



***Assessing the Scope and Availability of Services for Human  
Trafficking Victims Among Georgia's Victims' Services  
Providers***

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## Executive Summary

In 2000, the federal government codified and defined the crime of human trafficking for the first time in U.S. history. “Human trafficking is a modern-day form of slavery involving the illegal trade of people for exploitation or commercial gain” (U.S. Department of Homeland Security). Following suit in 2006, Georgia implemented its own anti-trafficking laws. While trafficking in humans to produce cheap goods and to engage in illicit commercial sex are both recognized social ills, quantifying the problem’s scope nationally and internationally has been difficult. The objective of this study is to attempt to capture the number of victims served for human trafficking offenses as well as the services they received. This research study seeks to identify who is currently serving human trafficking victims, how agencies are identifying human trafficking victims, how many victims were served in Georgia during the 2012 Calendar Year (CY2012), services that are available to human trafficking victims, and the training that providers currently serving victims are receiving.

### Methods

CJCC in partnership with the Governor’s Office for Children and Families conducted a survey-based statewide assessment of the extent and impact that human trafficking has on victim services providers in Georgia. This assessment was designed to coincide with the Georgia Bureau of Investigation (GBI) survey of law enforcement agencies in an effort to conduct a collaborative and comprehensive study of the issue in Georgia. CJCC reached out to victim services providers in the state to gather information on the volume of human trafficking victims they encounter and the services they provide when they do so. A survey designed to assess whether an agency had served human trafficking victims was sent to 251 victim service provider agencies in Georgia between June and August 2013, with 175 recipients completing the survey.

While CJCC conducted its survey of victim services providers, the GBI distributed a companion survey to the 783 state, local, and

federal law enforcement agencies in Georgia. In total, 206 law enforcement agencies representing 138 of Georgia’s 159 counties responded to GBI’s survey.

### Findings

Agencies that responded to CJCC’s survey were most commonly Victim Witness Assistance Programs and Court Appointed Special Advocates, while other common respondents included Shelter-Based Domestic Violence Services Providers and Child Advocacy Centers. While statewide coverage with respect to service areas does not seem to be an issue among victim services agencies, very few agencies in our population had a program specifically targeted toward human trafficking victims. Only 15 of the 175 victim service agency respondents stated they had a program specific for human trafficking victims, but 40 agencies (22.9%) served at least one human trafficking victim. Child advocacy centers most frequently served victims – regardless of whether the agencies have a program specific to human trafficking. State or local law enforcement agencies were the most frequently cited referral source among the 40 respondents who served trafficking victims in CY2012. These 40 victim services agencies served 518 victims.

Of note, this count may include duplication across agencies. The same victim may have been served at multiple agencies responding to the survey, and thus may be counted more than once. CJCC also did not specify to count only *unique visits*, therefore, if a victim received services from the same agency for different incidents of victimizations, he/she may be double-counted. As a result, this number is likely an **overestimate** of the number of victims served. Without individual-level victim information, an unduplicated count is difficult to determine.

GBI’s law enforcement survey found 190 documented cases of human trafficking in CY 2012. For purposes of the law enforcement survey, a case was defined as an investigation involving at least one identified victim. The

discrepancy between CJCC and GBI's survey may be due to:

1. Unit of Analysis: Law Enforcement counted cases encountered, not victims. One case may have involved multiple victims.
2. A single victim may have seen more than one of the service providers CJCC surveyed – thus resulting in duplicate counts of the same victim.
3. Perceptions among law enforcement about what human trafficking victims look like – in particular the prevailing belief that human trafficking victims are typically foreign nationals.
4. Perceptions among law enforcement regarding whether minors can *in fact* volitionally engage in commercial sex.

The overwhelming majority of victims served – two-thirds – were domestic victims, indicating that human trafficking is very much a homegrown problem. Unfortunately, some agencies failed to collect detailed demographic information. Hence, the gender or race of many victims could not be identified. More than 60% of the victims served, for whom agencies collected gender information, were female. Almost one third of the victims served for whom racial demographics were recorded were black.

Both adult and child victims present with a history of victimization – most commonly sexual abuse or assault. The most commonly cited perpetrator for adult trafficking victims with a history of sexual assault was the pimp/exploiter. For child victims with a history of sexual assault, the perpetrator was most commonly a stranger. Adult victims additionally presented with histories of intimate partner violence and substance abuse; whereas, child victims presented with a history of truancy/running away.

Of the 40 agencies that served human trafficking victims, 67.5% provided service for 6 months or less. For both adult and child victims, the service to which victims were most frequently referred was mental health counseling. Responding victim service agencies provided the majority of services in-house. The

adult human trafficking victims served received on average 30 services in-house per victim from the responding agencies. Child human trafficking victims received on average 22 services in-house per victim from the responding agencies. Adult victims received on average 7 referrals per victim. Child victims received on average 2 referrals per victim.

A majority of respondents indicated that at least one individual at their agency received training regarding human trafficking. Frequent training providers included locally sponsored training event, conferences not specific to human trafficking, and Tapestri.

## Recommendations

Our findings, along with information from GBI's report, lead to four recommendations:

1. Better coordination around data collection and the creation of mechanisms to track the number of victims encountering Georgia's criminal justice and victim services – without duplicating counts – is needed.
2. Better victim identification and coordinated service provision statewide is needed. Moreover, given that victims encounter many agencies without a program specifically tailored to human trafficking, capacity for all victim services agencies to identify, serve, and work with victims should be enhanced. Proper information sharing among involved law enforcement, government agencies (immigration), NGO, and service agencies must occur to ensure immediate victim identification of and immediate services provision.
3. Cross-agency collaboration and training to identify and serve human trafficking victims is needed. Both law enforcement and victim services providers need processes to refer victims between sectors and to be aware of the services available to victims.
4. Greater community outreach to increase awareness about human trafficking victims' services is needed. Victims typically do not self-identify, so increased awareness about the face and nature of human trafficking is critical.

## Introduction to the Current Study

“Human Trafficking is not just stealing someone’s labor; it is the theft of an entire life” (Bales, 2000, Pg. 7; Logan, 2009, Pg. 26).

Human trafficking has gained notoriety and importance as a national and international criminal justice and human rights issue. Since the passage of the Mann Act of 1910, the United States has taken a stand against transporting persons – adult or minor – across state or international lines for the purposes of commercial sex (Polaris Project, 2013). In 1930, the federal Tariff Act prohibited the importation of goods made with forced or indentured labor (Polaris Project, 2013). In 2000, as described below, the federal government codified and defined the crime of human trafficking for the first time in U.S. history. In 2006, Georgia followed suit and implemented its own anti-trafficking laws.

While trafficking in humans for the purposes of producing cheap goods, services, and illicit commercial sex is a recognized social ill, quantifying the problem’s scope nationally and internationally has been difficult or impossible. An article in the *Atlanta Journal-Constitution* questioned the investment of millions in federal and state dollars to combat human trafficking with little proof of substantiated cases or with questionable estimates on the number of victims affected (Mariano, 2012). The 2012 United States Department of State *Trafficking in Persons Report* (TIP Report) focused on the number of law enforcement and prosecutorial investigations into human trafficking cases in federal fiscal year (FFY) 2011. The number of cases investigated *nationally* numbered in the thousands, while cases prosecuted numbered in the several hundreds (TIP Report, 2012).

Measuring the number of victims involved in these investigations or prosecutions is difficult. In 2013, the Federal Bureau of Investigations launched an addendum to the Uniform Crime Report (UCR) forms that local, state, and tribal law enforcement complete to capture the number of human trafficking offenses that become known to their agencies. While law enforcement agencies typically only report the most serious offenses related to a particular incident in their monthly UCR forms<sup>1</sup>, for the human trafficking report, all incidents are captured even if human trafficking was not the most serious offense involved. This UCR report will, like the TIP report, capture number of offenses reported – but not the number of victims involved. For this information, alternative methods must be employed. Capturing the number of victims served for human trafficking offenses as well as the services they received is the object of the current study.

### [A Statutory Overview of Human Trafficking](#)

Human trafficking in and of itself violates basic human rights and fundamental freedom of choice (Rocha, 2012). At the present time, human trafficking through both sex and labor exploitation is one of the fastest growing areas of criminality in the world (Gozdziak & MacDonnell, 2007). It is a highly profitable industry for traffickers who are gaining extensive profits from the exploitation and dehumanization of their victims (Rocha, 2012). The profits have become so extensive, in fact, that human trafficking is now the second leading criminal enterprise in the world, behind drug trafficking,

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<sup>1</sup> For instance, in a report of forcible rape that also involved a burglary, the crime would only reported as a forcible rape since that is the more serious of the two offenses involved. This is called the “hierarchy” rule for UCR reporting and is also one of the reasons this particular crime tracking mechanism has been criticized as an undercount of the actual amount of crime occurring in the nation.

with estimated worldwide profits of \$33.9 billion dollars per year (Schauer & Wheaton, 2006; Rocha, 2012).

The grim reality is that sex trafficking is an extremely profitable enterprise because “unlike drugs or weapons, which are one time transactions, humans as products can be sold and re-sold repeatedly. Accordingly, the human trafficking industry rewards traffickers for treating humans like commodities and for repeatedly victimizing them” (Rocha, 2012, Pg. 417). As Schauer & Wheaton (2006) note, compared with drug trafficking, “profits from human trafficking are higher, the humans are easier to move and store, and there are fewer risks incurred in the practice of human trafficking” (Schauer & Wheaton, 2006, Pg. 147).

The internationally recognized definition of human trafficking in the United Nation’s Protocol to Prevent, Suppress, and Punish Trafficking in Persons is:

“the recruitment, transportation, transfer, harboring, or receipt of persons by means of threat or use of force or other forms of coercion, of abduction, or fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation” (Rocha, 2012, Pg. 385). “Trafficking refers to the elements of fraud, force, or coercion that result in the victim’s inability to escape the trafficker’s control” (Rocha, 2012, Pg. 386).

The U.S. Trafficking Victims Protection Act takes a three-pronged approach to combat trafficking: prevention, protection, and prosecution. First introduced in 2000, the TVPA has been re-authorized three times since its initial introduction—in 2003, 2005, and 2008—to not only strengthen the support for programs combating trafficking in the United States, but also to make the legislation more victim-centered (Okech et al, 2011). The 2003 reauthorization focused on allowing victims access to civil retribution from their traffickers, making eligibility requirements for T-visas more attainable, and expanding the definition of human trafficking. In 2005, the TVPA reauthorization focused on providing more rehabilitation facilities for victims of human trafficking (Rocha, 2012). The 2008 Reauthorization worked to improve the *protection* of victims specifically with respect to retaliation from their traffickers, protections for domestic workers, and increased protection for refugees. Unfortunately, despite these efforts, many problems still continue. Specifically, while several victim service agencies openly state that “large numbers of individuals are held in trafficking crimes, identifying and providing services to them is limited” (Okech et al, 2011, Pg. 495).

