

NENA Protocol for Handling Calls Regarding Human Trafficking Operations Information Document (OID)



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National Emergency Number Association (NENA) Operations Standard Operating Procedures Committee, Greater Harris County 9-1-1 Emergency Network, Houston Rescue and Restore Coalition, Houston Crime Stoppers, Human Trafficking Rescue Alliance

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**NENA
OPERATIONS INFORMATION DOCUMENT**

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NENA's Operations Committee has developed this document. Recommendations for changes to this document may be submitted via email to opsdoccomments@nena.org or via mail to

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1 Executive Overview

This document has been developed at the request and through the efforts of the Joint Working Group on Call Center Best Practices in Cases of Human Trafficking and NENA. This Joint Working Group was created when a need to connect potential human trafficking victims and/or credible community tips to first responders was first identified in the Greater Houston Metropolitan Area.

This document provides a recommended procedure for handling calls concerning human trafficking victims and/or credible community tips. Guidance is provided relating to the collection of information by Telecommunicators, which is vital to the speedy rescue of human trafficking victims in life threatening situations or in need of immediate rescue. Guidance is also provided on recommended procedures for handling information reporting of human trafficking situations.

2 Introduction

2.1 Purpose and Scope of Document

This document describes guidelines that, if applied in 9-1-1 Call Centers, can help to swiftly rescue human trafficking victims. 9-1-1 Call Centers should use these guidelines to issue their own policies and procedures for handling calls related to human trafficking situations.

2.2 Reason to Implement

Human trafficking, commonly referred to as modern day slavery, is a global crime that involves obtaining or maintaining the labor, services or commercial sex acts of another through the use of **force, fraud, or coercion** in violation of an individual's human rights. Three broad categories of human trafficking are:

- a. Adults over the age of majority in commercial sex via force, fraud or coercion
- b. Minors induced by third parties into commercial sex acts (no need to prove force, fraud or coercion)
- c. Any adult or minor in labor or services via force, fraud or coercion.

Generating billions of dollars in profit each year, human trafficking is one of the world's fastest growing criminal enterprises, operating on the same scale as the illegal sale of drugs and arms. Fueled by global economics (i.e. global economic disparity), social factors (i.e. gender discrimination and demand) and increased international mobility, the trade of human beings continues to expand rapidly.

On an annual basis, almost 18,000 foreign nationals are trafficked INTO the United States each year.

¹ However, victims of human trafficking in the United States also include U.S. citizens and residents trafficked WITHIN its borders. Like other countries affected by human trafficking, the U.S. has a large internal or "domestic" component of human trafficking for the purposes of both sexual and labor exploitation. Annually, it is estimated that approximately 200,000 American

¹ *Assessment of U.S. Government Efforts to Combat Trafficking in Persons: June, 2004.* DOJ, HHS, DOS, DOL, DHS and USAID

children are victims of child sexual exploitation, including commercial sexual exploitation.² Domestic minor sex trafficking (DMST) is the commercial sexual abuse of children through buying, selling or trading their sexual services. Forms of DMST include prostitution, pornography, stripping, escort services and other sexual services. It is estimated that 80% of those who are trafficked are women and children. Under the Trafficking Victims Protection Act (TVPA), protection is also provided to unaccompanied trafficked minors (under the age of majority) who do not have a parent or legal custodian living in the U.S. who are able to care for the minor. Finally, another 30,000 individuals are trafficked THRU the United States each year on the way to another destination country. (U.S. Department of Justice: 2005 Report to Congress on Human Trafficking). Victims may be illegal immigrants, legal immigrants, or U.S. citizens (homeless, substance-addicted persons, or teenage runaways).

Human trafficking can happen anywhere and is happening in your area. As a Telecommunicator, you should be prepared for the potential of human trafficking in your community. As first responders, you are vital to identifying and apprehending these criminals. Ultimately, implementing operational responses to human trafficking at the local level and tailoring these responses to the local context is essential. Public safety and health are all undermined and endangered by the existence of human trafficking within your community. The responsibility to protect these areas of a community's well-being is within the responsibilities and abilities of local government in collaboration with federal authorities.

Collaborative relationships are needed to make rescue, investigation and prosecution decisions and build strong cases against traffickers. Coordination with federal and local authorities is critical for increasing the identification, investigation and prosecution of this crime. Swift and accurate collection of information and cooperation among law enforcement agencies can contribute greatly to the recovery of human trafficking victims and prosecution of perpetrators. Rapid referral of credible tips to your local Crime Stoppers Tip Line will expedite the initiation of investigations involving the elements of the crime of human trafficking.

The Department of Justice and the Department of Health and Human Services serve as technical advisors for training and technical assistance designed to strengthen policies and procedures used to increase victim identification and rescue; investigate and prosecute persons engaged in severe forms of human trafficking and ensure victim safety and access to services.

The National Human Trafficking Hotline Resource Center is committed to including 9-1-1 Call Center staff in current training programs as well as to develop, with help from the Joint Working Group, new courses and materials designed for staff in emergency communications centers.

2.3 Document Terminology

The terms "shall", "must" and "required" are used throughout this document to indicate required parameters and to differentiate from those parameters that are recommendations. Recommendations are identified by the words "desirable" or "preferably".

² Estes, Richard J. and Neil A. Weiner. *The Commercial Sexual Exploitation of Children in the U.S., Canada and Mexico*. The University of Pennsylvania School of Social Work: 2001. Study funded by the Department of Justice.

2.4 Reason for Reissue

NENA reserves the right to modify this document. Upon revision, the reason(s) will be provided in the table below.

Version	Approval Date	Reason For Changes
Original	09/22/2009	Initial Document

2.5 Recommendation for Standards Development Work

Operations standards development work is needed for this topic. There is no consistency in the manner in which 9-1-1 Call Centers handle cases of human trafficking victims or tips. Experience has shown that, for human trafficking victims, there is only a very brief period of time between their escape and potential harm from the trafficker. Human traffickers move victims frequently in order to avoid detection. Law enforcement and Telecommunicators must move with all deliberate speed. Time is of the essence.

Further, of the 18,000 victims estimated to be trafficked into the United States yearly, less than 1% have been rescued.³ Each case of a human trafficking victim or tip called into a 9-1-1 Call Center has the potential to be a victim rescue and/or an investigation leading to a felony prosecution under the Trafficking Victims Protection Act of 2000. The TVPA [18 U.S. C. Sections 1589-1594] allows for victims of trafficking who participated in illegal activity such as prostitution or immigration fraud to be protected rather than punished. For this reason, NENA is offering this protocol for responding to victims or tips involving trafficking in persons.

2.6 Cost Factors

This effort will require staff time dedicated to developing policies and practices consistent with this OID. Information about those policies and practices will need to be integrated in training for staff delivered by NENA, by APCO, by NAED, and by other emergency call protocol development entities. The National Human Trafficking Hotline Resource Center can provide tools and training materials to support those training efforts.

2.7 Acronyms/Abbreviations/Definitions

Some acronyms/abbreviations used in this document have not yet been included in the master glossary. After initial approval of this document, they will be included. Link to the master glossary is located at <http://www.nena.org/>.

The following Acronyms/Abbreviations are used in this document:		
Acronym	Description	** New (U)pdate
APCO	The Association of Public Safety-Communications Officials	

³ U. S. Department of Health and Human Services anti-Trafficking in Persons Department, *U.S. Department of State Trafficking in Persons Report: 2007*.

The following Acronyms/Abbreviations are used in this document:		
CII	Criminal Identification and Investigation	N
CFS	Consolidated Firearms System	N
CJIC	Criminal Justice Information System	N
DHHS	United States Department of Health and Human Services	N
DMST	Domestic Minor Sex Trafficking	N
DOJ	United States Department of Justice	
DVROS	Domestic Violence Restraining Order System	N
FBI	Federal Bureau of Investigation	N
GHC 911	Greater Harris County 9-1-1 Network	N
HTRA	Human Trafficking Rescue Alliance	N
HRRC	Houston Rescue and Restore Coalition	N
ICE	Immigration Customs Enforcement	N
MOU	Memorandum of Understanding	
NAED	National Academies of Emergency Dispatch	N
NASAR	National Association of Search and Rescue	N
NENA	National Emergency Number Association	
NCIC	National Crime Information Center	
NCMEC	National Center for Missing and Exploited Children	
NGO	Non-Governmental Organization	N
NHTRC	National Human Trafficking Resource Hotline	N
OID	Operations Information Document	
ORR	Office of Refugee and Resettlement	N
PAP	Prohibited Armed Persons	N
POC	Point of Contact	N
TVPA	Trafficking Victims Protection Act of 2000	N
TVPRA	Trafficking Victims Protection Reauthorization Act of 2003	N
USAR	Urban Search and Rescue	N
VCIN	Violent Crime Information Network	N

The following Terms and Definitions are used in this document:		
<i>Term</i>	<i>Definition</i>	<i>** N)ew (U)pdate</i>
Victim	Also known as the trafficked person, trafficking victim or witness – refers to the individual who was subjected to trafficking and is now participating in the criminal justice system as a witness for the government against the trafficker.	N
Force	Threats of serious harm to, or physical restraint against, that person or another person; and/or by means of any scheme, plan, or pattern intended to cause the person to believe that, if the person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint; or by means of the abuse or threatened abuse of law or the legal process,	N

The following Terms and Definitions are used in this document:		
Term	Definition	** N)ew (U)pdate
Fraud	A false representation of a matter of fact—whether by words or by conduct, by false or misleading allegations, or by concealment of what should have been disclosed—that deceives and is intended to deceive another so that the individual will act upon it to her or his legal injury.	N
Coercion	<p>The intimidation of a victim to compel the individual to do some act against his or her will by the use of psychological pressure, physical force, or threats. The crime of intentionally and unlawfully restraining another's freedom by threatening to commit a crime, accusing the victim of a crime, disclosing any secret that would seriously impair the victim's reputation in the community, or by performing or refusing to perform an official action lawfully requested by the victim, or by causing an official to do so.</p> <p>A defense asserted in a criminal prosecution that a person who committed a crime did not do so of his or her own free will, but only because the individual was compelled by another through the use of physical force or threat of immediate serious bodily injury or death.</p>	N
Credible TIP	A report from a confidential and anonymous tipster that contains information sufficient for law enforcement to initiate an investigation, obtain corroborating evidence, and possibly effect a felony arrest.	N
Human Trafficking	<p>All acts involved in the transport, harboring, or sale of persons within national or across international borders through coercion, kidnapping, deception, or fraud for the purpose of placing persons in situations of forced labor or services such as domestic servitude, factor or agricultural work; or</p> <p>Sex trafficking in any commercial sex act induced by force, fraud, or coercion. It is always considered a severe form of trafficking if the person induced to perform the sexual act is under the age of majority, regardless of whether the elements of force, fraud or coercion are involved.</p>	N
Smuggling	Every act whereby an immigrant is assisted in crossing international borders and this crossing is not endorsed by the government of the receiving state, neither implicitly nor explicitly.	N
Tipsoft	A brand name of tip management software.	N
Tipster	A confidential informant who reports information regarding criminal activity, including human trafficking activity, to a Crime Stoppers' telephone tip line, or who reports such information electronically through an internet website or text messaging system designated for anonymous Crime Stoppers tips.	N
Interpretalk	A brand name telephonic language interpreter service.	N

3 Operational Description

Effective response by a 9-1-1 Call Center to calls regarding human trafficking is much like that of any other crime against a person. Therefore, policies and practices need to be developed for human trafficking cases in cooperation with law enforcement agencies, Crime Stoppers and federal task forces. For 9-1-1 Call Centers an effective response is made up of four components: Employee Awareness, Information Collection Criteria, Dispatching Practices, and NCIC entries.

