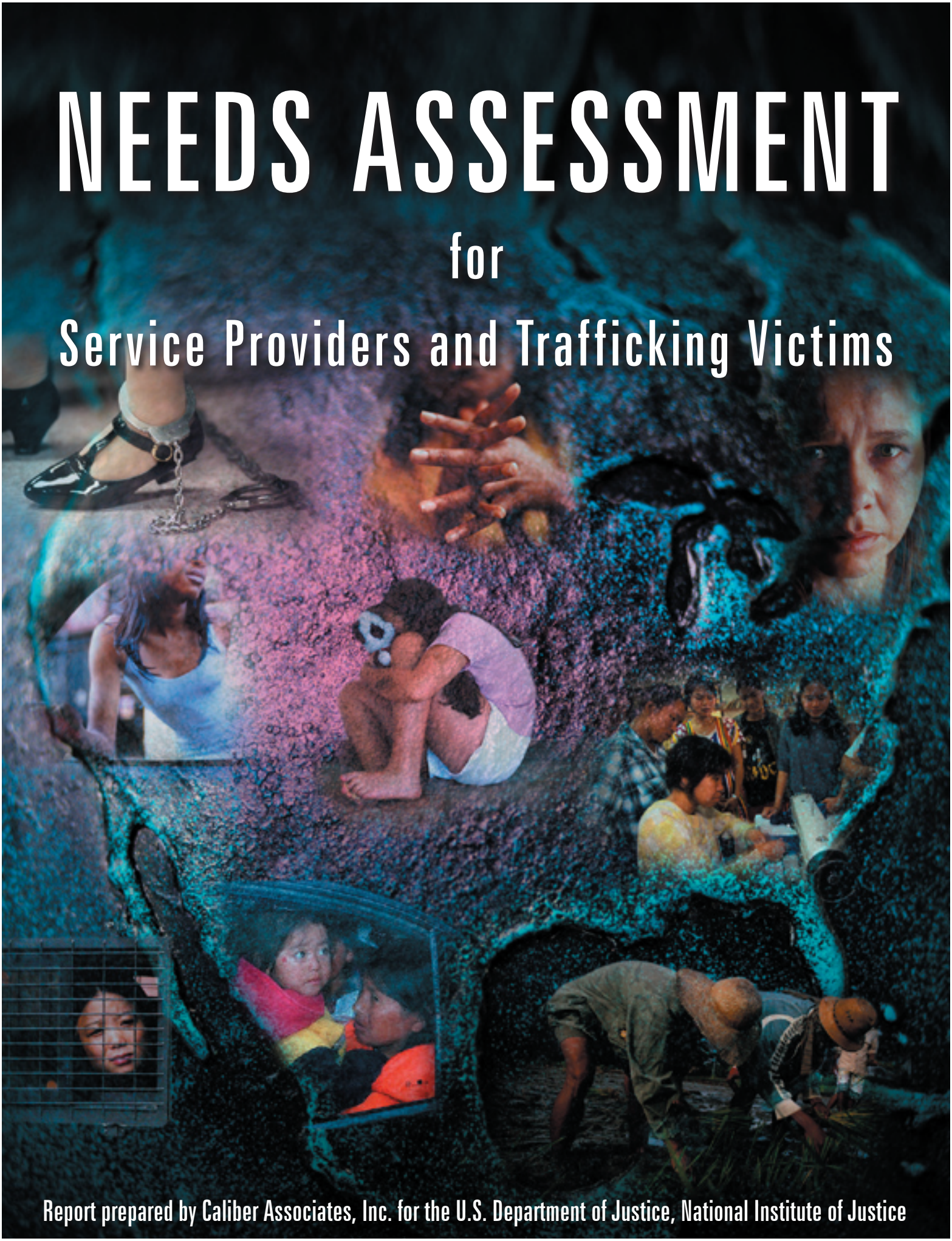
NEEDS ASSESSMENT

for

Service Providers and Trafficking Victims



Report prepared by Caliber Associates, Inc. for the U.S. Department of Justice, National Institute of Justice

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This document was prepared by Caliber Associates Inc., Fairfax, VA, under contract number OJP-99-C-010 from the National Institute of Justice (NIJ), U.S. Department of Justice. The findings and recommendations presented in this report are those of the authors and do not represent the official positions or policies of the U.S. Department of Justice or National Institute of Justice.

ACKNOWLEDGMENTS

The *Needs Assessment for Service Providers and Trafficking Victims* project was a project that began in October 2001 between the National Institute of Justice and Caliber Associates. This report represents the joint effort of many individuals whose contributions we gratefully acknowledge.

We would like to thank from the National Institute of Justice, International Center, Marvene O'Rourke, Jay Albanese, and Jim Finckenauer for their vision and collective influence throughout the project. From Caliber Associates we would like to thank Dan Felker for oversight, Christine Leicht for providing analytic support, Ryan Mahon, and Nicki Bush who assisted with data collection, and Kris Oduro and Abolfazl Bahadori from Publication Design and Production.

We are grateful to the many service providers who took time to share their experiences for inclusion in this report. This report would not have been possible without their contributions.

I INTRODUCTION

While there is a significant amount of information regarding the magnitude, causes and practices of trafficking, little information exists on the needs of trafficking victims and the service providers working to meet those needs. In fact, no studies have been conducted on a national scale to systematically assess the needs of victims and those service providers working with them. With the passage of the Victims of Trafficking and Violence Protection Act of 2000, it is increasingly important to better understand the needs of trafficking victims and service providers.

In response, the National Institute of Justice (NIJ) commissioned assistance from Caliber Associates, Inc. (Caliber) under a task order contract to conduct a National Needs Assessment of Service Providers and Trafficking Victims that would provide the Office of Justice Programs and the field at large with information needed to develop more effective programs to service trafficking victims and ensure existing and new programs are both responsive and effective in meeting the needs of trafficking victims. Specifically, the needs assessment was designed to answer the following questions:

- What services currently exist for trafficking victims?
- How responsive are these services to victims? Are they meeting their needs?
- What are barriers to providing services to trafficking victims? Barriers to accessing services?
- What assistance/support do service providers need to effectively serve trafficking victims?

The following is a report of the findings from the National Needs Assessment of Service Providers and Trafficking Victims. It begins with a review of current literature on the issue of trafficking, continues with a description of the research design and methodology of the needs assessment and presentation of the findings.

II BACKGROUND & UNDERSTANDING

1. HUMAN TRAFFICKING DEFINED

The United States Congress defines trafficking in persons as all acts involved in the transport, harboring, or sale of persons within national or across international borders through coercion, force, kidnapping, deception, or fraud, for purposes of placing persons in situations of forced labor or services, such as forced prostitution, domestic servitude, debt bondage, or other slavery-like practices.[1] Whether or not an activity falls under this definition of trafficking depends on two factors: the type of work victims are forced to do and the use of coercion, force, kidnapping, deception, or fraud to secure that forced work.

The crime of trafficking in persons affects virtually every country in the world.[2] This trade in humans occurs on a global scale, but due to its covert and underground nature, the international magnitude of the problem is difficult to ascertain. A recent United States (U.S.) Government estimate suggests that approximately 800,000 to 900,000 persons are trafficked across international borders each year.[3] Traffickers often prey on impoverished individuals who are frequently unemployed or underemployed and who may lack access to social safety nets, such as women and children from certain countries and cultures.[4] Trafficking victims are deceived and duped through false promises of economic opportunities that await them in more affluent destination countries, such as the U.S. Hence, patterns and routes of trafficking often flow from less developed countries to neighboring countries or industrialized nations with higher standards of living.[5] Victims are most commonly lured from third world countries in Asia, Eastern Europe, Africa, and Latin America that display consistently high rates of poverty, violence, and corruption.[6] Economic and political instability, government corruption, illiteracy, civil unrest, low food production, high infant mortality rates, and internal armed conflict within a country all represent various indicators or "push" factors that increase the likelihood that a country will become a source of trafficking victims.[7]

Upon arrival in a new location, instead of finding the opportunities they were promised, trafficked individuals suffer egregious human rights abuses, such as being held in slavery-like conditions and forced into prostitution, domestic service, or forced labor where they may be held in bondage, raped, beaten, and/or starved.[8] In these extreme living conditions, trafficking victims suffer severe physical, psychological, and emotional health consequences as they are subjected to a range of behaviors that may include physical violence, sexual assault, emotional abuse, mind-control, and torture.[9]

Trafficking in persons is the world's fastest growing criminal enterprise, with profits that rival the illegal drugs and arms trades.[10] The Vienna-based International Centre for Migration Policy Development estimates that overall profits from trafficking in persons were as much as $7 billion in 1995.[11] More recent estimates suggest that overall profits from the crime have increased to the current range of $9 billion.[12] The crime receives its name because the perpetrators often move or 'traffic' victims from their home communities to other areas - either domestically within the country of origin or to foreign countries - to make money from their forced labor.[13] Victims are often brought to areas where the demand is highest and most consistent, such as large cities, vacation and tourist areas, or near military bases.[14] Also, in many cases, the trafficker charges the unknowing victim an exorbitant smuggling fee or "employment" fee. These fees range anywhere from hundreds to thousands of dollars.[15] When the victim cannot pay this fee up front, the trafficker locks the victim in a vicious cycle of debt bondage or indentured servitude that prevents victims from ever paying off the original fee.[16] Traffickers capitalize on victims' indebtedness and isolation and combine the use of threats, intimidation, violence, and manipulation to control victims, break their will, confine them in captivity, and force them to engage in sex acts or to labor under slave-like conditions.[17] Types of trafficking include forced begging, bonded labor, forced prostitution, servile marriage, false adoption,

domestic servitude, and work in sweatshops. In addition, trafficking may also feed into the industries of agricultural labor, food processing, pornography, sex tourism and entertainment, construction, organ harvesting, and restaurant work.

The networks of international organized crime are attracted to the trade in humans precisely because of low risk and because the criminal penalties for sex trafficking are light in most countries.[18] This year's Trafficking in Persons Report-June 2003 reiterates this fact, describing how traffickers enjoy "virtually no risk of prosecution" by using dramatic improvements in transportation and communications to run their trafficking operations.[19] The report describes how traffickers avoid punishment for their crimes by operating in locations where there is little rule of law, lack of enforcement of anti-trafficking laws, and corruption of government and law enforcement institutions.[20] Moreover, trafficking is uniquely lucrative because traffickers can receive steady profits from forced labor or sexual exploitation for prolonged periods of time, as compared to smugglers who receive only one payment for transporting one person.[21] Unlike the sale of drugs, human victims can be sold repeatedly, which creates high profit margins for perpetrators.[22] Furthermore, the practice of trafficking does not require a large capital investment on the part of the trafficker. As a result, the crime of trafficking in persons offers international organized crime syndicates a low-risk opportunity to make billions in tax-free profits by exploiting a system of seemingly unlimited supply and unending demand for a relatively low cost.[23]

2. TRAFFICKING IN THE UNITED STATES

In its most recent yearly report entitled, Trafficking in Persons Report-June 2003, the United States Department of State (the State Department) finds that approximately 18,000 to 20,000 people are trafficked into the U.S. each year for the purposes of forced labor, involuntary domestic servitude, and/or sexual exploitation.[24] Moreover, the 2002 publication of this report asserts that the United States is principally a transit and destination country for the practice of human trafficking.[25] The Bureau of Immigration and Customs Enforcement (BICE) has identified numerous brothels throughout the United States that likely involved trafficking victims.[26] Investigative findings such as this one, combined with media stories and government reports, indicate that trafficking for sexual and commercial exploitation is a growing national problem that annually increases in scope and magnitude.

While some trafficking victims do enter the United States through legal means, many trafficking victims are transported across America's borders in a variety of ways, such as by plane, boat, car, train, or on foot.[27] Traffickers also deceive BICE personnel by bringing women and children in under the guises of educational visas, tourist visas, or fraudulent entry papers. Furthermore, traffickers enjoy a low risk of prosecution or deterrence from the American criminal justice system. A review of prominent and recent trafficking court cases revealed that criminal penalties for traffickers appear light and harmless compared to sentences given to drug or weapons dealers.[28] For example, the statutory maximum for sale into involuntary servitude is only ten years per count, whereas the statutory maximum for dealing ten grams of LSD or distributing a kilo of heroin is life in prison.[29] Previously convicted traffickers charged with forced prostitution and forced servitude have received relatively light sentences, ranging from seven months to fifteen years of jail time.[30]

Due to its underground nature, the issue of trafficking in persons has received widespread attention within the last decade in the United States, and legislation specifically geared toward trafficking into the U.S. has only recently become a salient issue for U.S. policymakers. Unfortunately, conditions are prime for the trafficking industry to continue to thrive in this country. International trafficking to the United States is likely to increase due to weak economies, unemployment and scarce job opportunities in foreign countries of origin, the low risk of prosecution and enormous profit potential for traffickers, and improved international transportation and communication infrastructures.[31]

3. RESPONSES TO THE TRAFFICKING PROBLEM

Both domestically and internationally, various groups and institutions have made efforts to combat the trafficking problem on multiple fronts. The Federal government, domestic and international non-governmental organizations (NGOs), faith-based organizations, and social service providers have all responded with an array of prevention, intervention, and treatment strategies to address the crime. Because the crime and effects of trafficking in persons have only recently became a salient

issue, the national response to the issue is still in its early stages. Consequently, although the groundwork for a coordinated infrastructure of social services is new and developing, noticeable progress has been made during a relatively short period of time.

3.1 The Federal Legislative Response

The 106th Congress passed the Victims of Trafficking and Violence Protection Act of 2000, which President Clinton signed into law on October 28, 2000.[32] This Act is composed of three separate divisions. Division A of this Act is the Trafficking Victims Protection Act of 2000, commonly referred to as the TVPA.[33] The TVPA is the first comprehensive United States law to address the various aspects of trafficking in persons.[34] Based on a three-tiered framework of prevention, prosecution, and protection, the TVPA was formulated to reduce the imbalance between the severity of the crime and the average length of criminal sentences, to rectify the inadequacy of past United States' laws, and to begin to systematically and explicitly combat the issue of trafficking in persons on the domestic front. As it is stated in the Act, the purpose of the TVPA is to "combat trafficking in persons, a contemporary manifestation of slavery whose victims are predominantly women and children, to ensure just and effective punishment of traffickers, and to protect their victims."[35] The TVPA also recognized that, before its enactment, "existing legislation and law enforcement in the United States and other countries are inadequate to deter trafficking or to bring traffickers to justice, failing to reflect the gravity of the offenses involved."[36]

As one prevention strategy in the TVPA, Congress directed the President to establish and implement international initiatives to enhance economic opportunities for potential trafficking victims.[37]

Examples of these initiatives include micro-lending programs, job training and counseling, educational programs, public awareness programs, and grants to non-governmental organizations to accelerate and advance the political, economic, social, and educational roles of women in their home countries.38 In addition, the TVPA also augments prevention efforts by providing for the allocation of grant funds to be set aside for research and evaluation to further explore the practices and effects of the crime.[39]

The TVPA, along with the Immigration and Nationality Act, endeavors to provide Federal prosecutors with more statutes and stricter statutes under which to prosecute human trafficking offenses. For example, the TVPA provides the first definition under Federal law of a "victim of trafficking," and it broadens the definition of involuntary servitude as defined by the Supreme Court in United States v. Kozminski.[40] The Immigration and Nationality Act provides stiffer penalties for trafficking with respect to peonage, slavery, involuntary servitude, or forced labor. These crimes now carry a maximum prison term of 20 years.[41] If from any of these acts death results, or the violation includes kidnapping and/or aggravated sexual abuse, the defendant could be imprisoned for any term of years to life.[42] Moreover, the maximum prison term for the crime of sex trafficking of children by force, fraud or coercion is now 40 years.[43]

To protect victims, the TVPA creates new standards of eligibility for trafficking victims to receive government benefits under Federal or State programs, regardless of their potentially illegal or undocumented status.[44] To implement the vision outlined in the TVPA, the Federal Departments of Justice and Health and Human Services are working together to certify hundreds of trafficking victims through the Office of Refugee Resettlement (ORR), so that to the same extent as refugees, trafficking victims may receive a wide range of Federal and State benefits including employment authorization, housing, mental health services, medical care, and Supplemental Security Income.[45] The TVPA also provides for the protection of trafficked individuals while they are in the custody of the Federal government or are assisting in the prosecution of a Federal case.46 In this regard, the TVPA creates eligibility for victims of trafficking to enter the Federal Witness Security Program, which is outlined in and regulated by the Victim and Witness Protection Act (VWPA).[47]

The Immigration and Nationality Act also provides protection to human trafficking victims by granting victims a T visa that gives them temporary residency status in the United States.[48] To be eligible for a T visa, trafficking victims must meet certain criteria including: a) that the victim is or has been a victim of a severe form of trafficking in persons as defined in section 7102(8) of the TVPA; b) the victim is physically present in the United States, American Samoa, or the Commonwealth of the Northern Mariana Islands, or at a port of entry thereto, on account of such trafficking; c) the victim has complied with requests for help in the investigation or prosecution of traffickers or has not reached the age of 15; and d) the victim would suffer extreme hardship involving unusual or severe harm upon removal from

the United States.[49] In addition, the Immigration and Nationality Act outlines criteria for the protection of the families of trafficking victims as well. The Immigration and Nationality Act allows the Attorney General to grant derivative T visas to the victim's spouse and children, and to the victim's parents if the victim is less than 21 years of age.[50] These provisions signify a shift in United States' immigration policy, which previously subjected illegal aliens to deportation, irrespective of the circumstances that brought them to the country.[51]

The TVPA also created new mandates for numerous Federal agencies that would necessarily be involved in some aspect of response to the crime. The TVPA lays out new guidelines for the Departments of State, Justice, Labor, and Health and Human Services to respond to human trafficking in various preventive, protective, and investigative ways. For example, the TVPA calls for the establishment of an Interagency Task Force to Monitor and Combat Trafficking supported by a new office within the Department of State.[52] In addition, the TVPA requires the Secretary of State, with the assistance of the Interagency Task Force, to submit an Annual Report to Congress on the status of certain aspects of trafficking in persons, such as different countries' efforts to address and combat the issue.[53] Finally, the TVPA recognizes that combating the global issue requires international cooperation between countries of origin, transit, and destination. To this end, the TVPA sets minimum standards for the elimination of trafficking that other countries must satisfy, offers assistance to these countries to meet these standards, and outlines punishments to be taken against countries that fail to meet minimum thresholds, such as economic sanctions.[54] Overall, the passage of the TVPA represents a bold step taken by the United States government to begin to address the crime of trafficking in persons both domestically and internationally.

3.2 Critiques of the Trafficking Victims Protection Act of 2000

Although the TVPA is widely regarded as a positive step toward addressing the global crime of trafficking in persons, scholars have offered various critiques and posed numerous questions surrounding certain structural aspects of the Act. With regard to the international standards and minimum thresholds that it sets for other countries, the TVPA has been accused of being culturally imperialistic by imposing United States' requirements and values on other countries and cultures.[55]

In addition, scholars have noted the lack of an enforcement arm built into the TVPA and question whether the Act will have the power to truly enact and enforce its three-pronged strategy of prevention, prosecution and protection described above.[56] These critics point out that while the Act has the potential to do much good, there is no guarantee that its provisions will be enforced.[57] Similarly, some voice concern about certain burdens of proof being placed on victims and the strict eligibility requirements to obtain a T visa that are built into the TVPA. The TVPA has further been criticized for not providing adequate means of financial restitution for victims because it lacks mention of the awarding of actual and punitive damages, attorney's fees, and litigation expenses to victims.[58] Alternatively, some question whether the TVPA can appropriately balance the human rights of trafficking victims with law enforcement obligations. The crime-fighting mechanism in the TVPA compromises the protection and assistance needs of trafficking victims.[59] Many suggest that the protection and services infrastructure that exists for other crime victims in the United States has not yet been applied to victims of trafficking.[60]

Many critical questions surrounding the impact of the TVPA also remain unanswered in the areas of available services, funding, international standards, and the T visa. Having been in existence for only three years, the true impact of the TVPA may be determined once further regulations are produced, implemented, and studied.[61] The TVPA is being considered for reauthorization by Congress as the Trafficking Victims Protection Reauthorization Act of 2003 (H.R. 2620).[62] Sponsored by Rep. Christopher Smith (R-NJ), the bill was approved by a voice vote of the House International Relations Committee on July 23, 2003.[63]

Among other purposes, H.R. 2620 is intended to reauthorize appropriations for the TVPA for fiscal years 2004 and 2005.[64]

3.3 Other Federal Responses to Trafficking

The White House Office of the Press Secretary offered a press release on February 25, 2003 that outlined the U.S. government's specific efforts to combat trafficking in persons. President George W. Bush has newly signed a National Security Presidential Directive to advance the United States' fight against this modern form of slavery.[65]

This White House press release outlines different aspects of the Federal government's commitment to eradicate trafficking, which are stated as:

- Vigorously enforcing U.S. laws against all those who traffic in persons
- Raising awareness at home and abroad about human trafficking and how it can be eliminated
- Identifying, protecting, and assisting victims who have been exploited by traffickers
- Reducing the vulnerability of individuals to trafficking through increased education, economic opportunity, and protection and promotion of human rights
- Employing diplomatic and foreign policy tools to encourage other nations, the United Nations, and other multilateral institutions to work to combat this crime, to draft and enforce laws against trafficking, and to hold accountable those who are engaged in the practice.