In 2006 the state of Georgia incorporated a statute against trafficking of persons for labor or sexual servitude into its criminal code (see O.C.G.A. § 16-5-46). The penalties for this crime are stiff and those convicted face a minimum of 10 years in state prison and potentially a \$100,000 fine. As with the federal statute, the code section states that sexually explicit conduct that is induced by force, fraud, coercion or the exchange of valuables with a person under the age of 18 is automatically a trafficking offense. The statute also prevents traffickers from using their prior romantic or marital relationship with a victim as an affirmative defense and allows the victim’s prior history of commercial sexual activity to be excluded from evidence if the judge deems it to have no probative value. In fact, the Polaris Project, national advocacy and policy nonprofit expert agency on trafficking, has rated Georgia’s law as a top tier statute. Georgia’s law contains seven of the ten provisions Polaris views as necessary to protect victims and hold offenders accountable.

### [How Are Human Trafficking Victims Identified?](#)

Law enforcement is the most likely agency to identify trafficking victims. They are often identified during law enforcement investigations of other crimes (Logan et al, 2009; Clawson et al, 2006;



Logan, 2007). Training for law enforcement should include an explanation of available social services for victims and focus on specific questions they can ask to properly investigate a potential human trafficking case. Moreover, additional information regarding the necessary evidence for prosecutors to move forward in trying a case of human trafficking is essential to ensuring victims are able to bring traffickers to justice.

Secondly, victims of human trafficking may also be identified through victim service providers when they seek social, legal, and/or medical services (Logan et al, 2009; Logan, 2007). Further, neighbors or other community members may also identify trafficking victims. For example, in the case of *United States v. Bello* that happened in Suwanee, GA, Bidemi Bello was convicted of multiple counts of trafficking with respect to forced labor, servitude, and harboring for financial gain of two teenage girls from her home country of Nigeria. Here, both of Bello's victims were able to escape due to the financial help of Bello's friends who saw the abuse occurring and subsequently aided them in their getaway (US Court of Appeals, Case 11-15054). This specific form of identification proves the importance of community awareness of human trafficking among both service providers and community members (Logan et al, 2009; Clawson et al, 2006; Logan, 2007).

Lastly, although for a victim of human trafficking to "self-identify" is atypical, there are a small number of cases where they do come forward. Possible indicators all involved agencies can use to establish whether someone is a human trafficking victim: a lack of English-speaking persons in an area, numerous and repeated movement of individuals through an area, many individuals living together in a private home, or individuals living at their place of employment (Logan et al, 2009).

Despite efforts to increase awareness about human trafficking in the United States, far less attention has been given to how victim service providers can properly identify victims of human trafficking that they may come across at their agency (Macy & Graham, 2012; U.S. Department of State, 2010). At this time, the identification strategies in use do not specifically direct victim service providers on how to screen potential human trafficking victims (Macy & Graham, 2012). This is especially important given the large amount of research that shows the high likelihood of victim service agencies such as sexual assault centers, child protection/welfare/advocacy agencies, domestic violence shelters, health care agencies, homeless shelters, and juvenile justice agencies that may all unknowingly come into contact with victims of human trafficking (Clawson et al, 2009; Logan et al, 2009; Macy & Graham, 2012). Many agencies do not have a specific protocol or guidelines to help them identify possible victims of human trafficking among the victims that they may already be aiding (Macy & Graham, 2012). As noted earlier, because victims do not often self-identify, understanding the right questions to ask to properly identify these possible victims is that much more crucial.

### Gaps in Victim Identification

The biggest difficulty in accessing services under the TVPA provisions is identifying the victims of human trafficking who need services (Angel, 2007; Okech et al, 2011). Between 2000 and 2008 for example, only 2,000 out of the available 45,000 T-Visas were given to victims of human trafficking and their families due to a lack in identified, eligible victims (US Department of State, 2009; Okech et al, 2011). This is just one example of the problem of proper victim identification and why social services agencies ought to be putting more focus on extending services to the unidentified victims of human trafficking that require protection and services (Okech, 2011). Thus, the problem remains that a substantial number of human trafficking victims are not being identified or properly protected (Sadrudin et al, 2005; Okech, 2011).

Proper victim identification is vital to enforcing the protection provision of the TVPA (Gallagher & Holmes, 2008). However, the difficulty of victim identification cannot be overstated. Identifying and properly serving victims of human trafficking is among the most difficult challenges that victim service agencies and law enforcement face (Russo, 2011). This is due in large part to the grim reality that traffickers strictly guard and seclude their victims from society. Victims may be unwilling to put their lives at risk by contacting friends, family, or an agency that may be able to help them gain access to services (Russo, 2011; McGaha & Evans, 2009). Human trafficking victims are frequently referred to as the *hidden population* of crime, hence the difficulty of finding accurate data on the extent and nature of the crime, let alone specifics about the trafficking victims themselves (Rocha, 2012; McGaha & Evans, 2009).

A number of factors present barriers to victims' ability to seek services including:

- the immense intimidation, fear, and trauma felt victims may feel throughout their exploitation;
- a lack of understanding of their rights as a victim of human trafficking;
- loyalty to their trafficker;
- fear that they will be perceived as criminals;
- fear of deportation;
- a general lack of trust for law enforcement officers/immigration officials .

These are some of the most referred-to explanations for the nationally low rates of accurate victim identification (Gallagher & Holmes, 2008; Rocha, 2012; McGaha & Evans, 2009; Logan et al, 2009; Macy & Graham, 2012).

### [Strengthening Victim Identification](#)

Victim identification is arguably the most challenging task in human trafficking intervention (Okech et al, 2011). Thereby, "the tools of victim identification must be developed and applied carefully" (Gallagher & Holmes, 2008, Pg. 329). Implementing screening protocols in agencies where victims are likely to be encountered is one solution (Kotrla, 2010; Okech, 2011; Macy & Graham, 2012). The most effective screening questions will address key trafficking "red flags" in an all-inclusive way (Macy & Graham, 2012; DOJ, 2007; US DHHS, 2008). The Administration for Children and Families has posted a list of sample screening questions at its Campaign to Rescue and Restore Victims of Human Trafficking website. Questions are specific for social service agencies, law enforcement agents, and health care workers to use in their regular intake and assessment protocols (Okech et al, 2011).

Further, Macy & Graham in 2012 have developed recommended screening questions for victim services providers that are framed around the victims' safety, employment, living arrangements, and immigration information (Macy & Graham, 2012). In addition, in a 2002 report, Florida State University also identified several major categories of possible questions that can be asked while interviewing a potential trafficking victim. These questions may determine whether or not the situation should be categorized as human trafficking.

Question topics include:

- immigration information (e.g. documents, travel arrangements, etc.)
- stipulations of current employment (e.g. hours, conditions, monetary compensation, freedom to leave, punishment, etc.)
- assessing safety, threats, physical deprivation, and abuse
- social isolation and personal freedom (e.g. restricted movement, communication with outsiders, etc.)



- assessing demeanor (e.g. nervousness, fearfulness, evasiveness, fear of speaking, etc.) (Logan et al, 2009; US Department of Health and Services, 2008; Clawson et al, 2006; Logan, 2007; McGaha & Evans, 2009; Schauer & Wheaton, 2006).

### Implications for Social Work Practice and Victims' Services

There is a general lack of understanding of the very unique challenges that victims of human trafficking face during and after their victimization. Human trafficking victims suffer an immense amount of sexual, physical, and psychological trauma through their constant exploitation (Irazola et al, 2008; Palmer, 2010; Schauer & Wheaton, 2006; Rocha, 2012). They have been controlled physically, psychologically, economically, and mentally, oftentimes for years to establish the trafficker's domination (Russo, 2011; Palmer, 2010; Schauer & Wheaton, 2006). As a result of this disabling disempowerment, victims of human trafficking who have been terrorized and isolated to the maximum extent to become compliant and submissive throughout their victimization need specifically tailored recovery services (Irazola et al, 2008; Palmer, 2010).

The services provided to this particularly vulnerable population ought to be specifically customized to their unique circumstances to be most effective (Schauer & Wheaton, 2006; May & Graham, 2012). Services for victims of human trafficking should, at the very least, include: "temporary and safe shelter, physical and mental health care, public benefits, legal assistance, drug and alcohol counseling, job training/assistance in obtaining employment; basic English language training; and assistance with immigration issues" (Logan et al, 2009, Pg. 22). While there have indeed been improvements in resources available for providing better care for these victims, specialized, focused, rehabilitative housing is a substantial need. Options for refuge are particularly limited as the anti-trafficking laws currently in place lack safe-housing provisions specifically for human trafficking victims. Consequently, these victims are often placed in homeless shelters or domestic violence shelters, which are temporarily helpful but ultimately ill-equipped in meeting the unique needs of victims of human trafficking. In particular, these shelters often lack the necessary multilingual and multidisciplinary teams to help these victims (Palmer, 2010; Schauer & Wheaton, 2006; Okech et al, 2011).

"Trafficking in persons cases are difficult to pursue because they are complex, multifaceted, and resource intensive, and a single case may involve multiple victims requiring a variety of services including shelter, counseling, protection, etc." (McGaha & Evans, 2009, Pg. 7). This challenge, however, is where social work agencies can really make a positive difference. Social work is in a unique position in the field in that they're able to offer a multitude of services to victims of human trafficking. Specifically, their focus is on rigorous case management where they are simultaneously coordinating multiple services for victims from numerous agencies (Palmer, 2010).

That services be appropriately sensitive to each individual victim's needs is also important. This is a challenging, though imperative, goal to achieve, if services for victims are going to be effective. The communication with human trafficking victims remains one of the biggest challenges that service providers face. Thus, the victim's awareness of their rights and of the available protections as a human trafficking victim is important (Logan et al, 2009; Macy & Graham, 2012). Victims need to not only understand the scope of the services available to them (in a language they comprehend), but they must also be told about the services at an appropriate time rather than at the initial point of identification when they are in crisis (Logan et al, 2009). Secondly, communication between service agencies and the human trafficking victims they are aiming to help is difficult in large part due to the fear and lack of trust victims feel. Many of these victims may remain silent because their trafficker has threatened to retaliate against them or their loved ones (Macy & Graham, 2012; Irazola et al, 2008; Okech et al, 2011). In addition, victims may be skeptical that they will become indebted to the

service agency if they accept their help since this is the dynamic many experienced with their trafficker (Logan et al, 2009). Further, victims may also be hesitant to embrace services due to embarrassment or fear that doing so would stigmatize them as victims.

