identify and Prepare for Cases of Sex Trafficking

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Executive Summary

The recognition of sex trafficking as a crime is growing in the United States. The State of North Carolina has responded by passing legislation that increases the penalty for human trafficking and legalizes the provision of services to victims, regardless of their legal status. It is unclear what, if anything, is being done at the local level to combat sex trafficking. This research is based on the effort to combat sex trafficking occurring in the Atlanta Metropolitan area. Its purpose is to provide a guide for local government officials as they learn to identify and prepare for sex trafficking cases in their communities.

Introduction

In 2000, the United States (US) Congress passed the Victims of Trafficking and Violence Protection Act (TVPA) to combat “a modern form of slavery” called human trafficking.¹ The passing of the TVPA spurred national, and some state and local, action to combat human trafficking, the third largest and fastest growing criminal industry in the world.²

Many victims of human trafficking are women and children being forced or coerced into the sex industry, which has been growing rapidly over the last few decades.³ These individuals are victims of the specific form of human trafficking called sex trafficking, which is “the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act”.⁴ Sex trafficking is a serious problem, but unreliable or nonexistent data makes it difficult to estimate the number of sex trafficking cases and victims.⁵ The first step in combating sex trafficking and helping trafficking victims is identification. Due to their local focus, direct interaction with citizens and knowledge of their communities, local government officials and other employees are in a unique position to identify sex trafficking cases and help victims.

This research examines and compares the NC approach to combat sex trafficking to the movement to combat sex trafficking in the Atlanta area, applies theory to the approaches taken in each location, and presents key findings.

Problem

Nationally

The TVPA is the cornerstone of the national effort to eliminate human trafficking, which in 2004 was estimated to involve between 14,500 and 17,500 victims being trafficked into the US each year.⁶ The Trafficking Victims Protection Reauthorization Acts (TVPRA) of 2003 and 2005 expanded the protection and rights of trafficking victims and increased federal spending on the effort to combat trafficking.⁷

The Bush Administration has led the national effort to fight human trafficking, most notably by supporting TVPA and TVPRA and recently by supporting H.R. 5501, which authorizes appropriations for the Presidential Emergency Plan for AIDS Relief (PEPFAR). The bill will more than triple PEPFAR funding, increasing it to \$50 billion over the next five years, and requiring organizations receiving PEPFAR money to adopt policies against prostitution and human trafficking.⁸ Federal efforts use a three pronged approach outlined in TVPA that includes prevention of trafficking, protection and assistance to victims, and the prosecution and punishment of traffickers.⁹

In 2006, through grants and contracts, the US funded 224 anti-trafficking projects around the world, at a cost of over \$100 million. Seventy-one projects target areas within the US and cost over \$28 million. Public, private, and nonprofit organizations received funding. This included large organizations such as the City of Las Vegas and Lockheed Martin, as well as smaller, community based organizations. The Department of State classifies the projects using four categories, with some projects falling into more than one category: prevention-awareness, protection-services, prosecution-law enforcement, and research-data collection. Out of every ten federal dollars spent, eight dollars went to projects focused on prevention-awareness, protection-services, or both, while less than thirty cents was spent on research-data collection projects (Appendix 1 and Appendix 2).¹⁰

The Department of Justice Civil Rights Division and the US Attorney’s Offices have increased federal prosecutions of human trafficking by 600 percent since 2001.¹¹ However, between 2001 and 2005 there have been only 154 convictions in 535 cases that have been opened by the FBI on Trafficking in Persons (Appendix 3).¹² T visas, created through the TVPA, allow victims of trafficking and their families to remain in the US and assist in the investigation of trafficking cases.¹³ Although expanded services are now legally available to the more than 14,500 estimated annual victims trafficked into the US, only 294 victims secured T visas in 2005 and 2006 combined (Appendix 4).¹⁴

Federal coalitions, such as the Human Smuggling and Trafficking Center, including the Departments of State, Homeland Security, and Justice, as well as the Office of the Director of National Intelligence, attempt to unite anti-trafficking efforts.¹⁵ However, these federal efforts need to improve cooperation in goal coordination and improve relationships with local level agencies, where trafficking

victims can be identified. According to the General Accountability Office, nongovernmental organizations, state and local law enforcement working in the community, or citizens may be the first points of contact with trafficking victims and play a key role in combating the crime of trafficking.¹⁶

North Carolina

In North Carolina (NC), legislative attention has also turned to sex trafficking over the last few years. Two trafficking laws have been passed by the NC General Assembly. Session Law 2006-247, amending the previous sex offender law, was passed in August, 2006 and became effective on December 1 of the same year, making human trafficking a class F felony and the trafficking of a minor a Class C felony.¹⁷ Session Law 2007-547 was signed into law and became effective on August 31, 2007. The law allows victims of trafficking legal access to services and protects them from being treated as criminals, regardless of their legal residency. It also calls for the NC Justice Academy to establish an appropriate protocol for training law enforcement officers.¹⁸

In accordance with the new law, the NC Justice Academy is currently developing a new curriculum on human trafficking, including sex trafficking. It will not be required for all law enforcement officers, but it will be designed for redelivery by general instructors throughout the state. Additionally, Basic Law Enforcement Training will address human trafficking, focusing specifically on ensuring that victims of human trafficking are treated as victims and provided appropriate services, regardless of their legal status.¹⁹

A lack of available data makes accurate estimates of the number of cases at state and local levels difficult, if not impossible. The NC Governors Crime Commission concedes that there are no good statistics available in NC, adding that accurate statistics are difficult to find anywhere.²⁰ Among the ten largest NC municipalities, nine public information offices referred trafficking inquiries directly to their police departments, suggesting that trafficking is viewed solely as a criminal issue; none of the municipalities addressed victim services. Six municipal or police department public information officers were unfamiliar with the sex trafficking issue, and some had only heard of trafficking, with one officer concluding that it must not be a big deal, because “if it were really huge, people would be talking about it more.”²¹ Other municipalities indicated more direct and organized responses. A High Point Police Lieutenant indicated that High Point is not aware of trafficking cases occurring in the municipality, but they recognize the possibility that cases are occurring and not classified as trafficking, which recently led the police chief to encourage officers to attend a training on the issue sponsored by the Salvation Army. A Raleigh Police Department information officer mentioned the difficulties associated with a lack of clear data but anecdotally suggested that brothel busts are increasing with the growth in the immigrant community. He also indicated that cases in Raleigh are referred to federal partners such as the FBI or Immigrations and Customs Enforcement if the women being investigated make a comment suggesting they might be trafficking victims.²²

