

Category E: Trafficking in Persons

COMPENDIUM OF RESEARCH ON VIOLENCE AGAINST WOMEN

1993-2016

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Category E: TRAFFICKING IN PERSONS

1998-WT-VX-0032:	Sex Trafficking of Women in Three Regional U.S. Cities: Links Between International and Domestic Sex Industries
Amount:	\$188,677
PI:	Janice Raymond
Program Officer:	Leora Rosen
Status:	Completed

The goal of the proposed project is to describe the social consequences of sex trafficking, examining patterns of violence, crime, health and other human costs; and to show that sex trafficking is a complex system dependent on international and domestic linkages. Objectives are to (1) perform a literature review to profile sex trafficking in the U.S.; (2) establish a profile of sex trafficking in three cities; (3) make connections between the international supply and domestic demand for sex trafficking; and (4) characterize local sex industries and their involvement in sex trafficking and prostitutions. Multiple sources and types of data will be collected and analyzed from victims of trafficking, victim services, refugee/migrant organizations, health services, police, immigration officers, media articles and reports from professional organizations. The project will also collect data through interviews and content analysis of police records, immigration reports and governmental and nongovernmental agency documents. Interviews will be conducted with trafficked women, immigration officials, local police, prosecutors, local service providers, and health agencies.

Product: NCJ# 187774

Sex Trafficking of Women in the United States: International and Domestic Trends (2001) – J. Raymond, D. Hughes

Results revealed that sex businesses in each region studied were prolific and diverse. Organized businesses and crime networks were instrumental in recruiting international and United States women. Conditions facilitating recruitment of women included economic desperation and disadvantage, the lack of a sustainable income, and poverty. Trafficking patterns were diverse. Twenty percent of the international and 28% of the United States women had intimate relationships with their pimps. Methods used to control women in the sex industry included: denying freedom of movement, isolation, controlling money, threats and intimidation, drug and alcohol addictions, threatened exposure of pornographic films, and physical and sexual violence. The women suffered severe health consequences from injuries caused by violence and from diseases contracted while in the sex industry. Women found many ways to cope, resist, and survive the exploitation and violence. Findings indicate the need for prevention, victim protection, and prosecution of traffickers.

Additional NCJ Citations: 186186

2005-IJ-CX-0053:	Assessing the Extent of Human Trafficking: A Community Outreach Approach
Amount:	\$336,177
PI:	Nina Siule
Program Officer:	Karen J. Bachar
Status:	Completed

The research team plans to conduct research on new methods for measuring and assessing the extent and nature of human trafficking in the United States. With its partner, the International Organization for Adolescents (IOFA), and the collaboration of nongovernmental organizations, including several member agencies of the New York City Community Response to Trafficking (NYC-CRT) project, the research team will design and conduct a multi-site field test of a new data collection instrument that will identify and gather data on individual victims of trafficking and provide critical information to law enforcement, service providers, and government officials. The research team will work with community and national advisory committees composed of practitioners, law enforcement, medical professionals, and researchers with experience working with trafficking victims and skilled in methodologies useful for working with vulnerable populations. By soliciting the input of experts in the field, the team will create a data collection instrument that serves the dual purpose of assisting service providers in identifying victims and providing

researchers with data on victim demographics, migratory and employment histories, criminal networks, and the process of victim discovery. Following completion of data collection activities, iterative analysis of the resulting data and comparison with what is currently known will enable the team to assess the prevalence of trafficking to New York City, trace the relationships between different characteristics of trafficking victims, and offer insight into trends in the nature and methods of trafficking. In addition to producing this sort of generalizable data about a large sample of victims, the results will also enable Vera Institute staff to draw conclusions about how to implement the data-collection instrument on a national scale, will point to best-practices and standardized protocols for victim-identification, including establishing consensus on definitions of trafficking and victims, and will provide a framework against which to assess investigation, prosecution, and prevention efforts mandated by new Federal human trafficking legislation.

Project: NCJ# 224391

Measuring Human Trafficking Lessons From New York City – N.A. Weiner, N. Hala

The NYCTAP focused on applied measurement. Recognizing that the field of research and practice lacked the tools to reliably identify victims of human trafficking, the NYCTAP concentrated on developing those tools, collaborating with stakeholders. The NYCTAP designed a trafficking victim screening tool to collect standardized data on victims. Lessons learned in the pilot form the basis for three sets of recommendations to (1) improve victim identification and data collection on human trafficking, (2) design a standardized trafficking victim screening tool and supporting toolkit for its administration, and (3) validate a standardized trafficking victim screening tool. The NYCTAP was undertaken to respond to the pressing need for more accurate measurements of human trafficking.

2006-IJ-CX-0008:	A Case Study of Human Trafficking: The Transnational Movement of Chinese Women for Sex Work
Amount:	\$284,287
PIs:	James Finckenauer, Ko-lin Chin
Program Officer:	John Picarelli
Status:	Completed

This project sought to identify the underlying reasons, methods, characteristics, and groups involved in the illicit movement of women from China to elsewhere in Asia and the U.S. Interviews revealed that a variety of women from diverse backgrounds go overseas to engage in prostitution—older as well as younger women, well-educated as well as poorly educated, married or formerly married as well as single, etc. The study found that there is more diversity among the parties involved in prostitution than is commonly supposed, and that to portray them all in the same way as victims is an oversimplification. The interviews revealed that economic factors were the driving force behind the choices the women made. Many, as indicated, had already been the victims of circumstances. One way to view the process through which these women moved is in terms of what some criminologists call “bounded rationality.” The women’s decision-making was bounded (i.e., constrained or restricted) by their social, physical, and situational contexts and their perceptions of those contexts. The individual assessments of the costs, risks, and benefits involved are subjective, which is why different women in the same circumstances would make different choices and why the same women may make different choices at different times.

Product: NCJ# 233583

Researching and Rethinking Sex Trafficking: The Movement of Chinese Women to Asia and the United States for Commercial Sex (2011) – J. Finckenauer, K. Chin

The study focuses on the economic aspects of smuggling, trafficking, and prostitution; the social adjustment and settlement patterns of the women; their victimization and exploitation by traffickers and sex industry operators; and the individual and group characteristics of traffickers and their links with gangs and organized crime. The profiles of the trafficked women interviewed revealed significant diversity in backgrounds: older as well as younger women; well-educated and poorly educated women; and married, formerly married, and single. Four in 10 of the women interviewed had engaged in prostitution in China prior to moving to another country to engage in prostitution. Economic factors were the driving force behind the women’s choices. Clearly, more occupational and economic opportunity for women in China would reduce the pressure on women to engage in prostitution and sex trafficking; however, once these women had made the decision to enter into prostitution, many were then receptive to or actively sought moving abroad with the expectation they would increase their earnings from prostitution. Recognizing that these women choose to participate in commercial sex for economic reasons largely due to their backgrounds of limited options for alternative lifestyles and occupations must be part of efforts to reduce the appeal and motivational factors that fuel the sex trafficking of Chinese women. The study encompassed 10 research sites, 8 in Asia and 2 in the United

States. Between December 2006 and August 2008, researchers conducted 350 face-to-face interviews with women who engage in commercial sex, sex-ring operators, government officials/law enforcement officials, and other key informants with knowledge about the sex trafficking industry. (14 tables, 4 figures, and appended questionnaires and guidelines for interviews)

2006-IJ-CX-0010:	Prosecuting Human Trafficking Cases: Lessons Learned and Best Practices
Amount:	\$189,420
PI:	Heather Clawson
Program Officer:	Karen J. Bachar
Status:	Completed

To better understand prosecutors’ ability to use these to prosecute and convict traffickers while also balancing the needs of trafficked persons, the research team will examine the effects of existing anti-trafficking legislation from the perspective of the prosecution and identify critical challenges and barriers to successfully prosecuting cases. As part of this project, Caliber plans to conduct (1) a targeted survey of federal and state prosecutors in key trafficking States (*n* = 150), (2) in-depth interviews with key subjects from the U.S. Attorneys leading anti-trafficking task forces, attorneys in states with anti-trafficking legislation, and international prosecutors and other CJ representatives (*n* = 25), (3) legislation and legal case analysis, including a review of relevant State and Federal statutes, anti-trafficking legislation from countries identified by the State Department as partners (Tier 1 countries) in the fight to eradicate trafficking, and a sample of human trafficking cases (*n* = 75), and (4) identification of best practices resulting from the three previous activities (*n* = 4 to 6). This study will provide key lessons learned and tested practices for prosecuting human trafficking for policymakers, prosecutors, and practitioners. This study also will provide recommendations for what is still needed by federal and state prosecutors in order for them to be effective in the fight against traffickers.

Product: NCJ# 223972

Prosecuting Human Trafficking Cases: Lessons Learned and Promising Practices – H.J. Clawson, N. Dutch, S. Lopez, S. Tiapula

The findings suggest that once human trafficking prosecutions have begun, guilty verdicts are likely. Just over 85 percent of the 298 cases prosecuted under the Federal Trafficking Victims Protection Act (TVPA) during the past 7 years have resulted in convictions. Prosecutors experienced in managing human-trafficking cases have collaborated with local, State, and Federal law enforcement agencies and nongovernmental organizations; assisted victims in accessing services; identified key evidence; and used proven prosecutorial techniques. Ongoing documentation, monitoring, and analysis of the prosecutions of human trafficking cases within Federal and State courts are needed so as to monitor progress. Convictions are just one measure of success. More information is needed on reduction in the prevalence of this crime and how effective work with trafficking victims is in helping them to reclaim their lives. Ten prosecutors who represented 13 offices involved in 86 percent of the 268 cases identified for the study advised other prosecutors to be patient and set low expectations, to be ready to make a significant investment of time, to be sensitive to the victims, to establish a good rapport with law enforcement, to use investigative techniques that normally would not be used, and to think proactively about what charges can be brought against the defendants. The 77 State and local prosecutors from 27 States who completed a survey noted the importance of having a collaborative and unified investigation, addressing the victims’ needs, having sufficient resources, and the importance of training law enforcement officers and prosecutors to raise awareness of the problem.