Additionally, victims may also refrain from utilizing services available to them because of the rules and requirements contingent on services given (Okech, 2011; Roby et al, 2008). In particular, foreign national victims without legal status may be hesitant to come forward because the TVPA requires cooperation with law enforcement and prosecution to obtain a T-visa. This requirement may make the victim feel as though they are being re-victimized/re-exploited throughout this process which may make them less likely to seek those services (Logan et al, 2009). This is especially true on the federal level where the social services and legal benefits that are provided by the United States government for victims of human trafficking through the TVPA are contingent on the victim's cooperation with law enforcement and prosecution efforts (Riegler, 2007).

## Research Questions:

- 1) Who is serving human trafficking victims?
- 2) How are victim services agencies identifying human trafficking victims?
- 3) How many human trafficking victims did victim services agencies in Georgia serve during Calendar Year (CY) 2012?
  - a. What was the age, victimization, and demographic breakdown of those victims?
  - b. What are those victims' characteristics and victimization histories?
- 4) What services are available for and provided to human trafficking victims?
  - a. What capacity do existing victim services agencies have to provide services to human trafficking victims? Are victims being turned away due to agency lack of capacity?
- 5) What kinds of training do providers currently have to serve trafficking victims? From whom are they receiving training?

## Methods

### CJCC Victim Service Provider Survey

CJCC in partnership with the Governor's Office for Children and Families (GOCF) conducted a survey-based statewide assessment of the extent and impact that human trafficking has on victim services providers in Georgia. While the victim services was in the field, the Georgia Bureau of Investigations (GBI) conducted surveys with law enforcement across the state. The Carl Vinson Institute (CVI) in partnership with GOCF is conducting a service gap analysis for the state. CJCC reached out to victim services providers in the state to gather information on the volume of human trafficking victims they encounter and the services they provide when they do so.

The survey was originally sent to 275 individuals that work with CJCC's partner agencies, many of which are certified to receive Local Victim Assistance Program (5%) Funds.<sup>2</sup> Twenty-five agencies were removed from the list for the following reasons: respondents no longer work with the agency and do not have an adequate replacement; the agency was not operating in the year in question (CY2012); agencies received duplicate requests for information. The effective sample size was thus

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<sup>2</sup> Under Georgia law (O.C.G.A. § 15-21-132), CJCC is charged with certifying which agencies in the state are eligible to receive 5% funds – which are derived from an additional 5% tax that is added to criminal fines and fees assessed by local courts. As the state certifying agency, CJCC has access to a broad range of providers – some of whom receive its federal funding and some of whom do not. All kinds of victim services agencies may be certified – including CASA's, CAC's, Sexual Assault Centers, Domestic Violence Programs (Shelter and Non-Shelter), Children's Shelters, Victim Witness Assistance Programs (VWAPs), Legal Services providers, and Counseling Providers.

251 recipients. The survey was launched June 12, 2013 with an initial deadline of July 10, 2013. After a low response rate, sample management was added to track respondents and the survey deadline was extended. The main change in original design this created is that responses, though still confidential, were no longer anonymous, and respondents received a username and password to complete the survey. This change allowed respondents to answer the lengthy survey at their own pace without losing data. A total of three additional emails were sent after these logins were created. Concurrently, phone calls were made to those who had yet to complete the survey to encourage them to do so. A total of 175 surveys were completed in this two month span that ended August 14, 2013. The effective response rate for the survey is 69.7% (175/251).

The survey was designed to assess whether the reporting individual's agency had served victims of human trafficking. If the respondent said they had served at least 1 victim of human trafficking during the 2012 calendar year (CY 2012), they were asked questions about the victims served and the services rendered. If the respondent said their agency did not serve any victims of human trafficking during calendar year 2012, they were asked general information about their agency's ability to serve trafficking victims.

To ensure service providers were all responding to questions based on consistent and clear definitions, CJCC provided definitions to certain key words at the outset of the survey and throughout. A complete survey is included in the appendix for further reference, however, the terms defined were: service area, human trafficking, and service units. CJCC asked providers to consider the Official Code of Georgia definition for human trafficking when deciding whether they had served any trafficking victims.

After the data were collected, during the analysis process, CJCC changed the county location of one of the anonymously responding agencies. Based on our knowledge of complying organizations, the counties that agencies reported serving along with the volume of victims served, we believe that the organization provided the county location of their organization incorrectly. We have updated this in our dataset to reflect the true county location of their organization.

### [Companion Law Enforcement Survey](#)

While CJCC conducted its survey of victim services providers, the GBI distributed a companion survey to the 783 state, local, and federal law enforcement agencies in Georgia. CJCC's and GBI's survey were designed to coincide and provide a collaborative and comprehensive study of human trafficking in Georgia. Of these, 538 were aggressively pursued for responses since these were deemed most likely to encounter human trafficking victims. In total, 206 law enforcement agencies representing 138 of Georgia's 159 counties responded to the GBI survey. All of the metropolitan area counties were represented, as were each of the Federal Bureau of Investigation's field offices, and the Department of Homeland Security's Investigative Division.

The law enforcement survey measured the number of cases law enforcement agencies throughout the state investigated in calendar year 2012 for human trafficking allegations. For purposes of the law enforcement survey, a case was defined as an investigation involving at least one identified victim. As with CJCC's victim services survey, law enforcement was asked to consider the definition of human trafficking in the O.C.G.A. when assessing the number of cases handled. In addition to asking about the number of human trafficking cases investigated, GBI also asked about the types of prostitution-related cases handled. In total, responding agencies documented 190 cases of human trafficking – mostly child sex trafficking cases. While the GBI survey captured number of cases investigated, law enforcement in the state does not have the data collection tools to also report the

number of victims associated with those cases, which partly explains the disparity in the number of cases investigated and the number of victims CJCC’s providers reported serving.

The GBI also examined law enforcement’s perception of and attitude toward human trafficking victims and the crime’s prevalence. Not surprisingly, law enforcement report that they view human trafficking as worsening – but occurring more frequently in urban as compared to rural areas. Officers also reported that they thought foreign nationals were more likely to be victims of trafficking than domestic/U.S. citizens. Of interest, and pertinent to CJCC’s findings, a majority of the law enforcement agencies responding to the GBI survey stated that minors should be charged with prostitution. At the end of their survey, GBI presented respondents with a number of randomly assigned scenarios related to a potential human trafficking case. Even in the scenario involving a minor victim, law enforcement agencies assigned responsibility and potential criminal implication to the victim.

The disparity in the number of cases law enforcement sees as compared to the number of victims that providers served, along with the perceptions of human trafficking law enforcement report, point to an opportunity for greater collaboration and training.

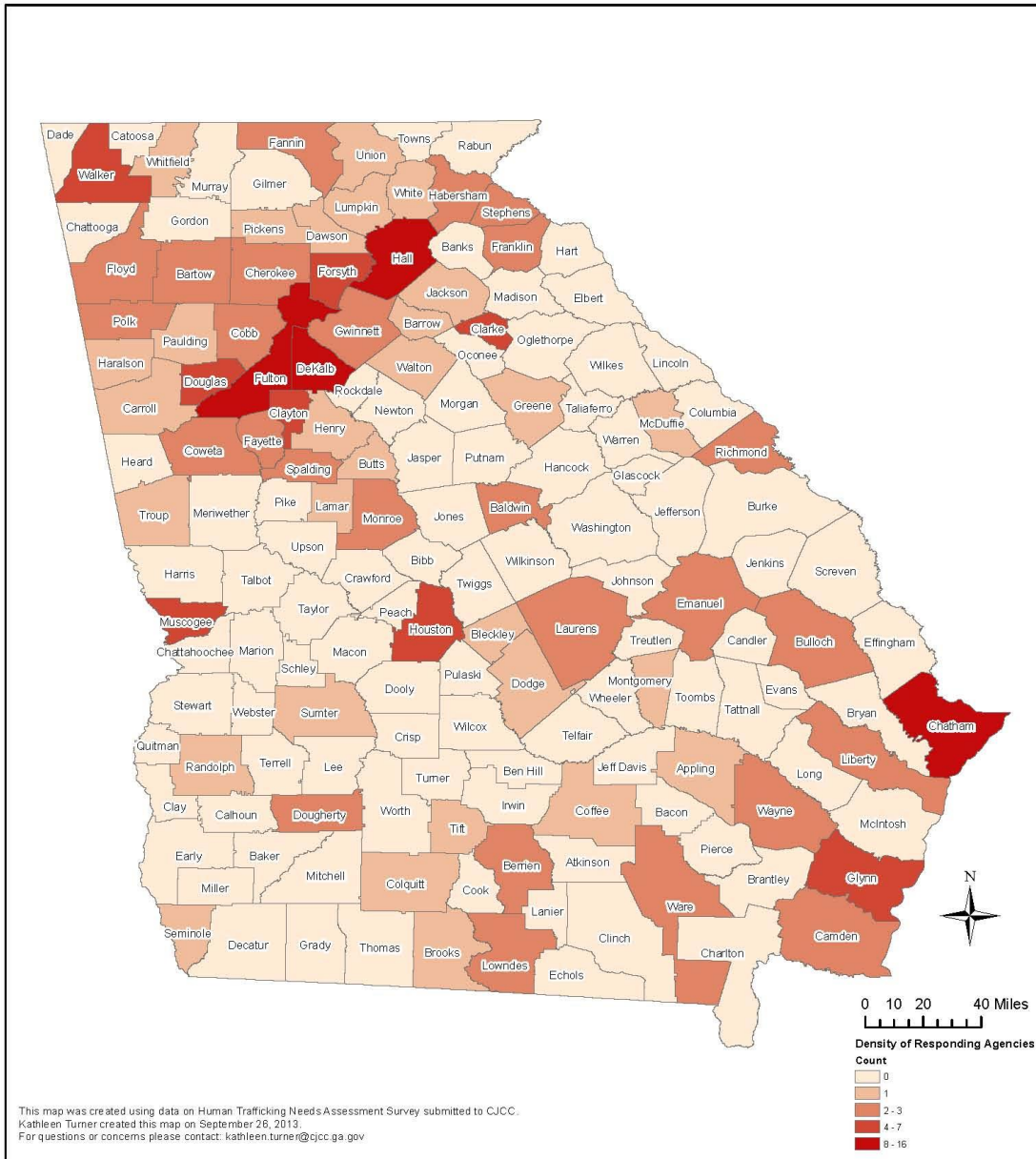
## Findings

### Respondent Characteristics

Victim Witness Assistance Programs (21.7%) and Court Appointed Special Advocates (14.3%) were the most common respondent agencies. The third most common responding program type was Shelter-Based Domestic Violence Services Provider. Thereafter, child advocacy centers, which primarily serve child victims of sexual abuse, were the fourth most common respondent.