Minnesota made a comprehensive statewide attempt to study trafficking, relying on increasing prostitution data as a proxy measure for sex trafficking. The study uses prostitution statistics as “trafficking-related arrests, charges, and convictions”, noting that “it is not possible... to determine if trafficking was an element in these arrests”.²³ Evidence has shown that prostitution fuels trafficking²⁴ and one local law enforcement agency in NC indicated this as well, stating that if trafficking victims are identified, it is in the process of investigating prostitution cases.²⁵ There have yet to be any cases involving charges under the NC trafficking legislation. However, prostitution charges in NC have increased by over seventy percent in the last decade, with 1955 cases in 2007 including charges of prostitution (Appendix 5).²⁶

While the extent of the crime is difficult to estimate, sex trafficking cases have been identified in the state in both urban and rural areas.²⁷ In 2004, prior to the state legislation, NC was identified as a destination state of international trafficking victims in a US Senate Judiciary Committee hearing, along with California, Florida, New York, Hawaii, Georgia, Alaska, and Texas.²⁸

Efforts have begun to combat sex trafficking in NC. World Relief Corporation received a \$500,000 grant from the Department of Justice’s Office for Victims of Crime in 2003, the first year

trafficking awards became available, and more recently received \$1,050,000 in 2006. The award supports the Network of Emergency Trafficking Services (NETS) Collaborative in Nashville, TN; High Point, NC; and six Florida counties; however the High Point site stopped receiving funding from the Department of Justice in July, 2007.²⁹ World Relief uses the funding to provide housing, clothing, and social service assistance to victims in the Statesville, Hickory, and Southern Piedmont areas. They serve both rural and urban victims.³⁰ However, the Department of State does not indicate that any government grants or contracts awarded since 2005, the year specific target areas are identified in the data, are being used to fund projects in NC.³¹

One coalition movement in NC is a task force named RIPPLE, standing for Recognition, Identification, Prevention, Prosecution, Liberation, and Empowerment. The group of motivated professionals from the public and nonprofit sector began in 2004 and has grown to a modest size of 35 to 45 members, including 10 to 12 core active members. The group works on training and outreach, including an annual conference on sex trafficking hosted by the Carolina Women's Center. After incurring a major setback in grant writing funding when the NC Attorney General Office stepped away from the lead agency role with RIPPLE in 2006, the task force is now writing grants and organizing community outreach and organizational trainings.³²

Methodology

Case study interviews, informational interviews, literature research, and theory application were used to study sex trafficking in NC and produce key findings for local government officials about identifying and preparing for cases of sex trafficking in their communities.

A review of existing research indicated that Atlanta is a municipality with a significant sex trafficking problem involving domestic and international victims.³³ Further research indicated that Atlanta has seen positive results in the fight to stymie sex trafficking.³⁴ National organizations, such as the Polaris Project and Captive Daughters, and authors of sex trafficking literature were contacted to identify local governments successfully fighting sex trafficking. Although responses were limited, professionals identified organizations that are working in the Atlanta area, specifically the Juvenile Justice Fund and Rescue and Restore, a national Department of Health and Human Services campaign, as leaders in the fight against trafficking. Email exchanges with professionals involved in combating sex trafficking also confirmed the success of Atlanta's anti-trafficking efforts.³⁵ Initial contact with Atlanta area professionals indicated their willingness to participate in the research, and Atlanta was selected as the location for the case study.

The Atlanta area case study research was approved by the University of North Carolina at Chapel Hill Institutional Review Board. It began with snowball sampling of Atlanta area professionals, a process in which individuals are contacted to participate and refer the researcher to other individuals, who participate and refer the researcher to more individuals. The process is continued until no new individuals are identified to contact. This method of sampling was used to identify individuals involved in the effort to combat sex trafficking through local government or partner organizations. Atlanta area interviews were conducted consisting of eight questions: one background question, four questions about identifying sex trafficking cases, and three questions about preparing for sex trafficking cases (Appendix 6). Responses were compiled and analyzed by the researcher for common threads and comments applicable to local government officials in NC. The research and survey results were compared to NC research and informal informational interviews conducted with professionals working on sex trafficking in NC. The ten largest NC municipalities were also contacted for information about their current awareness of and efforts to combat the issue; six of the municipalities provided information. A general change theory and a change model were applied to the cases of Atlanta and NC to guide the comparison. The community organization change theory is based on the view that communities are able to organize, identify problems, and affect change to reach collective goals, such as reducing the amount of sex trafficking. The Precaution Adoption Process Model applied identifies seven stages in the change process.³⁶ Both tools were applied to Atlanta and NC efforts to combat sex trafficking and key observations based on the results are described.