2007-VT-BX-0001:	Finding Victims of Human Trafficking
Amount:	\$293,198
PI:	Phyllis Newton
Program Officer:	Karen J. Bachar
Status:	Completed

This is an exploratory study of the prevalence, context, and characteristics of human trafficking cases and victims across the country. The research team will interview State and local key stakeholders (*N* = 240) about their experiences with human trafficking to collect information about victims, cases, and perpetrators they have encountered in their efforts to combat these activities. A primary focus of the interviews will be on identification of victims and potential victims that have not come to the attention of law enforcement. Using this information, good practices for finding trafficking victims and bringing traffickers to justice will be developed. The PIs will conduct extensive case file reviews, based on the results of the interviews, at four sites to locate cases that could have been charged as trafficking

but were not. The overarching goal is to further available knowledge of human trafficking in the United States and expand understanding of how and why it occurs to enable State and local law enforcement find victims. Consistent with the solicitation, the research team proposed the following research objectives: (1) Provide a description of and document the numbers of unidentified victims of severe forms of human trafficking in the United States; (2) Interpret the issues, opportunities, and barriers for law enforcement with victims and building cases, apprehending, and successfully prosecuting traffickers, (3) Identify the characteristics of victims and perpetrators of human trafficking, (4) Determine the relationship between unlawful commercial sex acts and victims of human trafficking, (5) Uncover likely places where human trafficking victims will be found, (6) Examine the barriers encountered by law enforcement and service delivery organizations in certifying victims and developing cases of severe forms of trafficking, including the push-and-pull factors that initiate and maintain victim's involvement in human trafficking, and (7) Code case files to determine the number of cases that represented trafficking behavior but were charged under another offense.

Product: NCJ# 224393

Finding Victims of Human Trafficking – P.J. Newton, T.M. Mulcahy, S.E. Martin

The findings suggest that law enforcement respondents in sites with State trafficking statutes were more aware of the issue and were more likely to have received training and to have implemented proactive strategies to respond to the problem. Sites with State trafficking statutes also were more likely to have collaborated and/or to be actively collaborating with Federal authorities in responding to the problem. Several recommendations for policy and practice and future research are presented and discussed. Highlights of select recommendations include: (1) expand and provide training to law enforcement and prosecutors that clearly distinguishes the various trafficking offenses, such as smuggling, domestic human trafficking, and sex trafficking; and how to identify, investigate, make cases against perpetrators and find assistance for victims; (2) develop and provide technical assistance on maintaining adequate recordkeeping systems at the local level to track and monitor sex-related cases and investigations; and (3) make resources available for law enforcement and service providers to focus on human trafficking offenses.

2007-VT-BX-K002:	Human Trafficking Literature Review
Amount:	\$86,802
PI:	Elzbieta Gozdzick
Program Officer:	Karen J. Bachar
Status:	Completed

Investigators will conduct a comprehensive literature search on human trafficking and subsequent analysis of the rigor of the literature they uncover. To complete the literature review, the applicant will: (1) Develop criteria (appropriate for both quantitative and qualitative research) to objectively categorize and rank research-based literature on human trafficking according to its methodological merit, (2) Compile a comprehensive annotated bibliography of existing US and non-US publications (excluding media reports) on trafficking in human beings in a user-friendly and easily accessible electronic form, (3) Classify and rank bibliographic literature on trafficking in persons based on the ranking system developed in consultation with NIJ, (4) Complete a literature review based on the gathered information and reflecting the state of knowledge on human trafficking, and (5) Design a dissemination plan to provide different audiences with an easy access to the compiled annotated bibliography. The products of this project will provide decision-makers with vital information to identify and protect victims and prosecute traffickers, craft effective policies, and develop efficient and culturally and linguistically appropriate programs. Those responsible for addressing human trafficking will be able to differentiate between sensational publications intended to raise awareness about trafficking, and serious literature, based on robust empirical research, intended to analyze the root causes of human trafficking; provide estimates of the number of victims; map and analyze trafficking trends and routes; examine the different types of exploitation; understand the resiliency and the suffering of trafficked victims; and assess the appropriateness of treatment modalities and psychosocial programs aimed at rehabilitating victims.

Product: NCJ# 224392

Data and Research on Human Trafficking: Bibliography of Research-Based Literature – E.M. Gozdzick, M.N. Bump

This study reviewed more than 5,000 documents and from that created a database with 1,324 pieces of research on trafficking published in English in order to answer some basic questions about the state of research into human trafficking. Almost two-thirds of the works were journal articles and official reports. One of the questions we wanted to answer was: Who is conducting research in this area? The answer, not surprisingly, was a wide range of experts. Academics in the social sciences conducted the majority of trafficking research, with 62 percent of reports and 45

percent of journal articles. But legal scholars and criminal justice experts represented the second largest group of researchers, with 33 percent of reports and 29 percent of journal articles. This tells us that academics are not the only ones researching trafficking. Lawyers and criminal justice professionals are also contributing to our knowledge of trafficking. Another important question to ask is: What forms of trafficking are researchers focusing on? Sex trafficking was the most highly researched area of trafficking, followed by labor trafficking. Close to a third of journal articles and 10 percent of reports, however, did not identify the form of trafficking, preferring instead to focus on trafficking in a generic way. This suggests that the research on trafficking is diverse. We can arrive at a similar conclusion when we look at the populations of trafficking victims found in the research. Journal articles tended to be more generic in terms of the population that was targeted in the research. Almost half of the journal articles used a generic term of “trafficked victims” without specifying age or gender. Reports tended to be more specific. Women and girls were discussed in two-thirds of the reports on trafficking, with boys discussed in another fifth of the reports. Again, the conclusion we can draw is that trafficking research is not focused on one specific population. The research is diverse in its approach to victims.

2009-IJ-CX-0011:	Trafficking of Migrant Laborers in San Diego County: Looking for a Hidden Population
Amount:	\$521,962
PI:	Sheldon X. Zhang
Program Officer:	John Picarelli
Status:	Completed

Though labor trafficking has received increased attention in recent years, there is limited research available on the prevalence of the problem. In “Looking for a Hidden Population: Trafficking of Migrant Laborers in San Diego County,” researchers used recent advances in sampling methodologies to provide statistically sound estimates of the prevalence of trafficking victimization among unauthorized migrant laborers in San Diego County. Researchers also examined the types of trafficking victimization experienced by these laborers. Researchers found that labor trafficking victimization appeared to be extensive among unauthorized Spanish-speaking immigrant laborers in San Diego County. Researchers estimate that 31 percent of those surveyed were victims of labor trafficking, and 55 percent were victims of abusive labor practices or gross exploitation. Researchers then applied the victimization rate to estimates of unauthorized Mexican immigrants in San Diego County’s labor market, resulting in an estimate of 38,458 victims of labor trafficking violations in San Diego County. Types of trafficking violations included: (1) threats to physical integrity, such as actual or threatened assault; (2) restriction and deprivation, such as limiting workers’ physical or communicative freedom; (3) deception and lies, such as being asked by an employer to lie about one’s identity; and (4) abusive labor practices, such as wage theft and workplace abandonment. Researchers also found variations in victimization across different business sectors. Specifically, agriculture had the lowest rate of victimization, whereas construction and janitorial services had the highest number of trafficking violations and labor abuses.

Product: NCJ# 240223

Looking for a Hidden Population: Trafficking of Migrant Laborers in San Diego County (2012) – Sheldon X. Zhang

Although labor trafficking has received much attention in recent years, there is limited empirical research into the depth, breadth, and scope of the problem because of the high costs and methodological challenges associated with these studies. The scarcity of reliable estimates on labor trafficking activities has long been a concern for international organizations and government agencies. Both policymakers and advocacy groups recognize that anti-trafficking campaigns cannot gain credibility without the support of empirical evidence and reliable statistics. Labor trafficking is widespread among unauthorized Spanish-speaking migrant workers in San Diego County, with estimates that over 30 percent of this population are trafficking victims and 55 percent are victims of abusive labor practices or gross exploitation. The study results include that the following: (1) the respondent-driven sampling method can be successfully applied to studying labor trafficking activities in well-defined geographical regions with known concentrations of unauthorized immigrant populations. (2) Violations and abuses inflicted by smugglers during transportation were far less common than those inflicted by employers; 6 percent of those who traveled with smugglers experienced trafficking violations, compared with approximately 28 percent at the workplace, whereas the combined rate of victimization (violations and abusive practices) during transportation was 23 percent compared with 52 percent at the workplace. (3) There are marked variations across business sectors, with agriculture having the lowest rate and construction and janitorial services have the highest number of violations and abuses. (4) Wage and employment

conditions vary tremendously from business to business; the fragmented labor market and diverse job requirements make it easy for unscrupulous employers to take advantage of unauthorized workers.