Respondent Agency Program Type	No. of Agencies
Victim Witness Assistance Program	38
Court Appointed Special Advocates	25
Shelter-Based Domestic Violence Services Provider	24
Domestic Violence Services Providers	21
Child Advocacy Center	19
Dual-Program Agency	11
Victim Centered Non-Profit	8
Sexual Assault Center	7
District Attorney or Prosecutor	7
Legal Services Provider	4
Law Enforcement	4
Children's Shelter	3
Counseling Services	2
Court Program	1
Supervised Visitation Center	1
<b>Total</b>	<b>175</b>

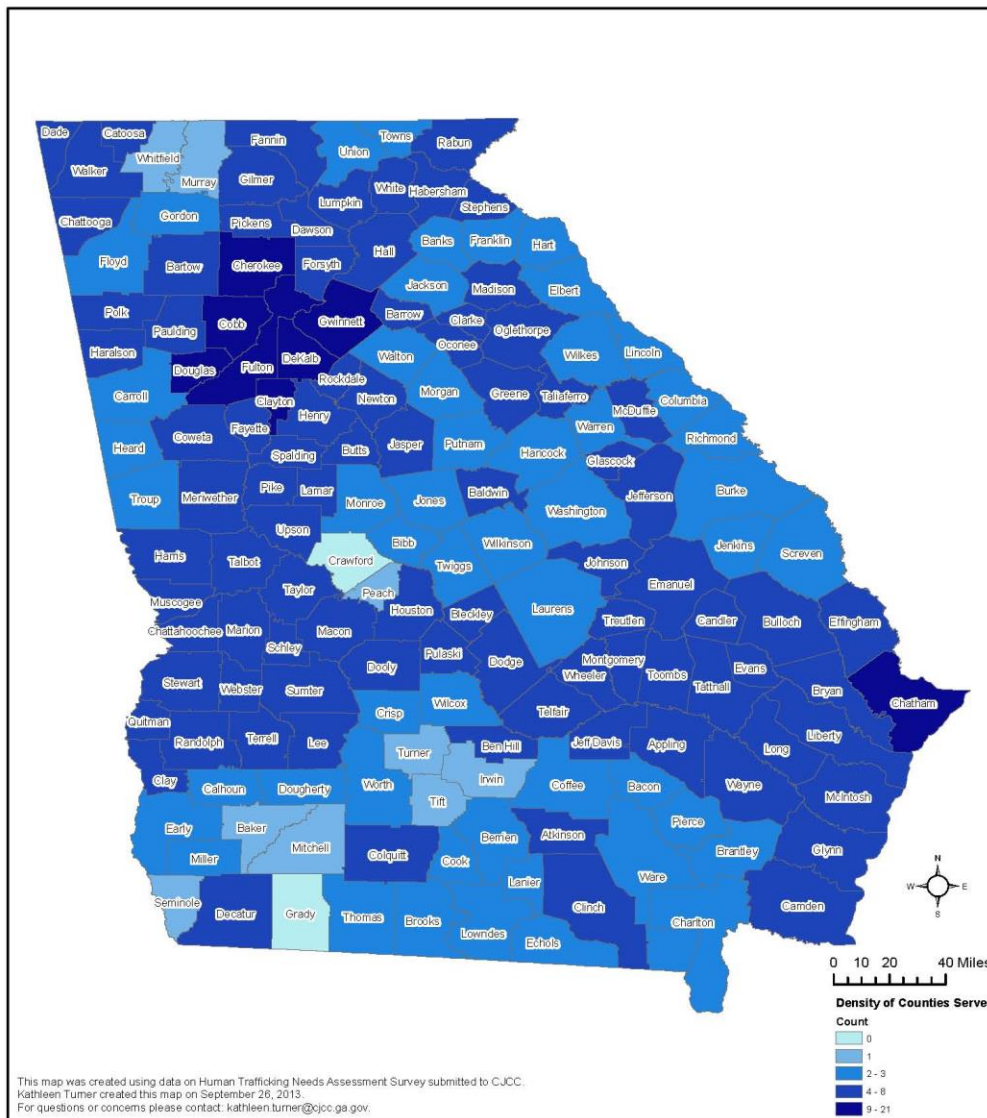
The following maps represent the county location of responding agencies (Responding Agency Locations of 2013 Human Trafficking Needs Assessment Survey) and counties those agencies served (Counties Served by Responding Agencies of 2013 Human Trafficking Needs Assessment Survey). Responding Agency Locations of 2013 Human Trafficking Needs Assessment Survey



The map reflects the number of responding agencies located in each county. Fulton, DeKalb, and Chatham counties—all of which contain major metro areas—contained the highest number of responding agencies. There were no responding agencies in 88 of Georgia’s 159 counties. Of the remaining 71 counties, 29 had only one responding agency located within them.



Counties Served by Responding Agencies of 2013 Human Trafficking Needs Assessment Survey



Despite the fact that 88 counties contained *no* responding agencies, those counties may have still been claimed as part of responding agency’s service area<sup>3</sup>. In fact, all but two Georgia counties are

<sup>3</sup> “Service Areas” were defined as: Counties in which [the agency is] a “certified” service provider either through the Governor’s Office on Children and Families or CJCC;  
 Counties in which [the agency] actively conduct[s] outreach, [has] MOU partnerships, or maintain[s] satellite offices;  
 Counties in [the agency’s] Judicial Circuit;  
 Counties in which [the agency is] 5% certified.]



part of the service area of at least one of the 175 responding agencies. Chatham and several counties in the Atlanta metro region are the most frequently claimed counties.

### Who is serving human trafficking victims?

While statewide coverage with respect to service areas does not seem to be an issue among victim services agencies, very few of the agencies in our population had a program specifically targeted toward human trafficking victims. Respondents were asked if their agency had a program specific for victims of human trafficking and an overwhelming majority (157, 89.7%) indicated that they did NOT. Only 15 (8.6%) agencies identified having a specific program for victims of human trafficking, while three (1.7%) respondents indicated that they were unaware whether their agency had a specific program for human trafficking victims. The table below summarizes the types of agencies with programs specific to address human trafficking.

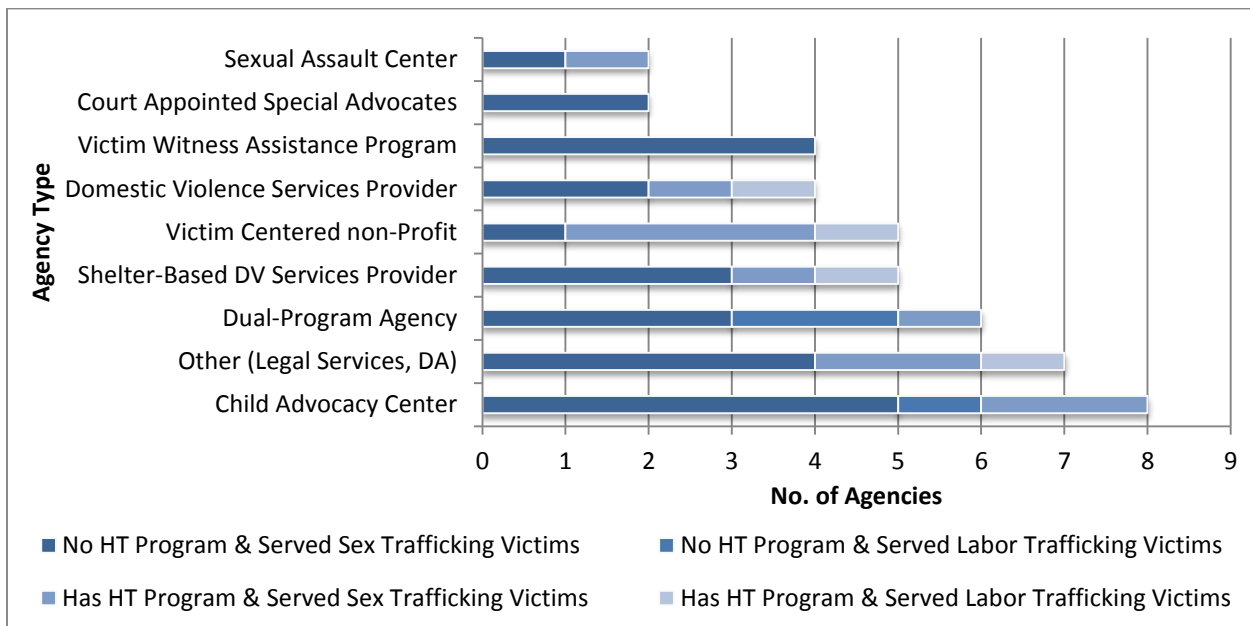
Agency Type	No. Agencies with Human Trafficking Program
Victim Centered Non-Profit	5
Child Advocacy Center	3
Domestic Violence Services Provider	1
Shelter-Based Domestic Violence Services Provider	1
Victim Witness Assistance Program	1
Sexual Assault Center	1
Dual-Program Agency	1
Legal Services Provider	1
District Attorney or Prosecutor	1
Court Appointed Special Advocates	0
<b>Total Programs</b>	<b>15</b>

These 15 respondents were further asked whether their organization has an agency-wide definition of human trafficking. Eleven (73.3%) of those agencies indicated there was a universally understood definition at their agency. One respondent gave the definition as simply, “human trafficking,” and they were omitted from the analysis for the definitions. Below are the components most frequently included in the definition of human trafficking that the 10 counted agencies provided:

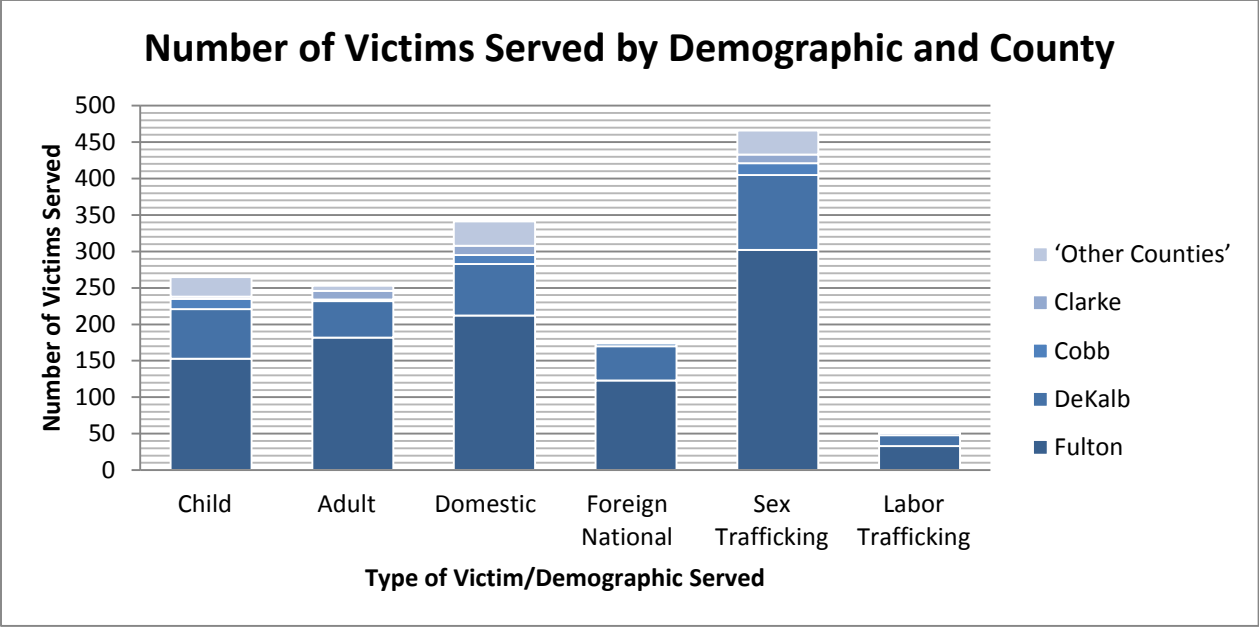
Human Trafficking Definition Trends	No. Agencies Including in their Definition
Commercial, Financial Gain - Exploiter	7
Force, Fraud, Coercion	5
Slavery or Debt Bondage	5
Barter, Financial Dependence - Victim	3
Transportation, Harbor, Abduct	3
Human Rights Component	3

While only 15 agencies stated they had a program specific for human trafficking victims, 40 agencies (22.9%) stated they served at least one victim of human trafficking in Georgia. These forty agencies served a total of 518 victims of human trafficking from January 1, 2012 through December 31, 2012 (CY2012). Thirty-seven respondents reported serving at least one victim of sex trafficking during the period and seven agencies served at least one victim of labor trafficking. Four agencies served both victims of labor trafficking and sex trafficking victims. All fifteen agencies with a program specific to address human trafficking served victims during CY 2012. The chart below summarizes the types of agencies with and without specific programs that served trafficking victims. As is evident, human trafficking victims are referred to or seek assistance from a diverse set of service providers. Training all victim services agencies in the state to meet their needs is thus imperative.

Child advocacy centers most frequently served victims – whether or not the agencies have a program specific to human trafficking. Four types of agencies with programs specific for human trafficking victims served labor trafficking victims – domestic violence services providers, victim-centered nonprofits, shelter-based domestic violence providers, and “other” types of agencies (likely legal services). Sex trafficking victims are served at every type of agency that responded to the survey.



The majority of agencies (89%) that reported serving at least one victim were located in a non-rural county. Across the state, agencies with the highest service volume were located in Fulton (335 victims served), DeKalb (118 victims served), Cobb (16 victims served), or Clarke (15 victims served) counties. The chart below shows the number of child, adult, sex, labor, domestic, and foreign victims served in each of these counties. Together, agencies in these counties served 93% of all victims reported in this survey. Agencies in Chatham, Cherokee, Douglas, Dougherty, Floyd, Gwinnett, Glynn, Bartow, Fannin, Hall, Houston, Polk, Richmond, and Ware counties served the remaining 34 victims.



How are victim services agencies identifying human trafficking victims?

The 40 respondents who answered that they served at least one trafficking victim in CY2012 were then asked the most frequent referral source for these victims. The most frequently cited referral source was state or local law enforcement. Over one-third of agencies cited law enforcement as their PRIMARY referral source. In fact, twice as many agencies reported it was the primary referral source as did the second most common referral source—DFCS/DJJ. If all law enforcement is taken together to include state, federal, and local, then half of the agencies that served human trafficking victims stated that law enforcement was their primary referral source.

Referral Source	No. Agencies Citing as Primary Source
Referred by State or Local Law Enforcement Agency	14
Referred by DFCS/DJJ	7
Referred by Federal Law Enforcement Agency	5
Self-Referral	4
Courts, Juvenile Courts	3
Referred by Friends/Family	2
Social Services	2
Partner Agency	2
Referred by School	1
<b>Total</b>	<b>40</b>

In addition to the most frequent referral source, respondents were asked to identify the method their agency most commonly used to identify victims of human trafficking. Again, and consistent with the responses regarding their primary referral sources, almost half of the responding agencies cited law enforcement as their primary method of identification, while only one-third of respondents indicate using a standardized assessment tool. (The remaining two-thirds indicate they have either created their own questions or that they use other related information to identify victims). Further of interest,

and in contrast to the literature about victim help-seeking, one quarter of responding agencies said the victim self-identified.

Method of Identification	No. of Agencies
Previously Identified by Law Enforcement	18
Victim Self-Identifies	10
Screening or Assessment Tool	9
Joint Decision of DFCS/Law Enforcement/CAC	1
Previously Identified by DFCS	1
Forensic Interview	1
<b>Total</b>	<b>40</b>

Respondents who indicated their most frequent method of identifying victims was a screening or assessment tool were asked to elaborate on the type of tool they used. Below are the trends for the 9 respondents who used a screening or assessment tool:

Assessment Tool Used	No. Agencies
Questionnaire Created by the Georgia Care Connection	3
Initial Screening for Human Trafficking	2
Mental, Physiological Exam/Questionnaire	2
Medical Exam, Medical History	2
<b>Total</b>	<b>9</b>

[How many human trafficking victims did victims services agencies in Georgia serve during CY 2012?](#)

The forty responding agencies that served human trafficking victims in CY 2012 saw 518 victims.

Of note, this count may include duplication across agencies. The same victim may have been served at multiple agencies responding to the survey, and thus may be counted more than once. CJCC also did not specify to count only unique visits, therefore, if a victim received services from the same agency for different incidents of victimizations, he/she may be double-counted. As a result, this number is likely an **overestimate** of the number of victims served. Without individual-level victim information, an unduplicated count is difficult to determine.

The table below summarizes the types of victims served by victimization, age, and legal status. Just fewer than fifty percent (49%) of the victims providers served in CY 2012 were adults. The overwhelming majority – two-thirds – were domestic victims, indicating that human trafficking is very much a homegrown problem. One-third of the victims served were foreign-nationals, most of whom were undocumented—170 of

No. Victims Served by Characteristic	Victim Characteristic		Comparisons between Groups
	Adult	Child	
	253	265	
	Domestic	Foreign National	
	341	177	
	Sex	Labor	
	466	52	

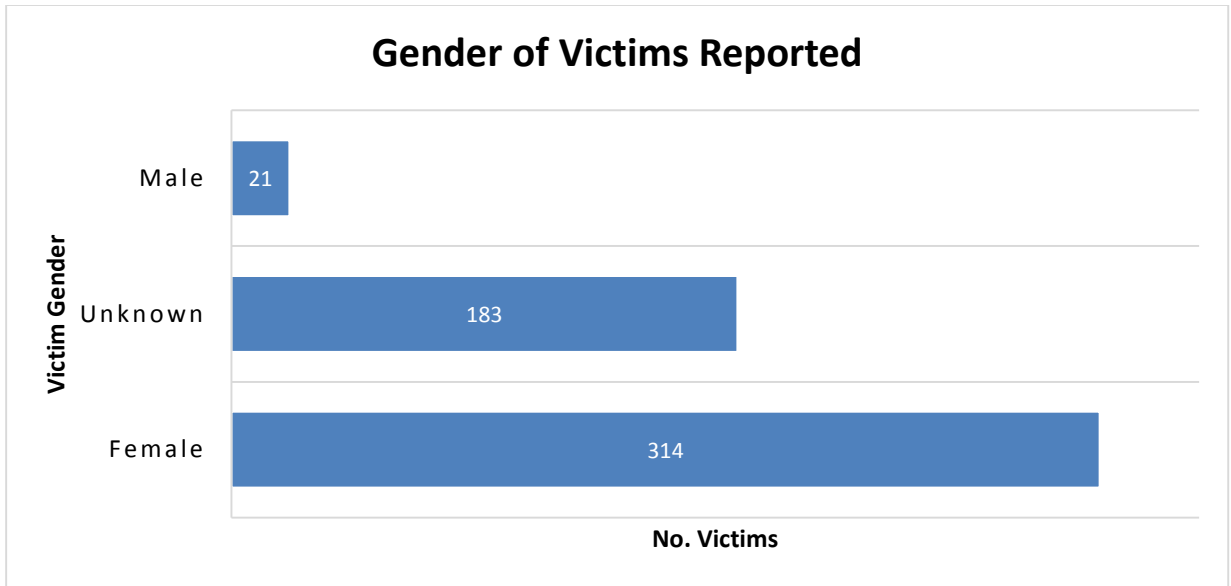
the 177 foreign national victims identified. Not surprisingly, almost 90% of the victims served were sex trafficking victims.

CJCC provided the agencies with a list of the 25 most popular countries from which foreign national victims are trafficked according to the 2012 UN TIP Report. The table below represents the number of agencies that reported serving at least one foreign national victim from each country. Five of the twelve countries from which agencies reported serving victims are Spanish speaking. Almost all of the other countries from which agencies served victims are in Asia. These findings indicate that multi-lingual services for foreign victims are necessary. Adult sex trafficking victims that responding agencies served were slightly more likely to be foreign than domestic (43% and 38% respectively). By comparison, the child victims that agencies served were mostly (91%) domestic sex trafficking victims.

