

HIDDEN IN PLAIN SIGHT

*A BASELINE SURVEY OF HUMAN
TRAFFICKING IN WISCONSIN*



OFFICE OF JUSTICE ASSISTANCE

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Executive Summary

The Wisconsin Office of Justice Assistance (OJA) Human Trafficking Baseline Survey was the effort of the VAWA Human Trafficking Committee under the guidance of the statewide VAWA Advisory Committee. The survey was conducted from March to August 2007. The goal of the survey was to collect baseline data to inform OJA's efforts to:

- ◆ Increase community awareness of the issue of human trafficking
- ◆ Identify the need for training on human trafficking
- ◆ Promote inter-agency collaboration

The survey consisted of three phases:

1. Initial survey
2. Follow Up Survey
3. Phone Interviews

The survey targeted justice system agencies and service providers in the state of Wisconsin. The initial survey was completed by 261 justice system agencies and 136 service providers. The follow up survey was then sent to 48 respondents from the initial survey who reported encounters with human trafficking victims. Phone interviews were subsequently conducted with seven respondents identified in the follow up survey.

Key Findings

- ◆ Human trafficking exists in Wisconsin; as many as 200 victims of sex and labor trafficking have come in contact with service providers and/or justice system agencies
- ◆ Wisconsin is home to both international trafficking, with victims coming from all over the world, and domestic human trafficking
- ◆ Service Providers and justice system agencies have limited knowledge about human trafficking; most of them are eager to learn more about it
- ◆ Although human trafficking is not perceived as a problem by the majority of respondents, trafficking exists in both urban and rural areas of the state
- ◆ Most human trafficking cases reported in the survey are perpetrated by the victim's family members or prostitute clients and pimps.

Recommendations

1. Promote awareness of human trafficking among service providers, justice system agencies and the general public. One of the most alarming findings of this baseline survey is that while identifying dozens of victims, the respondents still consider human trafficking a "non-issue" and in many cases do not provide or plan to provide services to trafficking victims. Because human trafficking is below the radar for most organizations, they do not devote time and resources to addressing this issue.

Executive Summary

2. Provide training on human trafficking to justice system agencies and service providers. The agencies that are most likely to come in contact with trafficking victims need to be aware of the provisions of the Trafficking Victims Protection Act, and need to know how to best serve trafficking victims. The surveyed individuals indicate that the existent level of training on human trafficking is limited and leads/may lead to less comprehensive services.
3. Develop a statewide protocol for assisting trafficking victims and for inter-agency collaboration on trafficking cases. For the benefit of the victims, it is essential to have clear policies and procedures that agencies follow should they encounter a trafficking case. Many respondents indicated their frustration when dealing with trafficking cases due to the lack of knowledge of the resources and the inability to receive support from various involved agencies.
4. Encourage the state legislature to pass the human trafficking law. More than half of the states have passed similar laws. Wisconsin legislators have introduced human trafficking bills both in the Senate and in the Assembly. It is an important step towards better awareness and service provision, and should be facilitated.
5. Develop a nexus of information and referral. The established VAWA Human Trafficking Committee, along with its partners WCASA, WCADV, Project Respect, and Department of Justice, can serve as the natural leader of statewide human trafficking efforts. The OJA Violence Against Women Act (VAWA) Unit has already voluntarily assumed the role of the research engine on the human trafficking issue. The proposed state legislation mandates OJA Statistical Analysis Center to gather data on human trafficking. OJA is also well-positioned to deliver training on human trafficking to law enforcement and prosecutors. OJA is well-known among service providers and has a reputation of a reliable agency and a good source of information.

Introduction and Background

“Human trafficking is the third largest and fastest growing criminal industry in the world...[and] is considered one of the most urgent human rights issues in the world today.”

Human trafficking is a modern day form of slavery. The U.S. government estimates that 14,500 to 17,500 people are trafficked annually into the United States for sexual exploitation and forced labor. In addition, some victims are trafficked domestically, from one state to another, within one state or even within one town. Human trafficking is the third largest and fastest growing criminal industry in the world, victimizing millions of people and reaping billions of dollars in profit. Trafficking is considered one of the most urgent human rights issues in the world today.

The U.S. Department of Health and Human Services indicates that there are many victims of human trafficking in Wisconsin. In 2005, Catholic Charities reported that they had encountered nineteen possible cases of human trafficking in Wisconsin, with three of those being passed on to the federal government. There is every reason to believe that there are more cases of human trafficking in Wisconsin that remain unidentified.

By its very nature, human trafficking is a hidden crime. It is our belief that as awareness of this issue grows, so too will the number of victims identified and in need of services.

The Wisconsin Office of Justice Assistance (OJA) is an independent state agency led by a Governor-appointed Executive Director. The Office was created in 1987 to administer federal grant programs and advise the Governor on criminal justice matters. At OJA, our efforts are focused on building safer Wisconsin communities. The OJA programs help law enforcement, prosecutors, courts, emergency responders and victim services providers prevent and respond to crime and disasters—including terrorism. Working closely with federal, state, and local agencies, OJA promotes collaborative, comprehensive and innovative strategies to improve the safety of Wisconsin residents and the security of our communities.

The Violence Against Women Act (VAWA) is a component of the 1994 federal Crime bill. The purpose of the

Formula Grant Program under the Act is to assist states in improving response to crimes of violence against women. OJA administers this program on behalf of the Governor, developing a statewide plan for use of the State STOP (Services, Training, Officers, Prosecutors) formula grant and awarding state and local sub-grants. Assistance with planning and implementation is provided by the VAWA State-

wide Advisory Committee. The OJA VAWA Statewide Advisory Committee has identified Trafficking in Persons as an important issue, has made a commitment to address this issue by convening the Human Trafficking Committee, partnering with others to highlight the issue, and has directed STOP VAWA Planning funds to support the effort.

The VAWA Human Trafficking Committee

The VAWA Human Trafficking Committee was created in October 2006. Its membership consists of some VAWA Statewide Advisory Committee members, as well as selected individuals from community agencies positioned to encounter potential human trafficking cases.

At the request of the Statewide VAWA Advisory Committee, OJA VAWA staff conducted research on human trafficking in Wisconsin. Staff attended several national conferences devoted to the problem of human trafficking. In 2005, an informal phone survey of service providers in areas with high numbers of immigrant population revealed virtually zero knowledge and understanding of human trafficking.