2009-IJ-CX-0015:	Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases
Amount:	\$501,352
PIs:	Jack McDevitt, Amy Farrell
Program Officer:	John Picarelli
Status:	Completed

Researchers used a multimethod approach to examine the characteristics of human trafficking investigations and prosecutions; how those characteristics varied across different types of cases with different criminal dispositions; and how the legal environment, institutional structure and culture, and the attitudes of individual decision-makers inhibit or facilitate local prosecution of human trafficking cases. Quantitative and narrative data from closed human trafficking case records was collected to help researchers describe the characteristics of human trafficking cases that came to the attention of local law enforcement and to identify the factors that predicted different types of adjudicatory outcomes. Qualitative data from interviews with law enforcement, prosecutors, victim service representatives, and other court stakeholders involved in the investigation, support, or prosecution of the studied cases was used to help researchers understand the challenges and barriers that local communities face in identifying, investigating, and prosecuting cases of human trafficking. Additionally, descriptive information from incidents that were not classified as human trafficking but that may have contained elements of human trafficking crimes was used to understand how and why local agencies often misidentify potential cases of human trafficking. Data was collected in 12 counties across the country that represented different variations of human trafficking legislation and organizational structures (i.e., federally funded human trafficking task forces or the absence thereof) to support human trafficking identification and investigations. The study’s many findings included that 69 percent of the reviewed cases went forward to prosecution but most were not charged as trafficking cases per se. Instead, they were prosecuted under older laws, such as those against promoting prostitution. Researchers found that State prosecutors are more likely to use existing laws rather than newer trafficking laws for a variety of reasons, such as a lack of precedent at the State level and the lack of specialized units for trafficking prosecutions. Additionally, many localities do not have the funds to do the travel necessary in these cases to get background information and collect evidence. This hampers investigations that span county and State lines, as is often the case with trafficking organizations. Furthermore, local prosecutors tended to regard such cases as a Federal issue.

Product: NCJ# 238795

Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases (2012) – Amy Farrell, J. McDevitt, R. Pfeffer, S. Fahy, C. Owens, M. Dank, W. Adams

The American public has become increasingly concerned about the problem of human trafficking. In response, Federal and State legislatures have passed laws to promote the identification of, and assistance to, victims and to support the investigation and prosecution of perpetrators. In 2000, the Federal Government passed the Victims of Trafficking and Violence Protection Act (TVPA). The law defined a new set of crimes related to human trafficking and enhanced penalties for offenses such as slavery, peonage, and involuntary servitude. Since its passage, 49 States have enacted legislation criminalizing human trafficking. Despite the attention and resources directed at combating this crime, reports indicate that fewer cases have been identified and prosecuted than would be expected, causing speculation that the provisions of Federal and State human trafficking laws are not being enforced and that law enforcement agencies are not working together to confront the problem. Previous research has documented the challenges that State and local law enforcement face in identifying human trafficking cases but has not documented which practices would improve the ability to identify, investigate, and prosecute them. This study seeks to address these gaps. Using a multimethod approach to examining the way local and State police, prosecutors, and courts investigate and prosecute human trafficking cases, the authors discuss challenges to the identification and investigation of these cases, and propose strategies for overcoming the barriers to investigating and prosecuting them in the United States. Findings from the analyses of multiple data sources are presented in five sections. The characteristics of closed human trafficking cases, and the relationships between case characteristics, community, and organizational-level characteristics that may affect identification, investigation, and prosecution are examined as well as the challenges that face law enforcement, prosecutors, and victim service stakeholders in State and Federal courts.

2009-IJ-CX-0045:	Identifying Community Indicators of Human Trafficking
Amount:	\$419,643
PI:	Pamela K. Lattimore
Program Officer:	Cathy Girouard
Status:	Completed

The purpose of the research is to investigate correlates of labor trafficking in an effort to identify indicators of labor trafficking that could be used by State and local law enforcement as signals that labor trafficking is taking place in their communities. The first goal is to document the characteristics and indicators of labor trafficking, including component crimes, collateral crimes, and other community impacts. The investigators plan to survey migrant workers, and conduct both focus groups and in-depth interviews with members of community agencies. Using a Rapid Appraisal Model, the objectives are: to determine the understanding of local constituencies of what labor trafficking is and identify potential indicators of trafficking; identify current circumstances or individual-level indicators and migration/transportation networks; and identify potential community indicators of trafficking, collateral crimes, and community impact using data from law enforcement and other local agencies, businesses and organizations. The second goal is to provide State and local law enforcement with actionable knowledge to help identify labor trafficking through improving their decision-making and their response to potential labor trafficking in human beings. The objective of this goal is to produce a list of potential indicators of labor trafficking by triangulating findings from the proposed multiple data collection efforts. The project will fill in the knowledge gaps about labor trafficking that may contribute to a paradigm shift in identifying victims and providing services instead of criminalizing victim activities.

Product: NCJ #244204

Indicators of Labor Trafficking Among North Carolina Migrant Farmworkers (2013) K. Barrick, et al.

Although law enforcement personnel interviewed insisted that farmworkers were treated well in their jurisdictions, outreach workers, who had direct contact with the workers, reported that workers were often abused and exploited. Approximately 25 percent of the farmworkers interviewed reported experiencing a situation that may constitute trafficking, and 39 percent reported other abuse. The most common type of exploitation was abusive labor practices (34 percent), followed by deception and lies (21 percent), restriction and deprivation (15 percent), and threats of physical harm (12 percent). A worker’s lack of legal status was the strongest and most consistent predictor of experiencing trafficking and other violations. Workers in counties with moderate to large Hispanic populations were less likely to report any type of victimization compared to those living and working in counties with relatively small Hispanic populations. Trafficking and non-trafficking abuse were less common in counties with a high proportion of the labor force employed in agriculture. This information can be helpful to law enforcement agencies in developing training components for law enforcement officers, particularly in those areas where migrant farming is prevalent. Investigation and prosecution efforts should involve close collaboration with community-based organizations whose personnel have frequent interactions with migrant workers and their families. One of the most effective ways to reduce labor trafficking is through awareness campaigns that include flyers and billboards, particularly in areas with large immigrant populations. Data collection strategies included stakeholder interviews, a farm worker survey, and secondary community data (demographics, labor and crime). This product includes 23 exhibits, 40 references, and appended survey and interview instruments.

2009-VF-GX-0206:	Evaluation of OVC Services for Domestic Minor Victims of Human Trafficking
Amount:	\$499,992 plus FY10 supplement of \$249,998
PI:	Deborah Gibbs
Program Officer:	John Picarelli
Status:	Completed

Human trafficking of domestic minor victims who are minors is an underreported and hidden problem of growing concern. Despite an increasing array of programs, services for minor victims are in their infancy and there is no established foundation of best practices. The characteristics and unique needs of minor victims of trafficking are not completely understood, and strategies for delivery and coordination of services to these youths are not yet fully developed. To address this knowledge gap, RTI International is proposing to conduct a participatory process evaluation in collaboration with two programs funded by the Office for Victims of Crime (OVC) under a separate solicitation. The evaluation will document program implementation and ascertain promising practices to help victim service agencies and law enforcement make informed decisions about services to minors who are victims of trafficking and to build knowledge for the next generation of programs. The goals of the proposed project are threefold: (1) to

document components of program implementation in two programs serving domestic minors who are victims of human trafficking; (2) to identify promising practices for service delivery programs for domestic minor victims of human trafficking; and (3) to inform delivery of current and future efforts by youth-serving agencies, law enforcement, and others serving domestic minor victims of human trafficking. The evaluation will be conducted in close collaboration with OVC-funded grantees and their partner agencies in two program sites. Throughout the participatory evaluation process, we will work as partners in the evaluation by actively seeking input, participation, and ownership-sharing among stakeholders, with the greatest investment in how the evaluation is conducted and how the findings are used.

To meet these goals, we propose a three-phase process. First, as a basis for grantee-specific evaluation plans, we will engage in a structured evaluation-planning process in which each grantee will articulate program elements and identify indicators and criteria for successful program implementation. The plan will be developed with multiple opportunities for review and refinement and buy-in by grantees. Second, we will work closely with grantees on evaluation implementation, including the collection of qualitative and quantitative data to describe client characteristics, service delivery, and partnership structure and functioning. The analysis of this data will serve as the basis for shared interpretation and identification of opportunities for program refinement throughout the implementation phase. Finally, during the dissemination phase, we will generate tailored products to four target audiences: practitioners (special topic reports), policymakers (one-page brief), researchers (conference presentations and publications), and the general public (op-ed pieces and targeted bulletins). To conduct this project, RTI has assembled a unique and highly qualified team with complementary expertise in participatory evaluation, human trafficking, and comprehensive services for high-risk youth, including wraparound models, trauma-focused interviewing and services, and intensive case management. The results of this evaluation will support OVC’s mission to enhance national capacity to assist victims of crime by providing comprehensive services to minors who are trafficked and by building community capacity to respond to this issue.