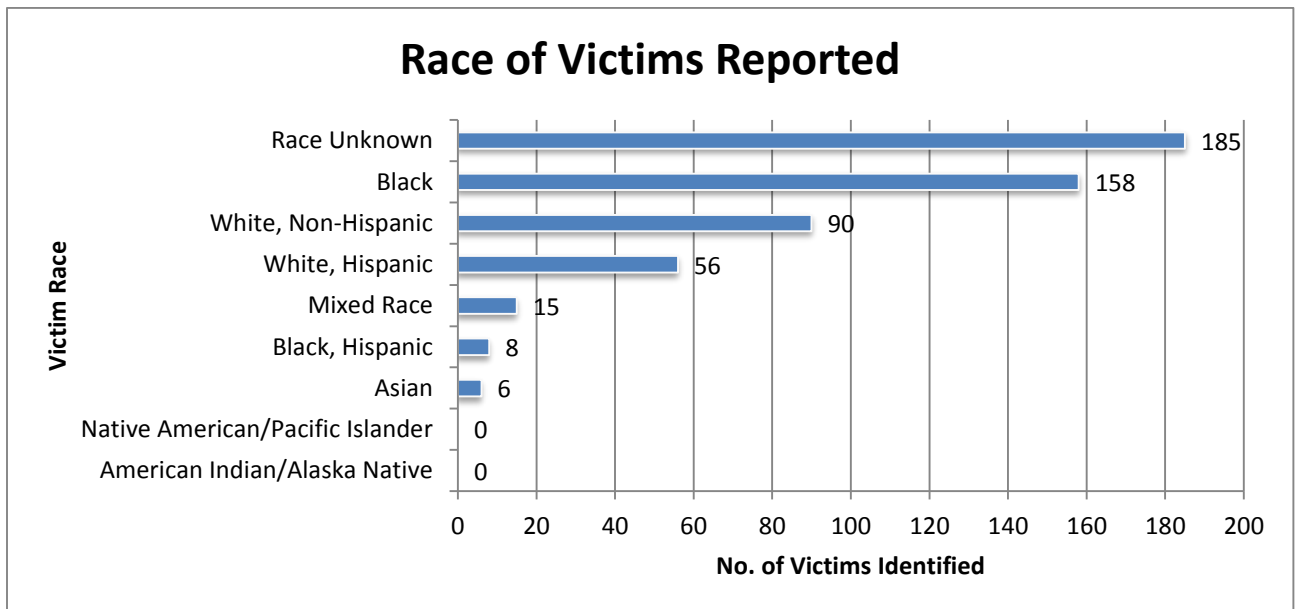
Victim Country of Origin	No. of agencies that served victims from this country
Mexico	6
Guatemala	3
Bangladesh	1
China	1
Dominican Republic	1
El Salvador	1
Haiti	1
Honduras	1
India	1
Ivory Coast	1
Nepal	1
Pakistan	1
Philippines	1
South Korea	1
Thailand	1
Vietnam	1
Swaziland	1

[What was the age, victimization, and demographic breakdown of those victims?](#)

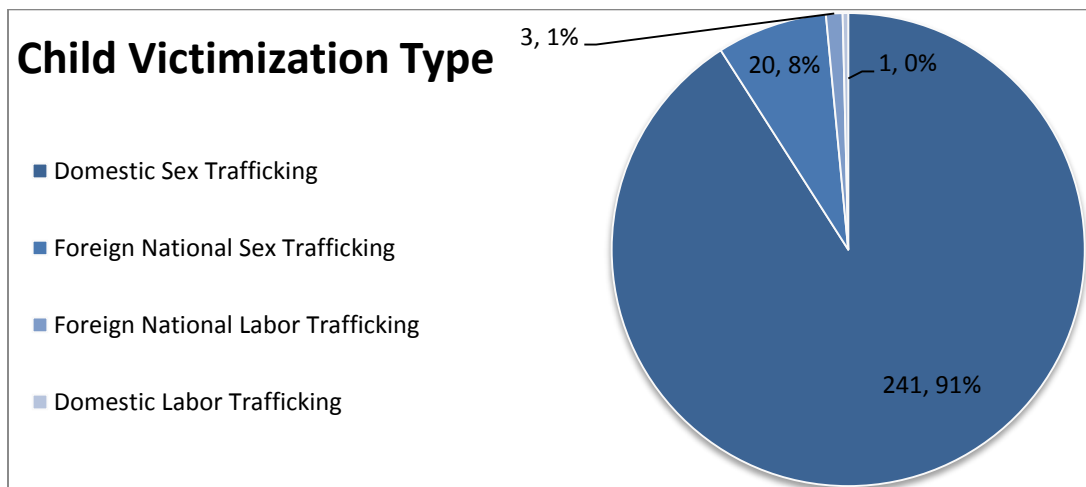
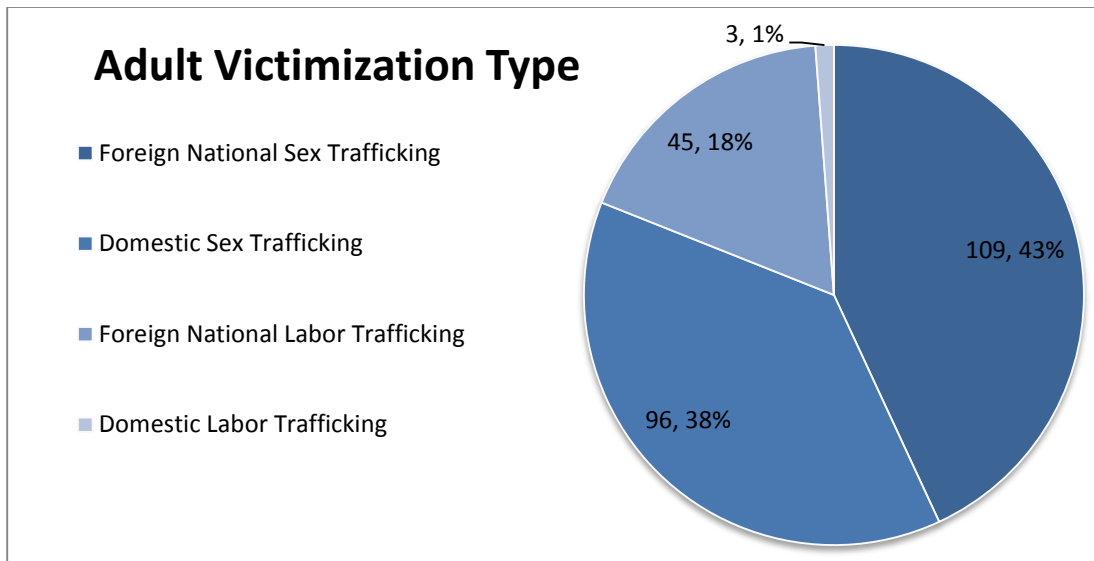
As previously reported, providers stated they serve a roughly equal proportion of adult and child human trafficking victims. Basic demographic information for the 518 victims served in CY 2012 is below. Unfortunately, certain agencies did not collect detailed demographic information about the victims they served so we have a substantial proportion of victims for which we do not know the gender or race. Over 60% of the victims served, for whom agencies collected gender information, were female. Only twenty-one victims were male, but the gender was not known or reported for 183 of the victims served. Presumably, some portion of those was male and some female.



The table below summarizes the racial demographics of the victims for whom race was recorded. Almost one third of the victims served for whom racial demographics were recorded were black. Unfortunately, the race for over one-third of the victims served is unknown. White persons, both Hispanic and non-Hispanic, were just over a quarter of those served. The remaining racial demographics – such as mixed race and Asian – represented a very small percentage of the victims served, for whom race was recorded.





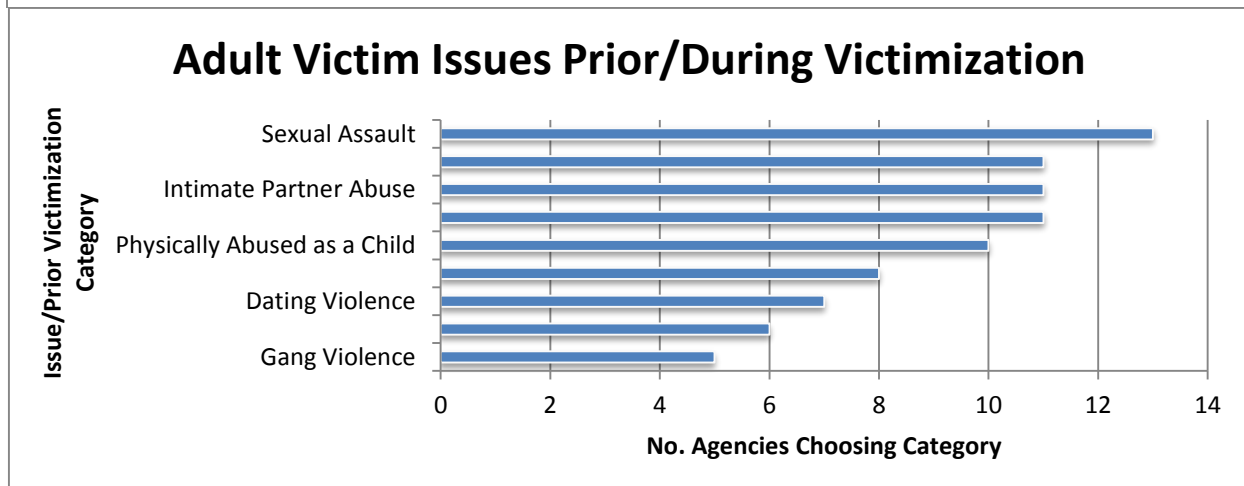
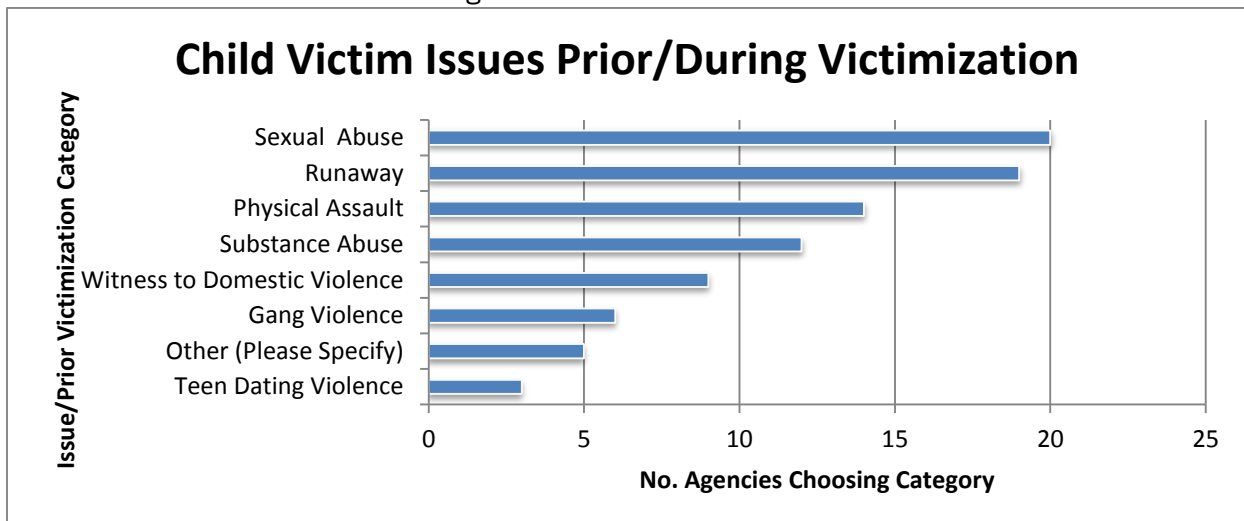


Not surprisingly, the types of crimes that adult and child trafficking victims experienced were vastly different. More than twice as many domestic child victims were trafficked for sex as adult domestic victims. Among adults, sex trafficking victims were slightly more likely to be foreign nationals. Comparatively, very few of the child sex trafficking victims served were foreign national. Indeed, based on the information our service providers reported, child trafficking victims are overwhelmingly likely to be domestic and exploited for sex. Adult victims are much more diverse – both in their national origin and in the types of victimization they experience. While relatively few adults were trafficked for labor – as compared to the number trafficked for sex – those who were tended to be foreign nationals. By comparison, almost none of the child victims served were trafficked for labor. Of the 40 individuals whose agency encountered at least one victim of human trafficking, nearly half (47.5%) indicated that at least one victim they encountered was exploited through the internet (e.g. pornography, advertised labor, advertised sex work etc.).