Case Study – Atlanta

The movement to combat sex trafficking in Atlanta began with the identification of trafficking of young females as a growing problem in the area. A group of women united in opposition of child sex trafficking and organized a coalition to combat the problem. In the late 1990s juvenile court judges noted that the age of young women being charged with juvenile sex crimes was decreasing while the number of cases was increasing. A coalition of women formed in 2000 and developed a plan that involved a multi-faceted approach to combating sex trafficking, including fundraising, public awareness, and legislative development campaigns. As time went on, the group expanded to include a broad range of individuals and partner organizations in the Atlanta community.³⁷ Today, a larger coalition exists including the work of organizations combating sex trafficking of adult women as well. Through federal organizations such as Rescue and Restore that coordinate the efforts of over sixty-five organizations across the state, the coalition is able to fight multiple aspects of sex trafficking.³⁸

There are many indicators of the Atlanta area success. Atlanta is home to the only shelter in the Southeast US dedicated to serving sex trafficking victims, Angela's House, which was opened in 2001.³⁹ The City of Atlanta also developed approaches to combat sex trafficking, such as the Police Department's human trafficking task force and a nationally recognized public awareness campaign called the "Dear John" campaign.⁴⁰ The Atlanta efforts have been made stronger by developing regional relationships with other local governments, primarily Fulton and De Kalb Counties. Gaining allies and the support of nonprofit organizations and federal agencies creates an expanded network of information and a more diversified approach to combating sex trafficking.⁴¹

Interview Results

Seven interviews were completed with staff in the public and nonprofit sectors who focus on child and adult sex trafficking, both domestic and international. The participants are professionally employed by a local government or a partner organization in the Atlanta area and have worked to combat sex trafficking as part of their professional employment (Appendix 7).

Respondents were careful to point out that anybody can fall victim to sex trafficking, that there is no one size fits all description of a sex trafficking. However, respondents did identify the following possible indicators or risk factors:

- Prior status offenses by minors, such as running away from home, underage alcohol consumption, or other restrictions specific to minors.
- Abnormal emotional connection with perpetrators, such as fear or feeling of being controlled, or, conversely, a fierce loyalty or attachment.

Two respondents likened the victim-perpetrator relationship to the Stockholm Syndrome, in which an abduction victim grows attached to his or her captor.

Signs that distinguish cases of sex trafficking from prostitution cases included:

- Victims' lack of control over the situation.
- Victims' lack of possession of any personal property, such as money or clothes
- The presence of security or monitors around victims.
- Transportation of victims across state lines.

Respondents also stressed that any minor who is involved in sex crimes qualifies as a trafficking victim, and pimps of minors qualify as traffickers. All of the responses indicate some form of force or coercion, which is included in the TVPA definition of trafficking.

Regarding location, respondents answered that sex trafficking can occur anywhere, and communities where sex trafficking victims are being prostituted vary widely. One respondent said that sex trafficking can blend in, sometimes occurring without raising any attention; the respondent described one area where "Johns were driving right down there in the morning and getting quickies before work". However, community vulnerability indicators may include:

- Higher crime rate areas.
- Higher levels of poverty.
- Higher minority populations.

Respondents also indicated that victims often mirror the demographics of the community in which they are being prostituted. One respondent used the example of trafficking operation using the guise of a Korean spa, explaining that it is likely to be victimizing primarily Koreans and operating in an area that is heavily populated by Koreans. Respondents disagreed on the engagement of citizens in communities with sex trafficking problems. Some stated that citizens are uninformed and unengaged in trafficking areas, while others said that citizens are aware but lack the power or will to change it.

Atlanta's first steps to combat sex trafficking included:

- Increasing public awareness.
- Taking a broad grassroots approach.
- Increasing resources available.
- Improving legislation.
- Improving law enforcement efforts.
- Contacting juvenile court judges.

Given the involvement of the juvenile court system in beginning the Atlanta movement, it is unsurprising that respondents suggest that officials contact juvenile court judges.

Key stakeholders identified include:

- Social workers and teachers.
- Law enforcement officers.
- Nonprofit partners.
- Juvenile court judges.

Many of the key stakeholders identified are individuals or organizations who are likely to have first points of contact with victims.

Many of the respondents suggested that local governments need to “get serious” about the problem or “have the will to effect change.” One respondent said about sex trafficking cases, “they aren’t hard to find, but they are extremely complicated and time consuming.” One respondent urged officials to keep sex trafficking in the public eye, saying “It is critically important to keep talking about it, giving equal weight to public awareness and action.” Respondents suggest that local government officials look at individuals with prior status offenses on their record, improve and increase training for those coming into contact with victims, increase public awareness, learn more about service providers, and increase resources available through both public organizations and partnerships with nonprofits.

Change Theories

The community organization change theory in Appendix 8 applies the key concepts of community based change to the Atlanta and NC movements to combat sex trafficking. The theory focuses on community level action as an impetus for effecting social change. The NC approach, which was largely driven by legislation passed by the NC General Assembly, is more of a top-down approach, while Atlanta's approach originated at the community level and worked up the hierarchy. Involvement at the community level in NC is increasing through public awareness efforts such as those by RIPPLE and the Carolina Women's Center⁴² and the promotion of partner building by Rescue and Restore.⁴³ However, the movement has largely gone unnoticed by the general public at the community level. The theory highlights the positive aspects of Atlanta's bottom-up approach and suggests that efforts that begin by focusing on smaller areas and gradually expand have the potential to be very successful.⁴⁴

The Precaution Adoption Process Model in Appendix 9 explains the stages between a lack of awareness and the maintenance of a solution and applies the model to sex trafficking efforts in Atlanta and NC.⁴⁵ National efforts, such as the passage of the TVPA and federal funding, have affected the efforts in both locations. However, in order to narrow the focus of the model, only key events specific to Atlanta or NC are included. The model highlights the development of the coalition in Atlanta and the identification and efforts to meet specific goals. On the other hand, NC has largely lacked a broad, unified, planned effort. There is also a clear difference between actions that are practitioner or nonprofit driven, as were many of those in Atlanta, and actions that are driven by the legislature or other public organizations, such as many of those in NC. The Precaution Adoption Process Model highlights the organization and clear focus in Atlanta, in comparison to the less organized effort in NC.

Conclusion and Key Observations

Atlanta's movement to combat sex trafficking proves the potential for success when an approach begins at the local level and includes efforts of local public and nonprofit organizations. The successes include an increase in public awareness and attention, a focused legal effort on perpetrators, and improved and increased services for victims. The case study also indicates that sex trafficking can victimize both American and foreign born individuals.