From this groundwork the following challenges have been identified:

- ◆ The level of awareness about human trafficking is very low in the state of Wisconsin, among human services (including Domestic Violence and Sexual Assault) providers, justice system agencies, as well as in the general public
- ◆ Outreach and assessment efforts need to be conducted to establish the level of incidents of human trafficking and appropriate response

- ◆ There is a lack of coordination in the Wisconsin justice system's response to incidents of human trafficking (according to FBI, there were several cases of human trafficking in Wisconsin since 2003; however, there was no comprehensive effort aimed at establishing the true situation)
- ◆ Wisconsin has no unified data collection mechanism to identify the extent of the problem, nor a statewide anti-human trafficking effort

In response to the challenges identified above, the following goals and activities have been set by the Human Trafficking Committee:

- A. Outreach—Identify People, Victims, Collaborative Partners and Service Providers
- B. Provide Leadership—Build Collaboration and Communication
 - 1. Assessment: Build baseline data starting with data mining and assessment
 - 2. Framing the Issue: Human rights/women's rights/violence against women
 - 3. Building a Network of Services: Provide coordination, technical assistance
 - 4. Create Capacity at Services

- C. Legislation (VOCA)/Public Policy (Adaptations): Provide expert information/testimony in cooperation with state-wide efforts to develop Wisconsin human trafficking laws

Funded by OJA, the Committee's work led to the development of a three-phased baseline survey. This is the first comprehensive project of its kind in Wisconsin to study the level of awareness about the issue of human trafficking among service providers and justice system agencies. The baseline survey was launched in March 2007 and was completed in August 2007.

The following documents were used extensively in the course of this baseline survey:

- ◆ Victims of Trafficking and Violence Protection Act of 2000
- ◆ Trafficking in Persons Report, 2006, U.S. Department of State
- ◆ New York State Bureau of Refugee and Immigration Affairs, Assistance to Foreign-National Trafficking Victims Survey Questionnaire and Final Report
- ◆ Human Trafficking in Minnesota: A Report to the Minnesota Legislature, September 2006

In addition, a host of other literature was consulted throughout the research phase and during the development of this baseline survey; for a complete reference list, see Appendix A.

Survey Objectives and Methods

The immediate objectives of this baseline survey were to provide OJA with baseline data to inform its efforts to:

- ◆ Increase community awareness of the issue of human trafficking
- ◆ Identify the need for training on human trafficking
- ◆ Promote inter-agency collaboration

The baseline survey was conducted in three stages. First, the initial survey was sent out which contained general questions focused on awareness about the issue of human trafficking, barriers to victims and services, training and need for training, as well as attempted to determine any contacts respondents had with trafficking victims. The follow-up survey was sent to the respondents who indicated in the initial survey that they had

experience working with victims of human trafficking. This survey asked more detailed questions about the victims and the victimizers, and invited respondents for voluntary phone interviews. The final part of the baseline survey, phone interviews, was designed to gather real-life trafficking stories and to learn from the experience of the service providers and justice system agencies representatives who have personally handled trafficking cases.

The results of this baseline survey address our objective of gathering baseline information on service provision and awareness; the results also identify key ideas and issues that can inform future plans for outreach and training among service providers and justice system agencies. The results highlight some contrasts between the service providers and justice system agencies respondents.

Initial Survey

Awareness and understanding of the term ‘human trafficking’ is limited, most notably in the justice system community. The estimated number of cases encountered by justice system agencies increased nearly 350% when respondents were asked to estimate the number of cases of ‘commercialized sex with elements of force or forced labor’ they faced as opposed to the estimated number of cases of ‘human trafficking’.

Two separate surveys were developed and distributed statewide; one to service providers and another to justice system agencies. The bulk of the questions were the same in both surveys, with minor details adjusted to suit the targeted recipients. These surveys were composed of open and close-ended questions designed to acquire a broad spectrum of respondents’ observations. Drafts of these surveys underwent several levels of internal and external review:

- ◆ Internal review by Human Trafficking Committee
- ◆ Review and critique by OJA Public Relations Specialist
- ◆ Pilot-testing and revision by Human Trafficking Committee members

Reviewers were asked to comment on the clarity, comprehensibility and appropriateness of the language of the draft survey questions. Their comments and suggestions were then incorporated into the final draft of the surveys.

A pre-survey (warm-up) letter was sent out a week before the survey launch (see Appendix B). The letter was emailed to everyone on the recipient list and also mailed to Domestic Violence and Sexual Assault service providers. The letter introduced the issue of human trafficking and explained the purpose and the importance of the survey; a list of definitions and examples of human trafficking was included as an attachment.

The HT Committee members made a decision to include the list of definitions in the pre-survey letter due to the low level of awareness of human trafficking reported through the preliminary research. It was deemed necessary to educate the service providers and justice system agencies who may have encountered trafficking victims included in the official definition of human trafficking. The committee members believed that some targeted respondents may not be familiar with the term “human trafficking” but would be more likely to recognize its signs if familiarized with the definitions of terms characterizing human

trafficking, such as coercion, peonage, debt bondage, etc. For the full list of definitions, please consult Appendix B.

The survey questions were organized into three categories:

- ◆ Awareness of the issue of human trafficking
- ◆ Experience with trafficking and slavery victims
- ◆ Information about the respondent’s agency

Respondents were asked to provide their agency’s name and email address in the initial survey as a way to track the responses. This also helped us avoid double-counting of

cases. It was stressed in the introduction to the survey that this information was confidential and would not be disclosed without permission.

Sampling Area/Survey Respondents
 Various studies in the US, as well as in other countries, indicate that human trafficking occurs in urban, suburban and rural areas, across a broad range of employment, as well as domestic, sectors. It was therefore important to ensure that the surveys were distributed statewide.

The Justice System Agencies survey was sent to 380 law enforcement agencies and 395 Districts Attorney and Assistant Districts Attorney. Over 550 surveys were sent to service providers throughout the state.

Number and Distribution of Human Trafficking Surveys

Law Enforcement Agencies	380
Districts Attorney Offices	395
Justice System Total	775
Wisconsin Coalition Against Sexual Assault	105
Wisconsin Coalition Against Domestic Violence	39
Milwaukee Rescue and Restore Coalition	80
Catholic Charities	4
Sexual Assault Nurse Examiners	201
Tribal Areas	2
Office of Refugee Resettlement	1
Social Services (Jewish, Lutheran)	3
Child Protection Services	72
Family Strengthening Projects (DHFS)	27
Children, Youth and Family PAC Advisory Committee	20
Victim Witness Coordinators	4
Service Provider Total	558
Total Surveys Distributed	1333

In the absence of a formally recognized list of agencies and organizations that work on human trafficking, it was necessary to do both targeted and snowball sampling of respondents among key stakeholders with the knowledge base and direct (or comparable) experience with trafficking, trafficked victims and/or their perpetrators.

Key stakeholders among service providers were identified through the established networks within the Wisconsin Coalition Against Sexual Assault (WCASA), the Wisconsin Coalition Against Domestic Violence (WCADV), the Greater Milwaukee Area Rescue & Restore Coalition, as well as OJA's own network of service providers.

Data Collection

As mentioned above, prior to the survey release, invitation letters were sent to the organizations on the service providers' and justice system agencies' email lists, requesting their participation in the baseline survey. Surveys were subsequently emailed to 775 justice system agencies and 558 service provider agencies. An online survey tool was used to distribute the survey to justice system agencies allowing for accurate tracking of the number of survey recipients. Due to confidentiality issues and the lack of a unified list of agencies, the survey to service providers was sent via WCASA, WCADV, and DHFS list serves, as well as via individual emails from OJA Human Trafficking Policy Specialist. Follow-up emails were sent to all respondents to encourage greater participation.