The press release also lists various ways in which the United States government has addressed the crime since the passage of the TVPA. Drawing from this account as well as other sources, a list of Federal actions to combat human trafficking is shown below, highlighting services that are currently available for trafficking victims from the Federal government:

- Establishment of a Task Force-On February 13, 2002, President Bush signed Executive Order 13257 which established a Cabinet-level Interagency Task Force to Monitor and Combat Trafficking in Persons. In addition, a specific agency entitled the Office to Monitor and Combat Trafficking in Persons was created within the Department of State. This office has assessed the progress of 165 governments in addressing trafficking and published findings in the third annual Trafficking in Persons report submitted to Congress each year by the Secretary of State.[66]
- Funding for Anti-trafficking Programs-In FY 2002, the Department of State funded over 110 anti-trafficking programs in approximately 50 countries. These programs provide various forms of assistance to victims, such as shelters and reintegration services.[67] Additionally, since January 2001, the United States Agency for International Development (USAID) has worked to support anti-trafficking programs and initiatives in developing countries. In FY 2002, USAID spent more than 10 million dollars throughout 30 countries where there are high levels of human trafficking.68 To date, the Department of Health and Human Services has provided over 4 million dollars in grant funding to service providers throughout the country that provide education, outreach, and direct assistance to trafficking victims.69 Lastly, the Department of Justice Office for Victims of Crime recently awarded 12 grants in January 2003 totaling more than 9.5 million dollars for trafficking-related services. Eight of these grants received funding to establish comprehensive social services for trafficking victims in specific States or regions, such as emergency medical attention, food, shelter, legal support, and mental health counseling. These grants are also designed to focus on those victims of trafficking who have not yet received a certification from the Office of Refugee Resettlement (ORR) and are thus in their pre-certification period. Three grants will support similar specialized services to trafficking victims in larger multi-State areas.[70]
- Certification for Victims-The Department of Health and Human Services has implemented a process of "certifying" victims of trafficking through the ORR to offer victims short-term eligibility for a wide range of Federal and State social services. To date, the ORR has certified over 370 victims of trafficking.[71]
- Granting T Visas-Since Attorney General John Ashcroft announced the implementation of the new T visa status, the BICE has been able to grant 23 T visas to trafficking victims.[72] The BICE has also granted 300 "continued presence" requests and is currently processing 150 new T visa applications.[73]
- Increasing Prosecution-Since the passage of the TVPA, the Justice Department has opened a record number of trafficking investigations and prosecuted more traffickers than at any time in recent years. Resulting convictions include 36 defendants in sex trafficking cases. Plus, trafficking investigations have been initiated in 46 States and in all United States territories.[74] As described by Rep. Christopher Smith in his statement to the U.S. House of Representatives Committee on International Relations, Federal prosecutors initiated prosecutions of 79 traffickers in the past two years.[75]

It is evident that the United States government is making numerous multi-pronged efforts to combat human trafficking both at home and abroad. Through the combined efforts of various offices and agencies within the White House, the Department of State, the Department of Justice, the Department of Health and Human Services, and the Department of Labor, the government has begun to build the foundations of an infrastructure designed to serve and protect trafficking victims.

3.4 Other Responses to Trafficking

Non-governmental Organizations

Numerous domestic and international non-governmental organizations (NGOs) have taken up the cause of trafficking in persons and are addressing the issue from multiple angles ranging from direct service to policy research.

Although few domestic NGOs have formed for the explicit purpose of serving only trafficking victims, other organizations, such as domestic violence shelters, sexual assault clinics, human rights advocates, and/or refugee services have responded by providing various direct services to trafficking victims whom they have encountered in their work with other victim populations. These organizations may be Federally-funded, State-funded, and/or privately funded through various foundations.[76] Local advocacy and cultural organizations designed to serve a particular ethnic group also may encounter trafficking victims in their work. Because human trafficking is a complex, multi-dimensional, and often an international crime, trafficking victims present characteristics and needs that overlap and can fit into many areas of service including immigration, legal, health, and/or mental health services. Notably, agencies in these areas vary by scope, size, specialization, and location, which affects the number of trafficking victims that any organization can serve, or the specific needs that any organization can meet. Consequently, because many service agencies specialize in one particular area, these agencies collaborate and piece services together to best meet the numerous needs of trafficking victims. Cooperation between Federal and State government agencies and the NGOs that serve this population is vital for the well-being of trafficking victims.[77] Overall, regardless of whether or not they were formed for the explicit purpose of serving trafficking victims, many non-governmental organizations have responded to the crime of trafficking in persons by offering critical and much-needed direct services to trafficking victims.

Other NGOs that do not provide direct services to trafficking victims also play an important role in the response to the crime of trafficking in persons.[78] These organizations may provide policy research, legislative advocacy, information dissemination, or public awareness campaigns. Efforts of these agencies combat trafficking on many of the necessary fronts that supplement direct services. For example, Vital Voices, a global partnership NGO that supports women's issues, has partnered with the United Nations Office on Drugs and Crime to launch a global television campaign to combat human trafficking, which includes the distribution of two public service announcements (PSAs) that were released on July 31, 2003.[79] These PSAs have aired in over 35 countries and are being distributed to broadcasters throughout the United States.

As a whole, regardless of their specific focus or mission, NGOs play an extremely important role in the response to human trafficking. Through the combined efforts of NGOs, a coordinated infrastructure of services for trafficking victims is growing in response to the crime.

Faith-based Organizations

Faith-based organizations have mobilized to help address the trafficking in persons problem in the United States in various ways. First, two national faith-based agencies, the United States Conference of Catholic Bishops (USCCB) and the Lutheran Immigration and Refugee Services, administer the Federal government's resettlement program for unaccompanied refugee minors in multiple locations throughout the country.80 The program was formed in the late 70's and early 80's and was originally intended solely for the care of unaccompanied refugee entrant minors (UR/EM). However, the program has adapted in recent years to serve trafficking victims under the age of 18. The Department of Health and Human Services Office of Refugee Resettlement (ORR) works with these two national faith-based agencies to shelter and resettle trafficking victims who are minors. Although the incorporation of trafficking victims into these programs is a relatively new phenomenon, linkages and partnerships are in the process of forming, and these shelters now represent a new available service for trafficking victims.

In addition to administering this national resettlement program, faith-based organizations also offer a variety of social services to trafficking victims in general. Both

of the aforementioned national faith-based agencies attempt to meet the needs of trafficking victims through the provision of immigration and refugee services, legal services, and services for basic needs such as food, clothing, and shelter. Because these agencies have multiple locations throughout the country, the USCCB and the Lutheran Immigration and Refugee Services play a valuable and integral role in responding to the trafficking in persons on the domestic front. Other faith-based organizations, such as the Salvation Army, are beginning to work with trafficking victims by providing shelter and temporary housing services to victims of trafficking. In some locations, the Salvation Army permits its trafficking residents to utilize other social services that the Salvation Army provides (e.g., drug and alcohol treatment, primary health care, employment services, life skills classes).

Social Service Providers

State and local social service providers also play a role in the response to the crime of trafficking in persons. For example, trafficking victims may require services from city hospitals and city and State Health Departments for numerous physical and mental health needs. As collaboration among providers increases to meet the multiple needs of trafficking victims, social service agencies offer another important resource and are often included in the overall nexus of necessary services.

As the various sectors of providers have gained more knowledge of the necessary elements of meeting the needs of trafficking victims, a concurrent recognition has occurred that no one agency can do it alone. Not only do trafficking victims present a comprehensive host of needs, but also trafficking investigations and prosecutions require the coordination of efforts from a multitude of Federal, State, and local agencies. These agencies may include law enforcement entities, government agencies, health services, mental health organizations, legal services, non-governmental organizations, shelters, and social service providers.[81] In response to the need for collaboration, many major cities have formed citywide task forces or formal coalitions to address the trafficking problem in their particular locale or region. Examples of cities that have pioneered such coalitions include Atlanta, Chicago, Dallas, Los Angeles, New York, and San Francisco. In addition, the Freedom Network is a national coalition of non-governmental agencies dedicated to advocating for and empowering trafficking victims. As human trafficking grows in prevalence in the United States, domestic service providers are responding with the necessary steps to build a coordinated and collaborative infrastructure of effective services that meets the comprehensive needs of trafficking victims. While no one agency can complete the task alone, service providers collaborate to help piece their existing services together in an attempt to provide trafficking victims with the unique blend of services they require.

III METHODOLOGY

A variety of methods were employed to conduct the needs assessment of U.S.-based service providers and trafficking victims. This chapter presents a detailed description of each methodological facet of the needs assessment.

1. RESEARCH DESIGN

The needs assessment incorporated multiple methods, including a national telephone survey and focus groups with service providers and trafficking victims. This multi-method process allowed Caliber to gather comprehensive information and validate the content of information gained. The four overarching research questions of the needs assessment were:

- What services currently exist for trafficking victims?
- How responsive are these services to victims? Are they meeting their needs?
- What are barriers to providing services to trafficking victims? Barriers to accessing services?
- What assistance/support do service providers need to effectively serve trafficking victims?

Additional research methods (e.g., on-site visits, face-to-face interviews, a comparative design with international service providers) were considered, but they were not made a part of the research design because of project budget and traveling limitations, and because they were found to be outside the scope of the NIJ task order. Thus, to stay within the confines of the budget and the intention of the task order, the research design was necessarily limited to telephone interviews with domestic victim service providers and focus groups with providers and trafficking victims.

2. STUDY SAMPLE

In the original research design, New York City, Florida (Miami and Central Florida), and Atlanta, GA were to be the three sites included in the sample. Caliber was to select a stratified sample of fifty victim service providers at each of these sites for inclusion in the needs assessment study. To ensure the inclusion of a wide range of programs/services directed toward trafficking victims, more than fifty providers working in programs/services such as community shelters (e.g., domestic violence, homeless), victim and immigrant advocate groups, legal assistance, health clinics, and faith-based organizations were to be contacted.

Modifications to this research design were made for several reasons. The trafficking victim population is difficult to identify, and there is a limited number of service providers that serve this population. In order to reach the desired sample size, the telephone survey was expanded from the original three sites to a national sample (See map of geographical representation in Appendix A). Furthermore, use of a national sample ensured the inclusion of a broad range of service providers, both in terms of regions and types of services provided. The resultant data provided a more comprehensive and complete picture of the complexities surrounding service provision to trafficking victims, which can vary significantly according to types of trafficking victims, countries of origin, type of services provided, and the region/community in which the service provider is located.

In the absence of a recognized and formally established comprehensive listing of service providers for trafficking victims, reaching the desired sample size was a challenge. Based on a sample of eight informal telephone calls to service providers, a review of research studies, trafficking conference materials, grant information to agencies/organizations addressing trafficking, a thorough search of the Internet, and a review of service marketing materials targeting victims of domestic violence and sexual assault who are

immigrants or who were trafficked, Caliber compiled a list of over 1,000 U.S.-based victim service providers. Five service providers, selected for their close association with trafficking victims, helped Caliber narrow the list to approximately 207 service providers that were most likely to have had experience working with trafficking victims in the U.S.

All of the providers on the list were contacted for the survey, especially targeting the telephone survey to geographical areas where research has shown there to be a concentration of trafficking victims in the U.S. and a variety of agencies/organizations addressing the problem and working with this population. In the event that any of the agencies/organizations contacted did not have experience serving trafficking victims or declined to participate in the telephone survey, the names of additional U.S.-based providers of services for trafficking victims not currently on the contact list were solicited from respondents. The expanded list was used to provide an enhanced sampling frame for the survey of providers and enhanced the final provider sample size.

3. DATA COLLECTION

The following sections describe the methods of data collection used for the needs assessment (i.e., telephone surveys and focus groups).

3.1 Telephone Survey

The primary method of data collection for the needs assessment was a telephone survey. Telephone surveys have several advantages over mail surveys. They have higher response rates, are relatively inexpensive compared with face-to-face interviews, and require less time than mail surveys. Additionally, conducting telephone surveys from a central location with a small staff of interviewers allows for greater control over data collection.

The telephone survey was piloted with five service providers and given in hard-copy form to three service providers with extensive experience with trafficking victims. The pilot tested for possible problems with using the computerized survey (e.g., skip patterns, recording and storing data). The pilot also tested for clarity and understanding of questions, item wording, and appropriateness and completeness of response categories. Additionally, the pilot was used to test for the accuracy of predicted time for completing the survey, so that respondents would be given a realistic estimate of how much time would be involved in participating in the survey. Based on the feedback from experts in the field and the pilot, revisions were made to the survey, script and response lists.

The revised instrument was then reviewed by Caliber's Institutional Review Board (IRB) to protect the welfare of human research subjects and to ensure that physical, psychological and social risks to study participants are minimized. Caliber's IRB reviewed and approved the telephone survey and accompanying protocols. The instrument was then submitted to the Office of Management and Budget (OMB) for review and was approved for use from October 2002 through January 2003.

The OMB-approved instrument used for the needs assessment was organized in six sections: Background Information; General Knowledge; Client Population; Service Delivery; Barriers to Service; and Collaboration. (See Appendix B for the Telephone Survey Protocol.) Each completed telephone survey lasted an average of 45 minutes.

In total, 311 service providers were contacted for the survey. Of these contacts, 152 were ineligible to complete the survey because they reported that they did not have any experience working with trafficking victims. There were a total of 98 completed interviews and 61 non-responses (7 refusals and 54 non-contacts82). Thus, the valid sample size was 159 service providers and the response rate for the survey was 62 percent, which is a typical response rate for this type of survey. Several factors contributed to the 62 percent response rate. OMB clearance to administer this survey was restricted to three months. In addition, the data collection period for this survey occurred during a seasonal time period (October through January) during which service providers were more difficult to contact. Some respondents indicated that due to limited resources, no staff were available to complete the survey. Also, some providers may not have returned telephone calls because they knew they were ineligible to participate. All of these factors increased the number of non-contacts and resulted in a response rate of 62 percent.

The telephone survey was created in Microsoft Access to allow for easier entry of responses, to facilitate skip patterns for the interviewer, and to reduce the amount of time needed for entering data for analysis. As part

of the survey, standard scripts were developed and used by staff members conducting the phone surveys. (See Appendix C for the telephone survey scripts.) To help alleviate the burden on respondents, Caliber contacted respondents prior to conducting the survey to set up a time to complete the survey. Contact logs were completed for each successful and unsuccessful contact. Due to the complex nature of some of the questions, response lists were also generated for several of the questions and sent in advance to service providers as a facilitation tool. (See Appendix D for the telephone survey response lists.)

Staff tasked with conducting surveys were trained to ensure clear understanding of the project and familiarity with the content of the survey, and to ensure standardization in survey administration. Weekly meetings were held to discuss problems or issues that occurred during the interviews and to identify solutions that could be applied systematically by all staff. The database was periodically reviewed for errors or missing information.

3.2 Focus Groups

Following the telephone survey, Caliber conducted focus groups with service providers and trafficking victims. The focus groups were used to explore patterns in the telephone survey data and to gather richer qualitative data about the needs of both trafficking victims and service providers, thereby providing a "check and balance" to the needs assessment data.

Service Provider Focus Group

The service provider focus group was conducted with 20 service providers who attended a trafficking conference in Dallas, TX in February 2003. The focus group lasted approximately 75 minutes, during which time service providers were presented preliminary findings from the needs assessment. The Project Manager presented the findings and facilitated the focus group discussion, and a scribe wrote detailed notes. A discussion on the findings was structured around main topics such as certification process/TVPA, collaboration/communication, training/education, victim identification, outreach, and public awareness.

Trafficking Victim Focus Group

A focus group protocol for trafficking victims was developed based on the extensive literature review as well as a preliminary analysis of the data. Three service providers with extensive experience working with trafficking victims reviewed the focus group protocol to ensure that it was appropriate, sensitive, and clear. Revisions were made to the instrument, and it was reviewed and approved by Caliber's IRB. (See Appendix E for the victim focus group introductory letter and focus group guide.)

Caliber worked closely with a key agency to help identify and recruit participants for the focus group. Additionally, Caliber offered a modest compensation to victims for their participation ($50 per victim). The Project Manager facilitated the focus group discussion with six labor trafficking victims. Two translators were present to interpret statements made by the facilitator and the participants, a therapist was present to provide services, should they be needed, and a scribe wrote detailed notes.

Both qualitative and quantitative methods were used in analyzing the needs assessment data. The findings of the analyses are presented in detail in Chapter IV.

IV KEY FINDINGS

The key findings from the needs assessment (telephone surveys and focus groups) are presented in this chapter. It is important to note that these findings are based on the survey responses of 98 U.S.-based service providers and information gathered from an additional 20 providers and 6 victims of trafficking through focus group interviews. Although every effort was made to reach a representative sample of providers working with trafficking victims (e.g., type of agency, type of victim served, geography), the generalizability of the findings has limitations. The results do, however, identify priority issues and pressing needs of both service providers and victims of trafficking. Where possible, differences in responses by type of respondent are reported for clarification.

1. DEMOGRAPHICS

Service providers from 22 States and the District of Columbia completed the telephone survey. As shown in Figure 1, when the sample was aggregated by U.S. region, representation was greatest for the West (33%), Northeast (22%), and Southeast (20%) portions of the country. This pattern is fairly consistent with the documented patterns of trafficking within the United States.

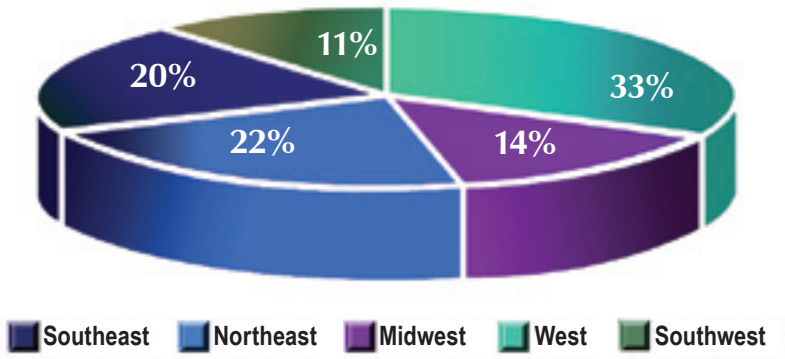
1.1 Types of Agencies Represented

The telephone respondents represented a variety of jurisdictions and types of service organizations. While efforts were made to ensure that telephone calls were spread out over the United States, efforts were also made to ensure inclusion of a breadth of agencies that work with this population. Respondents were asked where their programs were based, and answers were then coded into eleven different categories. The results are shown in Figure 2.

Each agency/organization category is described below:

- **Legal:**
  These organizations provide legal services to a wide array of victims and encounter trafficking victims in a legal capacity. This category includes Legal Aid organizations, legal non-profits, District Attorney's offices, and private law firms.
- **Health:**
  These organizations provide health services to a wide array of victims and encounter trafficking victims in this capacity. This category may include private doctors, clinics, hospitals, and community health centers.

Fig. 1 Sample Representation by Region



- **Education:**
  These institutions provide academic-based services to providers in the form of research assistance, training, and classes or workshops. They also may operate clinics such as legal aid clinics where victims can go for assistance.

- **Police Department/Law Enforcement:**
  These agencies investigate and report trafficking cases, and provide initial social services through their victims' advocate divisions.

- **Immigrant:**
  These organizations serve immigrants, refugees, and asylum-seekers who may require services for a variety of types of victimization, including domestic violence, sexual assault, and torture. They do not necessarily focus their services specifically on trafficking victims, but due to the large overlap between trafficking victims and these other groups, these organizations often serve trafficking victims as well.

- **Prostitution Recovery Services:**
  These organizations serve prostitutes who are either currently prostituting or are trying to recover and escape from a life of prostitution. This category encompasses street outreach organizations, prostitution counseling services, and prostitution recovery houses/ transitional living houses. These types of organizations encounter victims of sex trafficking.