The NC approach began at the state level, and has included far less local level involvement than did Atlanta. This research does not suggest that NC's top-down approach is not beneficial or will not succeed. The research does suggest that a locally focused approach can improve the identification of and response to sex trafficking cases. Local government officials can immediately contribute to the success of anti-sex trafficking efforts by addressing the following three findings:

- *Education and Training* – Train first point of contact employees as well as decision makers, particularly law enforcement, to identify cases and how to serve victims by providing or pointing them to available resources. Educate the public to raise awareness and improve case identification. Learn how to distinguish between sex trafficking cases and other prostitution.
- *Partnerships* – Improve communication and collaboration between governmental departments to build the knowledge base and improve the service response. Build partnerships with local, state, and national organizations to maximize the benefit of shared resources. Include public, private, and nonprofit organizations.
- *Investigate and Measure Cases* – Set up data collection systems to track the existence of and response to sex trafficking cases. Share information with other local governments and encourage state level organizations to get involved in the centralization of the data.

This research is focused on how NC local government officials can combat sex trafficking. The focus is limited and the key findings represent three of many steps local government officials can take to combat sex trafficking. Sex trafficking is a problem that happens at the local level and deserves the attention and action of local government officials.

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² The Polaris Project. <http://www.polarisproject.jp/trafficking_p3/trafficking_jp_en.htm>

³ United States Trafficking Victims Protection Act of 2000. <<http://www.state.gov/g/tip/rls/61124.htm>>

⁴ United States Trafficking Victims Protection Act of 2000. <<http://www.state.gov/g/tip/rls/61124.htm>>

⁵ United States Government Accountability Office. "Human Trafficking: A Strategic Framework Could Help Enhance the Interagency Collaboration Needed to Effectively Combat Trafficking Crimes". July 2007. <<http://www.gao.gov/new.items/d07915.pdf>>

⁶ United States Department of Justice. "Report to Congress from Attorney General John Ashcroft on U.S. Government Efforts to Combat Trafficking in Persons in Fiscal Year 2003". <<http://www.usdoj.gov/ag/050104agreporttocongress/vprav10.pdf>>

⁷ United States Trafficking Victims Protection Reauthorization Act of 2003. <<http://www.state.gov/g/tip/rls/61130.htm>>. United States Trafficking Victims Protection Reauthorization Act of 2005. <<http://www.state.gov/g/tip/rls/61106.htm>>.

⁸ The Library of Congress. <<http://www.thomas.gov/cgi-bin/bdquery/z?d110:h.r.05501>>

⁹ United States Trafficking Victims Protection Act of 2000. <<http://www.state.gov/g/tip/rls/61124.htm>>

¹⁰ United States Department of State. <<http://www.state.gov/g/tip/rls/rpt/83374.htm>>. *UPDATE* <<http://www.state.gov/g/tip/rls/rpt/101295.htm>>

¹¹ United States Department of State. "U.S. Government Efforts to Fight Demand Fueling Human Trafficking". January 7, 2008. <<http://www.state.gov/g/tip/rls/fs/08/100208.htm>>

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¹³ United States Department of Justice. "Department of Justice Issues T Visas to Protect Women, Children, and all Victims of Human Trafficking". <http://www.usdoj.gov/opa/pr/2002/January/02_crt_038.htm>

¹⁴ United States Department of Justice. "Assessment of U.S. Government Efforts to Combat Trafficking in Persons in Fiscal Year 2006". <<http://www.usdoj.gov/ag/annualreports/tr2007/assessment-of-efforts-to-combat-tip0907.pdf>>

¹⁵ United States Department of State. "Human Smuggling and Trafficking Center". <<http://www.state.gov/p/inl/c14079.htm>>

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APPENDIX 1

US Government Funded Anti-Trafficking Projects Summary, 2006

One Project Affecting North Carolina

Grantee	Grant Focus	Project Description	Amount	Funding Source
World Relief Corporation	Protection - Services	World Relief will develop, expand, or strengthen victim service programs for persons who have been identified by federal law enforcement as victims of severe forms of human trafficking of persons during the pre-certification phase. The grantee oversees five comprehensive service sites in High Point, Nashville, Jacksonville, Tampa, and Lee County, FL. The Lee County site is funded through 9/30/2008, while the other sites will discontinue receiving funds 06/30/2007.	\$1,050,000	DOJ/OVC

Federal Funded Projects by Focus Area

(some projects are included in more than one focus area)

	Prevention-Awareness	Protection-Services	Prosecution-Law Enforcement	Research & Data Collection
Total Number of Projects	50	52	13	5
Total Spending on Projects	\$19,560,112	\$19,851,529	\$6,305,359	\$843,707
Spending per Project	\$391,202	\$381,760	\$485,028	\$168,741