Product: NCJ# 248578

Evaluation of Services for Domestic Minor Victims of Human Trafficking (2014) – Deborah Gibbs, Jennifer L. Hardison Walters, Alexandra Lutnick, Shari Miller, Marianne Kluckman

The evaluation was funded by the U.S. Department of Justice (DOJ) National Institute of Justice (NIJ) with the primary goals of documenting program implementation of the three Office for Victims of Crime (OVC)-funded programs, identify promising practices for service delivery programs, and informing delivery of current and future efforts to serve victims of sex and labor trafficking of U.S. citizens and lawful permanent residents under the age of 18. Specifically, the evaluation described young people served by these programs, their service needs, the services delivered by the programs, the experiences of young people serviced and the staff of the programs, and the programs’ efforts to strengthen community responses to trafficked youth. The three OVC-funded programs examined were (1) the Standing Against Global Exploitation Everywhere (SAGE) Project, located in San Francisco and serving adults and youth affected by sexual exploitation through life skills programs, advocacy, counseling, and case management for girls, including those in the juvenile justices system; (2) the Salvation Army Trafficking Outreach Program and Intervention Techniques (STOP-IT) program, located in Chicago and serving foreign trafficking victims and domestic youth engaged in the sex trade; and (3) the Streetwork Project at Safe Horizon, located in New York City and serving homeless and street-involved youth with drop-in centers, a residential program, counseling, health care, legal advocacy, and other services. The three programs collectively served 201 young people during the study period (January 2011 through June 2013). Young people served by the programs ranged in age from 12 to 18, with a median age of 17. The largest race/ethnicity group was African-American, with sizeable numbers of whites and Hispanics. Three-quarters of young people served were female, although all programs served male, female, and transgender young people.

2010-IJ-CX-1673:	An Analysis of Federal Human Trafficking Cases, Including the Effect of Prostitution Arrests on Trafficking Charges Filed
Amount:	\$39,087
PI:	Shana Judge
Program Officer:	Cathy Girouard
Status:	Closed

Human trafficking for labor and sexual services is a serious crime that incurs severe personal and social costs. Anecdotal evidence and qualitative research indicate that demand for trafficking in the U.S. is associated with

increases in the number of migrant workers and the use of Internet advertising services, along with the presence of a large military population and a strong local economy. Concern over a perceived growth in trafficking led the U.S. Congress to pass legislation in 2000 designed to strengthen anti-trafficking efforts, thus adding to the list of previously existing statutes under which trafficking suspects may be tried. Nevertheless, few studies exist that analyze quantitative data on trafficking, assess the impact of statutory changes, or examine the characteristics of defendants and their cases from arrest to resolution.

To address this gap in research, this study will use publicly available data, including National Archive of Criminal Justice Data on Federal criminal cases in which the lead charge involves trafficking or a related crime and on prostitution arrests reported to the FBI’s Uniform Crime Reports (UCR). The study will combine these data with other publicly available data measuring factors related to the demand for trafficking. The study will also use linking files from the Federal Justice Statistics Program, which permits tracking of defendants and cases from arrest to final disposition across multiple datasets. Using these data, the study will: (1) estimate fixed-effects models to analyze the effect of factors relating to the demand for trafficking on the incidence of trafficking-related crime; (2) use the fixed-effects approach to examine the effect of the Victims of Trafficking and Violence Protection Act of 2000 on Federal trafficking-related cases; (3) produce a summary of the characteristics of defendants charged under trafficking-related statutes and the outcome of their cases; (4) estimate multinomial logit models to predict the effect of the choice of trafficking-related statute for charging defendants on the likelihood of different outcomes in trafficking cases; and (5) estimate the incidence of prostitution arrests nationwide — using multiple imputation techniques, where feasible, to correct for missing data in counties where reporting to the UCR is incomplete — and analyze the relationship between these arrests and Federal trafficking cases.

The study is expected to produce at least one longitudinal dataset for years 1994-2008 that contains variables measuring the number of statutory charges in trafficking-related cases within each Federal judicial district, associated demand factors, and local prostitution arrests. The study will also produce at least one dataset tracking defendants in trafficking-related cases from arrest to final disposition for the same time period. In addition to interim and final reports to the National Institute of Justice, the study will produce at least two papers for publication in peer-reviewed journals. Results from these papers will be presented at academic conferences regarding policy and criminal justice issues and at conferences and meetings for lawmakers and policy practitioners.

The overarching goal of the study is to inform the efforts of policymakers and other government officials in combating human trafficking. For example, if the study can demonstrate that certain demand factors are significantly and positively associated with trafficking cases while others are not, or that prostitution and trafficking crimes are linked, anti-trafficking resources may be targeted in these areas. Furthermore, if some anti-trafficking statutory provisions appear to be more effective than others, lawmakers may consider strengthening or re-creating these provisions when debating anti-trafficking legislation.

2010-IJ-CX-1674:	Estimating the Unlawful Commercial Sex Economy in the United States
Amount:	\$449,036
PI:	Meredith Dank, Ric Curtis
Program Officer:	John Picarelli
Status:	Completed

This study focuses on the unlawful commercial sex economy (UCSE) in the U.S. It is designed to measure the size of the UCSE in the U.S. and explore the extent to which the UCSE and other commercial sex activities are related. Relying on a multimethod approach using both qualitative and quantitative analyses, the project team will collect data to estimate the size of the unlawful sex economy in the U.S and assess the ties across different types of activities in the UCSE. The study will answer the following questions: (1) How does the UCSE operate? How does the size of the UCSE compare to the unlawful drug and weapons economies? How have these economies changed over time? How does the demand for commercial sex impact the demand for sex trafficking, and to what extent are the unlawful commercial sex, drug and weapons economies interconnected? (2) What is the role of social networks in the UCSE? How do the ties between traffickers within the UCSE impact the transportation of sex trafficking victims, and what are the network characteristics of the traffickers who operate within the UCSE? The Urban Institute will present the project’s findings in two reports: (1) a technical report that is suitable for publication in peer-reviewed journals and that includes answers to the research questions guiding this study, and (2) a policymaker-focused report providing descriptive information about the UCSE.

Product: NCJ #245295

Estimating the Size and Structure of the Underground Commercial Sex Economy in Eight Major US Cities (2014) – M. Dank, et al.

The study estimates that the UCSE in the eight cities studied ranged from \$39.9 to \$290 million in 2007. In five of the cities, the size of the UCSE decreased between 2003 and 2007. There does not appear to be any connection between weapons trafficking and the UCSE in any of the eight cities; the overlap with drug trafficking varied by UCSE venue. In five of the study sites, gang involvement in sex trafficking and prostitution seems to be increasing. Pimps travel in circuits and use social networks to facilitate the transportation of employees to various locations for work. Pimps and sex workers both cited socioeconomic conditions as prominent in their becoming involved in the sex industry. Pimps use various forms of coercion and fraud in recruiting, managing and retaining control over employees. The widespread availability of the Internet has expanded the reach of the sex market for both recruitment and advertisement. Across sites, criminal justice stakeholders believed that the UCSE was much larger than they were able to investigate due to resource constraints, lack of political will, or minimal public awareness of the prevalence of UCSE crimes. Child pornography was found to be an escalating problem. For offenders (production, distribution and possession), the prevalence of online child pornography reinforces and normalizes child pornography offenses. Due to resource limitations, the least technologically sophisticated offenders are most likely to be detected. Based on study findings, 14 policy and practice implications are drawn. The study used a multi-method approach that involved both qualitative and quantitative data. The eight cities are San Diego, Seattle, Dallas, Denver, Washington, DC, Kansas City, Atlanta, and Miami. This product includes extensive tables, 155 references, and appended study material and instruments.

2011-IJ-CX-0017:	Human Trafficking Organizations and Facilitators: A Detailed Profile and Interviews With Convicted Traffickers in the United States
Amount:	\$488,007
PI:	Michael Shively
Program Officer:	John Picarelli
Status:	Closed

The data that have been collected on human traffickers or trafficking cases are neither systematic nor extensive enough to understand the criminal business of trafficking or to develop typologies of trafficking organizations and their facilitators. Virtually absent from the literature is information from the perspective of human traffickers themselves; this information would enable researchers and law enforcement to understand traffickers’ motivations, perceptions of risk, and strategies for risk mitigation; the structure and operation of trafficking organizations; how facilitators contribute to trafficking operations; and other data that could inform more effective prevention and enforcement strategies. This project will fill these gaps and directly address two of NIJ's three stated areas of interest: (1) traffickers, trafficking organizations, and their facilitators, and (2) both labor and sex trafficking. The project team will gather quantitative and qualitative data from two key sources. First, the team will access data and pre-sentence reports held by the United States Sentencing Commission. Second, the team will conduct in-depth interviews with a purposive sample of human traffickers, the individuals best positioned to provide information about their motivations, decision-making processes, strategies, organizations, and relationships.

2011-IJ-CX-0026:	Understanding the Organization, Operation and Victimization of Labor Trafficking in the United States
Amount:	\$498,844
PI:	Meredith Dank
Program Officer:	John Picarelli
Status:	Completed

The proposed project seeks to fill a knowledge gap by studying the process by which persons are victimized by traffickers to perform forced labor. Using an in-depth case study method, the researchers will analyze the stages or components of the labor victimization experience from recruitment and entrapment to transportation, documents acquisition, the victimization itself, victim efforts to seek help, and the process of victim extrication from the exploitative situation. Using data from victim service records and the victims themselves, supplemented with data from law enforcement, researchers will examine trafficking cases that fall into multiple types of labor trafficking, including domestic servitude, restaurant and service work, commercial agriculture, factory work (sweatshops), and other affected types of work. The proposed research will provide much-needed information about the nature and characteristics of labor trafficking in the U.S., including information about how labor traffickers carry out their

operations. The research will also help identify barriers that may prevent law enforcement from recognizing or acting upon cases of human trafficking that have been identified by victim service providers.