## What are those victims' characteristics and victimization histories?

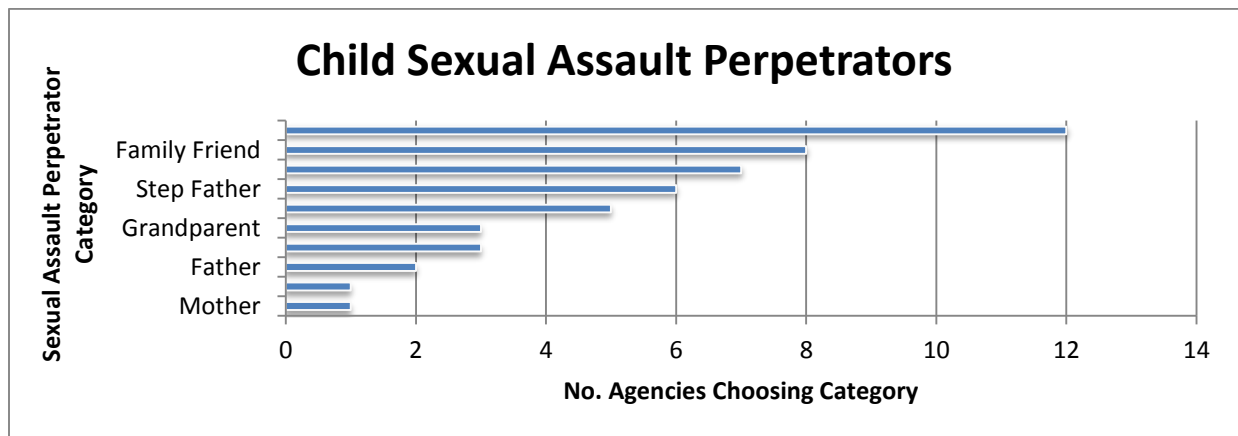
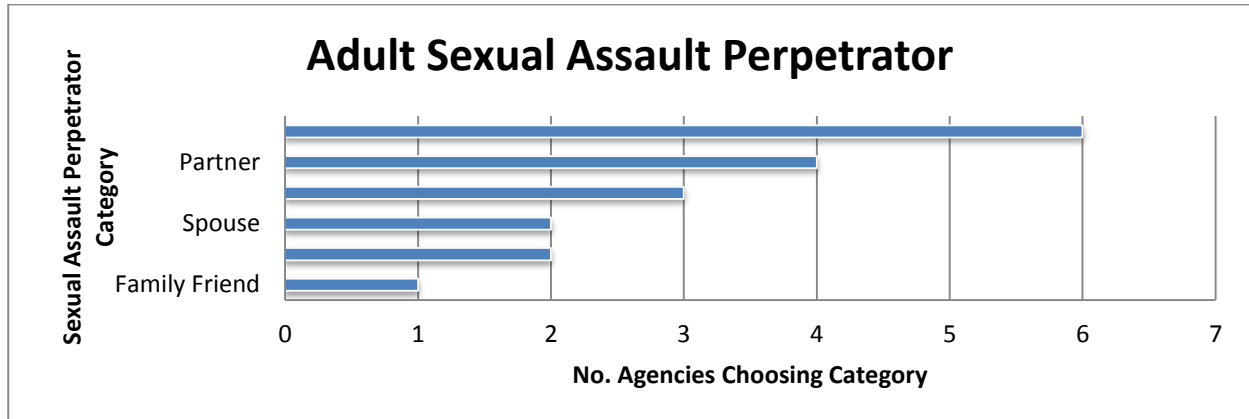
Respondents were asked to identify any type of victimization that the victims they served experienced either prior to or while trafficked. Seventeen providers indicated that the adult victims they encountered had prior or concurrent victimizations. The charts below summarize the issues with which victims most typically present. Agencies reported that sexual assault or abuse was the most common social issue prior or during victimization with which both adult and child victims presented.

The three most common problems with which adult victims presented were a history of physical assault, intimate partner violence, and substance abuse. By comparison, child victims typically presented with a history of being runaways. Five respondents reported that child victims reported "other issues" including: being made to cash bad checks, being made to pose for sexually explicit photos for internal listings, not being fed sufficiently, being forced to get tattooed/branding, mental health issues, educational issues, and confinement. Other answers include: trafficking happened as a child, but we served victim when she was an adult; victim came through ICE, not sure of history before that; emotional abuse/exploitation; confinement; involvement with child welfare system; and homelessness or inconsistent housing.



Agencies were subsequently asked to identify the persons who had most commonly perpetrated the crimes identified previously. For the most common type of victimization that adults and child

trafficking victims experienced, the perpetrators subsequently differed. The most commonly cited perpetrator for adult trafficking victims with a history of sexual assault was the pimp/exploiter, followed by a current or former partner. By comparison, the most commonly cited perpetrator for child victims with a history of sexual assault was a stranger, followed by a family friend.



[What services are available for and provided to human trafficking victims? What is the capacity for existing victim services agencies to provide services to human trafficking victims? Are victims being turned away due to agency lack of capacity?](#)

In addition to asking agencies about the volume and type of victims they served, we asked about the volume and nature of services provided. To determine the level of demand that human trafficking victims place on agencies, we also asked about the average length of service. Of the 40 agencies that encountered victims of human trafficking, 67.5% provided service for 6 months or less.

Average Length of Service	No. Agencies
Less than One Month	8
1 to 3 Months	10
4 to 6 Months	9
7 to 9 Months	4
10 to 12 Months	3
More than 12 Months	6
<b>Total</b>	<b>40</b>

The agencies that encountered victims of human trafficking were asked to identify the most frequently provided services. These services could be provided to child or adult victims either in-house or by-referral. Respondents were instructed to count each individual service they provided to each victim as one service unit. Agencies reported providing a total of 15,991 units of service either in-house or by referral. Sixty percent (9,596 service units) of all services were provided to adult trafficking victims. That means that on average, each adult victim received 38 services. Forty percent (6,395 service units) of all services were provided to child trafficking victims. That means that on average, each child victim received 24 services. Below are the top 5 services/referrals provided by agency type and the amount of services/referrals provided.

Top 5 Referral Services for Adult Victims	
Service/Referral	# of Units of Services/Referrals Provided
Mental Health Counseling	575
Outreach to other social services	256
Shelter	251
Legal Representation for T-visa	221
Case Management	210
'Other' referral services (includes: Education, interpretation services, legal advocacy, accompaniment to CJ hearings, substance abuse counseling, hotline assistance, mentoring)	440

The service to which responding agencies most commonly referred victims was mental health counseling. In fact, providers referred victims for this service over twice as often as they did for the next most common referral – which was outreach. The frequency with which respondents are referring victims to other agencies for mental health counseling speaks to a lack of capacity to provide this service in-house. Anecdotally, CJCC has heard from providers either in forums or in the Victims of Crime Act annual report narratives that mental health counseling remains one of the greatest needs for victims in their communities.

Top 5 Referral Services for Child Victims	
Service/Referral	# of Units of Services/Referrals Provided
Mental Health Counseling	153
Outreach to other social services	129
Education	108
Accompaniment to CJ hearings	34
Shelter	32
'Other' referral services (includes: Interpretation services, legal advocacy, substance abuse counseling, legal representation for T-visa, hotline assistance, mentoring, case management)	104

As with adult victims, the most common service to which child victims are referred is mental health counseling. Of interest, children received relatively few referrals for shelter as compared to adult victims, which received over 251 referrals, perhaps indicating that the child-serving agencies responding to the survey either had the capacity to provide shelter or that this is not as commonly necessary a service for child victims.

Top 5 In-House Services for Adult Victims	
In-house Service	# of Units of Services Provided
Case management	2306
Shelter	1952
Legal Advocacy	976
Outreach to other social services	875
Education	352
'Other' in-house services (includes: Interpretation services, accompaniment to CJ hearings, mental health counseling, substance abuse counseling, legal representation for T-visa, hotline assistance, mentoring)	1181

Consistent with the findings regarding referrals, the services that responding providers most frequently provided in-house are case management and shelter. While these were among the top five services for which providers referred victims, they were also the two most commonly provided services in-house, suggesting that providers have capacity to provide these. Moreover, mental health counseling was among the group of services that were least frequently provided in-house, along with substance abuse counseling, and legal representation for T-Visa – all of which are fairly specialized services. These findings hold true for child victims. Case management and shelter were the most frequently provided services in-house. To the contrary, mental health counseling and legal advocacy were among the least frequently provided in-house.

Top 5 In-House Services for Child Victims	
In-house Service	# of Units of Services Provided
Shelter	1752
Case management	1157
Education	921
Mentoring	660
Mental health counseling	498
'Other' in-house services (includes: Interpretation services, legal advocacy, accompaniment to CJ hearings, outreach to other social services, substance abuse counseling, legal representation for T-visa, hotline assistance)	847

Moreover, different types of agencies may be better equipped or have a service structure that allows them to more readily provide services to human trafficking victims in-house. CJCC has defined core services for the victim services agencies we fund. Some agencies – such as victim witness assistance programs – focus on outreach services for victims. These may include: accompanying the victim to criminal justice proceedings; keeping the victim abreast of criminal proceedings and the status of their offender; educating the victim about the crime they have suffered and the criminal justice process; connecting the victim to other services in the community. Similarly, shelter-based

domestic violence providers have a more extensive set of core services that they provide for victims in-house. These include: legal advocacy, case management, shelter, connecting to other services in the community, crisis counseling and stabilization.

Agency Type	Total No. of child and adult victims served	Total No. of units of services IN-HOUSE	Total No. of units of services REFERRED	Average No. Services Provided/Victim
Shelter Based Domestic Violence Service Providers	8	1171	69	155
Victim Witness Assistance Programs	23	2643	53	117
Domestic Violence Service Providers	8	459	220	85
Other Agencies	221	6493	1231	35
Sexual Assault Centers	5	110	21	26
Victim Centered Non-Profits	122	1991	693	22
Court Appointed Special Advocates	2	15	14	16
Dual-Program Agencies	48	305	87	8
Child Advocacy Centers	81	290	126	5

The difference and breadth of services offered in-house depending on the type of agency is illustrated in the table above. First, agencies were instructed to count each contact with an individual victim for a particular service as a unit (e.g. each shelter night provided was one unit; each time an advocate contacted a victim about the status of his/her case was one unit etc.). Because of their service models, shelter-based domestic violence providers and victim witness assistance providers may be rising to the top with respect to the average number of services provided to an individual victim. However, as compared to child advocacy centers or other agencies, these types of agencies served relatively few victims. These findings suggest an opportunity for cross-training between agency service providers and for maximizing the capacity for certain types of agencies to provide in-house services to victim.