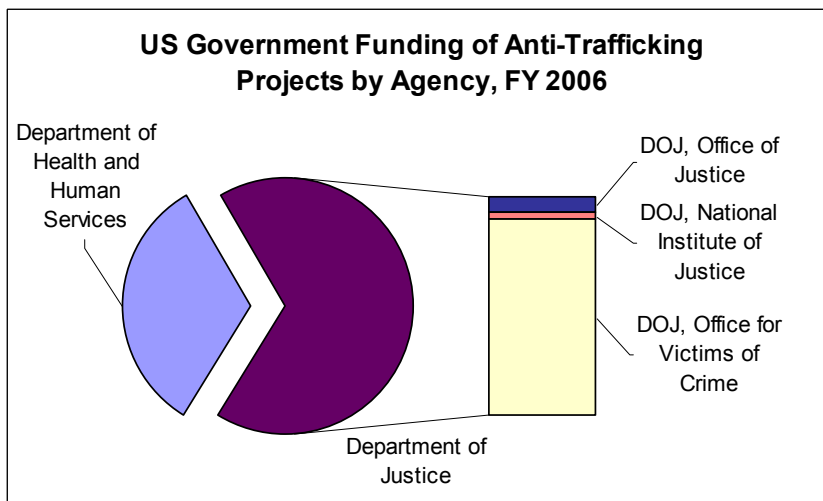
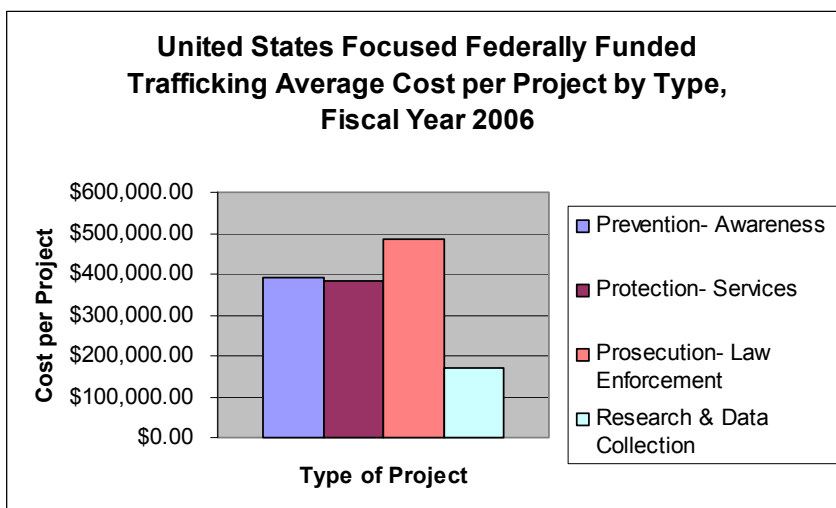
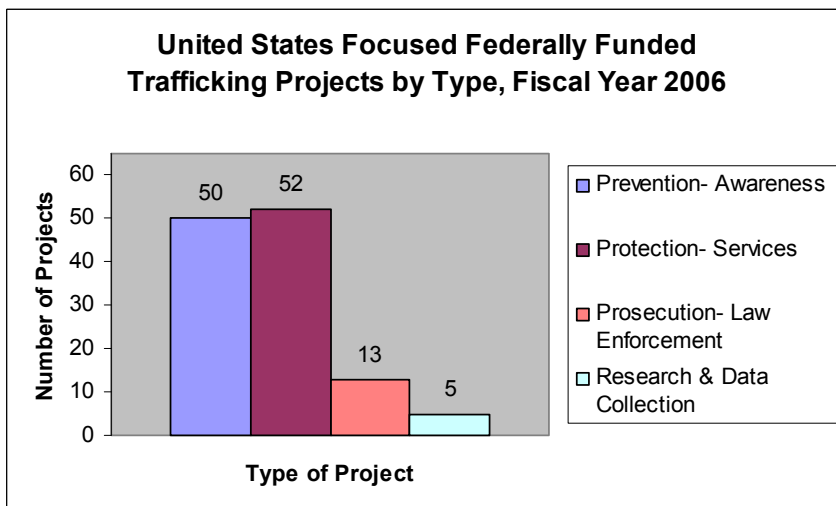
Sources of Federally Funded Projects:

Department of Health and Human Services	Department of Justice, Office of Justice	Department of Justice, National Institute of Justice	Department of Justice, Office for Victims of Crime
\$9,425,221	\$1,480,842	\$513,707	\$17,134,193

Source: The Office for Victims of Crime. "U.S. Government Funds Obligated for Anti-Trafficking in Persons Projects, Fiscal Year 2006" <<http://www.state.gov/g/tip/rls/rpt/83374.htm>>

APPENDIX 2

2006 Federally Funded Anti-Trafficking Projects Graphs



The Office for Victims of Crime. "U.S. Government Funds Obligated for Anti-Trafficking in Persons Projects, Fiscal Year 2006" <<http://www.state.gov/g/tip/rls/rpt/83374.htm>>

APPENDIX 3

United States Human and Sex Trafficking Investigations and Prosecutions

*Sex Trafficking is a subcategory of Trafficking in Persons (Human Trafficking),

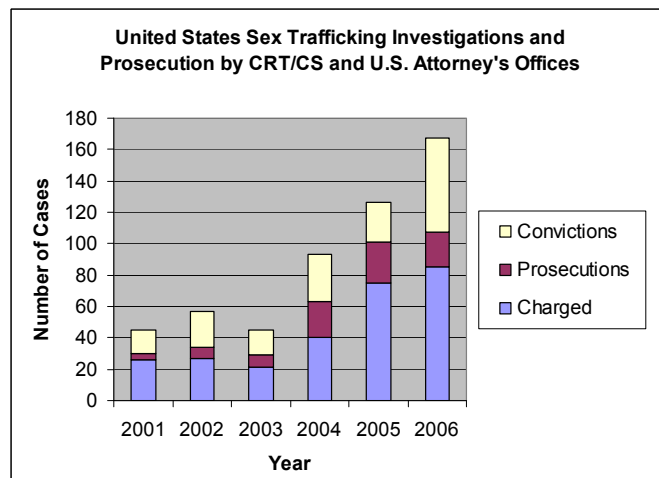
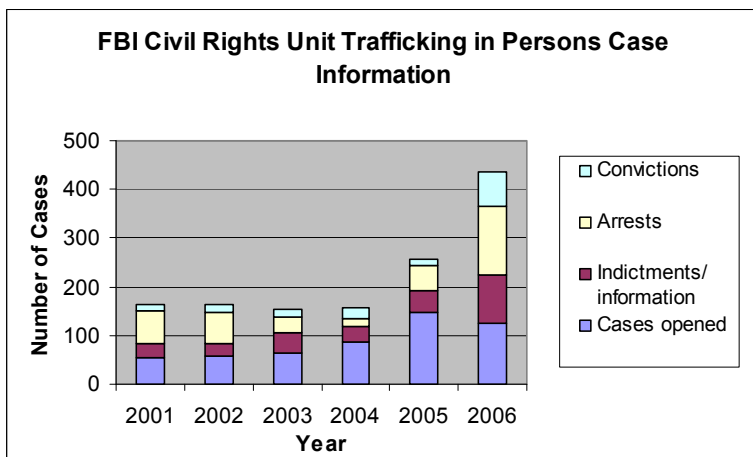
*The charts may include overlapping data