Product: NCJ# 248461

Understanding the Organization, Operation, and Victimization Process of Labor Trafficking in the United States (2014) – Colleen Owens, Meredith Dank, Justin Breaux, Isela Banuelos, Amy Farrell, Rebecca Pfeffer, Katie Bright, Ryan Heitsmith, Jack McDevitt

Data for this study came from a sample of 122 closed labor trafficking victim service records from four U.S. cities and interviews conducted with survivors, local and federal law enforcement, advocates, and service providers from each site. All of the victims in this study were immigrants working in the United States. Seventy-one percent of the sample entered the United States on a temporary visa. All victims in the sample experienced elements of force, fraud, and coercion, including document fraud, withholding documents, extortion, sexual abuse and rape, discrimination, psychological manipulation and coercion, torture, attempted murder, and violence and threats against themselves and their family members. The study also found that victims faced high rates of civil labor exploitation. These included being paid less than minimum wage, being paid less than promised, wage theft, and illegal deductions. Although legal under some visa programs and labor law, employers/traffickers also controlled housing, food, and transportation of a significant proportion of the sample. Immigration status was a powerful mechanism of control — with employers threatening both workers with visas and unauthorized workers with arrest as a means of keeping them in forced labor. Despite 71 percent of the sample arriving in the United States for work on a visa, by the time victims escaped and were connected to service providers, 69 percent were unauthorized. Investigations were not prioritized by enforcement agencies. This was consistent across all study sites and industries examined. Survivors mostly escaped on their own and lived for several months or years before being connected to a specialized service provider. Lack of awareness and outreach, coupled with the fear from being unauthorized, inhibited the identification of survivors. Policy and practice recommendations are provided to improve identification and responses to labor trafficking and guide future research on labor trafficking victimization.

Additional NCJ Citation: 248488

2011-MU-MU-0066:	Improving Trafficking Victim Identification: Evaluation and Dissemination of a Screening Tool
Amount:	\$448,421
PI:	Laura Simich, Zhifen Cheng
Program Officer:	John Picarelli
Status:	Closed

This observational study will validate and disseminate a screening tool with the potential to improve victim identification, victim services, and law enforcement on a nationwide scale. The study will answer three research questions: (1) Can the tool successfully identify victims of human trafficking and associated risk factors? (2) Does it work well in practice for frontline service providers? (3) If so, what is the best way to disseminate the tool? To answer these questions, this study has three overlapping parts that use quantitative and qualitative methods: tool validation, process evaluation, and knowledge translation. First, the Vera research team will lead data collection by using the screening tool and by training and supervising community-based researchers, who will administer it to a survey sample of more than 200 adult and child clients of agencies working with diverse populations. Second, Vera researchers will conduct a participatory process evaluation using focus groups with participating service providers. Finally, integrated knowledge translation, defined as dissemination planning with stakeholders throughout research, will ensure that the screening tool and user guide are disseminated to service providers and allied sectors effectively.

Product: NCJ #246712

Improving Human Trafficking Victim Identification-Validation and Dissemination of a Screening Tool (2014) – L. Simich et al.

The study achieved its validation and evaluation objectives and identified good practices in victim identification. The screening tool accurately measures several dimensions of human trafficking and is highly reliable in its prediction of victimization for both sex and labor trafficking across diverse sub-groups including those distinguished by age, gender and country of origin. The majority of the questions asked on the three domains — migration, work, and working/living conditions — were significant predictors of trafficking, after controlling for demographics. Eighty-seven percent of the questions significantly predicted trafficking victimization in general; 71 percent were significant predictors of labor trafficking; and 81 percent were significant predictors of sex trafficking. Statistical validation

determined that a short version of the instrument (16 questions) accurately predicts victimization for both sex and labor trafficking cases. Of the 180 individuals in the sample who responded to the screening questions, 53 percent ($n = 96$) were trafficking victims and 47 percent ($n = 84$) were non-trafficking victims (i.e., victims of other crimes, such as domestic violence, smuggling, prostitution or labor exploitation). Of the trafficking victims, 40 percent ($n = 38$) were sex trafficking victims and 60 percent ($n = 58$) were labor trafficking victims. In designing the instrument, the Vera Institute of Justice worked with 11 victim service providers, collected original data on more than 230 cases from interviews with potential trafficking victims, and conducted case file reviews to determine whether the screening tool could reliably identify victims. The study also conducted focus groups and 36 in-depth interviews with service providers, trafficking survivors, and law enforcement personnel, which assisted in identifying best practices in implementing the screening tool. This product includes 188 tables, 26 figures, extensive references, and appended long and short versions of the tool.

Additional NCJ Citation: 250311

2012-IJ-CX-0025:	Addressing Under-Reporting of Minor Victim Sex Trafficking in Illinois
Amount:	\$370,000
PI:	Deborah Gibbs
Program Officer:	Amy Leffler
Status:	Ongoing

Trafficking of minor victims for sex or labor is a problem of growing concern but not having sufficient data. This study will address the apparent underreporting of minor victim trafficking by describing the number of trafficked minors identified by two of the systems most likely to encounter them — law enforcement and child welfare — and documenting lessons learned as the child welfare system builds capacity to address minor victim needs. Researchers aim to describe the number and characteristics of trafficked minors referred to the child welfare system by law enforcement or identified among current child welfare wards; statistically assess the potential underreporting of trafficking within the child welfare system; describe the characteristics of sex- and labor-trafficked minors in terms of: demographics, prior and current involvement with child welfare and juvenile justice, referral source, and geographic factors; and describe perspectives of leaders and organizations as the systems’ processes change. Data for the study consists of de-identified administrative data from the Illinois Department of Children and Family Services for all minors referred to the agency by law enforcement and other sources over 1.5 years, with a separate sample representing all wards at a single point in time as a validation sample. Data for analysis will include demographic characteristics, current and previous child welfare history, and characteristics of trafficking experiences. For minors from Cook County (Chicago) only, data on juvenile justice system history are also available for inclusion in analyses. Qualitative data will consist of key informant interviews with leaders in child welfare, law enforcement, criminal justice, and advocacy organizations. Analytic methods include logistic regression, propensity score matching and latent class models, and systematic qualitative analysis.

2012-IJ-CX-0026:	After Rescue: Evaluation of Strategies to Stabilize and Integrate Adult Survivors of Human Trafficking to the United States
Amount:	\$354,785
PI:	Lindsay Lowell, Elzbieta Godziak
Program Officer:	Maureen McGough
Status:	Completed

This study aims to present a profile of the human trafficking survivors assisted by the U.S. Department of Health and Human Services and the Office of Refugee Resettlement Anti-Trafficking Services Programs and to evaluate the effectiveness of interventions to stabilize, rehabilitate, and integrate them into the wider society. The study will provide a better understanding of the characteristics of human trafficking victims and the efficacy of different intervention strategies in stabilizing their well-being. The victims profile will be generated by a systematic and careful use of agency data housed at the U.S. Conference of Catholic Bishops, and the evaluation of interventions will include a quantitative history analysis of the USCCB individual case trafficking data and a qualitative assessment of the intervention processes, measures, and survivor outcomes. The project will use several data sources: (1) a longitudinal, relational database of 2,233 survivor cases as reported electronically by service providers; (2) intake assessment and case notes; (3) group discussions and/or ethnographic interviews with service providers to gain an in-depth understanding of the dynamics involved in protecting survivors from repeat victimization and facilitating their reintegration into mainstream society; and (4) ethnographic interviews with and case file reviews of select adult

survivors to gain the insiders’ understanding of the challenges and prospects for long-term reintegration into U.S. society. Results will include policy and programmatic recommendations vis-à-vis the efficacy of existing programs and strategies to rehabilitate, stabilize, and ultimately integrate survivors of trafficking into society.

Product: NCJ# 249672

After Rescue: Evaluation of Strategies To Stabilize and Integrate Adult Survivors of Human Trafficking to the United States (2016) – Elzbieta M. Gozdzia, B. Lindsay Lowell

The examined services were funded by the Anti-Trafficking in Persons (ATIP) Program of the Office of Refugee Resettlement (ORR) under the Per Capita Reimbursement Contract administered by the U.S. Conference of Catholic Bishops (USCCB). This report is a summary of the analysis of data collected by USCCB and augmented by field research with selected programs. This study’s goal was to provide a better understanding of the characteristics of trafficking survivors and the effectiveness of interventions intended to enhance their well-being. Fifty-three percent of survivors assisted under the Per Capita program were women, and 75 percent were trafficked for labor, 18 percent for sexual exploitation, and 7 percent for both. Among survivors from the Americas, 70 percent were female; however, Thailand and India both recorded over 90 percent of survivors as men. Almost half of survivors from Central America and approximately one-quarter from Europe were trafficked for sexual exploitation; the majority of African survivors were trafficked for labor exploitation. Most survivors were from Mexico, Thailand, India, and the Philippines. The majority of survivors were residing in Florida, New York, California, Mississippi, and Texas. Findings on the impact of survivor services under the Per Capita Reimbursement program indicate that it improved the measured stability of the survivors. Meeting overall client needs improved outcomes, confirming the model of case management.