Of the 775 Justice System Agencies respondents, 261 completed the survey, resulting in a 33.6% response rate. Of the 558 Service Providers respondents, 136 completed the survey – a 24.4% response rate. These response rates are typical for this type of a survey.

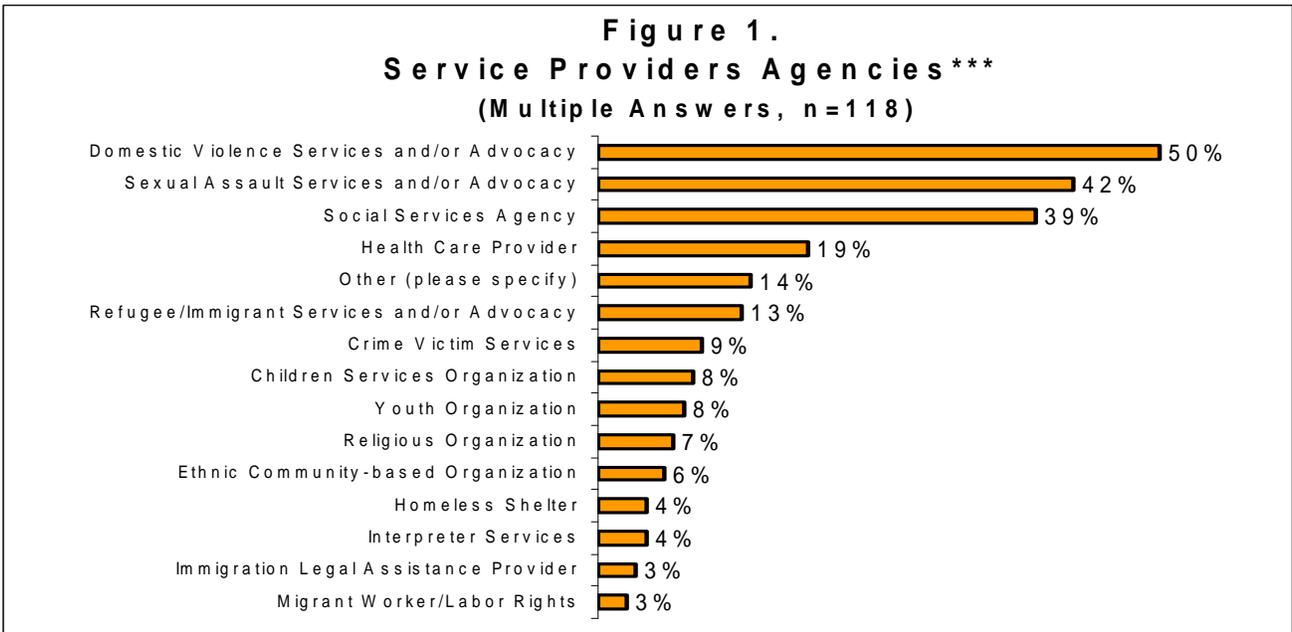
Given the reported low numbers of identified trafficking victims in Wisconsin at the time of the survey, as well as our assumption based on previous research that only a few persons would have direct knowledge of this issue, and the general tendency of people to respond only to those surveys that are about familiar topics, the low number of survey respondents is not surprising.

One in three justice system agencies and one in four service providers polled completed surveys.

Respondent Agency Profiles

The respondents were asked to provide some information about their agencies, as well as to indicate the number of years each respondent has been with a particular agency. This question was included in order to determine the

period of time during which the respondents were affiliated with their respective agencies, which allowed us to determine their level of knowledge of the agency's operations for a given period of time (2000 – 2007).



*** Years of experience working at the Service Providers agencies: Mean=7.87 years, Standard Deviation=7.56 years, Range=from less than one year to 33 years.

By design, the survey targeted domestic violence, sexual assault and social services providers. Although the survey was sent to 200 SANE nurses, the share of respondents from the health care domain is comparatively low. The fact that 36% of survey recipients were SANE nurses has likely skewed the response rate for service providers towards the lower end because of the rather low response rate from this category of respondents.

Finally, it is important to note that most of the service provider respondents who took the survey have worked for their agency for several years, with 7-8 years being the most frequent answer. This is important because these individuals have institutional memory and their knowledge can be considered representative of their agency.

Figure 2 shows the types of justice system agencies represented in the study. Local police departments had the highest representation (64.3%) in the survey responses. District Attorney's Offices constituted 21.7% of respondents, and Sheriff's Departments 13% of respondents. This is representative of the proportions of survey recipients in each of these categories.

Districts Attorney	50
Police Departments	122
Sheriff's Departments	29
Federal Agencies	2
University Police	2
Other/Unknown	21

Figure 2. Justice System Agencies

A typical respondent from a justice system agency has been with that agency for 7-17 years, a very considerable time period allowing us to confidently accept the answers of these individuals as representative of their respective agencies. It should be noted that the survey was sent predominantly to police chiefs, sheriffs, and District Attorneys, which may explain the extremely high mean in years of service at a given agency.

Key Results

The key results of the service provider and justice system agencies initial surveys are presented in this section. Where appropriate, these results have been presented together for the purposes of comparison. Please note that the “total n” (the base number used in computing percentages) may vary from question to question as the respondents could choose not to answer a particular question. Adjusting the “total n” accordingly provides a more accurate representation of the weighted percentage of responses.

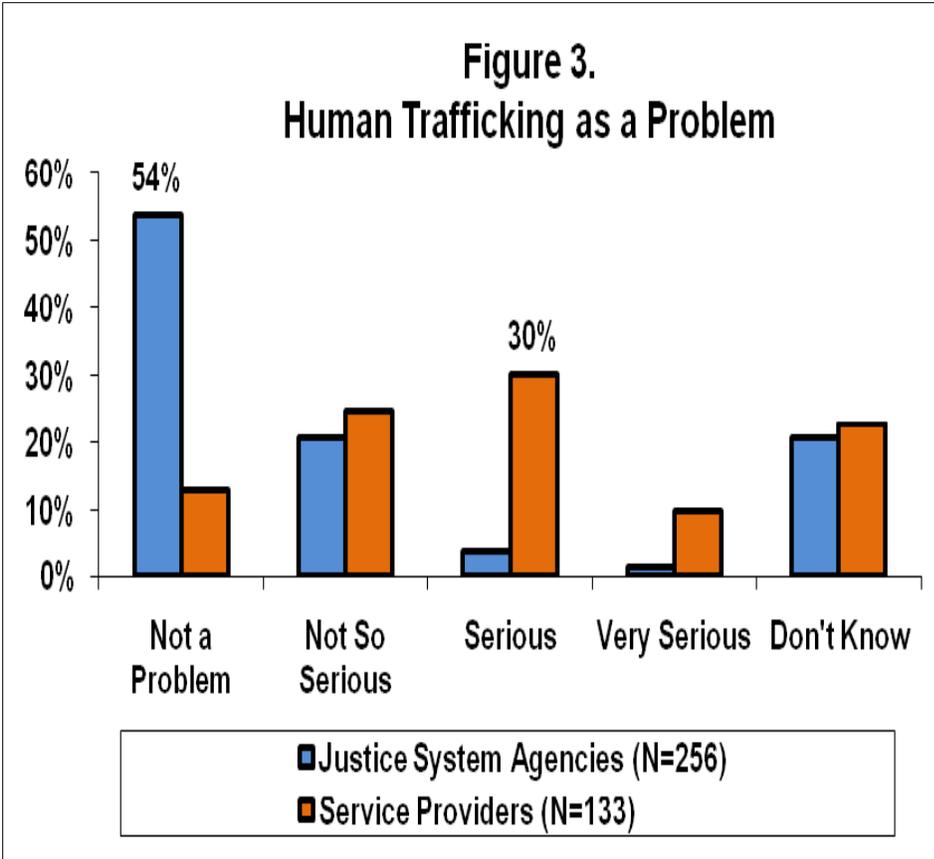
Finding: The majority of respondents do not consider human trafficking a problem.