- **Sexual Assault:**
  These organizations serve women and children who have been sexually assaulted. Because sexual assault is one potential factor in the overall experience of trafficking victims, these organizations encounter trafficking victims in this capacity.

- **Domestic Violence:**
  These organizations serve domestic violence victims but occasionally encounter trafficking victims as well. This category includes domestic violence shelters.

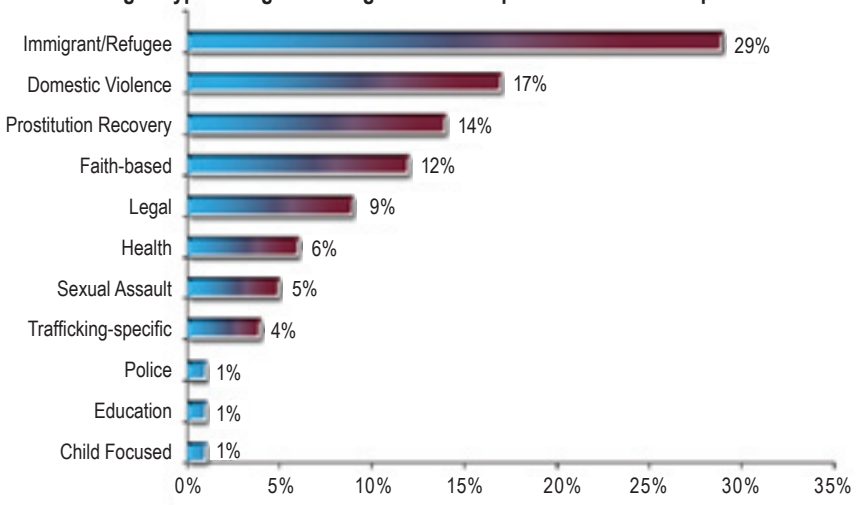
- **Trafficking:**
  These organizations were created specifically to serve trafficking victims.

- **Child-focused Services:**

  These organizations focus on serving and providing shelter for children who may be homeless, abused, or victimized in some way. These organizations typically encounter children who have been domestically trafficked or recruited into prostitution.

- **Faith-based Services:**
  These religiously affiliated organizations may encounter trafficking victims in their service areas, particularly in the areas of immigrant and refugee services, domestic violence, sexual assault, health services, and legal assistance.

Fig. 2 Types of Agencies/Organizations Represented in the Sample



1.2 Organizational Characteristics

General descriptive information about respondents and their organizations was collected. On average, respondents reported working in their current positions for 6 years. Interviewers spoke with directors (32%), front-line staff (30%), executive directors including founders and presidents (17%), attorneys (12%), case managers/social workers (7%), and volunteers (2%). As shown in Figure 3, most of the respondents reported an average monthly caseload of up to 50 clients.

As shown in Figure 4, respondents generally reported serving victims other than trafficking victims.

A majority of the respondents (75%) indicated that their organizations employ up to five full-time staff who may encounter trafficking victims in their work. Additionally, 90 percent of respondents use the services of up to five part-time staff who can work with their trafficking population. These organizations also utilize a steady stream of volunteers to help out with their caseloads.

While caution should be exercised in generalizing from the information gained from this sample to the service provider population at large, the breadth and experience of the study sample does offer some validation for the quality of the findings.

Fig. 3 General Client Monthly Caseload

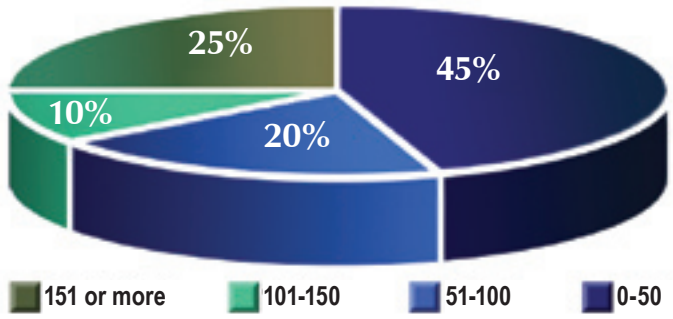
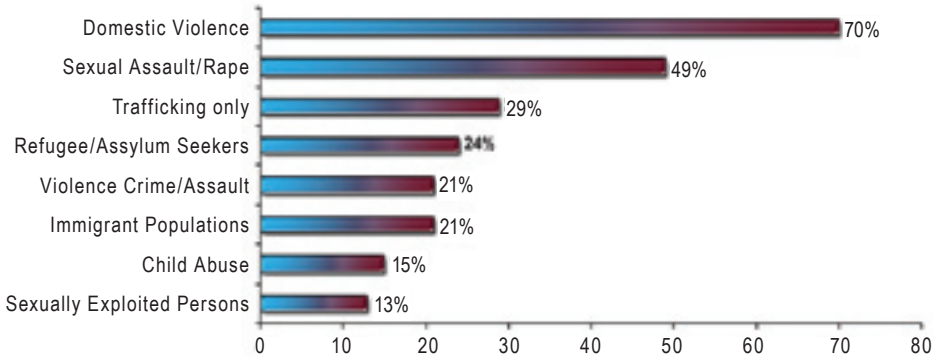


Fig. 4 General Types of Clients Served



1.3 Trafficking Victim Population

As shown in Figure 5, the majority of respondents reported having worked with 20 or more trafficking victims while serving in their current position.

Additionally, as can be seen in Figure 6, one-third of the respondents reported serving at least one to five trafficking victims in the year 2002.

The majority (84%) of respondents identified clients as trafficking victims by an assessment of the victims' problems. Other methods of identification included the victims' legal status (29%), or the victim's self-identification (14%). A majority of the respondents (75%) classified the legal status of their trafficking victims as undocumented immigrants who are in the United States without a lawful immigration status, either because they came unlawfully, remained in the U.S. illegally after their lawful status expired, or used fake passports or visas. Twenty-six percent of respondents said their trafficking victims either have permanent resident status or are U.S. citizens; 14 percent reported working with victims who had received a T visa, ORR certification, or were waiting for the documents to be processed (pre-certification period); and 9 percent of respondents said their victims were refugees or asylum seekers.

Fig. 5 Number of Trafficking Victims Ever Served

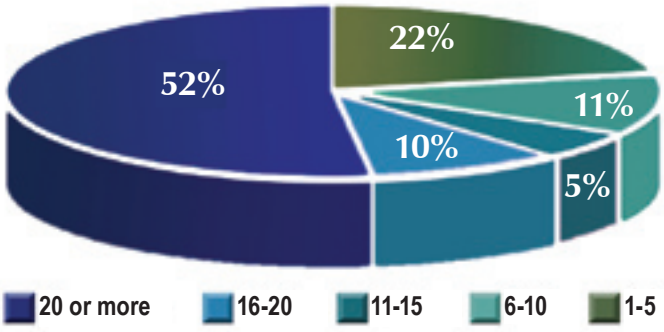
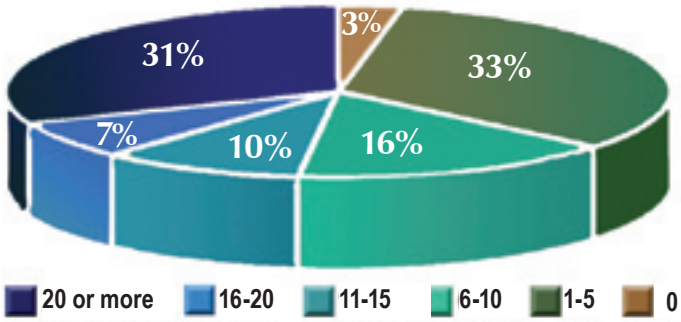


Fig. 6 Number of Trafficking Victims Served in 2002



1.4 Type of Trafficking Victim Served

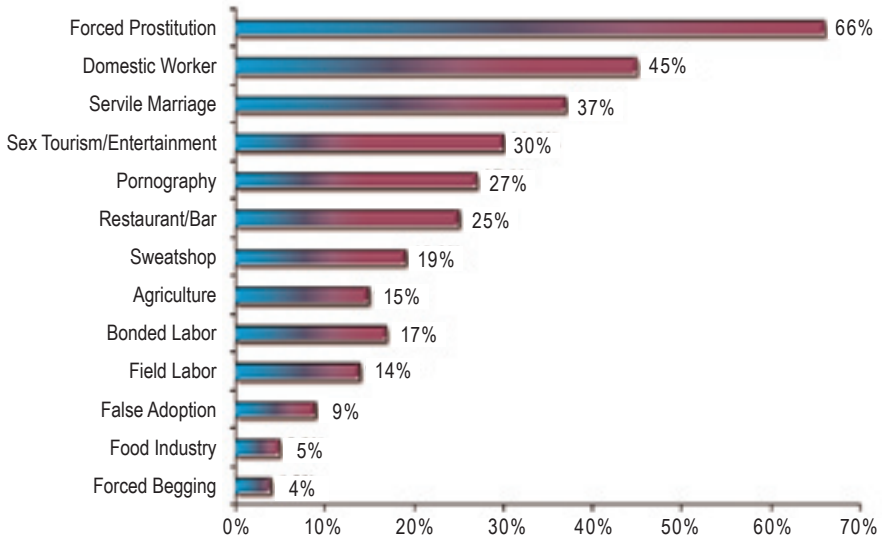
Victimization Categories

A majority of respondents (89%) work with female trafficking victims. Of those working with females, 93 percent reported working with adult women. Forty-five percent of respondents also reported working with male trafficking victims, who are primarily adults. Those respondents who reported working with children (39%) work primarily in organizations that focus their efforts on serving children's needs. The categories and the percentage of respondents who reported working with each victim type are shown in Figure 7.

For some data analysis, the various categories for types of victims served were collapsed into two general categories:

- Sex trafficking victims (80% who represent victims of forced prostitution, servile marriage, sex tourism/entertainment, pornography)
- Labor trafficking victims (68% who represent victims forced to act as domestic workers, restaurant/bar workers, sweatshop workers, agricultural workers, bonded laborers, field laborers, food industry, forced begging)

Fig. 7 Types of Trafficking Victims



Countries Represented and Languages Spoken

Service providers reported that trafficking victims that they work with come from many different countries. Figure 8 presents the region and percentage of respondents who believe their trafficking victims were from a particular location. A complete breakdown of response choices for countries located within each region is included in Appendix F.

Respondents reported working with trafficking victims who speak many different languages. Figure 9 presents the percentage of service providers who reported their trafficking victims speak these primary languages.

Fig. 8 Trafficking Victims' Region of Origin

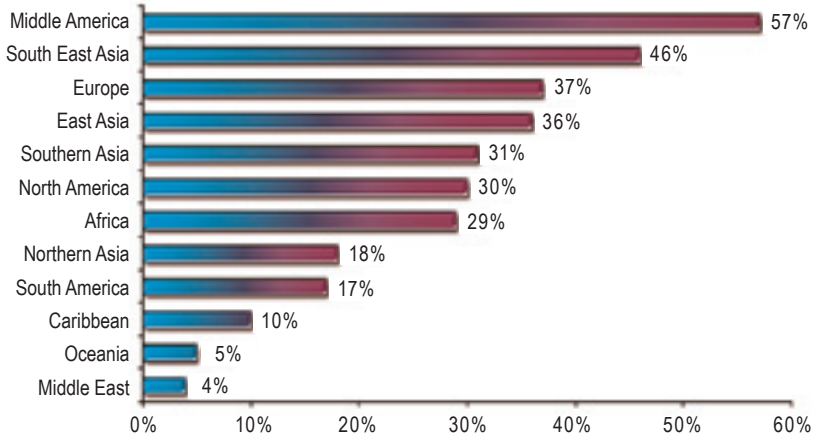
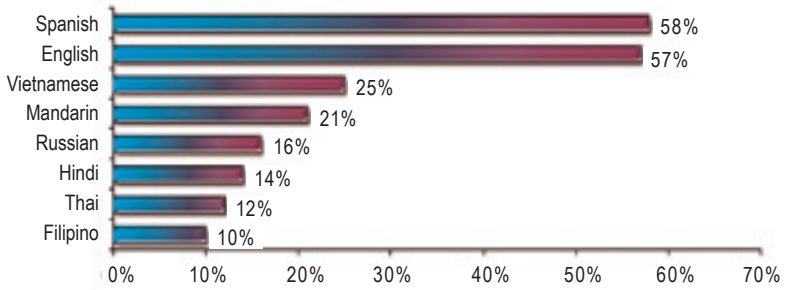


Fig. 9 Primary Languages Spoken by Trafficking Victims



Twenty-eight percent of respondents reported meeting all of their trafficking victims' language needs, while 64 percent reported meeting some of their language needs. A review of the qualitative data show that the respondents meet their language needs in various ways, such as staff, volunteers, interpreter services, victims' family members, other service provider organizations, language banks, or AT&T language lines. Even though 8 percent of service providers responded that they were not able to meet all of their trafficking victims' language needs in-house, they explained that they were able to meet these language needs with outside assistance.

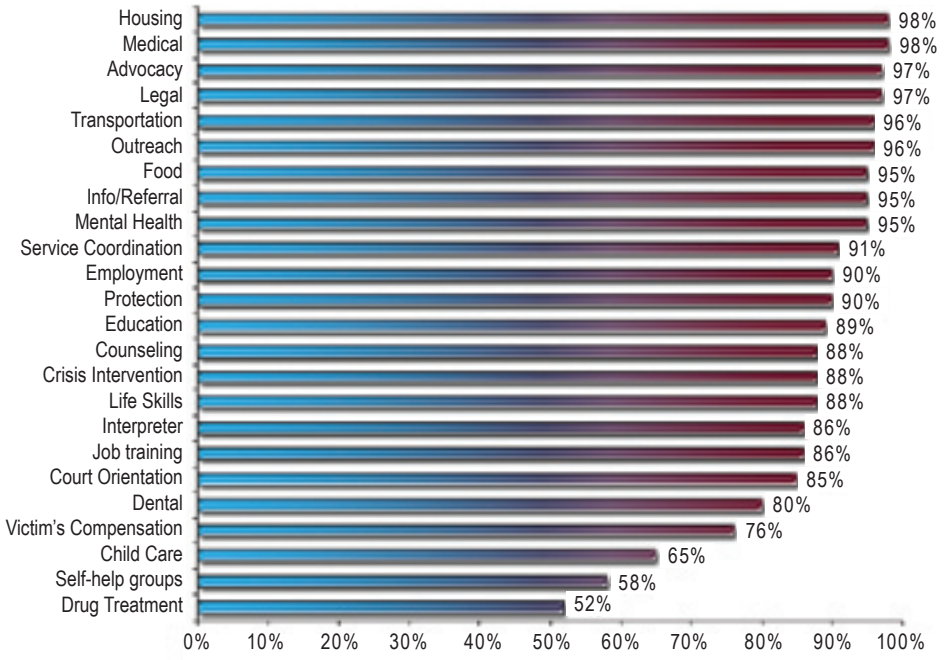
2. NEEDS AND SERVICES

Research participants were asked several questions pertaining to the special needs of trafficking victims and the services that are available to meet these needs. In this section, the needs of trafficking victims are discussed, followed by the similarity and differences of trafficking victims' needs to other crime victims' needs, the length of service provided, providers' ability to meet needs, and in-house protocols.

2.1 Trafficking Victims' Needs

Respondents reported that trafficking victims were in need of numerous services. Figure 10 illustrates the types of services needed, as reported by service providers. When the data are separated by type of trafficking victim, it appears that respondents believe labor trafficking victims are most in need of advocacy (97%) and medical services (97%). The greatest needs of sex trafficking victims seem to be legal/paralegal services (99%), medical services (98%), and information/referral services (97%).

Fig. 10 Trafficking Victims' Needs



2.2 How Trafficking Victims Are Both Similar to and Different from Other Victims of Crime

According to respondents, trafficking victims' problems are most similar to the problems of domestic violence victims, immigrants/refugees, and sexually exploited persons.83 However, respondents reported that there were some noticeable differences. While the majority of respondents addressed these questions by listing general similarities and differences between trafficking victims and other victims of crime, 28 percent of respondents made direct comparisons between trafficking victims and the other groups that they serve. For example, respondents who explicitly characterized the differences between domestic violence victims and trafficking victims reported that:

- Whereas domestic violence victims are running from one perpetrator, trafficking victims may be running from a whole network of organized crime.
- Domestic violence victims may be going up against one angry man, whereas trafficking victims may be implicating powerful government-sponsored agencies and organized crime rings by pleading their case.
- Trafficking victims seem to be less stable overall than domestic violence victims.
- Trafficking victims know much less about the criminal justice system in the United States than some domestic violence victims.
- Trafficking victims have less contact with other people; they are more isolated than the average battered woman.
- The trauma and mental health needs of trafficking victims are more extreme than what we see with our domestic violence clients.
- As compared to domestic violence victims, trafficking victims do not have U.S. citizenship, which makes it harder to serve their needs.
- Trafficking victims' cases take longer than domestic violence victims' cases; one trafficking case is about as much work as 20 domestic violence cases.
- There is not a web of coordinated support services for trafficking victims like there is for domestic violence victims.
- As compared to battered immigrant women, trafficking victims more often come in larger groups, have higher safety concerns, are more vulnerable, do not know how many perpetrators there are, and have higher levels of fear.
- As compared to battered immigrant women, trafficking victims do not have the same opportunities for healing. They have fewer resources available to them. They lack basic resources, such as where to eat, sleep, or live. They are more vulnerable to exploitation. They have less understanding of what is happening to them or the legal system.

Respondents also expressed explicit differences between the problems suffered by immigrants/refugees and trafficking victims through the following observations:

- Trafficking victims were exploited and deceived to come to the United States, while other immigrants often came to the United States willingly
- As compared to asylum seekers, trafficking victims have different protection needs, are more vulnerable to re-victimization, are less educated, and are much more exploited once they arrive in the United States
- Trafficking victims are in much more danger in the United States, as compared to refugees
- Trafficking victims are more likely to be uneducated, as compared to refugees, who are more likely to be better educated.

Respondents directly compared the cases of sexually exploited persons to trafficking victims in that:

- Local prostitutes still have contact with their family, whereas trafficking victims often do not
- At least prostitutes sometimes have a home of their own, but trafficking victims do not have a home.

The purpose of asking respondents, especially those who traditionally work with victims other than victims of trafficking, to compare trafficking victims' problems to those they generally serve, was not intended to diminish in any way the seriousness of other forms of victimization or to minimize the needs of other victims. The question was asked to ascertain more information regarding the complexity of the situation faced by trafficking victims in relation to other victims and to

provide some early indication for some of the challenges experienced by service providers working outside their area of expertise.

2.3 Duration of Service

As shown in Figure 11, most respondents reported working with their trafficking victims for more than 12 months.

Those providers who work with trafficking victims for 12 months or more generally are serving victims who are part of a prosecution, which is an extremely complicated and lengthy process. Respondents point out that, while providers are working with these victims for a year or more, the victim does not necessarily have formal legal status in the United States entitling the victim to welfare benefits. Thus, most respondents who work with victims during their pre-certification period must finance their services and find other providers willing to share some of the financial burden.[84] This finding supports the notion that working with trafficking victims can be considered more challenging than working with other victims because of, among other things, the extra burden of the pre-certification period. General comments about the pre-certification period include:

- While waiting for the ORR letter, victims are left in limbo. The TVPA does not adequately provide means for meeting victims' needs during this initial period.
- Service providers have little to no control over the commencement and speed of the certification process.

Victims who are part of a prosecution tend to stay in one location longer, enabling service providers to work with them for longer periods of time. However, if a trafficking victim is not part of a prosecution, the victim tends to access services intermittently, making it more challenging for providers to move the trafficking victim from a state of vulnerability and dependency to a state of stability or independency.

Fig. 11 Average Length of Service Provision

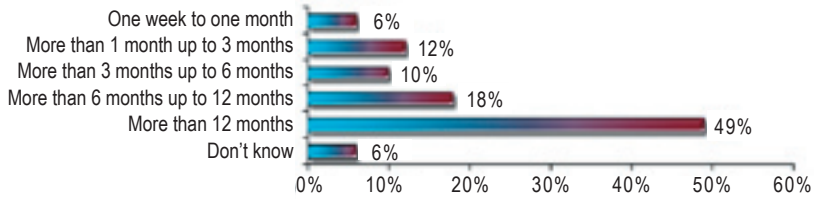
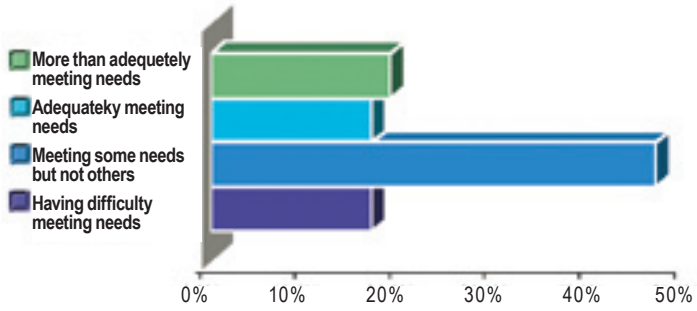


Fig. 12 Ability to Meet Trafficking Victims' Needs



2.4 Ability to Meet Trafficking Victims' Needs

Figure 12 shows that on average, most respondents find that with their existing resources and what they were able to piece together with the help of other service provider organizations, they were able to meet some of their trafficking victims' needs and not others.