3.1 Employee Awareness

Telecommunicators need to know about federal authorities and their role as the technical assistance providers designated to support local law enforcement in its efforts to rescue human trafficking victims and prosecute traffickers.

Telecommunicators need to know about trafficking indicators and information that helps identify human trafficking victims as part of an overall strategy for victim identification and assistance. (*See Appendix 6.2 for a list of Human Trafficking Indicators and Red Flags*)

Telecommunicators need to know about Crime Stoppers and its role in intelligence gathering and solving crimes of human trafficking in partnership with citizens, media, and local law enforcement.

Telecommunicators need to know about the mission, scope and services provided by the National Human Trafficking Hotline Resource Center in order to appropriately direct calls to the hotline. (1-888-3737-888).

Telecommunicators need to know the federal definition of human trafficking (TVPA) and the various forms of exploitation.

Telecommunicators need to know the key differences between crimes of trafficking and smuggling.

Telecommunicators need to know generally about the services available to victims of trafficking and the assistance provided by NGO's.

Telecommunicators need to know that foreign language services may need to be made available to victims of trafficking.

Telecommunicators need to know methods for effective response and information gathering.

3.2 Information collected

There are protocols that describe the information that needs to be collected by Telecommunicators handling various kinds of human trafficking cases. That information is not unlike what is needed for any major case and should not place an unusual burden on Telecommunications staff. That protocol is also recommended for use for cases of human trafficking victims under the age of majority. (*See Exhibit 5.2*)

3.3 Dispatching Criteria

When transferring the Caller to a second party, the 9-1-1 operator clearly articulates who the second party is and what type of assistance they will be providing. (i.e. Please stay on the line while we connect you to emergency assistance or Please stay on the line, help is on the way). Dispatcher is to stay on the line with the Caller throughout the duration of the call and call transfer. Commonly, a

language or foreign language service may need to be made available to calls from victims of human trafficking.

A. For Victim Calls In Progress:

Patrol officers should be dispatched on all cases of human trafficking victims for every incident reported to 9-1-1. The dispatcher should, when warranted, give a human trafficking incident call the same priority as any other life threatening call and should, whenever possible, dispatch at least two officers to the scene in addition to immediately contacting the local law enforcement human trafficking Point of Contact (POC) officer. Once on the scene, Telecommunicators will make a telephone connection between human trafficking POC and on-scene officer. *Exhibit 5.3* contains a Law Enforcement Guide Regarding Reports or Tips of Trafficking in Persons that contains proposed guidelines and responsibilities regarding law enforcement responses to reports of human trafficking.

B. For Non-Emergency Victim Calls:

If Caller does not wish to speak with a law enforcement officer, the call should be referred to the National Human Trafficking Hotline at 1-888-3737-888.

C. For Credible Tip Calls:

Telecommunicators receiving credible tip calls involving potential cases of human trafficking should immediately assign the matter to an investigating officer, who shall notify Crime Stoppers if warranted.

D. For All Potential Human Trafficking Calls Involving Minors

When it has been determined that a call received in a 9-1-1 Call Center involves a potential minor victim of human trafficking, the following protocol should be followed for reporting purposes:

1. Immediately dispatch at least two officers to the scene.
2. Immediately contact the local law enforcement human trafficking POC officers.
3. Immediately contact local FBI.
4. Additionally, cases involving U. S. Citizen and Foreign National Minors will be reported to the following contacts:

U.S. Citizen Minors: All calls regarding a minor victim of human trafficking who is a U.S. Citizen will be reported to NCMEC

Foreign National Minors: All calls regarding a minor victim of human trafficking who is a foreign national will be reported in parallel to Office of Refugee and Resettlement (ORR) at the Department of Health and Human Services (DHHS).

E. For all other human trafficking related calls

All other human trafficking related calls not falling into one of the categories above should be referred to the National Human Trafficking Hotline Resource Center at 1-888-3737-888. Refer calls when:

A potential human trafficking victim calls looking for services outside of your jurisdiction

An individual calls to report a potential trafficking situation that has occurred outside of your jurisdiction

A Caller reports a credible tip on a potential human trafficking situation outside of your jurisdiction.

A Caller is looking for service provider referrals – the NHTRC can provide referrals across the United States in any of the following areas – anti-trafficking organizations; legal; health; mental health/ case management; immigration services; shelter/housing assistance.

A Caller is looking for general information on human trafficking; human trafficking trainings and technical assistance; information on how to get involved/volunteer opportunities.

Any human trafficking calls outside of the 9-1-1 Call Center jurisdiction from any region of the United States.

Additional calls that can be handled by the NHTRC:

- 9-1-1 Call operators calling for training and technical assistance
- Calls from 9-1-1 supervisors
- Calls from Crime Stoppers requesting training and technical assistance or to refer tips outside of their jurisdiction.

For further information regarding Law Enforcement Guide Regarding Reports or Tips of Trafficking in Persons, See Exhibit 5.3.

4 References

Trafficking Victims Protection Act of 2000 (TVPA)

Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA)

5 Exhibits

5.1 Joint Working Group on Call Center Best Practices in Cases of Human Trafficking



Joint Working Group on Call Center Best Practices In Cases of Human Trafficking

Mission Statement

Establish protocols and training materials to create and promulgate recommended industry best practices for effective intake and responses to reports of human trafficking victim calls or credible tips.

Goals

1. Establish a Memorandum of Understanding (MOU) among Joint Working Group members that define roles and responsibilities of each agency when responding to trafficking in persons events.
2. Develop guidelines for best practices, to include minimum performance levels, and performance measures for evaluating effectiveness.
3. Improve awareness regarding trafficking in persons on the part of stakeholders.
4. Develop and disseminate tools to improve the knowledge and skills of public safety communications staff to effectively respond to reports of trafficking in persons.
5. Develop and deliver training for all levels of public safety communications staff to improve their knowledge and ability to effectively respond to tips or reports of trafficking in persons.

5.2 Trafficking In Persons First Response Protocol

TRAFFICKING IN PERSONS FIRST RESPONSE PROTOCOL *THE TELECOMMUNICATOR'S GUIDE FOR* *INITIAL CALL INTAKE AND INCIDENT INITIATION* *Working Draft*

A HUMAN TRAFFICKING VICTIM ESCAPES.

9-1-1 is dialed.

The Telecommunicator takes the call, and the process begins.

Every question strategically formulated and asked...

Every word spoken to facilitate the caller's focus in this horrific moment...

Every second expended in gathering critical information...

ALL DETERMINE THE EFFECTIVENESS OF THE FIRST RESPONSE.

The work of Public Safety Communications Professionals creates the very foundation of first response when a human trafficking victim escapes their situation. Before officers arrive on the scene, before investigative agents begin their work, the Telecommunicator forges a near-instant, strategic, yet profoundly humanistic and interdependent relationship with the Caller. It is this first interaction with the public safety community that can define how subsequent responses will be organized and perceived.

The result of this work fortifies the field response with every aspect of available information about the trafficking victim, any possible suspect(s), vehicle(s), environment, and the continuum of circumstances associated with the event. Beyond the initial call intake, minute-to-minute updates are gathered, formulated, disseminated and logged to enhance the integrity of enforcement and investigative actions in the case.

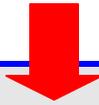
The impact of the role and responsibilities undertaken by the Telecommunicator contributes in a defining sense to the development, management, and resolution of the case.

TRAFFICKING IN PERSONS FIRST RESPONSE PROTOCOL

THE TELECOMMUNICATOR'S GUIDE FOR INITIAL CALL INTAKE AND INCIDENT INITIATION

Basic Assumptions:

- ✓ The Telecommunicator will gather enough information to ensure the rescue of a human trafficking victim and determine an appropriate response consistent with agency policy pertaining to the trafficking in person incident.
- ✓ The focus of the Telecommunicator should NOT be on the victim's immigration status or whether or not the victim desires to "prosecute" or "press charges".
- ✓ The Telecommunicator is trained and qualified in recognized basic call handling and intake policies and procedures within his/her agency and has received call handling training specific to human trafficking situations and general services available to victims of human trafficking.
- ✓ The Telecommunicator is familiar with the mission, scope and services provided by the following: Crime Stoppers, Federal Anti-Trafficking Task Forces and the NHTRC.



Guiding Principles and Values:

- ✓ Professionalism
- ✓ Compassion
- ✓ Respect
- ✓ Patience
- ✓ Commitment to Accuracy and Detail
- ✓ Commitment to Follow-Through and Accountability (Quality Assurance)



Goals for Initial Intake:

1. Obtain and Verify Incident Location
2. Maintain Control of the Call
3. Communicate the Ability to HELP the Caller through a rescue

- 4. If necessary, connect the Caller to appropriate Translation Service**
- 5. Methodically and Strategically Obtain Information Through Systematic Inquiry to be Captured in the Agency's Intake Format**
- 6. Recognize the potential urgency of the trafficking in persons incident or credible tip and immediately begin the proper notifications consistent with agency policy**
- 7. Perform all Information Entries and Disseminations, Both Initial and Update**

FIRST RESPONSE CALL INTAKE

CHECK LIST

The following protocol is intended as a solid framework for call intake, but should not in any manner rescind or override agency procedures for the timing of broadcasts and messaging.