Awareness of the Issue

One of the factors measured by this survey was the perception of the seriousness of the human trafficking issue. The opening question in the survey was, “In your opinion, how serious of a problem is modern-day slavery/ human trafficking in the community that you serve/your area of jurisdiction?”

There was a significant disparity in the answers among the service providers. Forty percent of service provider respondents said trafficking is a serious or very serious problem, and 38% from the same group indicated that it is not a serious problem or not a problem at all. The justice system agencies respondents were more uniform in their answers, with 75% considering trafficking to be not a serious problem or not a problem at all. Only 5% of

justice system agencies respondents believe trafficking is a serious or very serious problem in their areas of jurisdiction. It is important to note that among both Service Providers and justice system agencies respondents, over 20% reported that they “don’t know” whether or not human trafficking is a problem in their community/area of jurisdiction. This is an indication of the lack of awareness about the issue of human trafficking both among service providers and justice system agencies.



The following two questions assessed the level of understanding the respondents have about the essence of human trafficking, and the remedies available to victims of human trafficking.

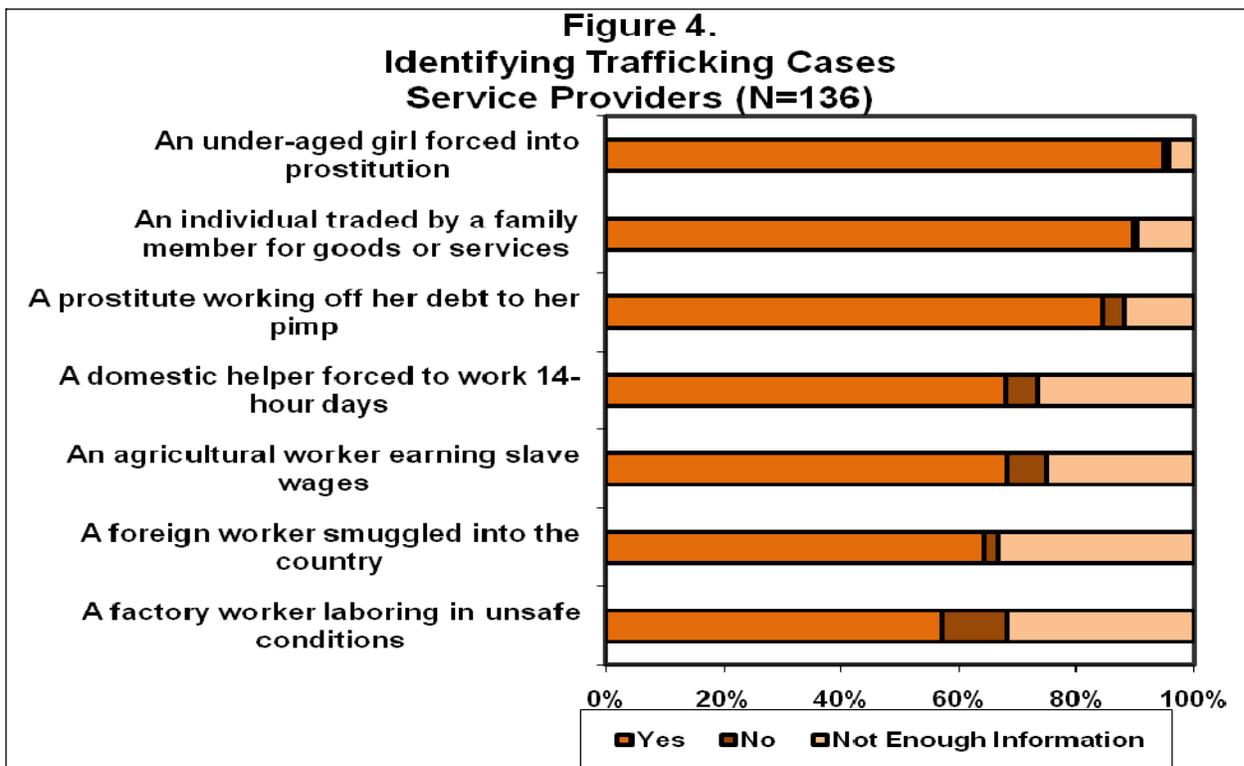
In question 2, respondents were asked to identify which of the seven different categories of individuals were trafficking victims as defined by law (Y), which were not (N), and which cases needed more information to be determined (NE). These “test questions” were meant to measure whether respondents can distinguish the subtle nuances that differentiate trafficking victims from other types of victims and from undocumented migrants.

Finding: There is uncertainty among service providers and justice system agencies about who can be considered a trafficking victim under the Trafficking Victims Protection Act 2000.

The seven categories of individuals (and the correct answers) were:

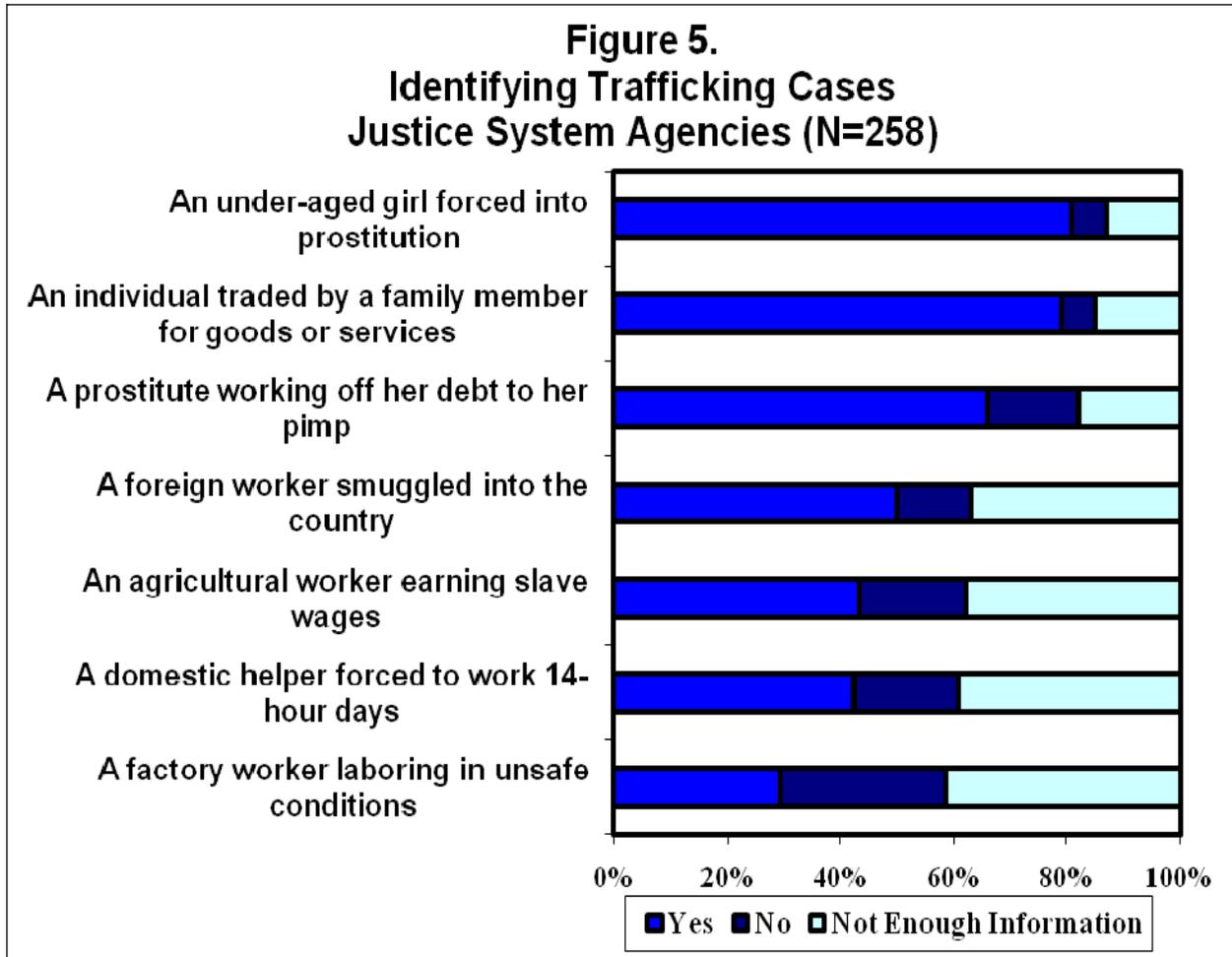
- ♦ An under-aged girl forced into prostitution (Y)
- ♦ A factory worker laboring in unsafe conditions (NE)
- ♦ An agricultural worker earning slave wages (NE)
- ♦ A prostitute working off her debt to her pimp (Y)
- ♦ A domestic helper forced to work 14-hour days (Y)
- ♦ A foreign worker smuggled into the country (NE)
- ♦ An individual traded by a family member for goods or services (Y)

Figures 4 and 5 show the responses for each group of respondents. Three out of the four cases that would constitute human trafficking as defined by the TVPA were correctly identified by both service providers and justice system agencies as trafficking. There is more disparity in the case of a domestic helper forced to work 14-hour days. While 68% of Service Providers respondents correctly consider this



a trafficking case, only 43% of justice system agencies respondents would consider this case human trafficking. In general, the majority of Service Providers respondents tended to say “yes” to all categories presented in the question. The justice system agencies respondents were more cautious, and frequently chose the option “Not enough information.”

An interesting observation is that the majority of both Service Providers and justice system respondents (64% and 50% respectively) thought “foreign worker smuggled into the country” is a trafficking victim. This may be indicative of the lack of knowledge among the respondents on the differences between human trafficking and human smuggling.



Question 3 measured the respondents’ awareness of the provisions of the Trafficking Victims Protection Act 2000. The respondents were presented with three statements and were asked to choose whether the statements were true, false, or whether the respondents were not sure of the correct answer:

- ♦ Adult trafficking victims need to be Office of Refugee Resettlement certified to be

eligible to receive benefits and services under the TVPA 2000 (True)

- ♦ Minor trafficking victims (under 18) need to be Office of Refugee Resettlement certified to be eligible to receive benefits and services under the TVPA 2000 (False)
- ♦ Trafficking victims who are in the US illegally are not eligible to receive benefits and services under the TVPA 2000 (False)

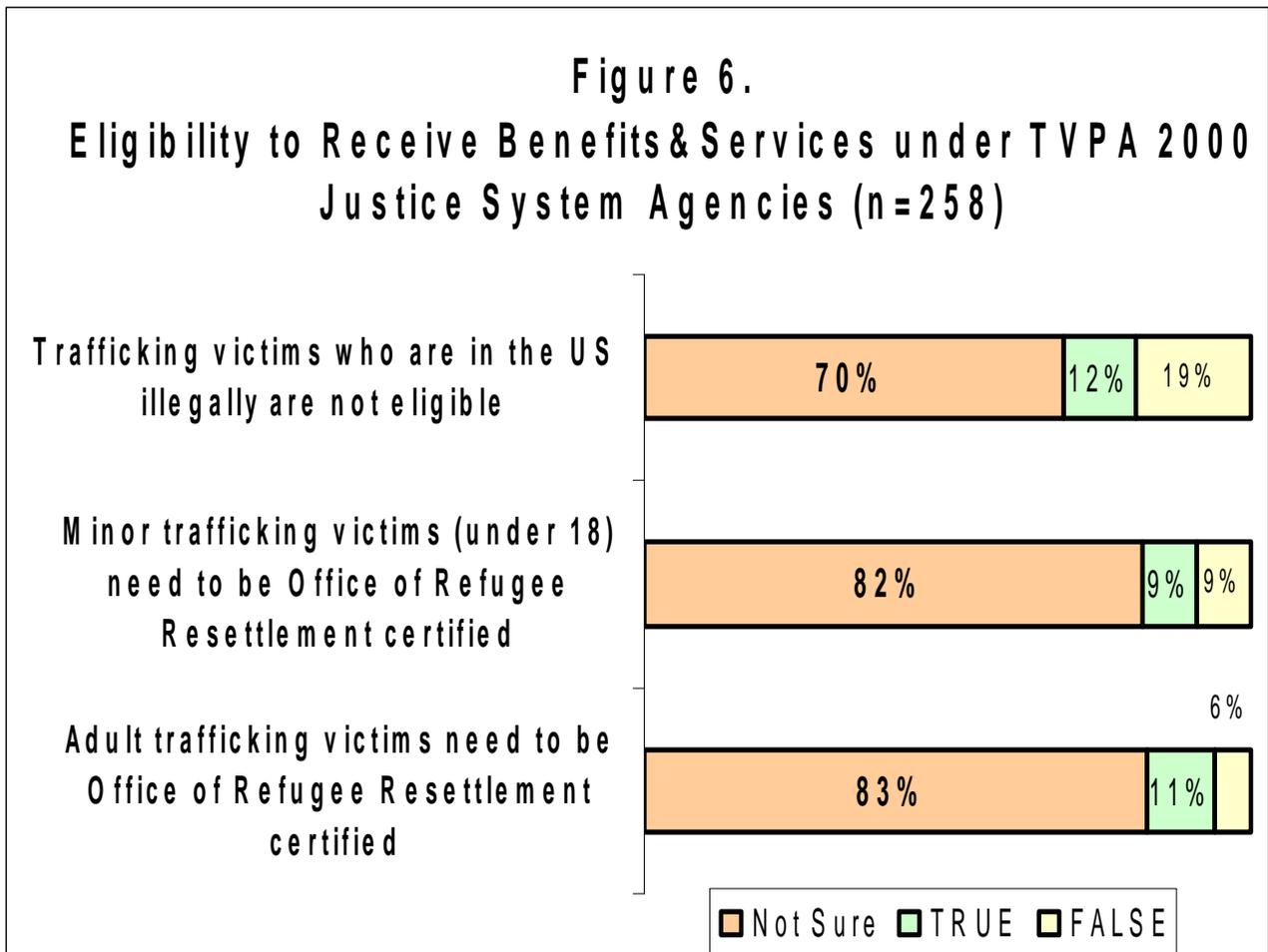
Finding: There is a significant lack of awareness among service providers and justice system agencies concerning the Office of Refugee Resettlement certification process and the remedies available to trafficking victims.