Trafficking in Persons Investigations by the FBI's Civil Rights Unit							
Fiscal year	2001	2002	2003	2004	2005	2006	2007 ^a
Cases opened	54	58	65	86	146	126	216
Indictments/information	29	26	40	32	45	97	39
Arrests	67	65	32	16	51	142	79
Convictions	15	15	18	22	14	70	31

^a Data as of April 5, 2007
source: <http://www.gao.gov/new.items/d07915.pdf>

Sex Trafficking Investigations and Prosecutions by the Civil Rights Division/Criminal Section and U.S. Attorney's Offices								
Fiscal year	1995-2000	2001	2002	2003	2004	2005	2006	2007a
Charged	34	26	27	21	40	75	85	35
Prosecutions	7	4	7	8	23	26	22	10
Convictions	20	15	23	16	30	25	60	59

^a Data as of June 14, 2007
source: <http://www.gao.gov/new.items/d07915.pdf>



Appendix 4

Trafficking Victim T Visa Data

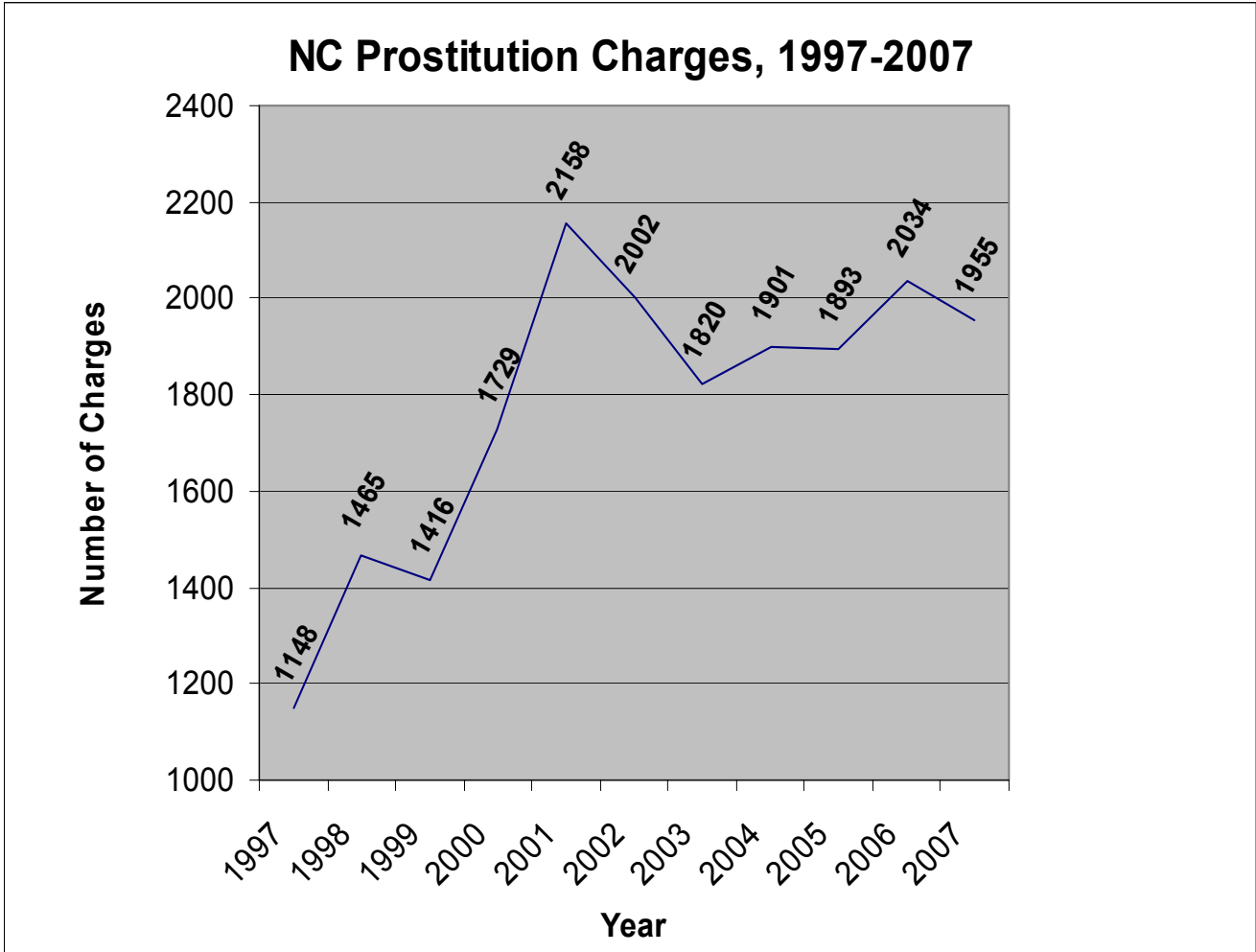
T Visas allow trafficking victims and families to temporarily remain in the United States

Trafficking Victim T Visa Applications and Results		
Fiscal Year	2005	2006
<i>Victims</i>		
Applied	229	345
Approved ^a	112	182
Denied ^b	213	52
<i>Family of Victims</i>		
Applied	124	324
Approved ^a	99	114
Denied ^b	43	18
^a Some approvals are from prior fiscal years filings. ^b Some applicants have been denied more than once. source: http://www.usdoj.gov/ag/annualreports/tr2007/assessment-of-efforts-to-combat-tip0907.pdf		

Estimated Number of Victims Trafficked into the United States Each Year
14,500 to 17,500
Source: United States Department of Justice http://www.usdoj.gov/ag/050104agreporttocongresstvprav10.pdf

Appendix 5

North Carolina Prostitution Charges Data, 1997-2007



source: North Carolina Court System. 1997-2007 Criminal Charges Data.