When 'ability to meet needs' was broken down by where the service providers' programs are based, it appeared that sexual assault (60%) and prostitution recovery services (43%) had the greatest difficulty meeting their trafficking victims' needs. Faith-based (17%), immigrant (16%) and domestic violence (6%) organizations also expressed difficulty meeting this population's needs, but less so than the other organizations. Qualitative comments from respondents working in faith-based, immigrant, and domestic violence organizations suggest that this increased capacity is due to the breadth of services provided in house by these organizations. In the words of one respondent from a faith-based organization, "[We] are so big and self-contained, [we] refer and collaborate within [our] own agency." Another respondent described her positive experience working with a faith-based organization by saying, "At [faith-based organizations] they can provide almost anything. We didn't really have to refer at all. This is a unique thing about [faith-based organizations]. They can refer to other departments within their organization because they are so big and comprehensive."

2.5 Trafficking Protocols

Only 28 percent of the respondents noted that they had formal procedures or protocols in place to assist them in serving trafficking victims. The types of protocols that are currently being used by the respondents varied in depth, breadth, and structure. A few service providers have a relatively fluid protocol, whereby each victim is handled on a case-by-case basis, with only a general framework in place. These service providers stressed the importance of having a core course of treatment, while ensuring that the protocols are client centered and victims are decision makers in determining the course of treatment. Several service providers employ existing protocols that have been developed for other clients (e.g., domestic violence victims, refugees, etc.) or have modified these protocols slightly to be used with trafficking victims. These modified protocols are then used in conjunction with more intensive case management. By and large, respondents who utilize protocols tend to have structured tools in place to assist them in assessing the victims' needs and providing the appropriate services. These tools include: intake protocols; needs assessments; initial and intermittent safety planning assessments; confidentiality and consent forms; safety protocols; crisis intervention plans; social service checklists; protocols for obtaining housing and food assistance; health protocols (e.g., medical, dental, mental health, sexual trauma, substance abuse); T visa application packets; and protocols to establish goals for the client (e.g., educational, vocational, personal, etc.).

While a little less than one-third of the respondents use protocols, those that do use them find them extremely useful. On a scale of 1 to 5, with 5 representing "useful," on average, respondents rated the usefulness of protocols at 4.67. All 27 of these respondents also felt that formal protocols were necessary. In fact, whether or not respondents currently use protocols, the majority (81%) felt that protocols were necessary and needed to assist in providing services that meet the needs of victims. In qualitative comments, respondents noted a variety of reasons for needing formal protocols. Many service providers feel it is important to standardize service provision, which will clearly define the roles and responsibilities of different Federal, State, and local agencies. With such an extensive need for collaboration, it will also standardize the referral process and streamline information sharing among service providers. Respondents also note the importance of using protocols to ensure that victims receive a certain quality of service. In the words of one respondent, "[Protocols] help reduce the potential for institutional memory loss when an experienced worker leaves." Formal protocols standardize the procedure so that even inexperienced workers will be able to provide the same level of service to victims and prevent any unnecessary trauma. In addition, respondents consider trafficking cases to have an elevated level of trauma and danger, requiring highly structured protocols to handle the nuances of these victims' needs and the unique safety concerns. Formal protocols would ensure that cases are handled thoroughly and with sensitivity.

Those service providers that did not feel that structured protocols were necessary (19%) gave several reasons. Most commonly, service providers feel that trafficking cases are so unique that any pre-structured protocol would be inappropriate. As one service provider commented, "A provider's primary responsibility is to listen to victims and let victims set the course of their own treatment." Case management should be "free flowing, flexible, and always on the victim's terms." This ensures that service providers are responsive to each

victim and are not "stymied" by a structured protocol. Service providers additionally mention that trafficking cases are so rare that, with limited resources, it was not fiscally sensible to invest resources in the preparation of a protocol that will largely go unused.

3. ACCESSING AND PROVIDING SERVICES

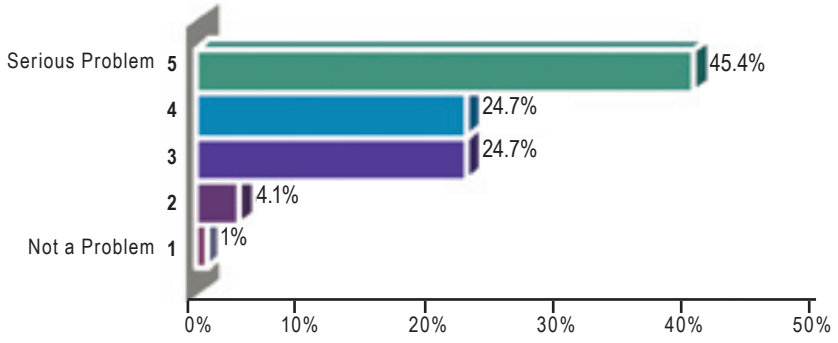
3.1 Knowledge of Trafficking in Persons

An overwhelming number of respondents (99%) reported learning about the issue of human trafficking from their professional work experience. Professional work experience includes direct work with victims (92%), interaction with co-workers (65%), direct work with other service providers (73%), and professional training (36%). Qualitative data revealed that these training opportunities were offered by service providers who have had more experience working with trafficking victims and thus are looked to by other service providers, who have recently begun working with and/or reaching out to these victims, for direction and guidance.

Other respondents (35%) reported that their trafficking knowledge was obtained from academic sources. For example, 11 percent of respondents claimed to have attended educational trainings, such as clinics on human trafficking or school courses where the topic was explored in class; 4 percent reported attending academic conferences; and 26 percent read scholarly articles and reports on the issue. Few respondents (17%) gained their knowledge of trafficking from personal experiences (e.g., family member, friend, neighbor, self). In these cases, respondents reported talking to other knowledgeable people, talking to survivors, observing the practice for themselves, and having conducted extensive research on the Internet. Overall, 71 percent of respondents reported having attended formal classes or information-based workshops where trafficking was addressed (e.g., domestic violence workshops), while 48 percent reported having received formal skills-based training on how to service trafficking victims.

Based on their knowledge of the trafficking issue, respondents were asked to rate the seriousness of trafficking in their area. Figure 13 shows that 95 percent of respondents described trafficking in their geographic area to be in the range of somewhat of a problem (25%) to a very serious problem (45%).

Fig. 13 Level of Seriousness of Trafficking in Service Providers' Area



3.2 Knowledge of the Trafficking Victims Protection Act of 2000

When directly asked about their familiarity with the TVPA, respondents, on average, only felt 'somewhat familiar' with the ruling legislation, as shown in Figure 14.

Respondents had this to say about their familiarity with the TVPA:

- I've read [the TVPA], but I don't really fully understand it because I don't use it on a daily basis.
- I heard of [the TVPA] for the first time in November 2002, so I'm learning more about it.
- I know [the TVPA] exists. I've read some parts of it, but I don't specifically work with it on a daily basis.

These comments could indicate that service providers would benefit from training and/or workshops on the ruling legislation so that they can more effectively collaborate and communicate with government entities to better serve victims of trafficking.

3.3 Barriers to Trafficking Victims' Accessing Services

Trafficking victims access services in different ways. As presented in Figure 15, a majority of respondents (95%) stated that trafficking victims come to their agency/organization through referrals from other service providers or law enforcement. As one respondent described, "My agency is dependent on other agencies to bring us trafficking victims." Respondents also noted that victims hear about their services through word of mouth (54%) and through community outreach efforts (51%). These outreach efforts include street outreach (i.e., presentations around the community) as well as outreach to other agencies/organizations.

Fig. 14 Familiarity with the TVPA

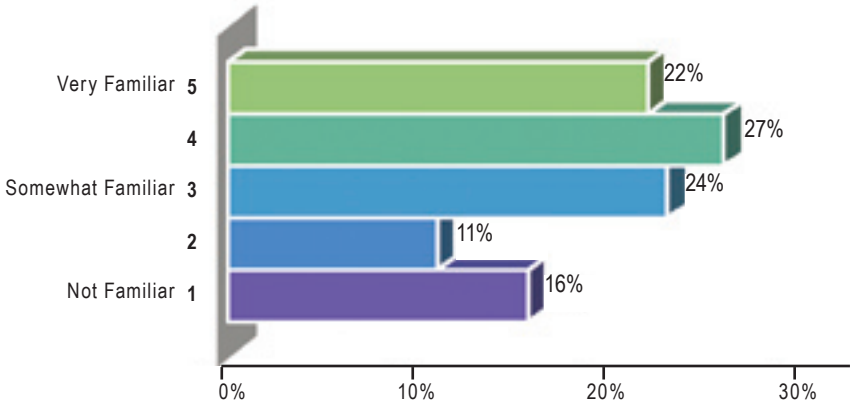
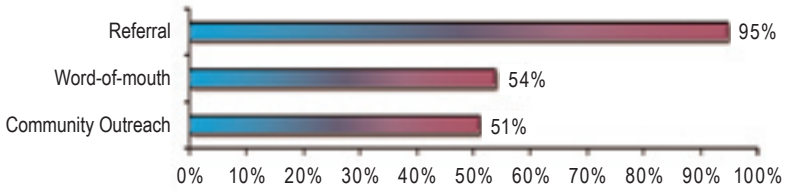


Fig. 15 Victims Accessing Services



Markedly, in response to this question, service providers commonly noted, in qualitative comments, the need for improved outreach, as the nature of trafficking is such that victims are not "touching normal mainstreams at all." Respondents also noted the need for improved outreach to service providers and the general public about trafficking to develop a heightened sense of awareness of the indicators of trafficking. Respondents offered several suggestions for outreach efforts, including public service announcements and media campaigns. To improve outreach to trafficking victims, service providers mentioned making inroads into ethnic communities through the use of ethnic radio, television, and newspapers. In these efforts, respondents noted the importance of being strategic and culturally sensitive in the message that is sent to communities. Finally, respondents observed a need for training among service providers on how to do effective outreach in their areas and locate victims who are 'invisible' and 'isolated,' as well as more resources and staff to devote to outreach efforts.

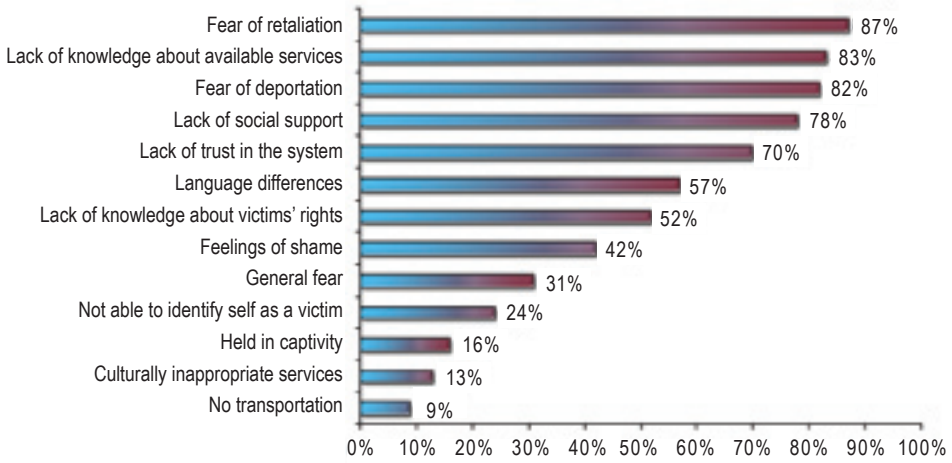
When asked what obstacles exist to trafficking victims' accessing services, respondents noted the following barriers (shown in Figure 16):

While most of the above categories are self-explanatory, a few are described here in greater detail. For example, 'lack of trust in the system' encompassed victims not wanting to testify, fear of the law, fear of arrest, fear of government, fear of police, and a belief that government officials have an anti-immigrant sentiment. 'Culturally inappropriate services' includes responses such as culturally insensitive front-line workers, misunderstood religious beliefs, and cultural differences. The 'general fear' category consists of responses such as brainwashed, learned helplessness, feelings of indebtedness or dependency on perpetrator, mental health issues, fear of the unknown, and lack of self-esteem.

When the data were separated by 'type of trafficking victim served,' it appears that respondents believe labor trafficking victims are most likely to not access services because they fear deportation (91%) and they fear retaliation against themselves or their family members in their home countries (91%). According to respondents, sex trafficking victims do not access services primarily because they fear retaliation against themselves and their families (90%) and because they are not knowledgeable about available services (85%).

Qualitative data generated from telephone interviews and focus groups yielded suggestions that may help more victims get the services they require. Increased outreach in the form of public service announcements and improved collaboration among key partners was reported as a method to help providers identify more trafficking victims. In addition, it was reported that these efforts would help victims self-identify and become more aware of available services.

Fig. 16 Common Barriers to Accessing Services



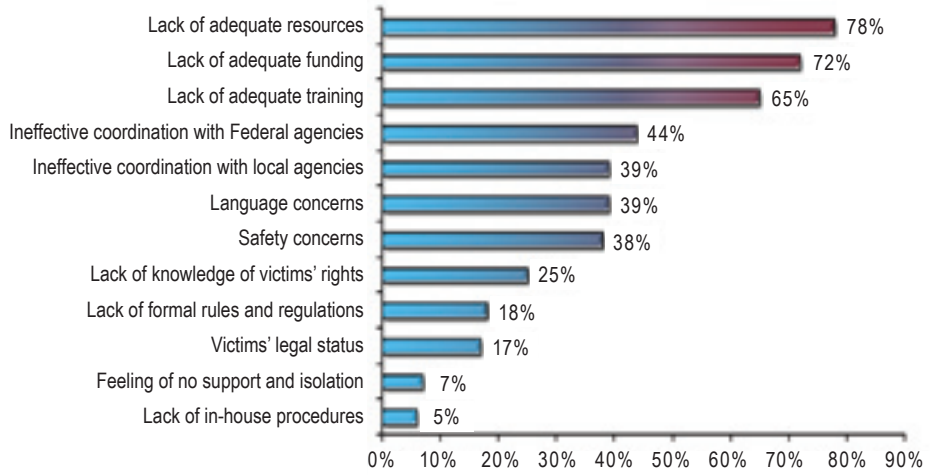
3.4 Barriers to Providing Services

Key Barriers

Respondents identified key barriers to their ability to provide services to trafficking victims. Figure 17 shows the percentage of service providers who reported having to deal with the common barriers to service. Each of these barriers is described in more detail below:

- **Lack of Adequate Resources:**
  Need housing/shelter, staff, transportation for victims, contacts in home countries, and infrastructures designed for this population
- **Lack of Adequate Funding:**
  Need source of funding, especially during pre-certification period
- **Lack of Adequate Training:**
  Need training at all levels; need training on confidentiality issues, how to gain victim trust, outreach methods, how to network and collaborate, cultural/religious competency, identification of victims, how to deal with medical/mental issues, how to service transient populations, and how to manage insufficient number of staff
- **Ineffective Coordination With Federal Agencies:**
  Need to share information; poor reporting and prosecution; delays in certification; no specialized unit/agency
- **Ineffective Coordination With Local Agencies:**
  Ineffective communication at the State level; ineffective collaboration with local police
- **Language Concerns:**
  Not able to readily provide interpreters for all languages/ dialects
- **Safety Concerns:**
  Safety for victims and staff from abusers
- **Lack of Knowledge of Victims' Rights:**
  Lack of knowledge/understanding of TVPA; lack of knowledge of trafficking issue in general; poorly educated general public
- **Lack of Formal Rules and Regulations:**
  Inadequate or frustrating rules; need for legislative advocacy; inadequate victim assistance laws; too strict eligibility requirements
- **Victims' Legal Status:**
  Status renders victim ineligible for social services funding; pre-certification period issues; prior criminal histories
- **Feelings of No Support and Isolation:**
  Do not know which service providers understand this issue or who works with victims of trafficking; do not know how to collaborate
- **Lack of In-house Procedures:**
  Do not have effective protocols; no or inadequate data management systems

Fig. 17 Common Barriers to Providing Services



Resources Needed to Do a Better Job

Respondents were also asked to identify what they would need to do a better job in providing services to trafficking victims. The data were thematically coded and analyzed. The needs most often cited include: funding (72%), especially for pre-certification services; more training (68%) on issues of trafficking, practical information on how to work with trafficking victims and law enforcement, FBI and BICE cultural sensitivity training; collaboration (65%) with other service providers and Federal agencies for specific client issues as well as for general support and sharing of lessons learned in service provision; providing and accessing housing or shelter (43%); resources (40%), such as building space and more staff; community awareness and public education (37%); and outreach to victims (31%). Interestingly, categories on this list demonstrate multiple aspects of how service providers view their own needs. Some listed needs are internal to the service providers themselves, such as funding and resources. Other needs relate to ways in which service providers can work together more effectively, such as through cross-training and better collaboration. Greater community awareness and public education about the issue of trafficking represent two external needs that service providers mentioned during the telephone surveys and focus group.

Respondents also identified what they believe other service providers could use to help improve services to trafficking victims. Similarly analyzed, the needs most often cited include: resources, such as funding, staff, and language services (65%); training, including cultural sensitivity training (43%); and general information on the issue of human trafficking (9%).

TVPA as a Barrier

Analysis of the qualitative data revealed that respondents voiced several concerns about the TVPA as a barrier to service provision. Some service providers (20%) expressed that certain aspects of the TVPA created external barriers to service. Many critiques involved the TVPA's definition of "severe forms of trafficking in persons," which is structured such that the victim must prove "coercion, force, kidnapping, deception, or fraud" to be "certified" as a victim of the crime to receive government-sponsored services. Service providers elaborated how this definition limits the amount of victims that can be eligible for Federal and State benefits because of the burden of proof, especially in trafficking cases of servile marriage and domestic workers. Because threats, intimidation, false promises, and other behaviors of the trafficker in foreign countries are often not recorded or documented, these respondents assert that this high burden of proof imposes a serious hindrance to victims. By defining the crime in this particular way, respondents explain how the legal requirements of the TVPA could contribute to a form of re-victimizing the victim and preventing certain trafficking victims from receiving services.

Further structural critiques of the TVPA surround its heavy emphasis placed on the role of law enforcement. The role of law enforcement is built into the very structure and ideology of the Act, which forces victims to depend on the approval of law enforcement before they can be considered eligible for services. For instance, stipulations within the TVPA ensure that law enforcement agencies are inextricably involved in all three eligibility requirements for an ORR certification letter, which entitles trafficking victims to Federal and State benefits and services. A respondent explained the certification process as such: "First, law enforcement officials make the initial determination if a victim qualifies as meeting the standards of proof to be considered within the definition of a severe form of trafficking in persons. Second, law enforcement officers endorse whether or not the victim is cooperating with the criminal investigation. Lastly, if the victim has not applied for a bona fide T visa, law enforcement officials must request a status of continued presence."

Respondents described how the TVPA structurally places law enforcement in a gate-keeping role, in which officers can essentially determine whether or not a trafficking victim receives services and is certified. Numerous service providers in the study indicated a desire to have a more direct influence on the "certification" process and not be so dependent on law enforcement. One provider even compared the TVPA to other similar legislation, such as the Violence Against Women Act (VAWA), but VAWA does not require domestic violence victims to assist or cooperate with law enforcement to self-petition for services. The TVPA is structured such that law enforcement is inextricably involved in the certification process, and respondents viewed this structure as an external barrier to providing services.