These procedures are established as recommended practices to consider with existing agency policy and procedure to ensure the most swift and accurate handling of every human trafficking incident. The suspected existence of the elements of the crime of human trafficking shall be the sole factor that determines the proper method of handling the incident.

All information should be simultaneously entered, as it is obtained by the Telecommunicator, into an electronic format (when available) that will feed/populate any directed messages which will be sent to law enforcement, Crime Stoppers and/or law enforcement human trafficking POC.

FIRST RESPONSE CALL INTAKE

CHECK LIST

Victims of human trafficking often suffer from serious trauma and isolation. Initial questions properly posed by the Telecommunicator may reveal human trafficking. Conveying a sense of safety to victims is of paramount importance.

When you encounter circumstances that raise suspicion, remain vigilant for the possibility of human trafficking. Ask specific questions for greater assessment of the situation. Due to the fear that traffickers instill in their victims, it may be necessary to ask questions creatively, listening for signs that indicate fear; a lack of freedom; use of force, fraud or coercion. Telecommunicators must be trained to recognize the information provided by the Caller as trafficking, despite the fact that a potential victim will likely never refer to him/herself as a trafficking victim.

The methods of control used by the traffickers and daily realities for the victims may make it especially challenging for you to establish trust and get honest answers. Victims may be reluctant to answer questions because they:

Fear for their safety and that of their families

Fear or mistrust law enforcement

May not perceive themselves as victims because they do not know their rights

May not be aware of what human trafficking is and will not necessarily identify themselves as trafficking victims.

Feel shame about the type of work they were forced to do

Feel ashamed to admit victimization

Believe that they have a contractual obligation to pay a debt despite the use of force and abuse

View their situation as temporary, surviving on the hope that once a certain amount of time has passed they will be free.

Human Trafficking RED FLAGS

False and unfulfilled promises

Exploitative working and living conditions

Lack of freedom to leave working or living conditions

Individual not in control of own identification documents

Fear, anxiety, submissive

Signs of physical abuse

Unpaid or paid very little

Not in control of own money

Owes a large debt and not able to pay it off

- Excessively long working hours
- Not allowed breaks during work
- Few or no personal possessions
- Lack of health care
- Being watched or followed
- Not allowed to speak for self
- Under the age of majority and in the sex industry

Key Differences Between Human Trafficking and Smuggling

In some cases it may be difficult to quickly ascertain whether a case is one of human smuggling or trafficking. As will be illustrated in the table below, the distinction between smuggling and trafficking are often very subtle, but **key components that will always distinguish trafficking from smuggling are the elements of fraud, force, or coercion. However, under U.S. law, if the person is under the age of majority and induced to perform a commercial sex act, then it is considered trafficking, regardless of whether or not fraud, force, or coercion is involved.**

TRAFFICKING

SMUGGLING

Must Contain an element of force, fraud, or coercion (actual, perceived or implied unless under 18 years of age involved in commercial sex acts.

The person being smuggled is generally cooperating.

TRAFFICKING

SMUGGLING

Forced Labor and/or Exploitation.

There is no actual or implied coercion. They are not victims.

Enslaved, subjected to limited movement or isolation, or had documents confiscated.

Persons are free to leave, change jobs, etc

Need not involve the actual movement of the victim.

Facilitates the illegal entry of person (s) from of one country into another.

No requirement to cross an international border.

Smuggling always crosses an international border.

Person must be involved in labor/services sex acts (i.e. must be “working”)

Person must only be in the country or commercial attempting entry illegally.

Classification of Call

Telecommunicators must be able to ask questions that will help determine if certain red flags and trafficking indicators (*See Appendix 6.2*) are present. Telecommunicators will be doing intake on 4 different types of human trafficking emergency calls:

1. Call from a VICTIM of human trafficking
2. Call from a credible TIP about a human trafficking situation
3. Calls from either a victim and/or credible tip involving MINORS (under the age of majority)
4. Other Human Trafficking Related Calls

The information gathered in the first 3 minutes of a call from a VICTIM is crucial. Location information and possible callback number is crucial to obtain in emergency situations handled by 9-1-1 Telecommunicators⁴.

General Information to Encourage Disclosure

During the call, the Telecommunicator may need to educate the Caller about human trafficking. Many potential victims are unaware of what trafficking is and that they are protected under U. S. law. In a suspected case of human trafficking, it is sometimes helpful to educate Callers about trafficking to lessen their anxiety and aid in your assessment of the call. A brief conversation about human trafficking can help potential Victim Callers feel more comfortable answering questions. The following is a suggested approach if you SUSPECT a human trafficking situation but need more information from the caller:

Tell the Caller that you have heard from other women in the commercial sex industry who have been lied to, threatened, beaten, raped, etc.

Tell the Caller that you have heard from other men/women who were told that they would be working in a different job, performing different tasks, working different hours, and/or receiving a different wage than they had originally been promised.

Tell the Caller that you have heard from people who are not able to keep money that they have earned and must turn this money over to someone else (employer, pimp, someone in a position of authority).

Tell the Caller that you have heard from other people who are fearful of leaving or are unable to leave their job for any of the following reasons – their employer or someone else has taken their documents; they are afraid for their own safety or the safety of their family; they owe money or are in debt to their employer or someone else; and/or they fear they will be arrested or deported if they try to leave.

⁴ Location information and callback numbers should NEVER be sought nor obtained when the Caller presents a credible TIP and referral is made to Crime Stoppers. The identity of any Caller to Crime Stoppers must remain anonymous. Do not record the identifying information of a Caller if the call will be dispatched to Crime Stoppers.

Tell the Caller that all of these practices are illegal and they are PROTECTED UNDER U.S. LAW.

Additional Considerations:

Most departments cannot ‘do it all’ when faced with emergency response to a trafficking in persons incident. Action plans (*see Exhibit 5.3*), interagency agreements have been developed so that the officer at the scene will have access to a well-established and reliable framework of resources and assistance.

- **Contact law enforcement human trafficking POC immediately**
- **Consider Incident Command and Mutual Aid requests**
- **Consider establishing tactical perimeter posts, if no immediate field command exists.**
- **Consider establishing a dedicated frequency and dispatcher for the incident.**
- **Initiate immediate leads / case management system.**
- **Coordinate resource deployment for field units, i.e. air support, and search dogs (NASAR / USAR).**
- **Request staging area from Incident Commander to be conveyed to responding officers.**

Telecommunicators will have to assess if the Caller is a potential trafficking victim within the first few minutes of the call in order to initiate the proper response. Additionally, Telecommunicators should be aware of the special vulnerability and needs of trafficking victims. Special care must be taken when communicating with a victim of human trafficking. The following factors must be taken into consideration:

Individual may not identify themselves as a victim

May not speak English

Victims may be reluctant to speak and may be culturally conditioned to fear law enforcement

Victim may not know what country they are in

Victim may not know what the term “human trafficking” means

Victim may have suffered extreme, prolonged emotional distress

Victim will not know that they are protected under U.S. law

Likely to lie or use a rehearsed story initially

I.

QUICK ASSESSMENT QUESTIONS

This protocol is for the first 3 minutes of a Human Trafficking call.

These comprehensive assessment questions are provided as “questions to consider” or to be used as a guide to orient 9-1-1 Telecommunicators to the crime of human trafficking. In reality, the Telecommunicator should narrow the trafficking assessment questions down, as they deem most appropriate, in order to make a quick assessment of whether or not the call falls under the heading of a potential trafficking victim (adult or minor) or tip. In most cases, detailed questions will be asked by federal and local law enforcement authorities. However, if more information is required to determine the appropriate response, then the Telecommunicator should feel free to utilize the detailed list of comprehensive assessment questions.

There are two different approaches for these questions.

- A. Phrase all questions as verbatim questions that can be read straight to a potential trafficked person
- B. Phrase all questions as “general questions to keep in mind” for people to be thinking about and answering in their own heads, but not ever to be read directly to victims (Note: Not every single question needs to be answered to assess trafficking.)

A. Human Trafficking ASSESSMENT QUESTIONS for 9-1-1 Telecommunicators

1. Location

- Request exact location of the incident/victim (structure addresses, street names, intersections, directional identifiers, mile posts, etc.) and callback information, if possible.
- If specifics are not known, request landmarks or estimated proximity to landmarks
 - Tell Caller and any witnesses to remain at current location (unless determined unsafe) until help arrives
 - Telecommunicator can use the suggested questions below:
- Where is the emergency? What address? What apartment number?
 - Does the residence/business have any kind of surveillance? What kind?
 - Any areas where people are hidden? Is there a security door?
 - Any dangerous animals present?

2. What is the Emergency

- What’s happened? Is it occurring now? Are you still in the trafficking situation?
- Any injuries? Is an ambulance needed?
- Are you or someone else in immediate danger?
- Are there weapons present? If yes, what kind? Where are weapons located?
- Is the suspect present?

-
- What is your age? **(If Potential Victim and/or Tip involves a Minor, proceed to Checklist below: Child (DMST or Unaccompanied Minor Under the Age of majority)**
 - Are children present? How many? Ages? Are you free to leave? Can you stay on the phone?
 - Are you being held against your will?
 - Are there locks on the doors/windows so you cannot get out?
 - Is anyone pressuring you to do anything you do not want to do?
 - Do you have your identification documents in your own control?
 - Is this happening to you? If not, are you a witness or have you witnessed?

(NOTE: REFER NON-EMERGENCY WITNESS TIPS TO CRIME STOPPERS)

3. Description of Suspect

- Is the suspect present?
- Get descriptions and names (if known) of suspect
 - Name
- Is the suspect present? Is he/she in the same room? Can he/she hear you?
- Language spoken by victim?
- Sex
- Race
- Age
- Height
- Weight
- Hair
- Eyes
- Complexion
- Physical (Marks, Scars, Tattoos, Limp, etc)
- Hearing or Speech Impairment
- Clothing Name
 - Head to Foot, Outer to Inner
 - Hat/Head
 - Coat
 - Shirt
 - Pants/Shorts
 - Shoes
 - Socks
- Language spoken by suspect.