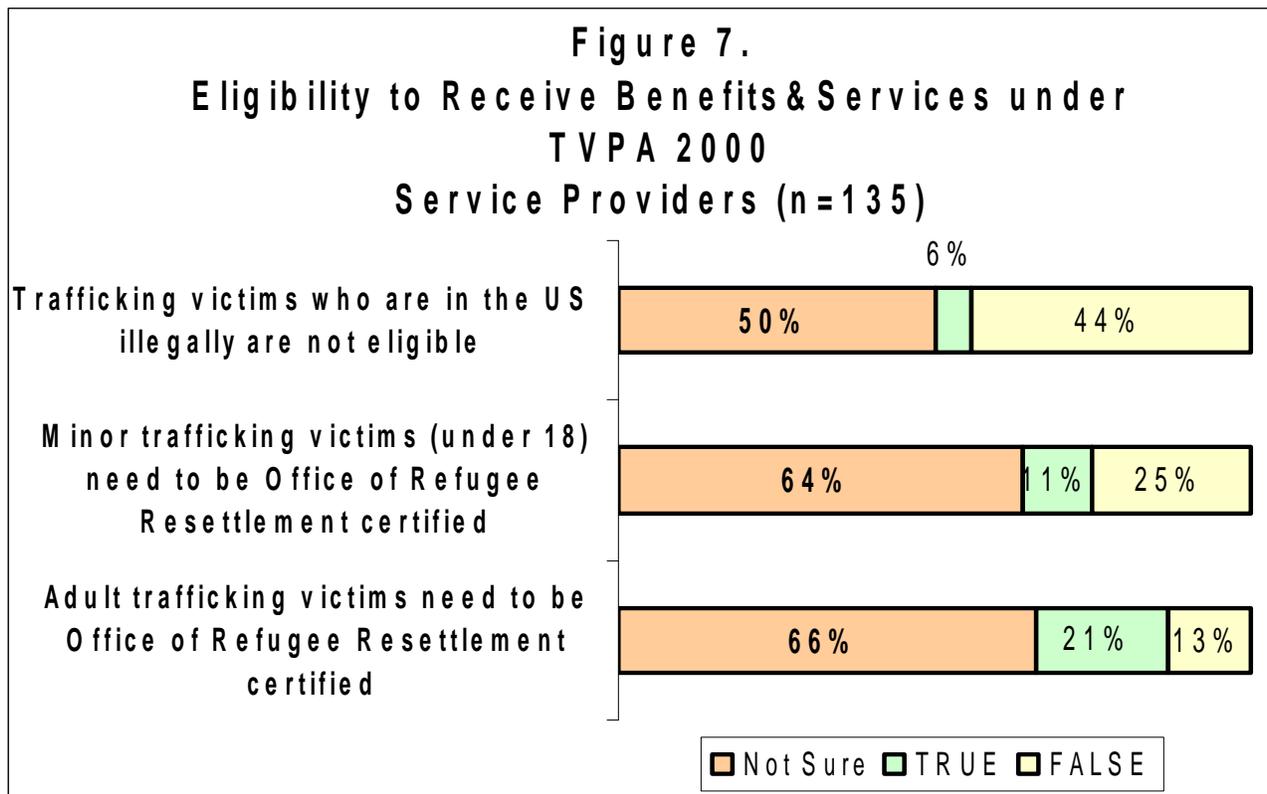
Figures 6 and 7 illustrate this finding by showing the substantial percentage of the respondents who chose the "Not sure" answer to this question.

When asked whether adult and minor victims of human trafficking needed to be certified by the federal Office of Refugee Resettlement to

receive benefits and services under the TVPA 2000, a substantial majority of both service providers and justice system agencies respondents said that they were "not sure." Similarly, most of the respondents answered "not sure" to the question "Trafficking victims who are in the US illegally are not eligible to receive benefits and services under the Trafficking Victims Protection Act of 2000".

When taken into account that some of these agencies have already encountered trafficking victims and may encounter them again, these findings underscore the urgent need for education and training efforts to ensure that service providers and justice system agencies understand the full context of the human trafficking issue, and to inform their service provision to victims.





Training on Human Trafficking

A series of questions in the initial survey focused on the area of training on human trafficking, as well as on the level of activities related to human trafficking that the respondents undertake and/or are interested in.

Finding: Only 7% of justice system agencies and 39% of Service Providers respondents have had some form of training on human trafficking. The majority of Service Providers and justice system agencies respondents in the sample are interested in receiving information about upcoming events and training on human trafficking. Service providers are willing to form task forces and workgroups to address the issue of human trafficking.