Respondents further explained other obstacles with the certification process. Through such a complicated process that involves the coordination and collaboration of multiple agencies, ORR is unable, in most cases, to

certify victims within days or even weeks. Therefore, service providers encounter what is commonly referred to as a "pre-certification period," during which time the trafficking victim(s) has (have) arrived at the organization and need immediate services but is not certified yet and therefore cannot be eligible for government-sponsored services. While waiting for the ORR letter, victims and local service providers are left in a very difficult limbo period. In this limbo, victims may have no housing, no money, and nowhere to go. Many providers, such as a doctors, lawyers, landlords, and mental health professionals, are reluctant to provide services because of high risk and because they have no guarantee of how they will be paid. Respondents described how this situation requires local providers to provide emergency services by soliciting help from local churches or food banks and to invent creative ways to serve the victims, who are often undocumented immigrants. Although the Federal government has not yet 'certified' the individual as a victim of trafficking, the victim's immediate needs do not go away. Plus, as the lag time increases between the point of initial identification and receiving the certification letter, uncertainty of what is going to happen to them builds in the minds of the victims, and some providers believe that this may lead to increased anxiety and fear. In a related comment about the pre-certification period, one respondent noted, " I do not think that the TVPA is a real support for victims because it doesn't help provide housing, it doesn't provide a stipend that they can live on, and they basically have to wait for paperwork and have to fend for themselves in the meantime."

Additionally, respondents detailed how service providers have little to no control over the speed and commencement of the certification process. If law enforcement does not offer a speedy endorsement, service providers must still attempt to serve the victims in the interim. Plus, respondents believe a built-in clash of incentives may prevent law enforcement agencies from offering their endorsements. Some respondents mentioned that it might not be in the best interest of the law enforcement agency to offer their endorsement prematurely before they have ensured continued cooperation from the victim. In addition, the law enforcement certification for "continued presence" entails tracking, monitoring, and reporting requirements, which all may serve as disincentives for the particular law enforcement agency to sign. For all of these reasons, many respondents in the needs assessment declared this pre-certification period to be one of the most challenging barriers to overcome.

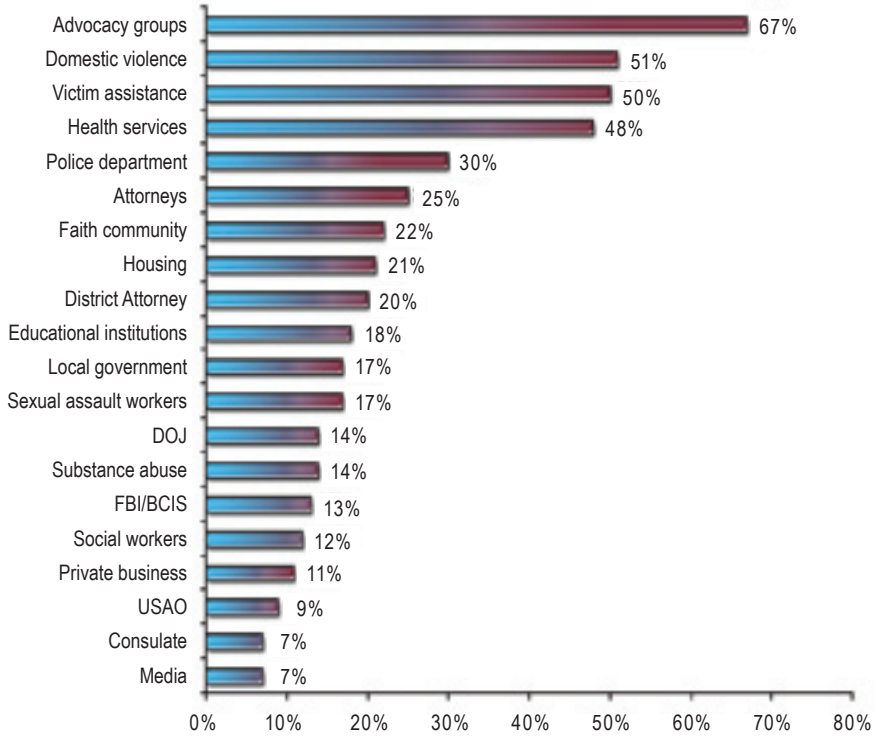
Furthermore, respondents spoke about the barriers associated with obtaining derivative T visas and the need for regulations regarding the T-2, T-3, and T-4 visas. From completing the actual application to the entire process of obtaining derivative T visas, respondents described the procedure as "nearly impossible" and "a very onerous process." Respondents also spoke of the critical role that foreign governments play: "The way that the process is currently structured is that all the immigration documents for family members have to be prepared by the government of the home county, and who can ensure that any government will do that? What incentive does that government have? What will force that government to do that?" Without cooperation from foreign governments, victims face an insurmountable obstacle in obtaining derivative visas for family members.

Lastly, the qualitative data also described the view of some service providers, who feel that the TVPA is dichotomous in nature or has competing built-in interests. Clearly, the TVPA seeks to enhance the well-being of trafficking victims in the United States with all the remedies it offers; however, the legislation also is structured such that assistance to victims is not granted without proof and cooperation on the part of the victim. Hence, certain providers described the TVPA as functioning as a law enforcement tool and a humanitarian measure and claim that it is difficult to serve both purposes.

4. COLLABORATION

Victim service providers who work with trafficking victims are often not equipped to meet all of the needs of a victim in house. Providers instead must often collaborate with other agencies to meet the comprehensive needs of trafficking victims. A list of agencies/ organizations and the proportion of respondents reporting collaborating with such entities for the purpose of better serving trafficking victims are shown in Figure 18. When asked about the affiliations of these collaborative organizations, respondents noted that a majority of these agencies/organizations are local (94%), and many are State operated (40%) or affiliated with national agencies/organizations (33%). Only 19 percent of respondents reported collaborating with Federal agencies. None of the respondents noted collaborating with international organizations, and in qualitative comments service providers expressed a desire to network with other service entities on a local as well as international level.

Fig. 18 Primary Collaborative Partners



Respondents noted the primary purposes for their collaboration with any of the agencies/organizations are to share information (88%), provide training (49%), receive training (45%), share resources (36%), and share staff (13%). In addition, respondents made a distinction between collaboration at the administrative and 'front-line' levels. Comments revealed a need for collaborative activities among front-line workers, so that advocates can share lessons learned, identify best practices, and develop a professional support base at a local and national level. Most frequently noted in comments was a need for "concrete referral processes that are functioning." Several respondents suggested a resource manual or national referral list of service providers, along with respective areas of expertise and/or the scope of services provided. While respondents did note a number of effective collaborative networks currently in existence (e.g., Bay Area Task Force Against Trafficking, Bilateral Safety Corridor Coalition, Stop Trafficking listserv, National Immigration Lawyers listserv, Victims of Trafficking Initiative in Dallas, the Freedom Network, Florida Collaborative Network Against Trafficking), comments demonstrate a need for greater collaboration.

Interestingly, although 98 percent of respondents stated that housing is a primary need for victims, only 21 percent of respondents report that they collaborate with housing organizations. This 'housing' category includes emergency and homeless shelters and child foster care or group homes. The second most cited need is 'health' services (98%); however, only 48 percent of respondents report collaborating with health services such as clinics, hospitals, emergency clinics, dentists, and mental health services. Providers need to form collaborative partnerships, not just with other similarly situated providers, but also with those organizations and agencies that can help them improve their service provision for trafficking victims' extensive needs.

A few respondents did report collaborating with police (30%), FBI (5%), BICE (7%), and the U.S. Attorney's Office (9%). Because these agencies are vital to helping trafficking victims obtain legal access to social services, such as getting a social security card so they can work and better support themselves, greater efforts should be made to build or develop working partnerships with these Federal organizations and agencies. Many service providers recognized the importance of working with Federal agencies, noting a need for more "formalized access" to Federal agencies and "better coordination between Federal and local agencies." Better collaboration with Federal agencies may potentially lead to a streamlined process of obtaining the necessary documentation (certification, T visa) for victims to meet basic needs, such as transportation, food, clothing, and employment. Without proper documentation, it is extremely difficult for victims to secure employment or welfare benefits so they can acquire or sustain their basic life needs.

5. VICTIM FOCUS GROUP

Data from the focus group with trafficking victims was gathered to enrich and supplement the findings from the telephone surveys. This focus group provided valuable insight from the victims' perspectives regarding their experience of receiving services as trafficking victims in the United States. Key areas of interest for this assessment discussed during the victim focus group are:

- **Services Received:**
  The victims received services from a variety of providers, including a local church, a lawyer, a local social service agency, a shelter, a hospital, and various governmental agencies.

- **Obstacles Faced in Accessing Services:**
  Receiving a social security card was cited as being the biggest obstacle to accessing services and being able to find a job for the victims. It was their understanding that they would receive their social security card within 4 to 6 weeks, yet they had been waiting for 9 weeks and still had not been sent their cards. Without this card, no one will hire them. As a result, they cannot get jobs and are dependent on others for finances. In addition, this group of victims felt that the 8-month timeframe to receive medical services was a barrier because some medical needs were more serious and extensive and required longer-term care. The victims explained how something similar to a 'clinic card,' with which they could always access medical services, would be extremely beneficial to them.

- **Level of Comfort Talking With Service Providers About Their Experiences:**
  This group of victims felt comfortable talking about their case with their case managers. Their case managers do a good job of making them feel "happy and safe." They like that the case managers are of their same ethnicity because the caseworkers understand their culture and speak their native language. This was best expressed by one focus group participant, who said, "[service providers] were very believable, and they believe you when you come here."

- **Unmet Needs:**
  They have not received financial aid to help them obtain job training. Moreover, they have not received their social security cards and therefore cannot secure employment.

- **Advice to the Service Provider Community:**
  This group of victims would like their story and similar stories like theirs broadcast in American newspapers and other media outlets, so others can be made aware of what happened to them and what is happening to other victims. They would like an increased level of public awareness about trafficking. They also would like for providers to reach out to other victims and try to find other victims who might be held captive in a trafficking situation. In the words of one participant, "[We] know that if outside people are coming to interview [us], that our story must be getting out and around. It's hopeful and reassuring to see that more and more people are starting to care... [We] want you to continue to help us, and help others who are like us." Another participant commented, "[I] am glad that [we] came here and spoke up for [our] friends, and shared what they need. Now [I] feel like a weight has been lifted off [my] shoulders." Lastly, they wanted to thank the United States government for all the aid and assistance that they received.

- **How to Improve Services to Trafficking Victims:**
  These victims wished that the United States could give more aid to impoverished third world countries, so that these countries would have fewer incentives to export the labor of their citizens. They stressed that they would not like to be sent back to their home country. Furthermore, they are eager to see their families and would like the derivative T visa process to assure them that they can bring their families to the United States or have their family members remain in the United States. In closing, they stressed that they still have friends back home in their home country who were trafficked but who have not received United States services like they have. They feel "guilty that their lives are safe now when their friends are still suffering." They wish that United States service providers could do something to help their friends, too. This sentiment was expressed by one participant, saying, "Help us as much as you can, because victims need help. And we appreciate every help that providers can give."

V RECOMMENDATIONS FOR THE FIELD

This report concludes with a list of recommendations for the field that has been generated from the literature and the data obtained from the telephone surveys and focus groups. These recommendations have been grouped into five categories (i.e., Collaboration and Communication, the TVPA, Training, Education and Outreach, and Case Management) for ease of presentation and are by no means an exhaustive list. Rather, they represent common themes across respondents and are intended to serve as a starting point for discussion and a catalyst for change.

1. COLLABORATION & COMMUNICATION

1.1 Build Interagency Relationships & Identify a Point of Contact (POC) Within Each Organization to Streamline Interagency Collaboration

Effectively serving large trafficking cases requires efficient and streamlined collaboration between numerous Federal, State, and local agencies that often include local law enforcement, BICE, FBI, ORR, U.S. Attorney General's Office, local non-governmental organizations, and other direct service providers. The data from the needs assessment indicate that it would be helpful for these agencies to develop more familiar and stronger working relationships as well as specific protocols for working together. Close communication and frequent meetings might foster better collaboration. Cross-training is one particularly effective way for collaborating agencies to eliminate misperceptions and enhance an understanding of each other's protocols. Agencies that understand each other's standard operating procedures can identify areas of overlap where increased cooperation could be particularly useful. Moreover, the identification of a specific Point of Contact (POC) within each organization could potentially facilitate the process of building interagency relationships and might reduce confusion or conflicting information about how the agencies should contact each other.

In addition to the agencies mentioned above, data from the needs assessment also identify gaps in levels of collaboration and highlight key players that may often not be included in a collaborative service response. To effectively and efficiently respond to the comprehensive needs of trafficking victims, relationship-building efforts should also be extended to housing entities, local employers, translation/interpretation services, and medical, dental, and mental health providers. In sum, efforts to build interagency relationships and enhance levels of collaboration should be extended not only to relevant Federal agencies but also to local providers that can assist in meeting the specific needs of trafficking victims.

1.2 Increase Sharing of Information Between Domestic and International Service Providers

The numerous agencies that have responded to the trafficking-in-persons problem vary in scope and breadth. Some local agencies spend a majority of their efforts directly serving the needs of trafficking victims in their particular target area. Other international agencies/organizations work on a multinational scale to address the root causes of trafficking. An information gap has the potential to emerge between service providers with such varying goals and purposes. However, the data from the needs assessment highlight the untapped strength that could result if both of these types of entities joined forces by increasing their sharing of information. Moreover, for agencies that are doing similar work on different scales and in different countries, the sharing of promising practices could foster more effective service provision, both domestically and internationally.

1.3 Use Protocols to Clearly Define Agency/ Organization Roles to Reduce Duplication of Efforts

Collaboration is often impeded when partnering agencies do not have specific and clearly defined roles or protocols for working together. A lack of defined roles and protocols also poses the tendency to lead to power struggles, muddled information, inconsistent service

delivery, and uncorrected assumptions about which agency is responsible for which tasks. To enhance the effective and efficient teamwork between collaborating agencies in serving trafficking cases, the data from the needs assessment suggest that service provision might be improved through the employment of collaborative protocols to more clearly delineate roles. Cross-training has the ability to assist in the development of shared protocols because it enhances understanding between agencies and organizations and can help identify similarities and differences in individually pre-existing protocols.

For example, immediately after a victim is identified, numerous staff from multiple agencies must be contacted to initiate the process of a Federal investigation, legal prosecution, and service response. In essence, collaboration between agencies is required from the first moment a trafficking victim comes to the attention of the authorities. Shared protocols that specifically define each agency's role and responsibilities could potentially streamline and standardize the collaborative response to the identification of a trafficking victim (e.g., shared intake procedures, shared case notes with built-in protections of confidentiality). These protocols might outline various aspects of the service response, such as which agency talks to the victim first, which agency inquires about the case history (to prevent repeated intrusive case interviews and avoid unnecessary repeated trauma), which agency transports the victim to safety, and in what chronological order all these case developments should occur.

1.4 Provide Training in Collaboration, Coalition Building, and Team Building

Although serving a trafficking case often requires effective collaboration among many different types of agencies and organizations, the results of the needs assessment indicate that many service providers are not necessarily well prepared for such an increased level of interagency cooperation. Because effective case management entails the coordination of efforts from so many varying sources, the ability to collaborate becomes a requisite skill for trafficking service providers as they try to meet the many needs of trafficking victims. This being the case, training in the areas of collaboration, coalition building, and team building might provide useful information and skills for service providers as they attempt to work together. More specifically, this training could potentially pertain to the development of interagency Memoranda of Understanding (MOUs), the creation of shared terminology between agencies, and the formulation of guidelines and procedures for working through a case in a collaborative manner.

1.5 Establish a Trafficking Experts Database

Data from the needs assessment indicate that many trafficking service providers seek support in the areas of organizational development, program implementation, collaboration, and service delivery. For many victim assistance professionals, the issue of trafficking in persons is still very new and relatively unfamiliar. There is a clear need for the sharing of information and expertise between providers with varying levels of experience with this issue. A repository of experienced consultants represents one promising method that could facilitate information sharing and foster the exchange of technical assistance. For example, the Office for Victims of Crime Training and Technical Assistance Center (OVC TTAC) maintains a national database of expert consultants who have years of hands-on experience working in specific areas of victim services.[85] Through the use of these consultants, OVC TTAC offers expert support, mentoring, and customized response resources to members of the field and service providers around the country.[86] Victim assistance professionals who work with trafficking victims could capitalize on the pre-existing structure of the OVC TTAC consultant database in the creation of a repository of trafficking experts. Experienced trafficking service providers clearly exist throughout the country, and the need for information sharing, training, and technical assistance is also evident; the establishment of a trafficking experts database will help channel this supply and demand in an organized way and structure the process of mentorship and program support.

1.6 Develop a National Trafficking Victim Service Provider Referral List

The data from this study point to a need for more effective information dissemination regarding available service providers within the United States. Certain providers may be unaware of other agencies in their region and outside of their region to which they could refer victims for similar or complementary services. A comprehensive national trafficking victim service provider referral listing could play a valuable role by filling the information gap between providers and offering each organization a critical resource that would help enhance collaboration and information sharing. Numerous respondents in the assessment identified a need for this resource. However, because the referral

list could serve as a mechanism for how traffickers locate victims or places where services are rendered, providers and researchers should take into careful consideration issues of safety for the victim and the provider when constructing such a national referral list. Online referral lists can be protected in various ways, including creating a password or only listing the name of the agency and the 800 telephone number.

Data from the needs assessment identify a large disparity among service providers regarding levels of knowledge about available interpretation services and language hotlines. While some providers used accessible national hotlines that offered an exhaustive array of available languages, other providers were not aware that such hotlines even existed and struggled to find interpreters. The National Domestic Violence Hotline at 1-800-799-SAFE, for example, has the ability to access over 100 languages on the telephone.[87] In addition, the Trafficking in Persons and Workers Exploitation Task Force complaint line, at 1-888-428-7581, has a similar extensive language access capability.[88] This disparity of information about language services can be alleviated with more effective information dissemination activities. Interpretation services are just one area where a national referral list could greatly assist information sharing among service providers.

1.7 Analyze Interagency Processes and Their Communication/Collaboration with Victim Service Providers

Findings learned from the needs assessment suggest that further research might illuminate interagency processes that could help in the development of specific protocols for identifying and helping trafficking victims. Furthermore, while cooperation and coordination between different agencies are obviously necessary, the specific implementation procedures are still being developed. A systematic look at the developmental stages and implementation procedures used in communication and collaboration will greatly shed light on best practices for service providers who are working with trafficking victims and for those organizations that are just beginning to work with this population.

2. THE TVPA & THE CERTIFICATION PROCESS

2.1 Increase Awareness and Understanding of the TVPA and Its Accompanying Rules and Regulations

A thorough understanding of the TVPA and its accompanying rules and regulations can greatly assist service providers as they attempt to meet the needs of trafficking victims. From the first contact of identifying victims of trafficking, through the certification process, to the end of obtaining a T visa, the TVPA contains specific regulations and stipulations that service providers must closely follow. Data from the needs assessment identify varying levels of knowledge of the TVPA throughout the community of providers that work with trafficking victims that range from complete unfamiliarity to intimate expertise. Efforts to generate a more widespread understanding of the TVPA represent a positive step towards more effective service provision for trafficking victims. These efforts may include trainings, workshops, conferences, essays, publications, and policy analyses. In addition, the focus of these endeavors should not be limited to fostering an information-based understanding of the TVPA. To effectively serve victims while adhering to the regulations of the TVPA, providers must be able to apply their understanding of the legislation. Therefore, skill-based "how to" training might also assist providers as they attempt to navigate the requirements and criteria of the Act. Moreover, with the proposed changes to the TVPA contained in its pending reauthorization, it is important that mechanisms be provided to ensure that service providers are made aware of any modifications and resulting implications for their clients (e.g., amendments to the Immigration and Nationality Act, such as definitions and admission criteria of nonimmigrants).

2.2 Provide Increased Funding for the Pre-certification Period

Data from the needs assessment consistently highlight the difficulty of service provision during the time period when the ORR has not yet certified trafficking victims. Although the ORR certification letter does make trafficking victims eligible for many much-needed services once it is approved, issued, and received, the certification process takes time while trafficking victims' needs often go unmet. Service providers report difficulties meeting the immediate needs, such as housing, medical care, mental health counseling, child care, and even basic food and clothing when trafficking

victims are not yet certified by the ORR. It would be helpful for the service provider community to continue to develop creative, innovative, and collaborative ways to care for victims during this onerous pre-certification period, especially in the areas of emergency housing and medical care.[89]

Some providers in the needs assessment suggested solutions to the difficulties of the pre-certification period. A few respondents mentioned the possibility of an "interim" period of eligibility for services and government benefits while a victim is waiting for his or her certification letter. Others described the potential positive results of the creation of formal timetables and deadlines to speed up the certification process and prevent delays. Both of these suggestions have merit and warrant further consideration by service providers and policy makers.

2.3 Explore the T Visa Application Process for Ways It Can Be Streamlined

Numerous respondents described the intricate difficulties of the T visa application process and how such complexities can become a barrier to service. Detailed eligibility requirements and heavy demands for documentation both can obstruct efficient and effective service delivery. Consequently, data from the needs assessment suggest that an examination and potential revisions of the T visa application process could greatly assist more trafficking victims in obtaining the protections that they need.