- Vehicle descriptions, if it applies
- Direction of travel, if it applies
- **If in Progress, broadcast available information to patrols and law enforcement human trafficking POC as soon as possible.**
- **Maintain telephone contact with Caller until officer arrives at the scene, if able too.**

4. Potential victim(s) (Adult or Minors under the age of majority)

- **Number of victims?**
- **Is this victim a minor or an adult?**

NOTE: If potential victim(s) has been determined to be a DMST or Foreign Unaccompanied Minor under the age of majority, DISPATCH LOCAL LAW ENFORCEMENT IMMEDIATELY

- Name
- Is the suspect present? Is he/she in the same room? Can he/she hear you?
- Language spoken by victim?
- Sex
- Race
- Age
- Height
- Weight
- Hair
- Eyes
- Complexion
- Physical (Marks, Scars, Tattoos, Limp, etc)
- Hearing or Speech Impairment
- Clothing Name
 - Head to Foot, Outer to Inner
 - Hat/Head
 - Coat
 - Shirt
 - Pants/Shorts
 - Shoes
 - Socks
- Is the child or adult with anyone (adult, child, pets, etc.)?

- Injured?
- Does the adult or child have a cell phone? (**DO NOT** have anyone try to call the cell phone. This information needs to be immediately forwarded for investigative follow-up)
- Any other identifying/distinguishing characteristics anything else that makes the adult or child stand out (stutter, hairstyle, etc).

Also see Appendix 6.3 for Human Trafficking Assessment Questions for Law Enforcement and Appendix 6.4 for Human Trafficking Assessment Questions for Crime Stoppers.

Also see Appendix 6.5 for General Guidelines and Recommendations that Apply to Different Reporting Options Involving Minors and Appendix 6.6 for Guiding Principles When Considering Reporting Human Trafficking Cases Involving Minors

B. Human Trafficking ASSESSMENT QUESTIONS for Crime Stoppers – See Appendix 6.4

If deemed necessary and/or while keeping the Caller on the line, continue to collect information by proceeding to **Questions Beyond First 3 Minutes of the Call.**

II.
Questions Beyond First 3 Minutes of HUMAN TRAFFICKING call

A. Additional Human Trafficking ASSESSMENT QUESTIONS for 9-1-1 Telecommunicators

1. Basic background info

- What is your current situation?
- How would you like us to help you?
- Do you need a translator?

2. Information about the job

- What type of work did you do?

NOTE: For additional questions, see Appendix 6.3 or Appendix 6.4.

B. Additional Human Trafficking ASSESSMENT QUESTIONS for Crime Stoppers Tip/Intel – See Appendix 6.4

C. Human Trafficking ASSESSMENT QUESTIONS for Law Enforcement, See Appendix 6.3.

Additional resources which should be used, and for which contact information should be readily available and organized within your communications center include:

- ✓ Federal Law Enforcement Law enforcement human trafficking POC(FBI) (ICE) (DOJ)
- ✓ National Human Trafficking Hotline (Polaris Project) 1-888-3737-888
- ✓ Crime Stoppers
- ✓ Computer Aided Dispatch System
- ✓ Law Enforcement Terminal Data System
- ✓ National Crime Information Center System
- ✓ National Law Enforcement Telecommunications System
- ✓ Leads / Tips management system/software
- ✓ Mobile Data Terminals for communications with field personnel and officers
- ✓ Public Information Officer (s)
- ✓ Search and Rescue teams
- ✓ K-9 teams
- ✓ Aviation
- ✓ FLIRS (Forward Looking Infrared System)

- ✓ Global Positioning Systems
- ✓ Night vision equipment
- ✓ Scanning equipment for photos and documents
- ✓ Digital camera equipment
- ✓ Mobile incident command post vehicle
- ✓ Phone bank resources/infrastructure
- ✓ Logging recording system
- ✓ Instant call capture and retrieval system (ANI/ALI)
- ✓ Additional Staffing
- ✓ Consider logistics
- ✓ Others....

FIRST RESPONSE POST INTAKE

CHECK LIST

If your agency serves as the control point for development and dissemination of messaging and directly related to trafficking in persons incidents, additional significant procedures will apply within this section.

❖ Complete Messaging Follow-Up for Victim Calls

- Complete all electronic logging

Collect and Compile hard copy documentation and potential evidence of human trafficking as defined by Agency policy

- Ensure all local law enforcement and law enforcement human trafficking POC or Crime Stoppers Police Patrol involved in the tip or potential victim rescue have been notified and supplied with all messages.
- Establish/activate dedicated communication line for incident updates from law enforcement personnel
 - As updates are received, develop and disseminate all appropriate electronic messaging

❖ Management of Leads /Credible Tips

- Initial screening of the call:

- Is the call an emergency? If so, handle the call in accordance with Crime Stoppers procedures. Patrol is dispatched. Once the emergency has been handled, call law enforcement human trafficking POC and report the incident.
- Is a credible tip reported? If so, proceed through these guidelines. If not, handle the call in accordance with Crime Stoppers' procedures for calls that are not credible tips.

- Crime Stoppers call centers should operate 24 hours a day, seven days a week. Credible tips that are received by Crime Stoppers phone bank staff should be handled as follows:

1. Answer incoming phone calls from anonymous callers to the 713-222-TIPS number, or receive tips online that are submitted through the internet or text;
2. Explain to the caller that the Crime Stoppers program is confidential and how it operates;
3. Interview callers and determine the content of their report;
4. Document all calls and relevant information in Tipsoft software;
5. Conduct research in local and other law enforcement databases to verify information;
6. Perform basic computer investigation, such as criminal history inquiries, Driver's License checks, NCIC searches, etc.
7. Issue a Code Number to the anonymous tipster;
8. Disseminate the tip information to the local law enforcement POC for human trafficking;
9. Protect and maintain the confidentiality of the tipster;
10. Perform other investigative duties as required or requested.

- Crime Stoppers tips are managed through Tipsoft software or other tip management software programs. The confidentiality of the tipster's identity, as well as the content of the tip, is always maintained.
- All tips are forwarded immediately to the local law enforcement POC for investigation. A pager or cell phone contact for this local law enforcement investigator should be maintained, and all Crime Stoppers' call center staff should have the relevant numbers for immediate transfer of the information.
- When a human trafficking tip is investigated and an arrest is made, the local law enforcement POC for human trafficking must call the Crime Stoppers call center and report the successful resolution of the tip. All callers who provide accurate tip information that results in a felony arrest are eligible for a cash reward. The arrest as a result of the tip will be noted by Crime Stoppers according to the tipster's code number; in other words, the code number that was issued to the tipster at the time of the call is used to note that an arrest was made. Closure of the loop and follow up by the local law enforcement POC will insure that Crime Stoppers is aware that the tipster's information was accurate and that a reward is owed.
- If a call center is not activated, establish workload and lines of responsibility for taking calls regarding the trafficking in person incident. If necessary, call in additional staff and supervision.
- Overall Management of the Credible Tip:
 - Discuss the report with the tipster;
 - Use Interpretalk if language assistance is needed;
 - Absolutely no identification information for the Caller should be requested or noted.
 - Record the content of the tip;
 - Particular detail with regard to location and identification of the suspect should be noted.
 - Whether the report is being made by a victim or by a citizen witness should be noted.
 - Obtain all details in accordance with the guidelines and Quick Assessment recommendations.
 - Transfer the tip information to the local law enforcement POC for human trafficking.

❖ OTHER CALLS

All other calls such as calls for human trafficking information, training requests, should be referred to the National Human Trafficking Hotline Resource Center at 1-888-3737-888.

5.3 Law Enforcement Guidelines For Reports Or Tips of Trafficking In Persons

**LAW ENFORCEMENT GUIDELINES
FOR REPORTS OR TIPS OF
TRAFFICKING IN PERSONS**

**– developed by –
Greater Houston 9-1-1 Emergency Network, Houston Rescue
and Restore Coalition, Human Trafficking Rescue Alliance and
Houston Crime Stoppers**

December 7, 2008

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Law Enforcement Guidelines for Reports or Tips of Trafficking in Persons

Overview

Reports of trafficking in persons can be difficult and challenging due to the covert nature of the crime, human trafficking will likely come to your attention indirectly. In order to obtain the information law enforcement and prosecutors need to investigate and prosecute the trafficker; specific techniques should be applied in order to gain the trust of a victim in a potential human trafficking investigation and prosecution.

Reliving the events that led up to and were part of the enslavement may be embarrassing and frightening for the victim. Additionally, trusting another person again is exceedingly difficult; the trafficker has conditioned the victim to fear and distrust law enforcement. The attitude and approach that an agency and its officers take in responding to reports of human trafficking victims or tips may very well determine whether the victim is rescued and the perpetrator prosecuted. Finally, law enforcement and the trafficker can unfortunately share a similar relationship to the victim in that both are in the position of controlling the victim's fate, just as the trafficker did. Gaining and safeguarding the victim's trust is integral in gathering information necessary for a successful investigation and prosecution. Each stage of the case, therefore, from initial investigation through successful recovery, forms a critical component of a thorough law enforcement response.

A law enforcement agency must provide its officers with the tools that will enable them to act decisively when confronted with reports or tips of trafficking in persons. The single, most important tool an agency can provide is a clearly worded policy directive containing understandable procedures that officers can follow as a guide through each stage of the investigation and prosecution. Every level of government – local, state and federal – must be engaged and collaborate not only with each other but with NGO's in the community. The best chance for effective results in human trafficking cases comes from collaborative comprehensive approaches.

Guidelines or policies and procedures are of limited value, however, unless an agency ensures that every member receives direct instruction about the policy's intent. Additionally, specific training and awareness about the overall issue of human trafficking will help each officer understand the critical role he or she plays in this important area.