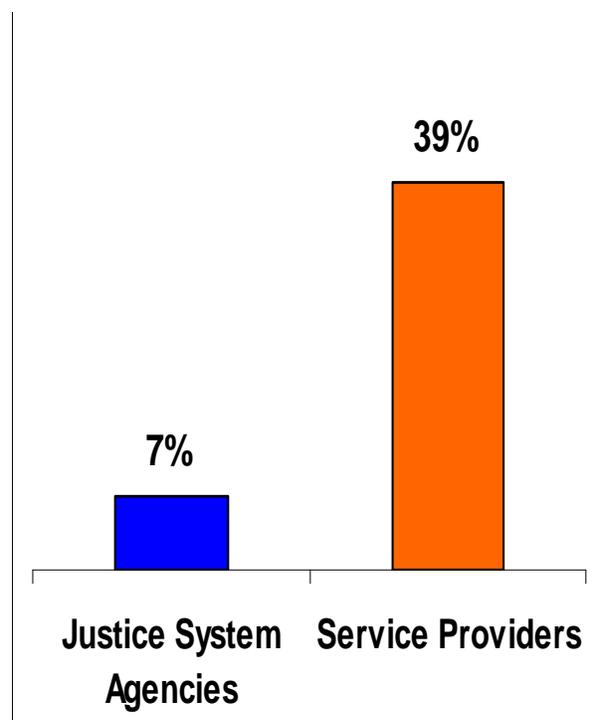


Figure 8. Participation in a training, conference and/or outreach event on human trafficking since 2000.

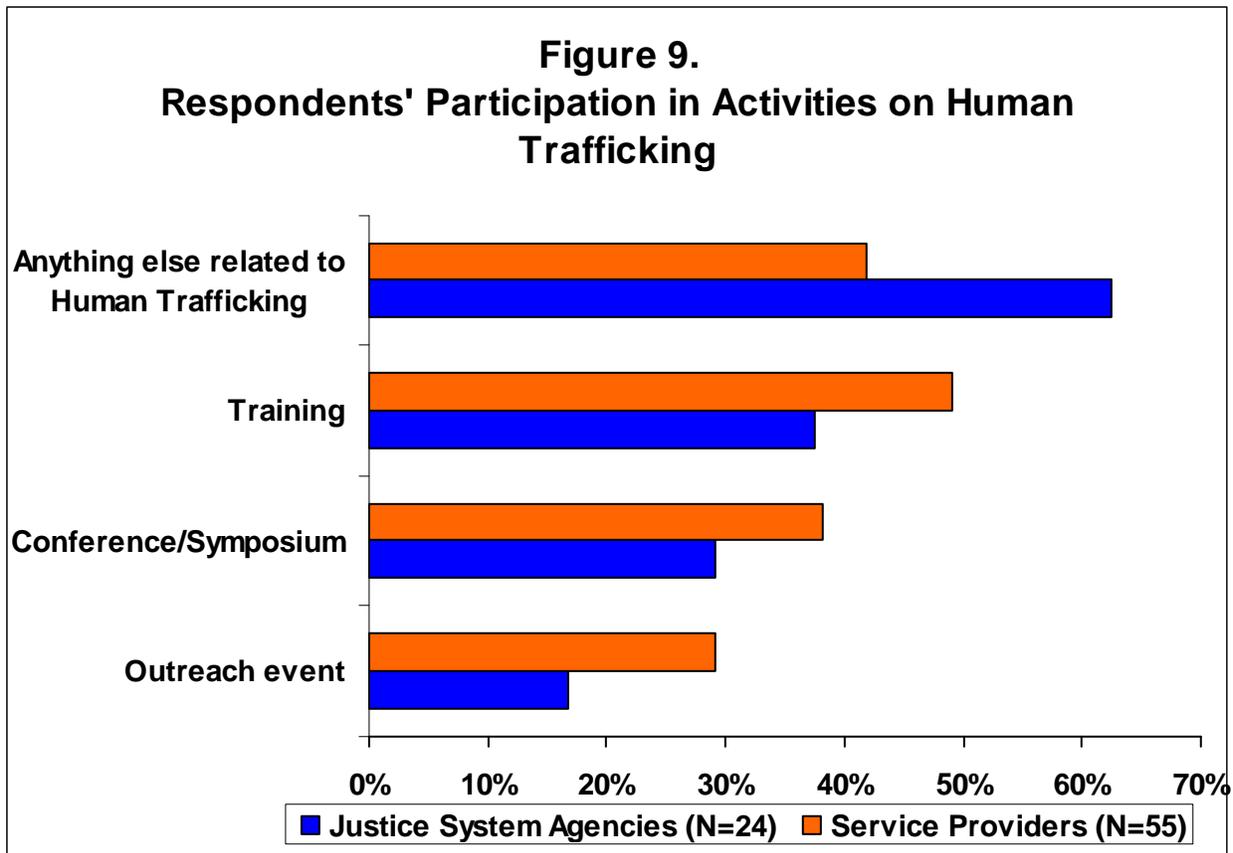
An important goal of this baseline survey was to measure the extent of training on human trafficking among service providers and justice system agencies. Only 7% of justice system agencies respondents indicated that they had some training on human trafficking since 2000, in contrast to 39% of Service Providers respondents. It should be noted that because one of the options in this question was "Anything else related to Human Trafficking," the results are somewhat misleading, as many respondents chose this option (see Figure 9), and in the required comment field indicated a wide range of activities, many of which cannot be considered sufficient for training or education (e.g., a show on human trafficking seen on TV; a conversation with a friend knowledgeable about the issue).

The results of this part of the survey indicate a need for training and education on human trafficking, especially for justice system agencies.

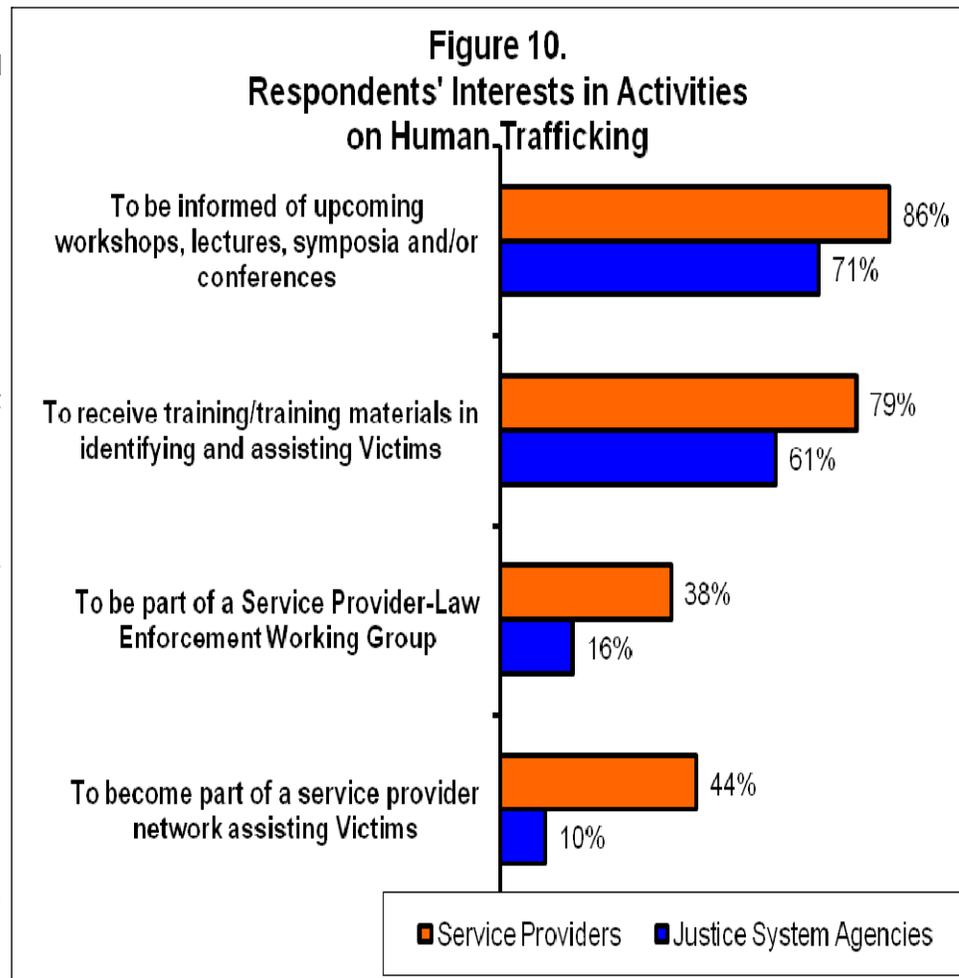
Question 6 asked whether the respondents would be interested in training and/or other activities related to human trafficking (see Figure 10).