For example, some respondents described the unrealistic requirements to obtain a derivative T-2 or T-3 visa for a family member living in a foreign country, specifically with regard to the inclusion of a precise type of photograph. As it reads in form I-914, Application for T Nonimmigrant Status, and Form I-914, Supplement A, Application for Immediate Family Member of T-1 Recipient, "...the application package shall include three identical photographs of the applicant. The photographs must have been taken within six months of the filing the application, and be un-mounted and un-retouched. The photographs shall be three-quarter views of the right side of the applicant's face, showing the applicant's entire face, including the right ear and the left eye. The photographs shall be 1 1/2 X 1 1/2 inches. The applicant's head shall not make up less than 3/4 of the photographs. The background must be consistent and light in color. The applicant's name and A#, if known, shall be lightly printed on the back of each photograph with a pencil.... The photographs of the derivative must comply with the same requirements as the photographs of the Principal Applicant, described above."[90] These respondents described how such detailed and specific requirements could be next to impossible to meet for an impoverished family member living in a rural area of a foreign country without access to the necessary equipment for such a photograph. Thus, modifications to the T visa application process might better assist victims of trafficking. Moreover, findings learned from the needs assessment suggest that further study of the victim certification and T visa application process would be useful in order to understand whether the recommended streamlining of the process is necessary or feasible.

3. TRAINING

3.1 Provide Training and Develop Protocols to Assist Providers in Identifying Trafficking Survivors

Although increased knowledge of the definition of human trafficking may lead to an improved ability of service providers to identify victims, awareness alone is not sufficient to eliminate or reduce victim identification as a critical barrier to service. Data from the needs assessment indicate that service providers need to develop enhanced mechanisms or screening procedures to better identify victims. Many respondents voiced the general perception that more victims were 'out there' but were hard to locate or find. The provision of more training and the development of tailored protocols, specifically in the area of victim identification, will respond to service providers' desire to enhance their ability to detect and distinguish trafficking victims. As stated above, law enforcement agencies are one area of service where training and identification protocols might have a substantial positive impact. Specifically tailored PSAs or instructional materials for service providers and law enforcement agencies may assist in the identification of victims.

3.2 Seek Out and/or Develop Skill-based Trainings on How to Work with Trafficking Victims

Trafficking victims are a unique victim population with a wide array of needs. Working with these victims can be a very delicate and sensitive task, especially due to the high potential for re-victimization. Unnecessary or duplicative probing case interviews can be an exhausting and traumatizing experience for victims of trafficking. The results of the assessment highlight the

need for increased and continued skill-based training to offer more guidance to service providers as they attempt to work with this distinct victim population. For example, front-line workers in immigration and other government offices need to become culturally aware of how trafficking victims may have completed government forms with customs from their home countries (e.g., last name is given first, birth date is in reverse order). Awareness of these cultural differences can reduce confusion and waiting time for forms to be processed or re-processed. Furthermore, trainings should also work to differentiate trafficking victims from other populations, such as refugees or sexual assault victims, so that each different population is served in a sensitive and responsive manner that addresses its particular set of needs.

Skill-based training on how to work with trafficking victims could benefit a wide spectrum of service professionals that might encounter these victims in their work, ranging from FBI and BICE Victim Witness Coordinators to front-line workers in other social service arenas, such as welfare, hospitals, health clinics, or public assistance offices that offer Food Stamps or child care. While training is essential for the providers that will inevitably come into the most contact with the victim, guidance and education should also extend to a wider net of providers from whom trafficking victims may require services.

3.3 Develop Protocols Specifically Geared for Working with Victims of Trafficking That Can Be Shared With the Field (e.g., client intake forms, mental health assessment instruments, computerized case summaries)

Tailored service protocols for trafficking victims can be a useful tool for service providers as they work with this unique victim population. These protocols should be specifically developed with the presenting needs of trafficking victims in mind. The results of the needs assessment highlight gaps in service protocols, such as the lack of tailored intake forms or customized case history interview procedures. Mishandling either of these aspects of case management possesses the potential cost of unnecessary trauma to the individual victim. Consequently, the development of protocols that are specifically geared for trafficking victims could greatly assist the field with effective case management practices. However, the needs assessment also highlighted a difference in service ideology about the need for such protocols among various providers. While some providers viewed standardized protocols as an essential feature of case management, other providers felt that such protocols might impose a restrictive structure on an already-traumatized victim. Data from the needs assessment suggest that this conceptual difference should be considered in the development of tailored service protocols for trafficking victims. For example, when developing potential protocols, providers might consider ways that the protocol could provide an overall format for services but still allow for considerable individualized flexibility.

3.4 Increase Training for Local Law Enforcement on How Best to Serve This Population

The structure and ideology of the TVPA places law enforcement entities in a very important and unavoidable role in the service response to a trafficking case. For example, law enforcement agencies are inextricably interwoven into all three eligibility requirements for an ORR certification letter. Hence, trafficking victims must depend on law enforcement for an endorsement that confirms their cooperation with the criminal investigation and that correctly identifies them as a victim of a "severe form of trafficking in persons." Victims must receive this approval from law enforcement before they can receive a wide array of government-sponsored services. Data from the needs assessment indicate that increased training of local law enforcement agencies could greatly enhance services rendered to trafficking victims, largely because law enforcement plays such a critical role in the process. Such trainings could focus on identifying victims and working with victim advocates or other service providers. Training could also concentrate on reporting, outreach, cultural sensitivity, and/or increasing the knowledge base of law enforcement about human trafficking in general.

3.5 Evaluate the Effectiveness of Training Protocols and Programs

Service providers who have experience working with numerous trafficking victims and those advocates and researchers who are familiar with this issue provide training to their co-workers and others in the field interested in learning more about this topic and how best to serve its victims. While these efforts are commendable, evaluation of these trainings is imperative to ensure their appropriateness, effectiveness, and uniformity of information dissemination for those instances where information can be standardized.

4. EDUCATION AND OUTREACH

4.1 Raise Awareness and Understanding of the Definition of Trafficking in Persons for Service Providers and the General Public

Despite the occurrence of the practice of trafficking in persons in the United States, the results of the needs assessment indicate that service providers perceive a substantial information gap in awareness of the crime. This lack of awareness occurs for the service providers themselves, for victims, and throughout the general public. The reality remains that many people do not know or understand very much about human trafficking as it occurs in the United States. Data point toward the need for increased awareness of the crime on many fronts. Related to the lack of awareness, respondents reported a lack of a clear understanding of the definition of trafficking in persons. In addition, they also described the service-related implications of low levels of awareness or confusion about the definition of the crime. Vigilant awareness and a sound understanding of the definition of trafficking lead to service providers' increased ability to identify and differentiate trafficking victims as a unique victim population. To prevent service providers from misidentifying trafficking victims or inadvertently denying services to a victim who may otherwise be eligible by definition, this study highlights the need for increased awareness and understanding of the specific definition of trafficking in persons. Public service announcements (PSAs) offer one potential means of disseminating information about human trafficking to victim assistance professionals and the general public.

Awareness-raising efforts should also focus on law enforcement agencies. Because of their critical role in making the initial determination of which victims meet the definition of trafficking and are thereby eligible for services, law enforcement agencies represent one particular area where awareness efforts could be of great benefit to victims.

Awareness-raising efforts to assist identification of victims might also be particularly well targeted towards BICE officials. Educating these professionals about the tactics of traffickers (e.g., fraudulent entry papers, posing as family members, answering for the victim during interview questions) will identify clues and behaviors to red flag and to look for. Through increased training, immigration and border authorities might learn to more effectively identify suspicious trucks or recognize predictable answers to certain immigration questions. These training efforts might lead to the creation of trafficking victim identification protocols to be used by the officers that make decisions regarding entry into the United States.

Lastly, awareness-raising efforts could also affect the 'demand-side' of human trafficking. By educating potential 'buyers' of trafficked persons, such as "Johns" who purchase the sexual services of a prostitute, an increased understanding of the horrors of the crime of human trafficking might have a deterrent effect. With increased knowledge of the far-reaching effects of human trafficking, socially minded consumers might also avoid buying certain products that resulted from the forced work of labor trafficking victims.

To operationalize increased awareness efforts, the results of this study highlight the need for the victim services community to explore methods of more effective information dissemination between providers, among collaborative partners, and to the general public. These methods may take on many forms but might include conference presentations, local trainings, research roundtables, cultural competency workshops, and PSAs geared to the general public. Incorporating the issue of trafficking in persons more directly into college-level courses might also inform the population of our nation's college students. Information dissemination activities such as these will help bring human trafficking to an issue of salience in people's minds. By getting the word out through such methods, increased general awareness of the crime could potentially lead to better victim identification, increased vigilance for cases of human trafficking, and more effective collaboration between service providers. Furthermore, these efforts should include, but not be limited to, major cities. Information dissemination is also needed throughout more rural or agricultural areas and tribal communities within the United States.

Specifically, information dissemination would be helpful with regard to the United States Department of Justice Trafficking Hotline, at 1-888-428-7581. This hotline enables individuals to report a case of human trafficking or involuntary servitude directly to the Federal government.[91] Administered by the Trafficking in Persons and Worker Exploitation Task Force, this hotline is toll free and offers extensive foreign language translation services in most languages.[92]

4.2 Improve Victims' Understanding of the Criminal Justice Process to Enhance Their Cooperation With Law Enforcement and Prosecutors

As one of the many eligibility requirements for both the ORR certification and the T visa, victims' cooperation with law enforcement is explicitly incorporated into the structure of the TVPA. Unfortunately, for a variety of reasons, trafficking victims may be fearful of cooperating with law enforcement, which potentially denies them the much-needed assistance that could significantly impact their well-being. Hence, improved ways to educate victims about the United States criminal justice system may reduce the uncertainty and unfamiliarity that frequently prevent victims from cooperating with law enforcement and prosecutors.

4.3 Develop Outreach Materials for Trafficking Victims in Different Languages That Are Publicized in Specific Immigrant Communities That Are Easy to Understand and Do Not Require Much Reading (e.g., advertisement on ethnic radio/TV, newspapers, Laundromat, supermarket, churches)

One of the reasons why trafficking victims are so hard to locate is because they may be isolated or live in specific self-contained immigrant communities. Not only might these communities predominantly speak a language other than English, but residents may not have fully integrated into American institutions as well. Targeting these communities with outreach efforts might be a good strategy for identifying more trafficking victims. The development of PSAs in multiple languages for targeted media outreach efforts in these communities is one way to spread the word about what services are available to victims of trafficking. These PSAs can work to reduce the information gap and encourage more victims to come forward and access services. As an example, radio PSAs might have a uniquely far-reaching effect if many residents of these ethnic enclaves listen to a popular radio station that is broadcasted in their language of origin.

Victims of trafficking display a wide range of demographic characteristics. As such, while this specific victim population may include highly educated individuals, a majority of trafficking victims are relatively uneducated and come from third world countries with high rates of poverty. Because of these low levels of education and literacy, numerous service providers in the needs assessment noted that outreach materials to trafficking victims should not be wordy, lengthy, or difficult to understand. In addition, victims of trafficking may only have a brief period of time to read informational flyers and materials, simply because their actions may be closely watched and monitored.

4.4 Assess Providers and Victims' needs in all 50 States and Abroad

As the trafficking in persons problem grows and as the United States attempts to deal with it, both domestically and abroad, a thorough understanding of services available throughout the United States and abroad will prove useful. Efforts should be made to conduct a similar study, including more geographical diversity as the provision of services for trafficking victims expands. Continuously learning about the needs of trafficking victims and what service providers need to best serve this population will only prove to enhance service provision.

5. CASE MANAGEMENT

5.1 Employ Case Managers of the Same Ethnicity and Culture as Victims to Increase Cultural Sensitivity

Cultural differences and language barriers both can impede the service response to a trafficking case when a case manager is of a different ethnicity and background than the victim. In addition, trafficking victims may exhibit a decreased likelihood to trust a case manager of a different ethnicity, especially given already-elevated levels of fear, anxiety, and distrust. Case managers of the same ethnicity as the victims can begin to ease distrust and fear by overcoming language differences and by providing culturally sensitive services through intimate knowledge of the cultural system of values. Numerous service providers and victims themselves reported the various ways that case managers of the same ethnicity as the victims greatly assisted their agency in meeting the victims' needs. As such, the data from the needs assessment indicate that efforts to employ a culturally diverse staff of multi-lingual case managers can lead to more effective case management.

A few providers also stated their belief in the importance of employing past victims or 'survivors' as service advocates. These past victims might not only be able to help alleviate cultural and language needs, but they also can offer insight and empathy into the intimate emotions and mental health effects of the experience of being trafficked. By fostering trust and demonstrating a unique sense of empathy, survivors of human trafficking can serve as effective victim assistance professionals. Moreover, for certain

survivors, involvement in prevention efforts to assist other victims might become part of the process of healing and empowerment.

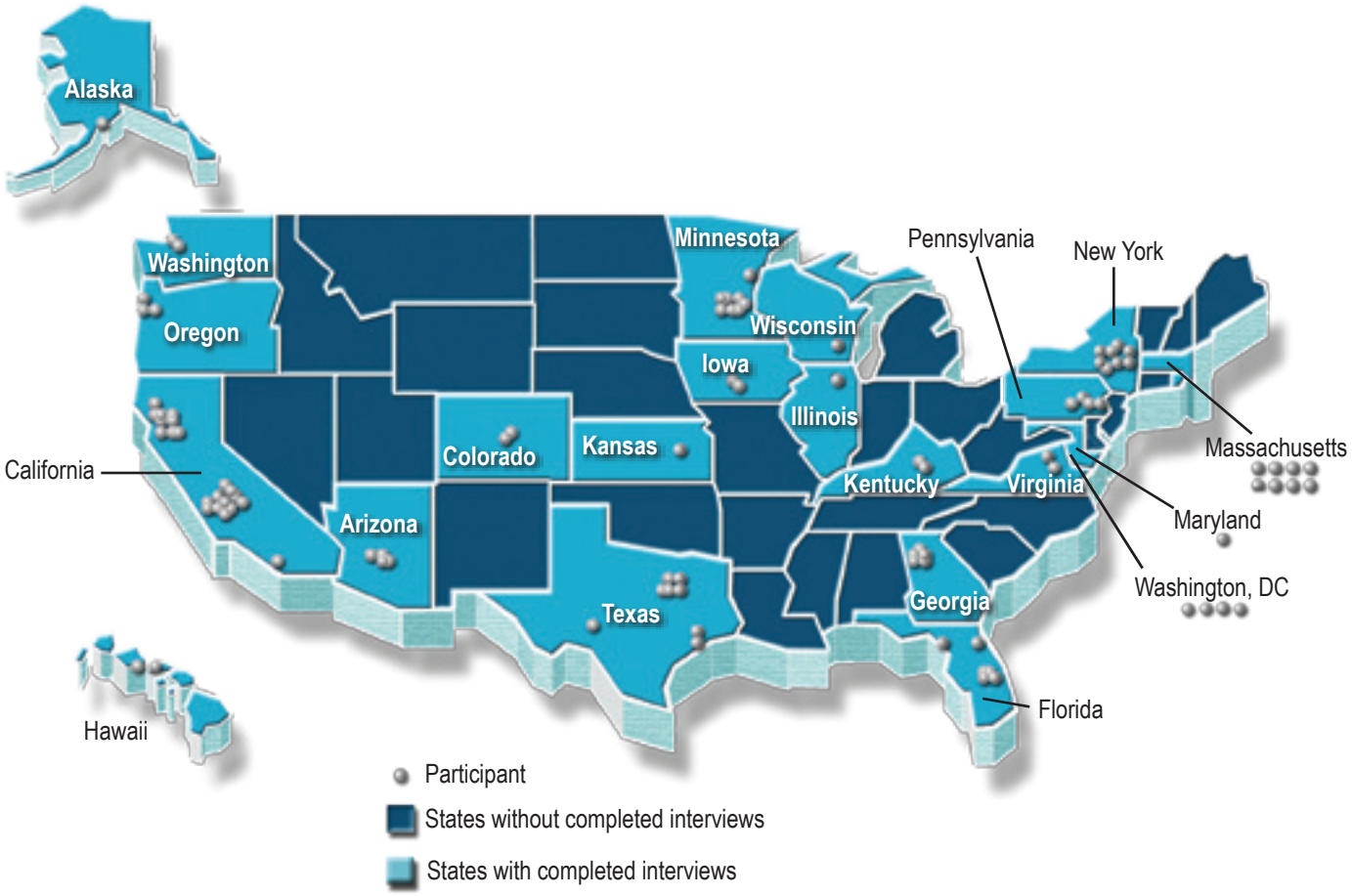
5.2 Focus Efforts to Develop More Housing and Shelter Resources for Trafficking Victims

Service providers in the needs assessment consistently voiced concern about the housing and shelter needs of trafficking victims, especially during the pre-certification period, when they are not yet eligible for government services. Providers who had experience attempting to serve trafficking victims during this pre-certification period described the difficulties in obtaining housing and shelter for the victims as a primary unmet need. Currently, there are limited outlets and almost no specific funding for trafficking victims to secure housing and shelter while they receive emergency social services. Data from the needs assessment highlight this shortage of housing options for trafficking victims. As a result, focused efforts to develop more housing and shelter resources might be a crucial benefit to trafficking victims as they receive services. Furthermore, trafficking victims display housing needs throughout their course of service. Not only do trafficking victims need immediate emergency housing, they also need safe transitional housing (e.g., halfway houses) as they attempt to reintegrate into American life and need secure long-term housing after their initial service response has ended. These various tiers of housing needs are all areas identified by the present research project as requiring further attention and response efforts.

These recommendations and suggestions for future research are intended to serve as a springboard for generating ideas and discussion on how to better service provision for humans trafficked in the United States. Research such as this can ensure that funds are appropriately allocated to best meet the current needs of victims.

APPENDIX A

Trafficking Needs Assessment Interview Participants



APPENDIX B

FORM APPROVED
OMB NO. 1121-0262
Expiration Date: 01/31/2003

SERVICE PROVIDER TELEPHONE SURVEYS

Contact Log:

Contact Attempt	Date	Day of week	Time	Interviewer	Outcome
Attempt #1					
Attempt #2					
Attempt #3					
Attempt #4					
Attempt #5					

Interview start time: _____ Stop time: _____ Length: _____ minutes
Name of Agency/Organization: _____
Phone #: _____ (home) _____ (work)
City: _____ State: _____

Interviewer Note: We are interviewing direct service providers who have experience working with trafficking victims or who see a role for their agency in working with trafficking victims. Prior to terminating any interview ask for a referral for other agencies, organizations or individuals in the targeted area who we should contact for this study. Confirm with the respondent that he/she has the Response Lists in front of them before beginning the survey. Be sure to read instructions and the following burden statement: "Under the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it contains a currently valid OMB control number (refer respondent to the OMB number and approval at the top of each response list). The burden of this collection is estimated to average 1 hour per response, including the verbal description of the study, review of instructions, and completion of the telephone surveys. You can send comments regarding this burden estimate or any aspect of this survey, including suggestions for reducing this burden to Marvene O'Rourke, Deputy Director, at (202) 514-9802."