Dynamics of Human Trafficking

Officers should be aware that they might encounter several types of human trafficking cases, each with their own unique response requirements. While not an exhaustive list, traffickers exploit humans for labor or services in a wide variety of forms and locations including:

- A. Sexual Exploitation
 - a. Brothels (Residential or Commercial)
 - b. Massage Parlors
 - c. Pornography Production
 - d. Street Prostitution
 - e. Child Trafficking

- f. Escort Services
- g. Cantina Bars and Room Salons
- h. Modeling Studios and Strip Clubs

B. Labor Exploitation

- a. Agricultural/Farm Work
- b. Cleaning Services
- c. Construction
- d. Domestic Servitude
- e. Exotic Dancing
- f. Factory/Manufacturing
- g. Restaurant Work
- h. Peddling/Begging Rings

C. Other

- a. Servile Marriage, also known as “mail order brides”
- b. Organ trafficking
- c. Baby trafficking.

As noted above, most human trafficking involves illicit and clandestine business activity in diverse and vast sectors of the community. In situations of possible human trafficking, victim identification can be one of the most challenging tasks for law enforcement. As a law enforcement professional, you may have to rely on your instincts to pick up on “red flags” indicating that someone might be a victim. In order to increase victim identification and victim rescue, 9-1-1 Emergency Call Centers and other law enforcement agencies have to be aware of the indicators (*See Appendix 6.2*) for force, fraud or coercion. In order to control victims, traffickers will often:

- Confiscate papers and legal documents
- Misrepresent U.S. laws and consequences for entering the country illegally
- Threaten victims
- Use debt and other fines to create an insurmountable “peonage” situation
- Move victims from location to location or trade them from one establishment to another resulting in a situation where victims may not know which town or state they are in
- Create a dependency using tactics of psychological and emotional abuse in much the same way a batterer behaves toward their intimate partner in a dynamic of domestic violence
- Dictate or restrict movement
- Isolate victims and force victims to rely on the trafficker as a translator and their only source of information

For a comprehensive list of red flag indicators for human trafficking, please *see Appendix 6.2* attached.

Who Is Trafficked?

Be prepared to respond to the diversity of trafficked persons in your planning and implementation. Avoid preconceptions of who a trafficked person may be. Be prepared to respond to the diversity with your approach. Experience shows that the potential range of characteristics of a trafficking victim is large. A trafficked person may be a man, woman, boy or girl, of any age, religion, ethnicity, nationality, immigration status or sexual orientation. Non-citizens who are trafficked may be documented or undocumented. A significant number of non-citizen trafficked persons enter the country with valid visas and only later fall into undocumented status when the trafficker forces them to overstay their visas. No single immigration status is indicative of trafficking. Internal trafficking within the United States involves U. S. citizens who are often runaway, missing or kidnapped adolescents trapped in prostitution. For the reasons above, be wary of prevailing preconceptions or stereotypes that may lead away from discovering trafficked persons.

It should be noted that not all suspected human trafficking incidents occurring each year in this country result in a human trafficking investigation and/or prosecution. Some incidents are later assessed by the prosecutors to fall under other crimes. However, it is essential that each response, regardless of what the initial indicators may be, should be governed by an assumption that the trafficking victim is in jeopardy and that the tip is credible until significant facts to the contrary are confirmed. When officers respond with the trafficking victim's safety as their foremost concern, they will be more likely to collect evidence or information that might otherwise be lost during the critical, early stages of an investigation.

Using the Guidelines

The guidelines on human trafficking that follows has been designed to serve as a general reference that can be modified to fit the specific needs of any agency, regardless of size. It attempts to present the human trafficking response process in a logical progression from case intake through first response and case investigation on to recovery and case closure.

From the basic outline presented in this guide, administrators are encouraged to add those topics that are unique to their agency or region of the country and incorporate actions mandated by federal, state, or local statutes. It should also be noted that the text found in *italics* is offered as explanation, and its inclusion in an agency's final policy or procedures is optional.

Finally, much of the content of these guidelines are based on material found in the OVW and IACP *Law Enforcement Guide to Identification and Investigation: The Crime of Human Trafficking*; Kelly Heinrich & Stephen Warnath *50 Ways Local Government Officials Can Confront Human Trafficking in Their Communities*; Department of Justice *Human Trafficking Training on Modern Day Slavery*; DHHS, Rescue and Restore *Tool Kits for Law Enforcement Officers*; and the National Human Trafficking Hotline, Houston Human Trafficking Rescue Alliance and Houston Crime Stoppers Protocols. These publications contain chapters covering standard operating procedures for handling of trafficking victim calls (including checklists that offer step-by-step recommendations for successful case investigation), credible community tips and/or referral procedures for requests of information.

Pre-Incident Planning and Resource Development

Along with the creation of a written policy and procedure, pre-incident planning and resource development are equally important to the formation of an effective law enforcement response to reports of human trafficking. When these three factors are given equal emphasis, a truly comprehensive response plan will result.

In an effort to more efficiently investigate, manage, and resolve cases of human trafficking and minimize the emotional stresses associated with these incidents, many communities, led by the federal law enforcement agencies, are holding training sessions and regular meetings to assess roles, identify resources, and agree on responsibilities. When implemented, this interagency protocol not only spells out specific responsibilities, but also serves as the basis for ongoing communication and cooperation.

When federal and local law enforcement respond to the report of trafficking in persons without a plan, time is lost and opportunities are wasted. By adopting planned strategies, officers will be able to exercise more control over events, react more effectively to unexpected occurrences, and enhance the likelihood of swift and successful case resolution.

Comments or questions regarding these Law Enforcement Guidelines for Reports or Tips of Trafficking in Persons are welcomed. Please contact:

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Greater Harris County 9-1-1 Emergency Network
602 Sawyer, Suite 710
Houston, TX 77007

National Emergency Number Association
4350 North Fairfax Drive
Suite 750
Arlington, VA 22203-1695
800-332-39-1-1

A Guide for Trafficking in Persons

Directive Type (Tip, victim, Information)	Effective Date	Directive Number
Subject Human Trafficking		Issuing Authority
Reference	Amends/Rescinds	
Distribution	Reevaluation Date	No. Pages

I. Guidelines/Policy Purpose (*Describe the objective(s) of this guidelines/policy.*)

The purpose of these guidelines/policy is to establish guidelines and responsibilities regarding this agency’s response to reports of human trafficking in persons involving victim calls and community tips.

II. Guidelines/Policy Statement (Describe the agency’s intent or philosophy regarding these guidelines/policy.)

It shall be the guidelines/policy of this agency to thoroughly investigate all reports of human trafficking. Additionally this agency holds that every credible tip and/or victim call will be considered at risk until significant information to the contrary is confirmed.

Jurisdictional conflicts are to be avoided when a trafficking in person victim or tip call comes in. If a victim of human trafficking or credible tip either resides in, or was last seen in this jurisdiction, this agency will immediately initiate the required reporting process. If a human trafficking victim or credible tip resides in this jurisdiction and was last seen in another jurisdiction, but the law enforcement agency covering that jurisdiction chooses not to take a human trafficking report, this agency will assume reporting and investigative responsibility for victim calls, Crime Stoppers will assume reporting and investigative responsibility for credible tip calls.

Questions concerning immigration status occasionally arise in relation to trafficking in persons reports. ***The existence of the elements of the crime of trafficking shall be the sole factor that determines the proper method of handling the incident.*** It shall be the guidelines/policy of this agency to accept the victim report or tip of human trafficking, if indicators (*See Appendix 6.2*) alert the Telecommunicator to the possibility of this crime, even if a crime of human trafficking has not been formally established. Reporting parties shall be encouraged to dispatch law enforcement and the human trafficking POC as soon as

possible. However, since the safety of the human trafficking victim is paramount, members of this agency will when warranted give a human trafficking incident call the same priority as any other life threatening call.

III. Definitions

Describe what circumstances control report acceptance.

- A. The term **human trafficking** or “**severe forms of trafficking in persons**” is defined as:
1. All acts involved in the transport, harboring, or sale of persons within national or across international borders through coercion, kidnapping, deception, or fraud for the purpose of placing persons in situations of forced labor or services such as domestic servitude, factory or agricultural work; or
 2. Sex trafficking in any commercial sex act induced by force, fraud, or coercion. It is always considered a severe form of trafficking if the person induced to perform the sexual act is under the age of majority, regardless of whether the elements of force, fraud or coercion are involved.
- B. The term **victim** refers to a person who is
1. A trafficked person or victim who is held by force, fraud and/or coercion
 2. An individual who was subjected to trafficking and is now participating in the criminal justice system as a witness for the government against the trafficker.
- C. The term **credible tip** refers to:
1. A report from a confidential and anonymous tipster that contains information sufficient for law enforcement to initiate an investigation, obtain corroborating evidence, and possibly effect a felony arrest.
- D. The term **Tipsoft** refers to:
1. A brand name of tip management software.
- E. The term **tipster** refers to:
1. A confidential informant who reports information regarding criminal activity, including human trafficking activity, to a Crime Stoppers’ telephone tip line, or who reports such information electronically through an internet website or text messaging system designated for anonymous Crime Stoppers tips.
- F. The term **other** human trafficking calls refers to
1. Training and information requests and any other calls that do not fall into victim and/or credible tip category.

G. A human trafficking victim will be considered “**at-risk**” when one or more of the **unusual circumstances** noted in paragraph H are present.

H. The term **unusual circumstances** refers to a trafficking victim who is:

1. Under the age of majority **or** –
2. Believed to be one or more of the items noted below.
 - A potential victim of foul play or sexual exploitation. *Risk to the victim can be assumed if investigation indicates a possible abduction or victim escape, potential violence at the scene, or signs of sexual abuse or physical harm.*
 - In a life-threatening situation. *The environment in which the trafficking victim is located may be particularly hazardous. The following conditions may be considered life-threatening:*

Under the age of majority

In the process of fleeing their traffickers

Mentally diminished

Drug dependent

A victim of physical or mental abuse or sexual exploitation

Believed to be with others who could endanger his/her welfare

In circumstances that would cause a reasonable person to conclude that the human trafficking victim should be considered at risk.

I. Actions upon determination of **unusual circumstances**

1. If it is determined that **unusual circumstances** are involved in the report of a trafficking victim, the victim will be considered **at risk**, and an expanded investigation, including the use of all appropriate resources, will immediately commence. *While all human trafficking incidents should be investigated thoroughly, those involving unusual circumstances indicate a heightened likelihood of risk to the victim and, therefore, require an intensive response.*
2. If appropriate, existing interagency emergency human trafficking response protocols should be activated.