2012-MU-CX-0027:	Effective Counter-Trafficking Practices in the United States: Legislative, Legal, and Public Opinion Strategies That Work
Amount:	\$339,001
PI:	Dana Wittmer
Program Officer:	Maureen McGough
Status:	Completed

This project aims to fill gaps in our understanding of effective legislative, legal and civic anti-trafficking responses. Researchers will examine the effectiveness of State-level human trafficking legislation by coding the trafficking legislation in all 50 States, gathering data on the number of prosecutions and adjudicatory outcomes of each prosecution under these statutes, and modeling the impact of anti-trafficking statutes on State prosecutions and convictions. Researchers will also evaluate how evidentiary factors predict human trafficking prosecutions and convictions. As law enforcement and prosecutors decide whether and how to investigate trafficking cases, it is critical for them to know what types of evidence and legal tools have been most effective overall, specifically for different types of trafficking cases, defendants, and victims. To do so, researchers will create and analyze a database that catalogues the legal and extra-legal characteristics of State human trafficking prosecutions to date, allowing researchers to ascertain the legal processes that have led to successful prosecutions. Lastly, researchers will explore public opinion on human trafficking through a nationally representative survey containing embedded experiments. Because there is a very strong connection between public engagement, legislation, and implementation, it is important to understand public opinion on human trafficking and identify strategies to effectively bolster public awareness of and interest in combating human trafficking.

Product: NCJ# 249670

Identifying Effective Counter-Trafficking Programs and Practices in the U.S.: Legislative, Legal, and Public Opinion Strategies That Work (2016) – Vanessa Bouche, Amy Farrell, Dana Wittmer

State laws that increase the fiscal and bureaucratic support for anti-trafficking enforcement have increased arrests for human trafficking. Laws that mandate data collection on human trafficking or the reporting of human trafficking have had minimal effect. Most states have criminalized human trafficking but have not increased their fiscal support or civil remedies to counter human trafficking. It is more important that state human trafficking legislation be comprehensive across all categories rather than being harsh in only one category. Requiring the National Human Trafficking Hotline number to be posted in public places is the most important provision for increasing the number of human trafficking arrests, although this has not been linked to increased prosecutions for human trafficking. The creation and support of task forces to counter human trafficking are the strongest predictors of both state prosecutions of human-trafficking suspects and suspects for other types of targeted criminal offenses. Civil provisions are less effective in predicting human trafficking arrests and prosecutions than state investment measures; safe harbor and civil actions are two civil

remedies that strongly predict arrest and prosecutions. When becoming aware of the nature of human trafficking, the public is concerned, but they see no connection between their own attitudes and behaviors and the impact of human trafficking. This analysis includes an examination of factors that have impacted the outcomes of specific cases of human trafficking.

2012-R2-CX-0028:	Gangs and Sex Trafficking in the San Diego/Tijuana Border Region
Amount:	\$398,824
PI:	Ami C. Carpenter
Program Officer:	John Picarelli
Status:	Completed

This project aims to create a single, integrated database that lays the foundation for drawing on all possible sources of evidence of human trafficking in the San Diego County region. Researchers will combine quantitative and qualitative research methods to collect and integrate existing databases and to diversify available sources of data beyond social service agencies and law enforcement. The project focuses specifically on one of the most under-studied aspects of human trafficking: the relationship between gangs and human trafficking. This project will measure the nature and extent of gang involvement in human trafficking by gathering data from four sources: victims who are assisted by social service agencies in San Diego County, non-public law enforcement incidence and arrest records, persons identified as trafficking victims and perpetrators at San Diego middle and high schools, and the traffickers themselves. The project will also build on a year’s worth of fieldwork with gang members to collect ethnographic evidence of the scope of human trafficking from the facilitators of human trafficking themselves, including a snowball sample of a minimum of 30 facilitators of human trafficking to determine the relationship between gangs and trafficking.

Product: NCJ# 249857

Nature and Extent of Gang Involvement in Sex Trafficking in San Diego County (2016) – Ami Carpenter, Jamie Gates

The study’s three objectives were to determine (1) the scope and nature of gang involvement in sex trafficking and commercial sexual activity; (2) the scope and nature of victimization in San Diego County, California; and (3) estimates of the regional commercial sex economy. The study found that 110 gangs in the county, from a wide variety of neighborhoods and racial/ethnic backgrounds, have members who profit from sex trafficking in San Diego. On a wider scale, the study found that the scope of the underground sex economy in the county is considerably larger than the county leadership had estimated, meaning that the resources currently directed to this issue do not match the scope of the problem. Apparently, all communities in the county are impacted by this underground economy, which draws \$810 million of the county’s economy. For a variety of reasons, law enforcement agencies lack sufficient information to distinguish victims of sex trafficking from other related crimes. The median age for first arrest for prostitution is 19 years old, and the average age for entry into sex trafficking is 16.1 years old. Policy implications and recommendations pertain to capacity building, service delivery, and new programming. Suggestions for future research are offered. Included are 6 tables, 4 figures, 9 references, and an appended interview protocol for facilitators and gang structure analysis.

Additional NCJ citation: 249246

2013-IJ-CX-0047:	Labor Trafficking in North Carolina: A Statewide Survey Using Multistage Sampling
Amount:	\$777,476
PI:	Sheldon Zhang
Program Officer:	Amy Leffler
Status:	Ongoing

This project will produce credible, statewide statistical estimates of the scope of labor trafficking victimization among crop farmworkers in North Carolina and investigate the types of victimization experienced by this population. This project will also compare what is learned about the scope and nature of labor trafficking victimization in the state with the nature and scope of victimization indicated in prosecuted labor trafficking cases involving North Carolina farmworkers for validation and comparison. Researchers will survey 400 subjects drawn based on a stratified multi-stage probability sampling of migrant dwellings across North Carolina. Specifically, researchers will use a recently developed sampling enumeration strategy that takes into consideration existing census blocks and density of crop farming activities to achieve greater precision in estimates over traditional multi-stage random sampling. Researchers

will administer a survey to this sample that uses the same core trafficking measures developed through a rigorous implementation process and validated in the recent study on the scope of labor trafficking victimization among migrant laborers in San Diego County. In addition to using the survey data to produce prevalence estimates, researchers will also provide parametric estimates of the key indicators of labor trafficking victimization among migrant crop workers and establish risk profiles of farmworkers most susceptible to trafficking violations using multivariate statistics.

2013-R2-CX-0049:	An Empirical Analysis of the Scope and Scale of Organized Crime’s Involvement in Human Trafficking in the United States
Amount:	\$308,694
PI:	Vanessa Bouche
Program Officer:	Amy Leffler
Status:	Ongoing

This project seeks to gain a greater understanding of the nexus between organized crime and human trafficking. First, researchers will develop, analyze, and publish a database of cases in the United States between the years 2000 and 2012 that include human trafficking and organized crime components, primarily identifying cases through organized crime statutes and then looking for elements of human trafficking therein. The analysis of cases will include quantitative and geospatial components to determine the organized crime syndicates most engaged in this type of crime, how they operate, with whom they collaborate, common victim characteristics, other criminal activities in which they engage, and the most prevalent locations and general distributions of illicit markets for trafficked persons in the United States. Researchers will also conduct motivational interviews with a targeted subset of approximately 20 convicted organized criminals engaged in human trafficking. The interviews will provide a finer-grained understanding of the organized crime structures established around trafficking in persons, as well as provide answers to important questions regarding whether systematic differences exist in how the different organized crime syndicates traffic their victims, how these groups differ in their commission of this crime, and whether and to what degree individuals belonging to these groups could potentially be deterred from engaging in this crime.

2015-MU-MU-0003:	Advancing Human Trafficking Prevalence Estimation
Amount:	\$996,870
PI:	Michael Shively
Program Officer:	Amy Leffler
Status:	Ongoing

The proposed project will advance the estimation of human trafficking prevalence in local jurisdictions by adapting and testing our hidden population estimation (HPE) methodology by systematically and reliably sampling from populations at risk, screening for labor and sex trafficking victimization, and gathering data about prior contacts with criminal justice and social services. Similar methods have successfully estimated other hidden populations, and their adaptation and demonstration in this study will result in a methodology that is scalable, replicable, feasible, and produces scientifically sound trafficking prevalence estimates. Our key research objectives are determining the prevalence of sex and labor trafficking victimization within the arrestee and victim service caseloads in a given jurisdiction, demonstrating the extent to which local findings can be generalized, and assessing the feasibility and utility of pursuing the proposed method. The study will occur in phases over three years. Literature reviews and secondary data analyses will identify optimal candidate sites. A selection and outreach process will produce partnerships between ABT/SRBI and key collaborators in two counties in the first year. Then, jail systems and service providers will provide access and support to potential respondents, and survivors will form local advisory panels at both sites to inform development of survey instruments and administration protocols and to help interpret findings. The survey team will interview 250 respondents from jails and 450 from shelters, substance abuse, and human trafficking service providers. The sample will be divided equally by gender and screened for both sex and labor trafficking. The stock of individuals already in contact with services or in booking facilities, and the “flow” of individuals during the data collection period, will be sampled using administrative data. Asking both jail and service samples about prior contacts allows assessment of the extent of victims crossing sectors and multiple contacts with justice and service systems. Each respondent will be weighted based on their probability of selection, and case weights will reflect selection probabilities to represent all persons engaged within the collection timeframe. Knowing the size of the population observed at the places of collection, and determining the rate at which the trafficked population contacts these places of collection, we may estimate the size of the trafficked population in a jurisdiction. Study findings and implications will be disseminated to key policy, practitioner, and research audiences via journal articles,

webinars, policy briefs, and presentations and a de-identified, publicly accessible database will be archived with ICPSR.