Almost all (160, 91.4%) of the individuals who responded to the survey indicated that their agency is able to serve victims who are Limited English Proficient (LEP). The methods agencies use to provide language accessible services to LEP victims are summarized below:

Services Offered to LEP Victims	Frequency
Language Line	91
Interpreters on Staff/Bilingual Staff	83
Volunteer Interpreters	83



Services Offered to LEP Victims	Frequency
Referral	71
Interpreters from Courts	56
Partner Agency Staff	47
Interpreters from Law Enforcement	30
Interpreters from Victim Witness Assistance Programs	16
Private Interpreter	10
Family or Friend	2
Interpreter from DFCS	1
Hospital Staff	1

All 175 responding agencies were asked if their agency turned away any adult human trafficking victims between January 1, 2012 and July 2013, when they completed the survey. Five (2.9%) agencies reported that they turned away a total of 13 adult victims of human trafficking. The reasons for turning these victims away were listed as follows: my agency does not serve adult victims; lack of formal rules/regulations; coordination with local agencies; and agency is a children's hospital.

Respondents were also asked about whether and how many child victims they turned away in that same time frame. Three (1.7%) agencies indicated that their agency had turned away child victims, but they did not know how many were turned away. The reasons for turning away these children are as follows: safety concerns; bed space; coordination with state agencies; language concerns; case load; and referred them to the Georgia Care Connection.

Only 4 of the 40 agencies who encountered victims of human trafficking identified services that they could not provide to victims either in-house or by referral. Three of those respondents identified a total of 18 victims who requested services they could not provide (one respondent did not know the number of victims to whom their agency could not provide services). The services that these agencies indicated that they could not provide are: adequate financial assistance due to underemployment; adequate legal assistance related to a current work injury (not directly related to human trafficking); housing; male trafficking; siblings; recruiters; justice for the victim; and long term therapy.

[What kinds of training do providers currently have to serve trafficking victims? From whom are they receiving training?](#)

A majority of respondents (98, 56.0%) indicated that at least one individual at their agency received training regarding human trafficking. (Of the individuals reporting that at least one person in their agency has attended a training session, 27 different training providers were listed). Despite the fact that a majority of agencies have staff with some type of training, there is still a need to bring together more training across service agencies through interagency training seminars and meetings to better facilitate interagency collaboration between NGOs, law enforcement agencies, victims service agencies, immigration agencies, community programs, social workers, lawyers, and health care professionals. The top ten (by frequency count) training providers listed are below:

Training Provider	No. Agencies Receiving Training
Locally Sponsored Training Event	27
Conferences not Specific to Human Trafficking	25
Tapestri	15
Governor's Office for Children and Families	13
Immigration Resources	9
Georgia Center for Child Advocacy	8
Prosecuting Attorney's Council of Georgia	8
Children's Advocacy Centers of Georgia	7
Georgia Coalition Against Domestic Violence	5
Children's Healthcare of Atlanta	4
Georgia Care Connection	4
Criminal Justice Coordinating Council	4

## Recommendations and Conclusion

### [The need for better data collection around human trafficking.](#)

The findings in this report – as compared to those in the GBI companion survey for law enforcement – illustrate the need for better, more coordinated data collection efforts to truly track the prevalence and nature of human trafficking in Georgia. Consistent with some of the broader findings cited here, a recent Urban Institute Report (2014) found that in the Atlanta area, many of the foreign national “sex workers” or women working in massage parlors are of Asian or Hispanic, specifically Mexican, descent.

The newly released FBI UCR supplement will capture the number of *offenses* reported, but not necessarily the number of victims associated with each offense. CJCC’s current data collection methods from subgrantees and other victim service providers are aggregate in nature, so determining a true, unduplicated count for the number of victims served is impossible. The companion study that Carl Vinson Institute will be completing with the GOCF will provide a clear snapshot for commercial sexual exploitation of children, but not for the adult market. For a clear picture of this market, we would require individual-level data about the victims each agency served and law enforcement would have to also track the number of victims associated with each offense. Other innovative methods for estimating the size of this underground criminal problem include respondent-driven sampling (see, e.g. Curtis, Terry, Dank, Dombrowski, and Khan 2008), but this methodology is labor and resource intensive for researchers.

### [The need for better victim identification and coordinated service provision statewide.](#)

Based on our findings, and the extant research (see, e.g., Gozdzia & MacDonnell, 2007), we suggest that a comprehensive victim-centered statewide approach is necessary for victims to be able to receive the services they need. Proper information sharing among involved law enforcement, government agencies (immigration), NGO, and service agencies must occur to ensure immediate victim identification of and immediate services provision. The more simply and well-run the process of accessing benefits for human trafficking victims, the more effective available services will become to victims once they are identified (Gozdzia & MacDonnell, 2007).

Identifying and properly serving victims of human trafficking is among the most difficult challenges that victim service agencies and law enforcement face (Russo, 2011). At this time, the identification strategies in use do not specifically direct victim service providers on how to screen potential human trafficking victims (Macy & Graham, 2012). The survey results demonstrate that few agencies have a specifically dedicated program to address human trafficking, and of those that do, their definition is inconsistent with the law, and in some cases lacking key elements. Both our respondent data and research shows that all kinds of victim services agencies such as sexual assault centers, child protection/welfare/advocacy agencies, domestic violence shelters, health care agencies, homeless shelters, and juvenile justice agencies may all unknowingly come into contact with victims of human trafficking (Clawson et al, 2009; Logan et al, 2009; Macy & Graham, 2012). Nevertheless, many agencies do not have a specific protocol or guidelines to help them identify possible victims of human trafficking from among the victims that they may already be aiding (Macy & Graham, 2012).

Understanding the right questions to ask to properly identify these possible victims is imperative to both ensuring victims are not processed or treated as criminals, and to providing them with necessary services. In particular, we recommend that standardized screening instruments be developed to assess for potential signs of human trafficking. Such a tool should be based on known trafficking indicators including: “a) signs the person is being controlled, b) signs the person does not have the freedom to exit a job or move, c) signs of physical abuse, d) signs indicating the person is fearful or depressed e) signs that the person is a recent arrival to the United States and does not speak English f) signs the potential victim does not have identification or immigration documents” (Macy & Graham, 2012, Pg. 61; U.S. Department of State, 2008). A short tool should be developed for law enforcement to screen potential victims in the field to determine whether they might have been coerced, exploited, and defrauded into labor/commercial sex. For child victims, the Administration for Children and Families has posted a list of sample screening questions at its website for their Campaign to Rescue and Restore Victims of Human Trafficking. Questions are specific for social service agencies, law enforcement agents, and health care workers to use easily and effectively in their regular intake and assessment protocols (Okech et al, 2011).

### [The need for cross-agency collaboration and training to identify and serve human trafficking victims.](#)

The focus also needs to be on supporting a multidisciplinary approach to the problem of human trafficking and how to more effectively identify and serve victims in a way that would encourage a focused partnership between federal, state, and local law enforcement and victim service providers. Only with this cooperation and partnership can there be any significant improvements in the fight against human trafficking (Russo, 2011). The multi-disciplinary approach needs to extend to victim identification, as well as service provision. Cross-agency collaboration will also help law enforcement better identify victims and refer them to services.

While victim services agencies reported that state, local, or federal law enforcement was their top referral source and the primary way they identified victims, findings from the GBI survey highlight the need to increase law enforcement awareness of available services. Many law enforcement agencies reported that they did not make a referral because they did not work human trafficking cases or did not have those types of victims in their county. The majority of agencies responding to this question were metro-Atlanta agencies. The service to which they referred least was housing. However, Shelter-Based Domestic Violence Agencies provided the most services on average to victims in our survey, likely due to the number of shelter nights rendered. Such disparity in findings points to the need to educate both law enforcement and victim services providers about victim needs, available resources, and placement protocols.

[The need for greater community outreach to increase awareness about human trafficking victim services.](#)

Public awareness of human trafficking is extremely important. For the human trafficking problem to be properly addressed, and the victims to be properly identified and served, awareness needs to improve on all fronts. This includes better awareness from the victims themselves, health and human service providers, first-line responders, law enforcement agencies, immigration officials, and local community members/the general public. This awareness needs to include at the minimum: the rights of victims of trafficking, the services available to victims of trafficking, and lastly, the laws against human trafficking that are put in place to protect the victims while criminalizing the behavior of those trafficking them (Irazola et al, 2008; Logan et al, 2009; Okech et al, 2011).

Of the 40 agencies that served victims in our survey, 27 reported that victims seemed unwilling to seek services. Below are the reasons provided as to why victims were unwilling to seek services:

Reasons Unwilling to Seek Service	No. of Agencies Citing Reason
Lack of Trust in the System	20
Not Able to Identify Self as a Victim	19
Fear of Retaliation to Self and/or Family	17
Feelings of Shame or Embarrassment	17
Lack of Knowledge about Available Services	13
Lack of Knowledge about Victims' Rights	9
Lack of Social Support	9
Fear of Deportation/Legal Status	6
Language Differences	5
Other (loyalty to their traffickers/pimps; culture ingrained; drug addiction; wanted to remain in runaway status; transportation)	5

Criminalizing victims only further deepens their mistrust in the law enforcement and victim service systems meant to help them. The dynamics of human trafficking – in which a victim is dependent on their trafficker for financial, emotional, psychological and physical protection or support – preclude many victims from identifying as such. Many have bought into the notion that they are acting volitionally or that they could leave when/if they want to, even if they fear their exploiter or have been threatened. Many victims may perceive they have no alternative to sustaining themselves financially. Foreign national victims whose legal status has been held hostage or indentured are particularly vulnerable to this trap.

Victim interactions with both law enforcement and victim services providers need to be themed around building trust, rapport, and education with potential victims to encourage them to seek services. The focus is on specific messages that victim service providers should convey to potential victims. These strategies are: “questioning a potential victim when he/she is alone; using indirect rather than direct questions, excluding such words as “coercion,” “force,” and “trafficking”; clearly explain the service provider role to the potential victim; clearly explain confidentiality policies and exactly how the information they provide will be used; focus on the potential victim’s safety and needs; and ensuring that all interviewing and providing services are done with cultural and linguistic

competence. Lastly, providers should work with victims in making decisions about contacting local authorities or trafficking organizations while developing a safety plan in conjunction with victims” (May & Graham, 2012, Pg. 70).

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