IV. Procedures

Describe the responsibilities of agency members who may be involved in a human trafficking case.

A. **Communications personnel** receiving the report of a human trafficking victim shall

1. Determine if circumstances of the report meet the definition of a human trafficking

incident as set forth in Section III. *By questioning the Caller about the circumstances of the report, the call-taker can make a preliminary assessment about the level of risk to the victim. This assessment shall also prepare the call-taker to promptly activate additional response protocols if needed.*

2. For victim escapes or victim calls, promptly dispatch an officer to the scene of the victim report, as well as notify law enforcement human trafficking POC. *The officer who routinely patrols the vicinity of the report is best suited to handle the first response since he or she should be familiar with the area and is likely to have knowledge of unusual activities, suspicious persons, known offenders, and other neighborhood dynamics.*
3. For credible tips, promptly dispatch call to Crime Stoppers for handling. Crime Stoppers will assess and investigate the Callers tip information, record the content of the tip in the Crime Stoppers Tipsoft database, and give the caller a code number for identification in future calls and for the distribution of a cash reward if the Caller becomes eligible under the Crime Stoppers' reward policies. Crime Stoppers will then immediately call law enforcement law enforcement human trafficking POC and provide the tip information to them directly and without delay. *See Appendix 6.4 for Crime Stoppers Assessment Questions for Human Trafficking.*
4. For all other calls not falling in category 2 or 3, promptly dispatch call to the National Human Trafficking Hotline for handling (1-888-3737-888).
5. Notify a supervisor. *Because of the complexity of some human trafficking cases, especially those that may require the immediate mobilization of investigative resources, call-takers should verify that a supervisor has been notified whenever officers respond to such an assignment.*
6. Transmit the appropriate radio alerts and other notifications. *A critical responsibility of the call-taker is to obtain sufficient information from the reporting party to broadcast a radio message that alerts other officers, and other federal agencies if necessary, about the circumstances of the victim. Information should include the victim's height, weight, hair and eye color, and clothing, as well as the location where the victim was last seen. Most importantly the radio alert should contain any information known about a possible trafficker with special emphasis on the description of the suspect and vehicle used as well as direction of travel. Consideration should also be given to the use of "road-block plans," including those involving surrounding agencies, to apprehend a fleeing trafficker.*
7. If possible, search agency records for related information. *It is essential for responding officers to know if the victim or perpetrator has been the subject of previous reports that might have a bearing on this incident. If possible, records should also be reviewed to learn if any incidents have been reported in the area that might have investigative value in this case. Complaints such as attempted domestic violence, prostitution, alien smuggling, extortion, Visa fraud, kidnapping, public*

lewdness, and suspicious persons will be of particular interest. Access should also be made to the specialized units that handle vice and intelligence units designated within the area.

8. Safeguard all pertinent records. *The call-taker should also ensure that records of all communication related to this incident, such as telephone conversations with the victim, including written notes regarding the discussion, radio broadcasts, and all subsequent notifications, are safeguarded for future investigative reference.*
- B. The **initial officer** or first responder assigned to the report of a trafficked victim shall
1. Respond promptly to the scene of the report. Even if the assigned officer has been provided with initial information such as the victim's description and other facts about the incident, it would be inappropriate to delay response to conduct a random search by doing things such as circling through parks, checking playgrounds, or stopping suspicious individuals. Unless in immediate response to the victim's safety, these activities can be handled by other patrol units.
 2. Interview the victim or person who made the initial report. The purpose of this interview is to gain an insight into the circumstances surrounding the information needed to conduct an initial assessment of the case. **See Appendix 6.3 for Law Enforcement ASSESSMENT QUESTIONS for Law Enforcement.**
 - A. *An officer should make no statements which would tend to discourage a victim from reporting a human trafficking incident*
 - B. *Officers arriving at a trafficking scene should conduct a thorough investigation and submit reports of all incidents of trafficking and all crimes related to it. If the incident occurred in another jurisdiction, the officer should contact that jurisdiction to determine which local or federal agency will investigate the incident.*
 - C. *Protocol for Successful Interview*
 - a. *Be aware that traffickers might not be easy to distinguish from victims and understand that some victims may have had to "collaborate" in order to survive.*
 - b. *Be aware that victims of trafficking may adopt self-protective reactions as part of their efforts to cope with the trauma and create safety for themselves.*
 - c. *Adopt a compassionate and non-judgmental manner.*
 - d. *Be aware that an interpreter may be needed.*
 - e. *Do not begin your interview with documentation or legal status questions as this may frighten or confuse the victim and interfere with building trust.*
 - f. *Do not ask "Are you a slave?" or "Are you a trafficking victim?"*

- g. Allow victims to describe what happened to their counterparts before focusing on the victims' own suffering: it is often easier for them to talk about what happened to other people initially.*
- h. Provide victims the opportunity to tell their story*
- i. Explain your role.*
- j. Give the victim reasons to work with you.*

Note: Also, see Appendix 6.3, Assessment Questions for Law Enforcement.

D. The following steps should be included in an officer's investigation and subsequent report:

- a. Arrival at the Scene*
 - i. Determine location and condition of victims, suspect, and any children;*
 - ii. Determine if any weapon is involved;*
 - iii. Confiscate and collect as evidence any weapons or firearms used in the incident. If the incident involves any threat to human life or physical assault, officers shall take temporary custody of any firearm or deadly weapons in plain sight or pursuant to a lawful search. If unable to book the weapons (other than firearms) due to size or other extenuating circumstances, photograph the weapon;*
 - iv. Provide appropriate level of aid to injured parties;*
 - v. Separate suspect, victim and witnesses (Victim should be out of suspect's view);*
 - vi. Collect all other potential evidence of human trafficking.*

1. Obtain a description of the victim and/or perpetrator including photograph(s) and videotapes. The collection of information about the victim and/or suspect, including race, height, weight, hair and eye color, clothing, and other noteworthy features, should be done promptly and relayed to other officers who may be assisting in the investigation. Several recent photographs and/or videotape, if available, should be secured.
2. Verify that the victim is the only victim involved. First responders should never assume that the victim is the only victim involved. Another check of the house and grounds should be made that includes places where other victims could be trapped or hiding. Special attention should be paid to enclosures, hidden doors leading to hidden rooms, high fences, outbuildings, etc

3. Conduct a thorough search of the scene. With the assistance of additional personnel, a systematic, thorough search of the incident scene should be conducted. If appropriate, officers should obtain written permission to search houses, apartments, outbuildings, vehicles, and other property that might hold information about the human trafficking incident.
4. Identify the circumstances of the crime. First responders need to ascertain whether the circumstances surrounding the human trafficking incidence are such that a heightened level of response is warranted. If “unusual circumstances” exist, as defined in Paragraph H of Section III, then the decision to employ additional response methods is clear.
5. Document victim(s) and/or suspect(s) condition and demeanor:
 - a. Document torn clothing;
 - b. Document smeared make-up;
 - c. Investigate the evidence of injury;
 - d. Examine the entire scene, take appropriate photographs;
 - e. Document if the suspect has made any threats against the victim;
 - f. Document spontaneous statements by the victim and/or suspect.
6. Determine when, where, and by whom the perpetrator was last seen. This information is needed to determine factors such as victim escape time frame, windows of opportunity, and verification of previously received information. Comparison of information gathered from the reporting party, witness, and other sources may prove vital to case direction.
7. Make an initial determination of the type of incident. By employing all available assessment tools (i.e., completion of standardized forms, interviews, statements of witnesses, and search of scene) an officer should be able to reach a preliminary determination regarding the type of case and the need for additional resources. Note: Officers must be cautious in “labeling” or classifying a human trafficking case, since the classification process shall affect the way in which initial information or evidence is gathered. Even if first indications suggest a “less urgent” incident, officers should consider all possibilities until the case category is clearly determined.
8. Obtain a description of the suspected trafficker and other pertinent information. Officers need to immediately record witness information, not only for general investigative use but also before witnesses forget or speak to others who may confuse or make suggestions about what was actually observed. If the scene involves a business or other public place, officers may be able to supplement victim information with video from security cameras that might provide crucial information about the suspect, vehicles, and circumstances.

9. If not already done, provide detailed descriptive information to human trafficking POC. As information becomes available regarding the victim's physical appearance, circumstances of the case, or description of the potential perpetrator, the initial officer should ensure that other officers and agencies are provided with up-to-date facts.
 10. Identify and interview everyone at the scene. The name, address, home and work telephone numbers of everyone present at the scene, along with his or her relationship to the victim, should be recorded. If possible, take photographs and/or videotapes of all present at the incident scene and the scene itself. By interviewing each person privately, officers may be able to uncover information that will be instrumental in resolution of the case.
 11. Secure and safeguard the area as a potential crime scene. First responders must take control of the immediate area where the incident occurred and establish an appropriate perimeter to avoid destruction of vital evidence.
 12. Prepare necessary reports and complete appropriate forms. Information gathered by the first responding officer(s) may be instrumental in the eventual case resolution. To record this important information, officers should prepare a chronological account of their involvement and actions in the case from time of assignment to the point of dismissal. Reports should include everything, not just those events that seem to have a direct bearing on the case.
 13. Officers should inform victims that there is help available for trafficking victims. Make contact with the appropriate victim assistance organization which has agreed to respond to the scene of identified trafficking incidents.
 14. Provide for victim safety (e.g. transporting to victim assistance location, NGO, hospital, etc.). The actual whereabouts of the victim will be kept confidential by the NGO and law enforcement human trafficking POC.
- E. The **supervisor** assigned to the report of a human trafficking incident shall
1. Obtain a briefing from the first responder(s) and other agency personnel at the scene. *This briefing allows the supervisor to determine the scope and complexity of the case and develop an appropriate response. The briefing should be conducted away from the victim and/or suspected perpetrator. .*
 2. Determine if additional personnel and resources are needed to assist in the investigation. *Depending upon the situation, a supervisor may determine that*

additional personnel, including specialized units, should be called to the scene or otherwise assist in the investigation. Certain cases may also require that the supervisor activate existing interagency response protocols.