Appendix 6

Telephone Consent Script and Interview Questions

Telephone Consent Script

Sex Trafficking Research

Steven Buter

Fall 2007

IRB Study # _____

Hello, my name is Steven Buter. I am a Master of Public Administration student at the University of North Carolina at Chapel Hill. I am conducting research on sex trafficking and how local governments can identify and prepare for cases of sex trafficking in their communities. Your participation in this research is entirely voluntary, which means you do not have to participate unless you want to.

Are you willing to answer some questions to ensure your eligibility?

(If yes, continue; if no, thank them for their time and hang up)

Thank you. I will read a list of eligibility criteria. In order to qualify, you must meet both requirements. Please wait until I am finished reading to answer whether you are eligible.

1. You have been involved in the handling of sex trafficking cases in _____ community.
2. You are professionally employed by the _____ local government or a partner organization in _____ community that has worked on sex trafficking issues.

Would you say you meet both of these criteria?

(If yes, continue; if no, thank them for their time and hang up)

The purpose of the research is to look at how local governments can better identify and prepare for sex trafficking cases in their communities. You will be asked eight questions about sex trafficking, as well as follow up questions when appropriate. It should take approximately 20 minutes to answer these questions. You may choose not to answer any of the questions and I will move on to the next.

Your responses will be used to help me develop recommendations for local governments about sex trafficking. There is minimal risk and no personal benefit to you for participating in the research. I would like to ask for your permission to include certain identifiable datum about you in my research. With your permission, I may identify your locality, organization, or position within my research. Your name will not be used. For example, if you were a police officer from Chicago, I would say “A police officer for the City of Chicago in Chicago, Illinois said...” Do you consent to allowing me to use this information in my research results?

If yes: Thank you.

If no: Would you like me to keep all information completely confidential, in which case I will identify your responses with a codename which only I will have access to? Or may I use some identifiable characteristics?

If some: Which identifiable Characteristics do you consent to me using?

If confidential: Very well, I will keep all your responses entirely confidential.

Do you have any questions about the study? If you have questions at any time, please feel free to stop me. You may also contact me at 616-813-7434 or at sbuter@unc.edu if you have questions after we have concluded the interview.

Do I have your permission to begin asking you questions for this research?

Telephone Interview Questions

1. To begin, would you please tell me your position and briefly explain how you are or have been involved with sex trafficking cases?

The next questions are about IDENTIFYING sex trafficking cases.

2. In the sex trafficking cases you have worked on, are there any common characteristics or qualities that victims shared? If so, what are they?
3. What are some signals on the case or cases you worked on that the problem went beyond prostitution and qualified as sex trafficking?
4. Would you describe the community in which the sex trafficking cases occurred? What was the neighborhood like? How involved are the citizens in that area? What are the demographics?
5. Do you have any additional suggestions or comments for local government officials about how to IDENTIFY sex trafficking cases?

The last four questions are about PREPARING for sex trafficking cases.

6. What were the first steps taken in your community to begin to address the issue of sex trafficking, and if you did it again, would you recommend doing anything differently?
7. Who have been integral members in your locality in combating sex trafficking and how are they involved?
8. Do you have any additional suggestions or comments for local government officials about how to PREPARE for sex trafficking cases?

APPENDIX 7

Atlanta Case Study Common Interview Responses

1. Describe your position		Background
Public sector	2	
Nonprofit sector	5	
2. Common Characteristics of Victims		IDENTIFICATION QUESTIONS
Victim feels afraid and controlled	3	
Victim is loyal to perpetrator	3	
Victim is uncooperative with authorities	2	
Victim has been coerced or threatened	3	
Victim has a prior history of being abused	3	
Victim is poor	2	
Victim has been in trouble with the law	4	
3. Signs that the Cases were beyond Prostitution and Qualified as Sex Trafficking		
Victim's lack of control over the situation	4	
Other people guarding or monitoring the victim	2	
Victim was transported across state lines	2	
Victim had no ownership of personal property	2	
4. Describe the Community where Sex Trafficking Occurred		
High crime area	2	
Ethnic or immigrant dominated area	4	
Impoverished area	3	
Unengaged or unaware citizens	2	
Citizens are aware but lack power or will to change	2	
Victim's characteristics mirror that of the community	2	
Victimization conducted on the internet	2	

5. Additional Suggestions for Local Government Officials about IDENTIFICATION		IDENTIFICATION QUESTIONS
Watch those with previous run-ins with the law	4	
Improve and increase training of professionals	3	
Increase public awareness of sex trafficking	2	
Increase resources devoted to sex trafficking	2	
6. What were or Should Have Been First Steps to Address Sex Trafficking		PREPARATION QUESTIONS
Increase public awareness	5	
Broad grassroots effort	4	
Increase resources	3	
Contact the juvenile court	2	
Work for solid legislation	2	
Improve law enforcement knowledge and involvement	2	
7. Key Actors in Combating Sex Trafficking		
Professional first points of contact with victims	4	
Law enforcement	3	
Nonprofit partners	4	
Juvenile court judges	2	
8. Additional Suggestions for Local Government Officials about PREPARATION		
"Get serious" about the problem	2	
Fight the demand (prosecution, rehab., etc.)	2	
Learn more about service providers and partners	5	
Improve law enforcement knowledge and involvement	3	
Recognize that your community is vulnerable	2	
Increase public awareness	2	