2015-MU-MU-0009:	Sex Trafficking of Minors: The Impact of Legislative Reform and Judicial Decision-Making in Metropolitan and Non-Metropolitan Communities
Amount:	\$570,150
PI:	Jennifer Cole
Program Officer:	Amy Leffler
Status:	Ongoing

There has been a growing push to pass state safe harbor laws to align governmental and community responses to the reframing of the issue of sex trafficking of minors (STM) that was ushered in with the passage of the Trafficking Victims Protection Act (TVPA). Scant empirical research has been conducted to evaluate the impact of legislative responses to sex trafficking of minors. Moreover, the judiciary has been largely ignored in most of the research on STM. The proposed mixed methods project has four aims: (1) Evaluate changes in key agency personnel’s awareness, knowledge, and capacity for responding to STM, including trends in charges of human trafficking offenses involving victims who are minors, from pre-implementation to post-implementation of a safe harbor law in one jurisdictional condition; (2) Examine the impact of immunity, protective, and rehabilitative provisions of a safe harbor law; (3) Provide guidance on how juvenile and family judges’ knowledge and attitudes influence their responses to trafficking victims as witnesses and as defendants in crimes related to their trafficking victimization within metropolitan and non-metropolitan communities; and (4) Identify and disseminate policy, education, and practice strategies that support informed judicial decision-making in family and juvenile court cases involving youth exploited in commercial sex. A formal partnership with a survivor, who serves as a consultant, will inform all aspects of the study to maximize the credibility, utility, and relevance of findings. Qualitative and quantitative data will be collected from multiple sources: (1) telephone-administered interviews with 375 professionals who work in agencies that serve-at risk youth and/or crime victims/offenders, including secondary data analysis of interview data collected pre-implementation of the safe harbor law; (2) statewide secondary aggregate data on criminal charges of human trafficking and prostitution of juveniles from 2007 to 2018; and (3) face-to-face and telephone interviews with 50 family and juvenile court judges from metropolitan and non-metropolitan communities across the project state and the U.S. This study will provide recommendations for legislative reform and policy implementation based on evaluation of effectiveness of the immunity, protection, and rehabilitative elements of a state safe harbor law. Further, the identification of and dissemination of policy, education, and practice strategies that support informed judicial decision-making in cases of sex trafficking of minors will make a substantial contribution to the court system. In addition to reports and scholarly journal articles, dissemination of major findings will target diverse practitioner, policymaker, and lay audiences with multiple research-translational products.

2015-VF-GX-0064:	Failure to Appear: Domestic Minor Sex Trafficking Victims’ Experience with the Juvenile Justice System and Their Readiness to Change
Amount:	\$623,607
PI:	Monica Bolden
Program Officer:	Amy Leffler
Status:	Ongoing

Thousands of minors are domestically sex trafficked annually in the United States. Victims’ ability to successful exit trafficking is thought to depend on structural factors, including the availability of appropriate services and the support system developed post-trafficking, and minors’ personal ability to separate psychologically from their traffickers’ manipulation. Restoration plans that address housing, education, and physical safety often fail, as evidenced by high rates of running away or victims’ resistance to assistance. Even in situations where other needs are met, a sexually exploited minor may return to a trafficking situation if psychological separation from his/her trafficker is not achieved. Very little is known about the facilitators and barriers to leaving trafficking, including victims’ readiness to change. Research Design and Methods: This exploratory, sequential mixed-methods project investigates (a) actual and perceived facilitators and barriers (e.g., services, provider characteristics) that victims encounter when attempting to exit a trafficking situation, and (b) readiness to change, and other personal factors that may influence success. Following an in-depth qualitative phase, cross-sectional self-report survey data will be collected from recently trafficked young adult women (*n* = 240), using an audio, computer-assisted self-interviewing system. Analysis: Qualitative data will be analyzed with an inductive, open-coding approach guided by grounded theory analysis.

Quantitative analysis includes structural equation modeling to assess the validity of a readiness-to-change measurement model, path analyses to assess direct and indirect effects, and multivariate analyses to describe the frequency and nature of attempts to leave sex trafficking. Subjects: Participants will be recruited from a sex trafficking survivor’s resource center and from the Clark County Juvenile Justice System. About 50 formerly sex trafficked women (18-21 years old) will be interviewed for the qualitative phase. An additional 240 trafficking victims (18-21 years old) will participate in the quantitative phase. Partnerships: Researcher–practitioner partnerships were created with the Clark County Juvenile Justice System and The Embracing Project, a sex trafficking survivor’s resource provider. Adult survivors of sex trafficking will play critical roles in the research design and implementation of a survey that will be used to assess readiness to change. Products, Report, and Data Archiving: Planned scholarly products include final reports, publications, presentations, and webinars. A validated readiness assessment will be one that product service providers can use as a result of this research.

2015-VF-GX-0105:	Capturing Human Trafficking Victimization through Crime Reporting
Amount:	\$462,973
PI:	Amy Farrell
Program Officer:	Amy Leffler
Status:	Ongoing

Despite public attention to the problem of human trafficking, it has proven difficult to measure the problem. Improving the quality of information about human trafficking is critical to developing sound anti-trafficking policy. In support of this effort, in 2013 the FBI incorporated human trafficking offenses in the Uniform Crime Reporting (UCR) program. Despite this achievement, there are many reasons to expect the UCR program to underreport human trafficking. Law enforcement agencies struggle to identify human trafficking and to distinguish it from other crimes. Additionally, human trafficking investigations may not be accurately classified in official data sources. Finally, human trafficking presents unique challenges to summary- and incident-based crime reporting methods. For these reasons, it is important to understand how agencies identify and report human trafficking cases within the UCR program, and what part of the population of human trafficking victims in a community are represented by UCR data. We propose a study in three jurisdictions that have investigated human trafficking cases and that represent different crime-reporting structures to answer three research questions: (1) How are human trafficking cases identified and reported by the police? (2) What sources of information about human trafficking exist outside law enforcement data? (3) What is the estimated disparity between actual instances of human trafficking and the number of human trafficking offenses reported to the UCR? Building on previous collaborations, Northeastern University and the Urban Institute propose a multi-method research design that includes (a) interviewing law enforcement, other governmental agency, and nongovernmental agency subject matter experts to understand human trafficking identification and reporting processes; (b) analyzing human trafficking records to identify how trafficking offenses come to the attention of law enforcement and get reported in departmental information systems and to the UCR program; (c) identifying indications of human trafficking in crimes classified as other offenses; and (d) gathering data from multiple systems in study communities to understand the degree of underreporting in UCR data, utilizing multiple system estimation techniques. The proposed study will provide critical information to improve law enforcement identification and reporting of human trafficking. Additionally, the proposed study will help contextualize human trafficking reporting processes to help practitioners and the public interpret human trafficking data from the UCR program. Findings from the proposed study will be disseminated through a final summary report, presentations, research briefs for law enforcement, criminal information system specialists and service providers, and scholarly and practitioner publications.

2015-VF-GX-0107:	Researcher-Survivor Formative Evaluation of San Francisco’s Anti-Human Trafficking Task Force
Amount:	\$453,117
PI:	Alexandra Lutnick
Program Officer:	Amy Leffler
Status:	Ongoing

In response to the National Institute of Justice (NIJ) solicitation “NIJ FY15 Research and Evaluation on Trafficking in Persons,” RTI International, in cooperation with Minh Dang, MSW (a survivor of child sex trafficking), proposes to conduct a participatory formative process and outcome evaluation of the two anti-trafficking task forces in San Francisco, California: the advisory and policy-focused Mayor’s Task Force on Anti-Human Trafficking and the operationally focused San Francisco Anti-Trafficking Task Force. Our researcher- and survivor-led evaluation will

document essential task force elements and identify indicators and criteria for successful task force implementation and outcomes. Our formative work will result in a protocol that can be used in wide-scale process or outcome task force evaluations. It will also provide guidance to the field on how to forge researcher–survivor partnerships. To achieve this, we will (1) conduct key informant interviews with persons involved in the two anti-trafficking task forces, (2) perform secondary analysis on de-identified social service and law enforcement data compiled by task force members, and (3) create a research infrastructure that supports the intellectual and career development of trafficked persons. Key informant interviews will be conducted with critical figures on the task forces, such as government officials, law enforcement, juvenile justice, social service, child welfare, and advocacy organizations. Secondary data analyses will describe the number of trafficked persons identified by the task force agencies and the number and types of services these individuals received as well as the number of trafficking cases investigated, the number that resulted in arrests, the number of suspects charged with human trafficking-related crimes, the number of cases prosecuted, and the number of individuals confirmed by law enforcement to be victims of human trafficking. Principal Investigator Dr. Alexandra Lutnick (RTI) and Co-Principal Investigator Minh Dang (MD Consulting) are nationally recognized researchers with expertise in participatory research, research methods, evaluation, and training and technical assistance for agencies working with trafficked persons. In addition to the Co-Principal Investigator, survivors of trafficking will be hired as research assistants. We will also engage a community advisory board to ensure that survivors’ insider knowledge helps guide the research process, inclusive of research questions, analyses and dissemination.