3. Ensure that all required notifications have been made. *Because dissemination of information is an integral part of the successful investigation and prosecution of human trafficking cases, the supervisor should ensure that all officers, other departments and agencies, and all investigative networks are supplied with accurate details.*
4. Confirm that all agency policies and procedures are observed. *In addition to providing the innovative direction required during a human trafficking investigation, a supervisor must also ensure that the rules and regulations of a professional law enforcement organization are adhered to.*
5. Assist in managing any follow up investigation and collaboration with law enforcement human trafficking POC.

F. The **investigator** assigned to the report of a human trafficking incident shall

1. Obtain a briefing from agency personnel at the scene. *Its objective is to assist the investigator in formulating an effective interview strategy.*
2. Verify the accuracy of all descriptive information. *The verification process should include all details developed during the preliminary investigation. During the interview process the investigator should be alert to facts or statements that conflict with those gathered by the first responder.*
3. Conduct a neighborhood investigation. *A thorough canvass of the neighborhood should be conducted without delay. The objective is to identify and interview all persons who may be able to provide information related to the incident. Investigators should use a standardized set of questions to ensure completeness and uniformity of information and facilitate establishment of a database to track leads.*
4. Conduct a complete CJIC, CII and NCIC criminal history check of the suspect. *Also, conduct queries on the suspect in the Consolidated firearms System (CFS), Prohibited Armed Persons (PAP), Domestic Violence Restraining Order System (DVROS), and the Violent Crime Information Network (VCIN).*

5. If children are present at the scene, Child Protective Services (CPS) agency should be contacted.
 6. Explore the basis for conflicting information. *When preliminary investigative steps have been taken, investigators should “compare notes” with the first responder, fellow investigators, and other agency personnel to identify and work through conflicting information. This collaborative evaluation will provide the investigative staff with a solid foundation upon which to structure future case directions.*
 7. Implement effective case management. *An information-management system is an essential part of the overall investigative process. Depending on the resources available, information may either be computerized or incorporated in a simple card system. Both methods are used to record, index, cross-reference, and retrieve the facts amassed during an investigation. The method doesn’t matter as long as the system works for the investigator in charge of solving the case.*
 8. Evaluate the need for additional resources and specialized services. *The complexity of many human trafficking incidents may necessitate the use of resources and services both from within the agency and from other organizations as well.*
 9. Follow up investigation shall not consider the desire of the victim to “drop” charges in assessing whether the cases should be submitted for prosecution.
- G. An officer assigned to the report of an **unidentified person**, whether living or deceased, who appears to be a human trafficking victim, shall
1. Obtain a complete description.
 2. Enter the unidentified victim’ description into the NCIC Unidentified Person File. This file is compared daily with the contents of the NCIC Missing Person File. Entries with common characteristics are flagged and both agencies are informed.
 3. Utilize all available resources to aid in identification of the victim
 4. Cancel all notifications after identification is confirmed.

- H. An officer assigned to the **recovery or return** of a previously unidentified human trafficking victim shall
1. Verify that the located victim is, in fact, the reported missing victim.
 2. Secure intervention services, if indicated. *During the verification process, officers should be alert for indications that additional services may be needed before the victim can be safely returned to protection. These services may include mental and/or physical health examinations and arrangements for counseling.*
 3. Place the victim in custody and transport him or her to the appropriate law enforcement human trafficking POC.
 4. Complete the appropriate supplemental reports and cancel all outstanding notifications. Along with cancellation of the NCIC Missing Person File entry and other notifications regarding the case, a supplemental report should be completed that describes the victim activities and circumstances of the recovery/return.

NOTE: If appropriate, this section might also include a proviso concerning an agency's limited authority regarding underage juvenile victims who, when located, may not be detained unless certain conditions exist.

Comments or questions regarding this Law Enforcement Guidelines for Reports or Tips of Trafficking in Persons are welcomed. Please contact:

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Arlington, VA 22203-1695
800-332-39-1-1

Acknowledgment

The Greater Harris County 9-1-1 Emergency Network recognizes the valuable assistance provided by Joint Working Group listed in *Appendix 6.1* attached.

6 Appendix

6.1 Joint Working Group

Members:	Company/Agency
Caren Thomas, U.S. Department of Justice U. S. Attorney Southern District of Texas P. O. Box 61129 Houston, TX 77208 713-567-9336	HTRA
Amy Bedford, Training Administrator Greater Harris County 9-1-1 Emergency Network 602 Sawyer, Suite 710 Houston, TX 77007 713-625-9911	Greater Harris County 9-1-1 Network
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Stephanie D. Weber, Exec. Director Houston Rescue and Restore Coalition	Houston Rescue and Restore Coalition

P. O. Box 541184 Houston, TX 77254 713-874-0290	
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6.2 Indicators/Red Flags of Human Trafficking

- Have few or no personal possessions
- Travel through town frequently
- Have few or no personal financial records
- Ask about their whereabouts and/or do not know what city they are in
- Are not in control of their own identification documents (ID or passport)
- Owe a large debt and are not able to pay it off
- Have their communication restricted or controlled. They may not be allowed to speak for themselves, a third party may insist on translating, or they may seem watched or followed.
- Have an attorney representing them that they don't seem to know or didn't seem to agree to representation
- Have injuries, signs of physical abuse, and/or signs of torture
- Have signs of malnourishment
- Have been "branded" by a trafficker with the trafficker's name
- Lack the freedom to leave working or living conditions
- Exhibit behaviors including fear, anxiety, depression, submission, tension, and/or nervousness
- Are unpaid, paid very little, or paid only through tips in their work environment
- Are not in control of their own money
- Work excessively long and unusual hours
- Are not allowed breaks during work
- Exhibit a lack of health care for a prolonged period of time
- Are under 18 and are providing commercial sex – de facto
- Live in locations with peculiar security including barbed wire, guarded compounds, bars on outside of windows, or opaque boarded-up windows
- Claim to be "just visiting" an area but are unable to articulate where they are staying or to remember addresses
- Have numerous inconsistencies in their story
- Exhibit unusually fearful or anxious behavior after bringing up "law enforcement"
- Are performing odd tasks at odd hours (e.g., washing a car at 10pm at night in the cold)
- Avoid eye contact
- Exhibit "hyper-vigilance" or paranoid behavior
- Have a loss of sense of time or space

6.3 Human Trafficking ASSESSMENT QUESTIONS for Law Enforcement

1. Personal/Background information

- What is your age?
- What is your current situation?

2. Information about the job

- How did you learn about the job?
- From whom?
- What type of work did you originally think you would be doing?
- What type of work do you do? Are you being forced to do labor or have sex as part of your job?
- Did the person who recruited you convince you to take the job?
- What promises were made?
- Were you ever told that you would owe someone money after you started work?
- Are you being paid?
- Were you told how would it be paid back?
- How long were you working at the job?
- What former jobs have you held?
- In former jobs, were you free to come and go as you wished?
- Were you ever abused/threatened by a former employer?
- What are your working and living conditions like?
- Can you leave your job if you want to?
- Do you have to ask permission to eat/sleep/go to the bathroom?

3. Transportation

- How did you get to the place of employment/US?
- Who were the people who arranged for your trip?
- Did you pay them before your trip?
- Who paid for the travel fees?
- Did you have your own passport?
- How did you get one?
- Were you allowed to hold the passport during travel?
- How do you generally move from place to place if it is not within walking distance? By yourself? Cabs? Public transportation? (if so, what type?)

3. Arrival at workplace

- Who met you?
- Were you ever told the “rules of the house?”
- Who told you the rules?
- What were the rules?

- Were you given instructions about where you should and should not go?
- Do you ever go out? Why or why not?
- Were you required to obtain permission before venturing out?
- What were you told would happen if you disobeyed these instructions?
- Who was “the boss?”
- Was your passport or money taken?

5. Work

- What type of work did you do?
- What was a typical work day like?
- What were your hours?
- What was your pay?
- Did anyone take anything out of your pay? For what? Personal items? Food or clothes?
- Who supervised work?
- Where did you work?
- How did that person treat the workers?
- Were people ever forced to work when they didn’t want to?
- Did you live at a different place from where you worked?

6. Other living conditions

- Describe your living conditions
- Where did you live?
- Were there any differences between your living conditions and those of other workers?

7. Harm and threats

- Did anyone ever say things to try and keep the workers from leaving?
- Did you feel you couldn’t leave even if no one said it explicitly? Why?
- Did anyone ever threaten any of the workers? How?
- Were people afraid to leave? Why?
- Did anyone say what would happen if people tried to leave?
- Did anyone ever say anything about reporting people to immigration or to the police if they misbehaved for trying to leave?
- Did anyone ever tell you what to say if you were picked up by the police/immigration?

8. Victim Safety

- Do you know what country you are in?
- Have you or your family been threatened with harm if you try to leave?
- Have you been deprived of food, water, sleep, medical care, or other life necessities?
- Are children present? How many? Ages?

9. Physical barriers

- Were there any fences, or locked doors or windows that kept you from leaving?
- Are there locks on the doors/windows so you cannot get out?
- Why did you think barriers were being put up? Did anyone say why they were put up?

10. Escapes

- Did anyone ever ask for passport/INS documents back?
- Did you ever think about trying to leave? If not, why?
- Did you ever attempt to leave before?
- Did you ever ask to stop working there?
- Did anyone else ever try to leave? Did the boss or anyone else cause problems for that person?
- How did you get away?

11. Family threats

- Did anyone ever threaten to do anything to families of workers? Their homes?

12. Guards

- Was anyone responsible for watching workers to make sure you did not escape or leave?
- Did these people ever carry any weapons?

13. Assaults

- Was anyone ever hit or abused?
- Was anyone ever hit or threatened for doing bad work or working too slowly?
- Was anyone ever hit or abused for trying to escape?
- Did you ever hear about anyone being hurt or killed by the bosses?

14. Social Networks

- Are you allowed to buy clothes and food on your own?
- Can you freely contact friends and family?
- Are you kept isolated from the community?

15. Commercial sexual activity

- Were you told you had to perform sex for money or something of value? By who?
- How much was charged?
- How much were you allowed to keep?
- Was part of the money kept to pay off debts?
- Were you ever tricked into having sex?

- Were you ever forced to have sex?
- Did you ever feel implicit pressure to have sex?
- Were you ever threatened that something bad would happen to you or others if you didn't have sex?
- Were you ever brought to a particular place just so that you could have sex?
- Who else had to do this work? (What happened to them?)
- Did you ever have sex with the employer?
- Were you forced to have sex with anyone as punishment?