BACKGROUND INFORMATION

1. What is the name of your agency/organization? _____

2. What is your title and/or position? _____

3. How long have you been in this position? _____ months/years

4. Is your program based in a: [*Do not read categories-use to record responses and probe as needed.*]

   - ❑ City Attorney's office
   - ❑ District Attorney's office
   - ❑ Educational institution
   - ❑ Medical facility
   - ❑ Police department
   - ❑ Private for-profit agency
   - ❑ Private nonprofit agency
   - ❑ Religious faith community

❑ Other _____

5. In general, what type of clients does your agency/organization serve?
   [*Do not read categories—use to record responses and probe as needed.*]

   - ❑ Burglary
   - ❑ Child abuse
   - ❑ Elder abuse
   - ❑ Domestic violence
   - ❑ Fraud
   - ❑ Homicide
   - ❑ Labor
   - ❑ Property crimes
   - ❑ Robbery
   - ❑ Sexual assault/rape
   - ❑ Violent crime/assault
   - ❑ Other _____

6. What is your agency/organization's average monthly caseload? ___ clients per month

GENERAL KNOWLEDGE

7. How do you/would you identify a client as a victim of trafficking in persons?
[*Mark all that apply. Do not read categories - use to record responses and probe as needed.*]

- ❑ Victim's legal status (i.e., T visa recipient, legislation definitions)
  [*Provide definition of T visa: The T visa is a government issued visa given to trafficking victims who are part of a prosecution and given permission to remain in the country temporarily.*]
- ❑ Victim's problems (assessed after client in take)
- ❑ Victim's self-identification

8. How do you gain your knowledge of trafficking victims?
[*Mark all that apply. Do not read categories—use to record responses and probe as needed.*]

- ❑ Academic knowledge
- ❑ Educational training
- ❑ Academic conferences
- ❑ Scholarly articles, reports
- ❑ Other: _____
- ❑ Personal knowledge
- ❑ Family member
- ❑ Friend/Neighbor
- ❑ Myself
- ❑ Other: _____
- ❑ Professional knowledge
- ❑ Professional training
- ❑ Interaction with co-workers
- ❑ Direct work with victims
- ❑ Direct work with other service providers

9. Have you attended formal workshops or classes on trafficking in persons?

- ❑ Yes (What were they?)
  [*Probe for type of workshop/class, name of provider, role of respondent*]
- ❑ No

10. Have you received formal training on how to service trafficking victims?

- ❑ Yes (What type of training?)
  [*Probe for name of training, when received and name of provider, role of respondent.*]
- ❑ No

11. How familiar are you with the Victims of Trafficking and Violence Protection Act of 2000?

Not Familiar		Somewhat Familiar		Very Familiar
1	2	3	4	5

12. How would you rate the seriousness of the trafficking in persons problem in your area?

Not a Problem				Very Serious Problem
1	2	3	4	5

CLIENT POPULATION

Now, I would like to ask you some questions about the trafficking victims your agency/organizations serve.

13. What percentage of your clients are:

- ❑ Females ___%
- ❑ Males ___%
- ❑ Other ___%

14. Do you primarily work with trafficking victims who are:
[*Mark all that apply—specify age at the time client entered the system*]

- ❑ Adults: specify age range: _____
- ❑ Children: specify age range: _____

15. How many trafficking victims has your agency/organization ever served?

- ❑ 1-5
- ❑ 6-10
- ❑ 11-15
- ❑ 16-20
- ❑ More than 20

16. How many of those trafficking victims were served in the past year?

- ❑ 1-5
- ❑ 6-10
- ❑ 11-15
- ❑ 16-20
- ❑ More than 20

17. What is the number of staff (including the Director) who work with trafficking victims?

- ❑ _____Full-time
- ❑ _____Part-time
- ❑ _____Volunteer

18. What kinds of trafficking victims do you/have you worked with?
[*Mark all that apply. Refer respondent to Response List #1.*]

19. Which countries do your trafficking victims represent?
[*Mark all that apply. Refer respondent to Response List #2.*]

20. What languages are spoken by most of your trafficking victims?
[*Mark all that apply. Refer to Response List #3.*]

21. Are interpreters available for trafficking victims?

- ❑ Yes, for all languages
- ❑ Yes, for some languages (*specify*) _____
- ❑ No

22. Which of the following best represents the status of your trafficking victims?
[*Do not read categories—use to record responses and probe as needed.*]

- ❑ Immigrant (*status*) _____
- ❑ Permanent resident
- ❑ T visa
- ❑ Refugee (*status; legal vs. personal classification*) _____
- ❑ Other _____

23. How would you rate the severity of your trafficking victims' problems as compared to your other clients? [*If rated a 4 or 5, probe for examples/explanation*]

Not Severe		Moderate		Severe
1	2	3	4	5

Examples/Explanation:

24. In what other ways are the problems/needs of trafficking victims different and/or similar to other victims of crime?
[*Record respondents' generated list of similarities/ differences and probe for clarifications. Probe for similarities/ differences in: length of service, presence of support networks (i.e., level of isolation), level of fear, level of trust, ability to communicate with service providers, type of services.*]

SERVICE DELIVERY

Now, I would like to ask you some questions about the actual services your agency/organization provides to trafficking victims. [*Refer respondent to Response List #4 for questions #25-27.*]

25. In general, what services have trafficking victims needed?
    [*Mark all that apply on Response List #4.*]

26. What services has your agency/organization been able to provide trafficking victims?
    [*Mark all that apply on Response List #4.*]

27. Which services, if any, has your agency/organization referred out to other service providers?
    [*Mark all that apply on Response List #4,*]

    What is the name of the referred agency/organization?
    [*Obtain contact information if available.*]

28. What is the average length of the service your agency/organization provides to trafficking victims?

    - ❑ Less than 1 week
    - ❑ One week to 1 month
    - ❑ More than 1 month up to 3 months
    - ❑ More than 3 months up to 6 months
    - ❑ More than 6 months up to 12 months
    - ❑ More than 12 months
    - ❑ Don't know

29. For those services that your agency/organization does provide to its trafficking victims, do you think you are:

    - ❑ More than adequately meeting those needs
    - ❑ Adequately meeting those needs
    - ❑ Meeting some needs but not others
    - ❑ Having difficulty meeting needs

30. Do you have formal procedures/protocols in place for how to serve/treat trafficking victims?

    - ❑ Yes [*Please describe the procedures/protocols.*]
    - ❑ No [*Skip to question #32.*]

31. Do you think the procedure/protocols are useful?

Not Useful		Somewhat Useful		Useful
1	2	3	4	5

32. Do you think procedures/protocols are necessary? (Please explain)

- ❑ Yes
- ❑ No

33. Do you charge trafficking victims a fee for your services?

- ❑ Yes
- ❑ No

34. Do you have a recording system for the services you provide to trafficking victims?

- ❑ Yes (*Please explain the system*)
- ❑ No (*Please explain why not*)

35. What is most likely to happen to the trafficking victims you serve?
[*Mark all that apply. For each classification marked, probe for % of cases.*]

- ❑ Deported: _____% of cases
- ❑ Permanent resident status: _____% of cases
- ❑ Employment: _____% of cases
- ❑ Don't know: _____% of cases
- ❑ Other _____: _____% of cases

36. How do the trafficking victims learn about your agency/organization?
[*Mark all that apply. Do not read categories-use to record responses and probe as needed.*]

- ❑ Referrals—

  For those services referred, with which agencies have you primarily worked?_____
- ❑ Brochures or other written materials in (other) offices
- ❑ Community outreach
- ❑ Informational letter
- ❑ Newspaper ads
- ❑ Radio announcements
- ❑ TV announcements
- ❑ Walk-in
- ❑ "Word of mouth"
- ❑ Other _____

BARRIERS TO SERVICE

37. What are the most critical barriers/challenges you face in providing services to trafficking victims? [*Mark all that apply. Do not read categories—use to record responses and probe as necessary.*]

- ❑ Coordinating with Federal agencies
- ❑ Feelings of no support and isolation by service providers
- ❑ Lack of adequate funding
- ❑ Lack of adequate resources
- ❑ Lack of adequate training
- ❑ Lack of formal rules/regulations
- ❑ Lack of in-house procedures
- ❑ Lack of knowledge about victims' rights
- ❑ Language concerns
- ❑ Safety concerns
- ❑ Other _____

38. Based on what you know about trafficking victims, what are the reasons why some trafficking victims DO NOT seek out services? [*Mark all that apply. Do not read categories—use to record responses and probe as necessary.*]

- ❑ Fear of deportation/legal status
- ❑ Fear of retaliation to self and/or family
- ❑ Lack of social support (i.e., isolated)
- ❑ Feelings of shame or embarrassment
- ❑ Lack of knowledge about available services
- ❑ Lack of knowledge about victims' rights
- ❑ Lack of trust of the system
- ❑ Language differences
- ❑ Not able to identify self as a victim
- ❑ Other _____

COLLABORATION

We've discussed the agencies that you work with when referring and receiving clients for direct services. Now I'd like to ask you about other collaborative activities.

39. Other than sending and receiving referrals, what agencies or individuals do you collaborate with? [*Mark all that apply. Do not read categories—use to record responses and probe as necessary. Note: If comments are made regarding the quality of services provided by these entities, record in question #43.*]

- ❑ Advocacy groups (e.g., immigrant groups)
- ❑ Business and private sector
- ❑ Clergy working outside of faith community
- ❑ Community attorneys or correction
- ❑ Community leaders
- ❑ Consulate
- ❑ Court-appointed special advocates
- ❑ Department of Justice (DOJ)
- ❑ District attorney/Prosecution
- ❑ Domestic violence agencies
- ❑ Educational institutions
- ❑ Faith community
- ❑ Family crisis centers
- ❑ Health services
- ❑ Homeless shelters
- ❑ Hospitals/Emergency medical
- ❑ Housing services
- ❑ Local government (mayor's office)
- ❑ Media
- ❑ Mental health services
- ❑ Police department
- ❑ Probation
- ❑ Public defenders office
- ❑ Sexual assault coordinators
- ❑ Social workers
- ❑ Substance abuse agencies
- ❑ U.S. Attorney's Office
- ❑ Victims assistance agencies
- ❑ Victims advocate
- ❑ Witness protection program
- ❑ Other _____

40. Are these agencies/organizations primarily: [*Mark all that apply.*]

- ❑ International
- ❑ National
- ❑ Federal
- ❑ State
- ❑ Local

41. For the agencies/organizations indicated above, please describe the primary purpose of your collaboration:

- ❑ Providing training and technical assistance
- ❑ Receiving training and technical assistance
- ❑ Sharing information
- ❑ Sharing resources (e.g., financial, material, building space)
- ❑ Sharing staff
- ❑ Other _____

42. What do you/your agency/organization need to help you do a better job in providing services to trafficking victims? [*Probe for resources (staff, facilities, funding), new services/programs, training, formal protocols/procedures*].

43. Based on your experiences, what assistance would other agencies/organizations need to improve the services they provide to trafficking victims?

44. Additional comments/questions

45. Can you refer us to other agencies or individuals we should contact for this study? [*Refer to responses to question #27 (sending referrals) and question #36 (receiving referrals).*]

- ❑ No
- ❑ Yes

Agency/organization: _____

Contact person: _____

Telephone number: _____

Address: _____

46. As I mentioned at the beginning of the survey, the second phase of our project will include conducting focus groups and/or interviews with service providers in your area to explore in greater detail the issues that emerged from the survey and any other concerns that you would like to raise with regard to service provision for trafficking victims. Would you be interested in participating?

APPENDIX C

FORM APPROVED
OMB NO. 1121-0262
Expiration Date: 01/31/2003

INSTRUCTIONS FOR TELEPHONE INTERVIEW

TELEPHONE INTERVIEW SCRIPT #1

WHEN PLACING INITIAL CALL TO A SERVICE PROVIDER GIVEN AS A REFERRAL:

Hello, may I please speak with <service provider name>?

If temporarily unavailable: When would be a good time for me to call back?
[Record this information on the contact log.]

WHEN SERVICE PROVIDER IS ON THE LINE:

Hello, my name is <interviewer's name> with Caliber Associates. I am currently working on a project sponsored by NIJ to gain insight into the needs of trafficking victim service providers and victims themselves.

Congress defines trafficking in persons as "all acts involved in the transport, harboring, or sale of persons within national or across international borders through coercion, force, kidnapping, deception or fraud, for purposes of placing persons in situations of forced labor or services, such as forced prostitution, domestic servitude, debt bondage, or other slavery-like practices". For the purposes of this survey, we will be using this definition of trafficking, which would include individuals trafficked for the sex industry (e.g., forced prostitution, sex tourism and entertainment, pornography, servile marriage, etc.) or individuals trafficked for labor (e.g., agricultural labor, begging, bonded labor, domestic work, etc.)

The goal of the project is to answer five overarching questions including:

- What services currently exist for trafficking victims?
- How responsive are these services to victims?
- What services do victims still need?
- What are barriers to providing services to trafficking victims? Barriers to seeking services?
- What assistance/support do service providers need to effectively serve trafficking victims?

Additionally we want to explore how the needs of trafficking victims compare to those of other crime victims.

As part of this project, we are conducting brief phone surveys with direct service providers in <city> to obtain information about the services provided to trafficking victims in your area. We have identified your organization <organization name> as an organization that may have provided services to trafficking victims in the past or that is well poised to work with trafficking victims in the future. Do you/have you worked directly with trafficking victims?

*If service provider **HAS NOT** worked with a trafficking victim:*

Is there someone in <organization name> who has worked with trafficking victims? [*Request contact information for this individual.*]

*If service provider **HAS** worked with trafficking victims:*

Feedback from you and other service providers who have worked with trafficking victims is extremely important. The results of this study will be used to develop and fund needs-based programs for victims and to support service providers in their work with trafficking victims.

Your participation is voluntary, and if you choose to participate, your answers will be kept completely confidential.

READ PRA BURDEN STATEMENT

Under the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it contains a currently valid OMB control number (*refer respondent to the OMB number and approval at the top of each response list*). The burden of this collection is estimated to average 1 hour per response, including the verbal description of the study, review of instructions, and completion of the telephone surveys. You can send comments regarding this burden estimate or any aspect of this survey, including suggestions for reducing this burden to Marvene O'Rourke, Deputy Director, at (202) 514-9802.

Would you be interested in participating in this survey?

If refused to continue:

Are there any other service providers in your area that you know of that have worked with trafficking victims that we should contact? [*Obtain contact information.*]

Thank you for your time.

If agrees to continue:

When should I call you to conduct the survey? [*Record this information on the contact log.*] To help facilitate the survey, I will be sending you response lists to which you will need to refer when responding to several questions on the survey. What is the best method to send these lists to you? [*Obtain email address or fax number*]. I will be sending the response lists to you approximately one hour in advance of our scheduled phone survey.

Do you have any questions? [*Refer to list of Frequently Asked Questions when responding to questions/concerns.*]

Thank you for agreeing to participate in the phone survey. I will call you at the scheduled time. If for some reason you would like to reschedule our appointment, please don't hesitate to contact me. [*Give service provider contact information.*]

FORM APPROVED
OMB NO. 1121-0262
Expiration Date: 01/31/2003

INSTRUCTIONS FOR TELEPHONE INTERVIEW

TELEPHONE INTERVIEW SCRIPT #2

WHEN CALLING SERVICE PROVIDER TO CONDUCT THE SURVEY:

Hello, may I please speak with <service provider name>?

WHEN SERVICE PROVIDER IS ON THE LINE:

Hello, my name is <interviewer's name> with Caliber Associates. When we last spoke, you had mentioned that you would be available to participate in a phone survey on services provided to trafficking victims in your area. Is now still a convenient time for you?

If can't do survey now or if survey is interrupted:

When can I call you back to <conduct/complete> the survey? [*Record this information on the contact log.*]

If agrees to continue:

Did you receive the response lists, which I sent to you approximately an hour ago?

Before we begin the survey, let me reiterate that your participation is voluntary and your answers will be kept completely confidential. Feedback from you and other service providers who have worked with trafficking victims is extremely important. The results of this study will be used to develop and fund needs-based programs for victims and to support service providers in their work with trafficking victims.

We anticipate that this survey will take approximately 60 minutes to complete. As we go through the survey, your responses to some questions may be more detailed and descriptive than the phone survey format allows you to share. If this is the case, please do not feel pressed to provide this information during the phone survey. The second phase of our project will be to conduct focus groups and/or interviews with service providers in your area to further flesh out and capture your feedback on issues that were touched upon during the phone survey.

Do you have any questions before we begin? [*Refer to list of Frequently Asked Questions when responding to questions/concerns.*]

AT THE CONCLUSION OF THE SURVEY:

As I indicated at the beginning, all survey participants will receive a copy of the final report. If you would like to receive a copy of this report, please give me your mailing address so that a copy can be sent to you.

APPENDIX D

FORM APPROVED
OMB NO. 1121-0262
Expiration Date: 01/31/2003

DATE: [*Insert date]*

TO: [*Insert agency/organization contact name*]

FROM: [*Insert interviewer's name*]

SUBJECT: Service Provider Telephone Surveys

Please find attached four response lists to which you will need to refer during the telephone surveys. These lists are intended to help aid you in your responses to several of the survey questions, but you are not limited to these categories. If your response does not fit within one of the categories provided, please note that there is an "other" category that you can utilize.

The staff person conducting the survey will refer you to the response lists by number (e.g., Response List #1, Response List #2, etc.) at the appropriate time in the survey. You do not need to review the lists in advance, but please make sure that you have the lists handy at the time of your scheduled telephone surveys.

Under the Paperwork Reduction Act, we cannot ask you to respond to a collection of information unless it contains a currently valid OMB control number (see top of each response lists). The burden of this collection is estimated to average 1 hour per response, including the verbal description of the study, review of instructions, and completion of the telephone surveys. You can send comments regarding this burden estimate or any aspect of this survey, including suggestions for reducing this burden to Marvene O'Rourke, Deputy Director at (202) 514-9802.

Thank you in advance for agreeing to participate in this important study.

Response List #1: Types of Trafficking

- ❑ Agricultural labor
- ❑ Forced begging
- ❑ Bonded labor
- ❑ Field laborers
- ❑ Food processing (e.g., slaughter houses)
- ❑ Forced prostitution
- ❑ Pornography
- ❑ Servile marriage
- ❑ Domestic worker (e.g., au pair, maid)
- ❑ False adoption
- ❑ Sex tourism and entertainment
- ❑ Sweatshops
- ❑ Restaurant workers
- ❑ Use in criminal activities
- ❑ Other _____

Response List #2: Countries of Origin

- ❑ **North America**
  - ❑ United States—rural
  - ❑ United States—urban
  - ❑ Canada
- ❑ **Centeral America**
  - ❑ El Salvador
  - ❑ Guatemala
  - ❑ Mexico
- ❑ **South America**
  - ❑ Colombia
  - ❑ Ecuador
  - ❑ Peru
- ❑ **Eastern Europe**
  - ❑ Estonia
  - ❑ Ukraine
- ❑ **Southeastern Europe**
  - ❑ Bosnia
  - ❑ Romania
- ❑ **Central Europe**
  - ❑ Czech Republic
- ❑ **Western Europe**
  - ❑ Netherlands
- ❑ **Oceania**
  - ❑ Australia
- ❑ **Africa**
  - ❑ Somalia
- ❑ **Eastern Asia**
  - ❑ China
  - ❑ Hong Kong
  - ❑ Japan
  - ❑ South Korea
  - ❑ Taiwan
- ❑ **Southeastern Asia**
  - ❑ Burma
  - ❑ Cambodia
  - ❑ Indonesia
  - ❑ Laos
  - ❑ Malaysia
  - ❑ Philippines
  - ❑ Thailand
  - ❑ Vietnam
- ❑ **Southern Asia**
  - ❑ Bangladesh
  - ❑ India
- ❑ **Northern Asia**
  - ❑ Russia
- ❑ **Caribbean**
  - ❑ Cuba
  - ❑ Haiti
- ❑ **Other** _____
- ❑ **Other** _____

Response List #3: Languages

Australia
- ❑ English

Bangladesh
- ❑ Bangla/Bengali
- ❑ English

Bosnia
- ❑ Croatian
- ❑ Serbian
- ❑ Bosnian

Burma
- ❑ Burmese

Cambodia
- ❑ Khmer
- ❑ French
- ❑ English

Canada
- ❑ English
- ❑ French

China
- ❑ Mandarin Chinese
- ❑ Yue (Cantonese)
- ❑ Wu (Shanghaiese)
- ❑ Minbei (Fuzhou)
- ❑ Minnan (Hokkien-Taiwanese)
- ❑ Xiang
- ❑ Gan
- ❑ Hakka dialects

Colombia
- ❑ Spanish

Cuba
- ❑ Spanish

Czech Republic
- ❑ Czech

Ecuador
- ❑ Spanish
- ❑ Quechua

El Salvador
- ❑ Spanish
- ❑ Nahua

Estonia
- ❑ Estonian
- ❑ Russian
- ❑ Ukrainian
- ❑ English
- ❑ French

Guatemala
- ❑ Spanish
- ❑ Quiche
- ❑ Cakchiquel
- ❑ Kekchi
- ❑ Mam
- ❑ Garifuna
- ❑ Xinca

Haiti
- ❑ French
- ❑ Creole

Hong Kong
- ❑ Cantonese
- ❑ English

India
- ❑ Hindi
- ❑ Bengali
- ❑ Telugu
- ❑ Marathi
- ❑ Tamil
- ❑ Urdu
- ❑ Gujarati
- ❑ Malayalam
- ❑ Kannada
- ❑ Oriya
- ❑ Punjabi
- ❑ Assamese
- ❑ Kashmiri
- ❑ Sindhi
- ❑ Sanskrit
- ❑ Hindustani

Indonesia
- ❑ Bahasa Indonesia
- ❑ English
- ❑ Dutch
- ❑ Javanese

Japan
- ❑ Japanese

Laos
- ❑ Lao
- ❑ French
- ❑ English

Malaysia
- ❑ Bahasa Melayu
- ❑ Malay
- ❑ English
- ❑ Chinese dialects
- ❑ Tamil
- ❑ Telugu
- ❑ Malayalam
- ❑ Thai
- ❑ Iban
- ❑ Kadazan

Mexico
- ❑ Spanish
- ❑ Various Mayan
- ❑ Nahuatl

Netherlands
- ❑ Dutch

Peru
- ❑ Spanish
- ❑ Quechua
- ❑ Aymara

Philippines
- ❑ Filipino
- ❑ English
- ❑ Tagalog
- ❑ Cebuano
- ❑ Ilocan
- ❑ Hiligaynon
- ❑ Bicol
- ❑ Waray
- ❑ Pampango
- ❑ Pangasinense

Romania
- ❑ Romanian
- ❑ Hungarian
- ❑ German

Russia
- ❑ Russian

Somalia
- ❑ Somali
- ❑ Arabic
- ❑ Italian
- ❑ English

South Korea
- ❑ Korean

Taiwan
- ❑ Mandarin Chinese
- ❑ Taiwanese (Min)
- ❑ Hakka

Thailand
- ❑ Thai
- ❑ English

Ukraine
- ❑ Ukrainian
- ❑ Russian
- ❑ Romanian
- ❑ Polish
- ❑ Hungarian

United States
- ❑ English

Vietnam
- ❑ Vietnamese
- ❑ English
- ❑ French
- ❑ Chinese
- ❑ Khmer
- ❑ Mon-Khmer
- ❑ Malayo-Polynesian

Other _____

Response List #4: Services

- ❑ Advocacy (e.g., victim's advocate, civil court advocate, immigration advocate, etc.)
- ❑ Interpreter/cultural liaison
- ❑ Legal/paralegal services
- ❑ Court orientation
- ❑ Guardianship
- ❑ Life skills
- ❑ Child care
- ❑ Housing/shelter
- ❑ Job training
- ❑ Employment
- ❑ Clothing
- ❑ Food
- ❑ Education
- ❑ Transportation
- ❑ Medical services
- ❑ Dental services
- ❑ Drug treatment
- ❑ Mental health services
- ❑ Counseling groups/support groups
- ❑ Family counseling
- ❑ Self-help groups
- ❑ Outreach services
- ❑ Information and referral
- ❑ Crisis intervention/24-hour hotline
- ❑ Protection/safety services
- ❑ Victim/witness notification
- ❑ Social service coordination
- ❑ Victim compensation
- ❑ Victim impact statement
- ❑ Repatriation services
- ❑ Other (specify) _____

APPENDIX E

January 28, 2003

Dear Client:

Caliber Associates is conducting a project for the National Institute of Justice entitled, "Needs Assessment of Service Providers and Trafficking Victims." The goal of the project is to gain insight into the needs of trafficking victim service providers and victims themselves, to improve services to trafficking victims. As part of the project, the Caliber Associates research team would like to talk with trafficking victims, to hear how victims felt about the services/help that they received.