2015-VF-GX-0108:	Bending Towards Justice: Perceptions of Justice among Human Trafficking Survivors
Amount:	\$573,509
PI:	Colleen Owens
Program Officer:	Amy Leffler
Status:	Ongoing

Recent research indicates that challenges exist in the identification, investigation, and prosecution of labor and sex trafficking cases across the United States. Prosecutors traditionally define success as having secured a conviction against traffickers. Yet, research on victims’ needs suggests that not all victims may best served by, nor desire, traditional criminal prosecutions. We lack recent, in-depth insight into survivors’ perspectives on the legal system, and how they feel justice can serve them. The proposed research would greatly benefit our understanding of how survivors encounter the justice system by creating an outlet to learn directly from survivors about their needs for justice, their experiences with the justice system, how they should be involved in this process, and how the criminal and civil justice systems can best serve them. It will also consider whether alternate means of seeking justice, specifically through either procedural justice (justice in processes) and/or transitional justice (justice through traditional and nontraditional forms) would be successful models for seeking remedies and, ultimately, justice for the significant harm caused by human trafficking. Subjects: Experiences of human trafficking survivors with the criminal justice system. Partnerships: The Urban Institute will work with three consultants from the Legal Assistance Foundation of Chicago’s Immigrants and Workers’ Rights Practice Group, the London School of Hygiene and Tropical Medicine, and Harvard Medical School and School of Public Health. The Urban Institute will also work with agencies working with human trafficking survivors and an advisory group of human trafficking survivors. Research Design and Methods: The research team will work with 6-8 legal service provider organizations across the United States to collect data on survivors they have served, and they will conduct outreach to survivors to invite them to participate in the study. We will then conduct semi-structured interviews with approximately 100 survivors of labor and sex trafficking across the United States, including men, women, and transgender individuals; foreign nationals and U.S. citizens; and those who have and have not participated in criminal and/or civil proceedings. Analysis: All interviews will be transcribed and coded. Analysis will include both quantitative and qualitative techniques. Products, Reports, and Data Archiving: Project deliverables will include a final report suitable for scholarly publication; a manual for service providers; and a variety of presentations to practitioner and policymaker audiences. The Urban Institute will host an event to discuss the findings and the policy and practice implications.

2016-IJ-CX-0005:	Prosecuting Trafficking in Persons Cases: An Analysis of Local Strategies and Approaches
Amount:	\$460,000
PI:	Justice Research and Statistics Association, Inc
Program Officer:	Amy Leffler
Status:	Ongoing

There has been relatively little research evaluating strategies designed to address the investigation and prosecution of TIP cases. The proposed study will identify promising state and local responses to TIP in general, and assess the effectiveness of promising strategies, approaches and tools being used to investigate and prosecute TIP cases. Phase I of the proposed study will involve surveying district attorneys across the country regarding their use of promising practices for TIP cases. The survey will provide information regarding the existence and use of various state statutes addressing TIP; data on TIP cases investigated and prosecuted; and initiatives undertaken to address TIP. Phase II will feature in-depth analysis of TIP cases in four jurisdictions: Honolulu, Miami-Dade County, San Diego, and a fourth location to be selected based on the results of the national survey. This second phase of the study will employ a mixed-methods approach. Quantitative data, collected from automated systems and case files in the four sites, will allow us to determine the number of TIP cases investigated, referred and accepted for prosecution; the number charged under state TIP statutes and the number of other charges filed; the length of time to disposition of the case; and the disposition of the case, including trial vs. plea, verdict, and length of sentence imposed. Where possible, we will also seek to measure victim outcomes such as services received and current legal status. The qualitative component of the study will consist of semi-structured interviews conducted with a variety of local stakeholders, including the DA; prosecutors of TIP cases; judges; law enforcement task force or other law enforcement personnel; and victim services representatives. Interview questions will be designed to obtain information on promising approaches and perceptions of their effectiveness; barriers to the successful prosecution of TIP cases; perceived outcomes for victims of TIP; and recommendations for improving policies and procedures for addressing TIP. The quantitative and qualitative data will be used to compare approaches across the four sites. In addition, assessments of specific local initiatives may be undertaken if deemed appropriate by the Project Advisory Group and NIJ.

2016-MU-MU-0002:	Estimating the Prevalence of Trafficking Among Homeless and Runaway Youth Age 14-25 in Metro Atlanta
Amount:	\$499,905
PI:	Georgia State University Research Foundation, Inc
Program Officer:	Amy Leffler
Status:	Ongoing

The 2015 Trafficking in Persons report indicates that children in the child welfare and juvenile justice system, runaway and homeless youth, and lesbian, gay, bisexual, and transgender (LGBT) individuals are among the most vulnerable for trafficking. More research is needed about the characteristics of vulnerable youth, their trafficking experiences-including both sex and labor -and how they interact with institutions to help estimate prevalence. This research builds on the 2015 Atlanta Youth Count and Needs Assessment (AYCNA), the first comprehensive, community-driven, regional effort to describe and estimate the size of the homeless and runaway youth population aged 14-25 in metro-Atlanta. The researchers estimate that approximately 3,373 homeless and runaway youth live in the immediate metro area. Of those surveyed, 49.2% reported having been sexually abused, involved in paid sex activities, and/or sex trafficked, and 20.0% indicated being involved in the informal economy in the past month, suggesting risk for labor trafficking as well. This new research project builds on the AYCNA by a) expanding the geographic focus; b) improving the measurement of the youth's sex and labor trafficking experiences and contact with law enforcement; and, c) utilizing these data to improve law enforcement and social service policies and practices and has two specific research aims: 1) estimate the prevalence of sex and labor trafficking among homeless and runaway youth in the Atlanta-metro area through capture-recapture estimation, and 2) understand the structure of the underground sex economy. In Phase 1, researchers will utilize ethnographic methods to cultivate community contacts and a working map of the social location and movement of homeless youth. Working with law enforcement and trafficking survivors, the research team will revise and expand the survey to assess a broader range of trafficking experiences and law enforcement contact. In Phase 2, field research teams will conduct systematic sweeps of the identified areas using capture-recapture methods and survey 900-1,800 unique homeless and runaway youth in metro-Atlanta. In Phase 3, the team will engage law enforcement and social service providers in a structured community conversation about the

data, and will work to translate the findings into concrete recommendations regarding strategies, policies, and practices to improve the responsiveness and support services available to youth trafficking survivors in the metro-Atlanta area.

2016-VT-BX-0001:	Measuring Outcomes in Services to Domestic Victims of Human Trafficking: Instrument Development and Testing
Amount:	\$464,515
PI:	Research Triangle Institute
Program Officer:	Amy Leffler
Status:	Ongoing

Federal agencies, service providers, and victim advocate groups have invested substantial resources in recent years in programs to serve victims of human trafficking. However, few outcome evaluations of these programs exist, and the field lacks a tested instrument for measuring outcomes. This study will help identify effective service strategies and develop evidence-based services for victims of trafficking. We will accomplish this by refining and assessing an evaluation instrument designed to document clients’ progress towards proximal outcomes related to safety, well-being, social connectedness, and self-sufficiency.

To refine the existing instrument, we will conduct an environmental scan; convene expert panels of service providers, survivors, and researchers; and conduct cognitive interviews with case managers who are similar to the eventual users of the instrument. To assess and improve instrument scoring, we will engage program directors in a sorting exercise to assign the instrument’s descriptors to the crisis, vulnerable, stable, growing, and thriving categories. Finally, we will assess instrument validity and reliability by having program directors and case managers use the instrument to describe hypothetical clients in narrative vignettes.

Our dissemination strategy will focus on making the instrument broadly accessible and supporting its use within outcome evaluations of trafficking victim service programs. Our anticipated products and dissemination strategy will focus on three audiences: (1) service providers who can use the instrument within their programs, (2) funders and policymakers who can support increased outcome evaluation within trafficking programs and incorporate findings into future program development, and (3) researchers and evaluators who assist service providers in collecting and using outcome data.

2016-VT-BX-K001:	Sex Trafficking in Indian Country: Community-Based Participatory Needs Assessments with AI/AN Communities
Amount:	\$275,580
PI:	Urban Institute
Program Officer:	Christine Crossland
Status:	Ongoing

Despite a growing awareness about sex trafficking in the United States and abroad, very little is known about the sex trafficking of American Indian/Alaska Native (AI/AN) women and youth on and off tribal lands. While researchers have expressed a strong interest in studying sex trafficking in Indian Country, tribal communities have been vocal about their displeasure with research that fails to address their priorities. AI/AN leaders have specifically requested sex trafficking needs assessments as a way to gather information their communities can use to address sex trafficking with policies and practices that truly respond to tribal priorities and concerns. To date, however, no sex trafficking needs assessments have been conducted with tribal communities. Findings from this study will provide individualized needs assessments to participating tribal communities; disseminate critical knowledge to tribal leaders, policymakers, service providers, and justice stakeholders about the ways in which sex trafficking manifests itself in tribal communities; identify obstacles and barriers that might hinder the justice process; and offer recommendations to enhance service receipt for survivors. The Urban Institute will collaborate with four consultants: Dr. Alexandra Pierce, Jeri Jimenez, Lisa Brunner, and Gwen Packard. The Urban Institute will also work with the support of tribal communities, tribal coalitions, victim service providers, and law enforcement agencies across the region. The project team will work with tribal and non-tribal agencies using a community based participatory research (CBPR) approach to conduct needs assessments. The research team will interview tribal stakeholders on five reservations (n=66); hold five listening sessions hosted by tribal coalitions (n=100); hold listening sessions with urban-based AI/AN organizations in six cities (n=75); interview non-tribal law enforcement stakeholders in five counties (n=10-15); and

interview non-tribal victim service providers in five counties (n=10-15) that are proximal to reservations or within the state of Oklahoma. Needs assessments will be provided to each of the participating tribal agencies.

For an index of all grants, go to <https://www.ncjrs.gov/pdffiles1/nij/223572/223572-grants-index.pdf>.