16. Arrests

- Were you ever arrested in relation to your work? When?
- What happened?
- How were you able to pay your bond?
- Do you have a lawyer?
- Who is he/she?
- Who paid for your lawyer?
- Can you communicate with your lawyer?
- Do you need a translator?

6.4 Human Trafficking ASSESSMENT QUESTIONS for Crime Stoppers

- Was the person recruited?
- Any emergencies or allegations of active abuse/victimization?
- Severity and level of both current and past danger involved?
- The urgency of any potential alleged action that may occur to the victim (e.g. use of force, being moved to a new location, etc.
- Does the tipster feel that they have put themselves or someone else in danger by making this call?
- Can the victim come and go as they please?
- Were they falsely promised anything?
- Is the person doing different work than they were promised?
- Is the person being forced to do anything against their will?
- Is the victim free to leave? Can the victim come and go as they please?
- Has the person been threatened? What are the threats?
- Are there incidences of physical and/or sexual assault in the person's work?
- Is the person being held against their will?
- What are the current working or living conditions?
- How did the victim find out about their work?
- How did you find out about the current working conditions?
- Where does the person sleep and eat?
- Does the victim owe a debt to anyone? Are they able to pay it off?
- Is the person in control of their own identification documents? Why not? Who holds the documents?
- Describe a typical day for the victim and what they do all day.
- How many hours does the victim work each day?
- Can the victim take breaks from their work if they want to?
- Does the victim have health problems? Can they go to a doctor on their own?
- Is the person being paid? Do they control their own money and financial transactions?
- Does the person have very few of their own possessions?
- Is the person being watched or followed?
- Is the person afraid to discuss her or himself in presence of others?

If deemed necessary and/or while keeping the Caller on the line, continue to collect information by proceeding to Questions Beyond First 3 Minutes of the Call

Additional Questions, if necessary:

1. Basic background info

- What is the current situation of the victim?
- How would you like us to help you?
- What is your name and contact information?
- Describe the incident that you want to report.
- Can you tell me how you became aware of this tip?

-
- Where did this happen? Do you have the address? Can you describe the location?
 - What does it look like? Is it a house, business, park street corner, etc?
 - Can you describe what goes on at this location? Does anyone appear to live at this location?
 - Describe the potential victim. Do you know their name? (Ask them to spell the full name if possible)
 - Describe the suspect. Do you know their name? (Ask them to spell the full name if possible)
 - Approximately how old do you think the potential victim(s) are?
 - Have you had direct contact with the potential victim(s) or suspect?
 - If you have not had direct contact, were you informed of this tip by someone you know who had direct contact with the potential victim(s) or suspect?
 - Are you calling about a potential single victim or multiple victim(s) or suspect(s)?
 - Where is the potential victim(s) or suspect you are describing? Can you provide the exact location? (Name of business and address)
 - Do you know if the potential victim(s) is a US citizen or a foreign national?
 - Does the potential victim speak English? If not, what language does he/she speak?
 - Do you know if the potential victim(s) want to leave this situation?
 - When did you observe the suspicious behaviors or location you are reporting? - Have you observed the situation more than once?

5. Victim (Adult, DMST or Foreign Unaccompanied Minor under the age of majority)

- **If potential victim has been determined to be a minor dispatch local law enforcement immediately.**
- Name
- Race
- Age
- Height
- Weight
- Hair
- Eyes
- Sex
- Race
- Age
- Height
- Weight
- Hair
- Eyes
- Complexion
- Physical (Marks, Scars, Tattoos, Limp, etc.)
- Hearing or Speech Impairment

- Language spoken by victim(s)
- Clothing
 - Head to Foot, Outer to Inner
 - Hat/Head
 - Coat
 - Shirt
 - Pants/Shorts
 - Shoes
 - Socks

- Does the child have a cell phone? (**DO NOT** have anyone try to call the cell phone. *This information needs to be immediately forwarded for investigative follow-up*)
- Any other identifying/distinguishing characteristics anything else that makes the child stand out (stutter, hairstyle, etc).

6. Suspect

- Name
- Is the suspect present? Is he/she in the same room? Can he/she hear you?
- Sex
- Race
- Age
- Height
- Weight
- Hair
- Eyes
- Complexion
- Physical (Marks, Scars, Tattoos, Limp, etc)
- Hearing or Speech Impairment
- Clothing
 - Head to Foot, Outer to Inner
 - Hat/Head
 - Coat
 - Shirt
 - Pants/Shorts
 - Shoes
 - Socks
- Is the trafficking victim familiar with the suspect?
 - If a relative, what relation?
- Weapons involved – possessed? If yes, what kind? Where are they located?

- Does the suspect have a cell phone? (*DO NOT have anyone try to call the cell phone. This information needs to be immediately forwarded for investigative follow-up*)
- Does the suspect have a vehicle? Vehicle description?
- Assist responding officers or Crime Stoppers Police Detail with as thorough background information as possible.

2. Information about the job

- What type of work does the victim do?
- Who supervises the victim's work?
- How is the victim being treated?
- Where does the victim work?
- Can you identify the person(s) in charge?
- Have you seen law enforcement at this location?

3. Other living conditions

- Where does the victim live?
- Do you know where the potential victim(s) or suspect(s) are staying when not working?
- Have you seen law enforcement at this location?

4. Harm and threats

- Did anyone ever say things to try and keep the workers from leaving?
- Did anyone ever threaten any of the workers? How?
- Are you aware of any physical/sexual abuse?

5. Physical Barriers

- Were there any fences, or locked doors or windows that kept the victim from leaving?

7. Guards

- Was anyone responsible for watching workers to make sure they did not escape or leave?
- Did these people ever carry any weapons?

8. Assaults

- Was anyone ever hit or abused?
- Have you observed any violence at this location?
- Do you know if the individual has been to any medical facility?

9. Other

- Is there any additional information you would like to share that you think is relevant to this case?

6.5 General Guidelines and Recommendations That Apply to Different Reporting Options for Human Trafficking Cases Involving Minors

The following general guidelines and recommendations are applicable when considering a variety of reporting options. (Note: The list below is not exhaustive).

9-1-1

- Emergencies
- Any urgent calls requiring an urgent response by an officer to a site as soon as possible
- Calls involving active real-time abuse experienced by the caller
- Calls involving urgent medical needs
- Calls involving minors in danger

Central DOJ or DHS Headquarters

- Large cases involving multiple victims
- Calls describing long-standing trafficking operations for a significant period of time
- Calls alleging involvement of organized crime
- Calls involving new, rare, and unique trafficking operations or newly discovered networks
- Calls describing the presence of public corruption of local law enforcement
- Calls describing large-scale trafficking operations with significant numbers of controllers involved
- Calls describing large-scope trafficking operations spanning multiple states and/or countries
- International tips about trafficking occurring in other countries (often to FBI Civil Rights Headquarters)
- The presence of credible threats or security breaches to a known NGO in the anti-trafficking field
- Calls involving parts of the country where there is less engagement on the issue or concerns about victim sensitivity and levels of training at the local level
- Calls involving minors in danger

NCMEC

- Calls involving missing children
- Calls involving kidnapped children
- Calls from parents about lost children
- Calls involving child pornography
- Calls involving online enticement of children for sex acts
- Calls involving molestation of children outside the family
- Calls alleging sex tourism of children (both internationally and also domestic “traveler” cases)
- Calls in reference to unsolicited obscene material deliberately exposed to a child

Local Human Trafficking Task Force

- Single-state or single-city tips about human trafficking occurring in a particular jurisdiction where a task force exists
- Calls involving highly specific information in a jurisdiction where a task force exists

FBI Innocence Lost Task Force

- Calls related to U.S. citizen sex traffickers (a.k.a., domestic U.S. pimps)
- U.S. citizen minors and young adults being controlled by sex traffickers

FBI Internet Crimes Against Children (ICAC) Task Force

- Child pornography in a specific local area
- Pornographic videos with abuse depicted in a specific local area
- Suspicious online enticement or sexual activity in a specific local area

Non-Task Force Affiliated Local Law Enforcement

- Tips about potential trafficking activity in areas where no task forces exist
- Tips about potential trafficking activity where well-trained, experienced local law enforcement exist

NGO/Social Service Organization Serving Minors

- Calls involving minor victims still in the trafficking situation who will need services upon law enforcement intervention
- Calls involving minor victims no longer in the trafficking situation, but requiring services

6.6 Guiding Principles When Considering Reporting Cases Involving Minors

Internal Questions to Consider Before Reporting

1. Are there minors involved?
 - How sure was the caller about the age and description of the potential victims?
 - Is the context forced labor or sex trafficking?
 - Is this a labor context where a minor is involved along with his/her family members?
2. Are we acting based on the caller's wishes?
 - What kind of action has the caller already taken?
 - Do we agree with the action that the caller is requesting of us?
 - Has the caller already tried to report this information elsewhere?
3. What is the level of guardedness or danger of the particular location?
 - What is the potential level of danger at the location or of the people involved?
4. Are there well-trained non-governmental organizations (NGOs) operating in the area that could potentially do outreach, field research, or explore the situation before reporting to law enforcement?
 - Are they victim-centered?
 - Is there an HHS Street Outreach grantee nearby?
 - Is this particular tip appropriate for a non-governmental organization (NGO)?
5. What is the level of training and victim-centered sensitivity of law enforcement in this area?
 - Are they victim-centered?
 - Are they aware of issues affecting undocumented workers?
 - Have they been trained specifically on human trafficking a victim-centered approach?
6. What is the immigration status of the potential victims and could a report to any external source adversely affect the victim?
 - Is the victim undocumented?
 - What are local/state immigration laws and sentiments in this area?
 - How might the victim be treated if he/she is known to law enforcement and determined not to be a victim of severe forms of trafficking in persons?
 - Is there a risk of deportation?
 - What will happen in the situation where a tip about a potential minor in a location triggers a report to law enforcement, yet when law enforcement arrives, they discover only adults who are undocumented and not determined to be victims of severe forms of trafficking (VSFTs)?
7. Are there any other adverse or unintended effects that we're not considering?
 - What might we not have thought of yet?