On Wednesday, February 5th, members of the Caliber Associates research team will be coming to the area to talk to trafficking victims. Participation will be limited to a 60 to 90-minute group discussion. Participating in this study will not expose you to professional or personal risks in excess to those you encounter in a typical day. Participants in the group discussion will be asked about their level of satisfaction with the services they received and will not, at any point, be asked about their victimization experience. If the discussion should evoke emotions related to your experience, mental health services will be made available for the duration of the discussion. The information provided during the discussion will guide the development and implementation of programs to ensure that they are responsive and effective in meeting the needs of trafficking victims. Participation is limited to those trafficking victims that are adults and certified trafficking victims.

If you choose to participate, everything you say will be kept completely confidential. None of your personal information will go to any Federal agencies. Caliber Associates will report about what you say, but no one will know your name or what you specifically said. Neither participation nor non-participation will affect your legal status, T visa status or eligibility for public assistance. Participation is completely voluntary, and you can withdraw your participation at any time during the study.

If you are interested in participating in the group discussion, please contact Nhung Vu or Anne Dinh of the East Dallas Counseling Center at 214-821-5393 no later than **Tuesday, February 4th**. For questions or concerns regarding the project, please contact Heather Clawson or Maureen Murphy of Caliber Associates at 703-385-3200.

Sincerely,

FOCUS GROUP GUIDE—TRAFFICKING VICTIMS

INTRODUCTION

We will begin with our introduction, which will all be translated by the interpreter.

Hi everyone. We are here from Caliber Associates, and we are working on a Needs Assessment of Service Providers and Trafficking Victims. Everyone in this room is here today, because you received a letter from *<insert name of local partner>* regarding this project and were interested in participating in the group discussion.

We want you to know that what you say today will be kept completely confidential. None of your personal information will go to any Federal agencies. We will report about what you said, but no one will know your name or what you specifically said. We are not here to share information, or to give you our opinions. We want to hear from you about the services you received. There are no right or wrong or desirable or undesirable answers. You can even disagree with each other, and you can change your mind. I would like you to feel comfortable saying what you really think and how you really feel.

Participating in this study will not expose you to professional or personal risks in excess to those you encounter in a typical day. Even though the discussion will not be related to your victimization, the discussion may evoke emotions related to your experience. If you feel uncomfortable at any time during our discussion and would like to leave the room, you can go to *<insert location>* and have a few moments alone. If you become upset and would like to talk with someone, you can go to *<insert room location>* and talk to *<insert counselor's name>*. He/she is a counselor. The interpreter, the counselor, and we have all signed a confidentiality statement, ensuring that anything you say to us will be held in the strictest confidence.

Because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy, just as we are obligated to respect and protect your confidentiality. By giving verbal consent to participate in this group, you agree to protect the confidentiality of all other group participants and will keep any information you hear today in the strictest of confidence. This means you will not discuss anything you hear today with anyone outside of this group. Please be aware, however, that we cannot guarantee that other participants will uphold this pledge of confidentiality.

The benefit to participating is twofold. First, you will be receiving a gift in the amount of $50, as a token of appreciation for participating in this discussion. Second, the information you provide will be used to guide the development and implementation of programs to ensure that they are responsive and effective in meeting the needs of trafficking victims.

Your participation is completely voluntary. You don't have to answer any questions that you don't want to, and you can withdraw your participation at any time without consequences or penalties. Even if you withdraw your participation any time during the study, you will still receive the gift of $50. Does anyone have any questions about any information that was provided in the letter or anything that I just said? *<Pause for questions.>*

If you understand all of the information that we've provided to you about the project and would like to participate in the group discussion, please raise your hand. *<Pause to allow those who declined to participate time to leave the room and receive their $50 gift.>*

Introductory Question:

1. Who were some of the first service providers/agencies you came into contact with? (*Refer focus group participants to List #1 of service providers/agencies.*)
   What were your first impressions?

Key Questions:

2. When you needed help or information about services, did you know where to go?

3. How did you find out about services available to you? Who referred you to services?

   What are some ways that service providers can better inform victims about services available to them?

4. What services did you receive? (*Refer focus group participants to List #2 of services.*)
   What obstacles did you face in accessing these services?

5. Was information about your rights and services/benefits presented to you in a way that you could understand? Was there a translator present? Were you able to read and understand documents you received?

6. Did you feel comfortable/safe talking about your problems with service providers? What made you feel comfortable or uncomfortable?

7. Was there anything that you needed that no one was able to help you with? Was there anything that you didn't want to ask for help with? (e.g., shelter, appropriate protection, transportation, etc.)

8. When you were being helped, what were some of the things you liked? What did you not like (e.g., way you were treated, timeliness of service, needs met or not met, etc.)?

9. Would you return to any of these service providers/agencies for help? Why would you return? Why would you not?

10. If you had a chance to give advice to trafficking victims as they are trying to seek assistance in meeting their needs, what advice would you give?

11. If you had a chance to give advice to service providers trying to help trafficking victims, what advice would you give?

Closing Question:

12. We want you to help us evaluate these services. We want to know how to improve services for trafficking victims. Is there anything that we missed? Is there anything that you came wanting to say about services to trafficking victims that you didn't get a chance to say?

Thank you for coming today and sharing your insights with us...

List #1—Service Providers

- ☐ Local police
- ☐ State police
- ☐ FBI
- ☐ INS
- ☐ Legal services
- ☐ Doctor
- ☐ SANE (Sexual Assault Nurse Examiner)
- ☐ Domestic violence shelter
- ☐ Sexual assault center
- ☐ Crisis hotline
- ☐ Labor/farmworker service agency
- ☐ Ethnic community organization
- ☐ Other _____

List #2—Services

- ☐ Advocacy (e.g., victim's advocate, civil court advocate, immigration advocate, etc.)
- ☐ Interpreter/cultural liaison
- ☐ Legal/paralegal services
- ☐ Court orientation
- ☐ Guardianship
- ☐ Life skills
- ☐ Child care
- ☐ Housing/shelter
- ☐ Job training
- ☐ Employment
- ☐ Clothing
- ☐ Food
- ☐ Education
- ☐ Transportation
- ☐ Medical services
- ☐ Dental services
- ☐ Drug treatment
- ☐ Mental health services
- ☐ Counseling groups/support groups
- ☐ Family counseling
- ☐ Self-help groups
- ☐ Outreach services
- ☐ Information and referral
- ☐ Crisis intervention/24-hour hotline
- ☐ Protection/safety services
- ☐ Victim/witness notification
- ☐ Social service coordination
- ☐ Financial services
- ☐ Orientation to rights and responsibilities of victims
- ☐ Victim compensation
- ☐ Victim impact statement
- ☐ Repatriation services
- ☐ Other _____

APPENDIX F

COUNTRIES OF ORIGIN

North America—30%
- United States-rural
- United States-urban
- Canada

Middle America—57%
- El Salvador
- Guatemala
- Mexico
- Honduras
- Costa Rica

South America—17%
- Columbia
- Ecuador
- Peru
- Brazil
- Chile
- Bolivia

Eastern Europe—15%
- Estonia
- Moldova
- Ukraine

Southeastern Europe—12%
- Bosnia
- Romania
- Former Yugoslavia
- Macedonia
- Albania

Central Europe—5%
- Czech Republic
- Hungary

Western Europe—5%
- Netherlands
- Ireland

Oceania—5%
- Australia
- Marshall Islands
- Mariana Islands
- Micronesia
- American Samoa
- Guam

Africa—29%
- Somalia
- Cameroon
- Ethiopia
- Eritrea
- Nigeria
- Cape Verde Islands
- West Africa
- Tanzania
- Ghana
- Senegal
- Morocco
- Kenya

Eastern Asia—36%
- China
- Hong Kong
- Japan
- South Korea
- Taiwan

Southeastern Asia—46%
- Burma
- Cambodia
- Indonesia
- Laos
- Malaysia
- Philippines
- Thailand
- Vietnam

Southern Asia—31%
- Bangladesh
- India
- Uzbekistan
- Pakistan
- Nepal
- Sri Lanka

Northern Asia—18%
- Russia

Caribbean—10%
- Cuba
- Haiti
- Jamaica
- Trinidad

Middle East—4%
- Saudi Arabia
- Iran
- Iraq
- Israel
- Turkey

ENDNOTES

1 See generally, Victims of Trafficking and Violence Protection Act of 2000, 22. U.S.C. §7101(b).

2 Miko, F. T. (2000). *Trafficking in Women and Children: The U.S. and International Response.* Congressional Research Service Report 98-649 C.

3 Department of State. (2003). Trafficking in Persons Report, June 2003. Found at *www.state.gov/g/tip/rls/tiprpt/2003.*

4 U.S. Department of Labor: Women's Bureau. (2002). Trafficking in Persons: A Guide for Non-Governmental Organizations. Found at *www.dol.gov/wb/media/reports/trafficking.*

5 Miko (2000).

6 "Modern Day Slavery: Important Information About Trafficking in Persons." Vital Voices Anti-Trafficking Tool-Kit. (2002). Found at *http://www.vitalvoices.org/programs/anti-trafficking/toolkit.*

7 Department of State. (2002). Trafficking in Persons Report, June 2002. Found at *www.state.gov/g/tip/rls/tiprpt/2002.*

8 Vital Voices Anti-Trafficking Tool-Kit. (2002).

9 Raymond, J. G., and Hughes, D. M. (2001). *Sex trafficking of women in the United States: International and domestic trends.* NCJRS document no. 187774.

10 Vital Voices Anti-Trafficking Tool-Kit. (2002).

11 Ghosh, Bimal. (1998). *Huddled Masses and Uncertain Shores: Insights into Irregular Migration.* International Organization for Migration (IOM).

12 "Vital Voices Anti-Trafficking Awareness Campaign." 2003. Found at *http://www.vitalvoices.org/programs/anti-trafficking/anti-trafficking/psa_campaign.*

13 Department of State. (2002).

14 Miko. (2000).

15 O'Neill-Richard, A. (2000). *International Trafficking in Women to the United States: A Contemporary Manifestation of Slavery and Organized Crime. Center for the Study of Intelligence.*

16 Ibid.

17 Department of State. (2002).

18 Tiefenbrun, S. (2002). The Saga of Susannah: A U.S. Remedy for Sex Trafficking in Women: The Victims of Trafficking and Violence Protection Act of 2000. *Utah Law Review*, vol. 107, p. 107-175.

19 Department of State. (2003).

20 Ibid.

21 O'Neill-Richard. (2000).

22 Cooper, B. (2002). A New Approach to Protection and Law Enforcement Under the Victims of Trafficking and Violence Protection Act. *Emory Law Journal*, vol. 51, p. 1041-1058.

23 "Mafia Makes Billions From Trafficking People - UN," Originally published by Reuters, December 15, 2000.

24 Department of State. (2003). Note: This estimate does not include internal trafficking within the borders of the United States.

25 Department of State. (2002).

26 O'Neill-Richard. (2000). Note: When this study was conducted, the Bureau of Immigration and Customs Enforcement (BICE) was formerly named the Immigration and Naturalization Service (INS). On March 1, 2003, the functions of several border and security agencies including the U.S. Customs Service, Federal Protective Service (FPS), and former Immigration and Naturalization Service (INS) were transferred into the Directorate of Border and Transportation Security within the newly created Department of Homeland Security. These agency functions were reorganized into the Bureau of Immigration and Customs Enforcement (BICE). Although the agency was still the INS at the time of data collection for this study, this report will refer to the agency using its current title. Found at *www.bice.immigration.gov/graphics/index.htm*.

27 Raymond & Hughes. (2001).

28 O'Neill-Richard. (2000).

29 Ibid.

30 Ibid.

31 Raymond & Hughes. (2001).

32 Candes, M.R. (2001). The Victims of Trafficking and Violence Protection Act of 2000: Will it become the 13th Amendment of the 21st Century? *University of Miami Inter-American Law Review*, vol. 571, p. 571-603.

33 The Victims of Trafficking and Violence Protection Act of 2000 is divided into three divisions. Division A is the Trafficking Victims Protection Act of 2000. All references in this document to the Victims of Trafficking and Violence Protection Act of 2000 are taken from Division A, which specially targets victims of trafficking in persons.

34 Cooper, B. (2002). A New Approach to Protection and Law Enforcement Under the Victims of Trafficking and Violence Protection Act. *Emory Law Journal*, vol. 51, p. 1041-1058.

35 Victims of Trafficking and Violence Protection Act of 2000, 22. U.S.C. §7101(a).

36 Ibid.

37 22.U.S.C. §7104(a).

38 Ibid.

39 See generally, 22.U.S.C. §7105(b)(2).

40 Cooper. (2002).

41 18 U.S.C. §1590 (2003).

42 Ibid.

43 18 U.S.C. §1591 (2003).

44 "Explanation of the Trafficking Victims Protection Act of 2000," The Protection Project Program of Services for Victims of Trafficking. Found at *http://www.protectionproject.org/training/commentary1.htm*.

45 See generally, 22 U.S.C. §7105(b)(1). Note: Certification is the process by which trafficking victims are granted eligibility to remain in the country for a period of time and receive Federal and State benefits.

46 22.U.S.C. §7105(c)(1).

47 Ibid.

48 8 U.S.C. §1101(a)(15(T), and "Law and Law Enforcement: The U.S. Trafficking Victims Protection Act of 2000," The Protection Project. Found at *http://www.protectionproject.org/main1.htm*.

49 8 U.S.C. §1101(a)(15)(T).

50 Ibid.

51 The Protection Project. (2000).

52 See generally, 22 U.S.C. §7103.

53 22 U.S.C. §7107(b).

54 "Law and Law Enforcement: The U.S. Trafficking Victims Protection Act of 2000." The Protection Project.

55 Tiefenbrun. (2002).

56 Ibid.

57 Tiefenbrun. (2002).

58 Hyland, Kelly E. (2001). Protecting Human Victims of Trafficking: An American Framework. Berkeley Women's Law Journal, vol. 16, p. 29.

59 Hartsough, Tala (Winter 2002). Asylum for Trafficked Women: Escape Strategies Beyond the T Visa. *Hastings Women's Law Journal*, vol. 13, p. 77.

60 Hyland, K.E. (2001).

61 Ibid.

62 "House Committee Approves Reauthorization of Human Trafficking Bill." Volume 9, Number 26 of The Source on Women's Issues in Congress. Found at http://www.womenspolicy.org/thesource/article.cfm?ArticleID=1031.

63 Ibid.

64 Trafficking Victims Protection Reauthorization Act of 2003, 108 H.R. 2620.

65 Office of the Press Secretary. (2003). Trafficking in Persons National Security Presidential Directive. Press Release on February 25, 2003.

66 Ibid.

67 Ibid.

68 Ibid.

69 Office of the Press Secretary (2003).

70 Ashcroft, J. (2003). *Pathbreaking Strategies in the Global Fight Against Sex Trafficking*. Washington, DC. Transcript of remarks to the International Conference. February 25, 2003.

71 Ibid.

72 Ibid. Note: This number may have increased since the preparation of this report.

73 Ashcroft (2003). Note: This number may have increased since the preparation of this report.

74 Ibid.

75 Smith, C. (2003). "Markup of H.R. 2620 The Trafficking Victims Protection Reauthorization Act of 2003." Statement of Representative Christopher H. Smith, Vice-Chairman, Committee on International Relations. Washington, DC. July 23, 2003.

76 Joshi, A. (2002). The Face of Human Trafficking. *Hastings Women's Law Journal*, vol. 31, p. 18-40.

77 Ibid.

78 Ibid.

79 Vital Voices Anti-Trafficking Awareness Campaign (2003).

80 Ryan, A. S. (1997). Lessons Learned from Programs for Unaccompanied Refugee Minors. *Journal of Multicultural Social Work*, vol. 5, p. 195-205.

81 Post, D. (2002). *What Sexual Assault and Domestic Violence Service Providers Need to Know About Sex Trafficking*. Arizona Department of Health Services Contract No. 961025.

82 Refusals are those service providers who declined to participate in the telephone surveys. Non-contacts are those service providers whom we attempted to contact at least 5 times but were unable to schedule an interview.

83 NIJ and Caliber's use of the term "sexually exploited persons" in no way legitimizes the practice of using human beings in the sex industry. The use of this term in no way represents the belief or ideology of either NIJ or Caliber. NIJ and Caliber do not take a position on this term, but opt instead to use the term that respondents from the field currently use.

84 At the time this needs assessment was conducted, Federal funding was not available for organizations to provide services during the pre-certification period.

85 OVC Fact Sheet. March 2003. "Office for Victims of Crime Training and Technical Assistance Center." U.S. Department of Justice Office for Justice Programs Office for Victims of Crime.

86 Ibid.

87 Post (2002).

88 U.S. Department of Labor, Women's Bureau. (2002). Trafficking in persons: A guide for non-governmental organizations.

89 At the time this needs assessment was conducted, the Department of Justice's Office for Victims of Crime grants that focus on the pre-certification period had not been awarded. Thus, those service providers who were granted awards, and a part of our sample, were unable to comment during the needs assessment project on the effects of the OVC assistance. Furthermore, because the OVC project is in its initial stages, much insight or comment on the benefit of the OVC assistance could not be known by most grantees.

90 Application for T Nonimmigrant Status (Form I-914).

91 Trafficking in persons: A guide for non-governmental organizations (2002). Publication prepared by the Women's Bureau of the U.S. Department of Labor in collaboration with the U.S. Departments of Justice, Health and Human Services, and State.

92 U.S. Department of Justice, Civil Rights Division, Trafficking in Persons and Worker Exploitation Task Force, online at www.usdoj.gov/crt/crim/tpwetf.htm.

The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Office of Juvenile Justice and Delinquency Prevention, Bureau of Justice Assistance, Bureau of Justice Statistics, and the Office for Victims of Crime.