Appendix 8

Application of Change Theory to Atlanta and NC Efforts to Combat Sex Trafficking

Change Theory		
Community Organization Change Theory: Keys to Achieving Change	Atlanta, GA	North Carolina
<p>Empowerment</p> <p>People assume more power to affect change in their lives and community.</p>	<p>Empowerment HIGH</p> <p>The effort reached out to individual victims by increasing services available. It aimed to increase the community broadly by reducing the crime.</p>	<p>Empowerment MODERATE</p> <p>The movement has been pushed largely by state level legislation rather than by lower level actors increasing their power. However, nonprofit actors are able to join the RIPPLE coalition and are getting more involved.</p>
<p>Community Capacity</p> <p>Characteristics affecting community participation, social networks, access to power.</p>	<p>Community Capacity HIGH</p> <p>The initial effort identified potential strengths, such as individuals committed to justice for women and children (the leaders) and the presence of women’s organizations (colleges, social clubs, etc) in Atlanta.</p>	<p>Community Capacity MODERATE</p> <p>The Carolina Women’s Center was identified as one available resource, but beyond that resource, there is little evidence suggesting an effort to identify potential avenues for grassroots change.</p>
<p>Participation</p> <p>Engagement and participation of the community, increasing the number of partners.</p>	<p>Participation HIGH</p> <p>Initial efforts included of a wide variety of women, including collegiate, professional, and social organizations. The coalition has since expanded to include organizations focused on international victims as well.</p>	<p>Participation MODERATE</p> <p>The RIPPLE task force and Rescue and Restore are leading the efforts to expand partnerships. However, the number of organizations and individuals involved are limited.</p>
<p>Relevance</p> <p>Community organizing starts where there are needs and resources.</p>	<p>Relevance HIGH</p> <p>The coalition focused on grassroots organization, gaining support from individuals and organizations spanning Metropolitan Atlanta.</p>	<p>Relevance LOW</p> <p>Rather than beginning with a grassroots effort, the push in North Carolina has stemmed from federal funding and state legislation.</p>
<p>Issue Selection</p> <p>Specific actionable issues and targets are identified.</p>	<p>Issue Selection HIGH</p> <p>Goals were quickly established and realizable objectives, such as enacting legislation making pandering children a felony and raising \$1 million, were set.</p>	<p>Issue Selection LOW</p> <p>The effort did not begin with, nor are there currently, easily identifiable goals and objectives.</p>
<p>Critical Consciousness</p> <p>Actions are planned to address identified problems.</p>	<p>Critical Consciousness HIGH</p> <p>Partnerships were made and continue to be formed with actors that have the power to help achieve the goals and objectives and the coalition continues to combat the social problem of sex trafficking.</p>	<p>Critical Consciousness MODERATE</p> <p>The awareness level is rising and partnerships are increasing at a slow pace.</p>

Appendix 9

Application of Precaution-Adoption Model to Atlanta and NC Efforts to Combat Sex Trafficking

Precaution-Adoption Model						
Precaution Adaptation Model		National Events	Atlanta Events beginning in 1997	North Carolina Events beginning in 2004		
Stage 1 Unaware of Issue		<ul style="list-style-type: none"> • October, 2000: Victims of Trafficking and Violence Protection Act signed into law • July, 2001: First release of the Department of State's annual Trafficking in Persons Report • 2001-2002: Department of Justice prosecuted 3 times the number of trafficking cases as in 1999-2000 and conducted training for federal prosecutors and agents • 2003: OVC grants become available to local organizations serving victims • 2003, 2005: TVPA is reauthorized 	Stage 1 <ul style="list-style-type: none"> • Pre-1997 	Stage 1 <ul style="list-style-type: none"> • Pre-2004 		
Stage 2 Aware but Unengaged			Stage 2 <ul style="list-style-type: none"> • 1997-1999: Increase in the number, decrease in age of underage sex crimes victims in Fulton County Juvenile Court 	Stage 2		
Stage 3 Engaged and Deciding How to Respond			Stage 3 <ul style="list-style-type: none"> • July, 2000: Meeting of leading advocates/activists, including public sector and nonprofit employees 	Stage 3		
Stage 4 Decision NOT to Act	Stage 5 Decision to Act		Stage 4 X	Stage 5 <ul style="list-style-type: none"> • July, 2000: Goals identified: increase human and financial resources, increase breath of membership, and identify systemic changes needed 	Stage 4 X	Stage 5 <ul style="list-style-type: none"> • 2004: Initial meetings and conversations leading to the development of RIPPLE
Stage 6 Acting			Stage 6 <ul style="list-style-type: none"> • November, 2000: Meeting of 80+ Atlanta area women • March, 2001: Passage of the Child Sexual Commerce Prevention Act making the pandering of children a felony in GA • March, 2001: Local funding secured for a treatment facility for child victims; Angela's House was opened sixteen months later • Early 2000s: First prosecution and conviction of pimps using the Racketeer Influenced and Corrupt Organizations (RICO) Act • 2006: Set up anti-human trafficking law enforcement task forces with the assistance of federal DOJ grants • November, 2006: Kickoff of the 'Dear John' public awareness campaign 	Stage 6 <ul style="list-style-type: none"> • July, 2004: \$500,000 federal grant (DOJ) to World Relief to be used for trafficking victim services in 11 states, including NC • 2004: RIPPLE task force begins connecting advocates/activists • April, 2006: Carolina Women's Center's first annual sex trafficking conference • August, 2006: Passage of the Protect Children/Sex Offender Law Changes Act making human trafficking a felony in NC • August, 2007: Passage of the Protections for Victims of Human Trafficking Act making all trafficking victims eligible for public services AND directing the NC Justice Academy to develop law enforcement training 		
Stage 7 Maintenance			Stage 7 <ul style="list-style-type: none"> • Partnerships: Continuing to increase the number and breath of partner organizations in the Rescue and Restore Coalition • Funding: Nonprofit (Tapestri International) and public organizations continue to seek and secure federal funding • Public Awareness: Continue public awareness campaigns through existing (health fairs) and new avenues (multi-lingual fliers) • Training: Sex trafficking training for law enforcement and public employees who are likely to be first points of contact 	Stage 7 <ul style="list-style-type: none"> • Partnerships: A loosely organized task force (RIPPLE) includes individuals from a number of public and non-public organizations • Public Awareness: The Carolina Women's Center hosts an annual conference on combating sex trafficking • Training: The NC Justice Academy is developing training on human trafficking, but it will not include a mandatory re-training 		