The following options were presented:

- ◆ To receive training/training materials in identifying and assisting Human Trafficking Victims (79% Service Providers; 61% Justice System Agencies)
- ◆ To become part of a service provider network assisting Human Trafficking Victims (44% Service Providers; 10% Justice System Agencies);
- ◆ To be informed of upcoming workshops, lectures, symposia and/or conferences on Human Trafficking (86% Service Providers; 71% Justice System Agencies)
- ◆ To be part of a Service Provider-Law Enforcement Working Group (38% Service Providers; 16% Justice System Agencies)



The majority of both Service Providers and justice system agencies respondents are interested in receiving information, training materials, and/or training on human trafficking. The respondents were less enthusiastic when asked about joining a work group or a task force, with about 40% of service providers and only 10-16% of justice system agencies expressing interest. Nevertheless, these responses confirm the need for training and education and indicate the interest in the respondents' agencies to receive this training and gain education on human trafficking.



Current Services

The next group of questions explored the level of involvement of the respondents in the trafficking issue and their perceived barriers for the service providers and for the victims. There was a great difference in responses to this question between Service Providers and justice system agencies respondents. If 25% of Service Providers respondents already pro-

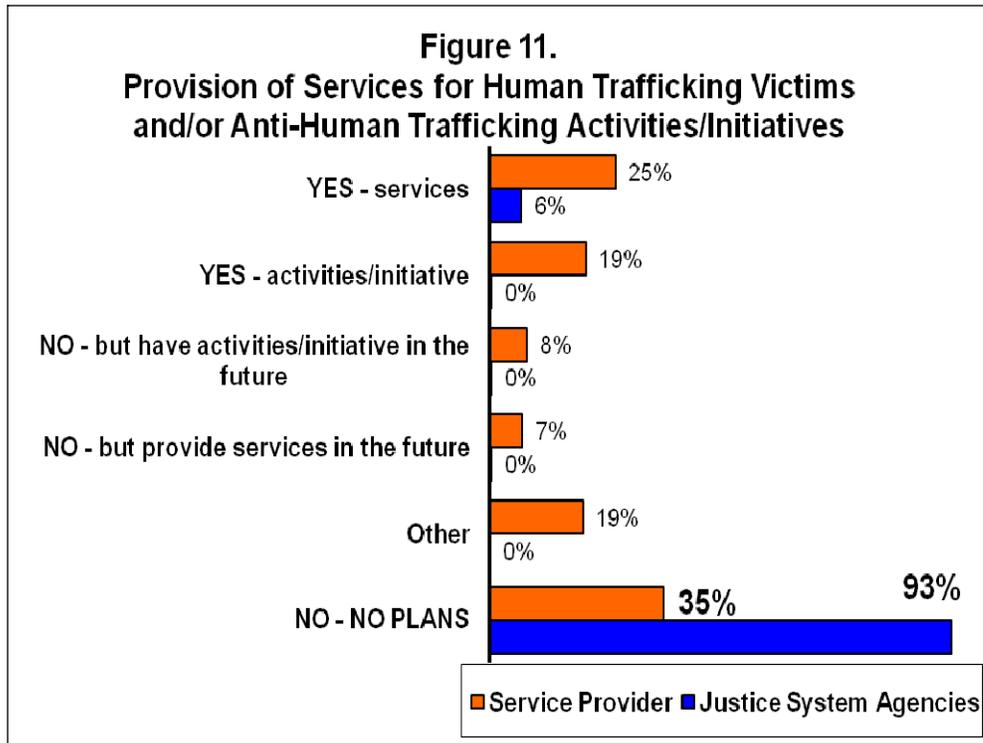
Finding: The majority of justice system agencies respondents does not have, and does not plan to have, any services for HT victims or any anti-HT activities or initiatives.

vide services and 19% participate in anti-human trafficking activities/initiatives, the overwhelming majority (93%) of justice system agencies responded that they do not currently, and have no plans in the future, to provide services or participate in anti-trafficking activities/initiatives. Only 6% of justice system agencies respondents indicated that they provide services for human trafficking victims. This is a very alarming finding, considering the number of justice system agencies respondents in this sample who reported encountering trafficking victims (as shown later in this section).

Barriers for Providing Services

The respondents were asked what barriers existed for their agency in providing services to modern-day slavery/human trafficking vic-

tims. Both justice system agencies and Service Providers respondents recognize a variety of barriers that hamper their agencies from providing services. Service Providers in this sample are slightly more likely to identify barriers than justice system agencies; the only barrier that justice system agencies face more than Service Providers is inadequate staffing. From the table it is clear that the most persuasive barriers have to do with the lack of knowledge about human trafficking in general. This supports the general finding that both justice system agencies and service providers in Wisconsin need to receive training and/or information on human trafficking.



Justice System Agencies

Lack of training on human trafficking	62%
Lack of knowledge about needed services	60%
Lack of funding/resources	48%
Inadequate staffing	44%
Knowing where or how to locate victims	43%

Service Providers

Lack of knowledge about needed services	74%
Lack of training on human trafficking	69%
Lack of knowledge about available remedies	66%
Lack of funding/resources	59%
Knowing where or how to locate victims	56%

Figure 12. Perceived Barriers to Providing Services

Finding: Both Justice System Agencies and Service Providers respondents indicated the lack of knowledge about the services victims need and the remedies available to victims, and the lack of training and information about human trafficking as the main barriers that their agencies encounter in being able to provide services to victims of human trafficking.

Barriers for Seeking Services Faced by Victims

(as perceived by the responding justice system agencies and Service Providers agencies)

From the table 13, it is clear that both service providers and law enforcement recognize the numerous barriers that victims of trafficking face while seeking services. Service Providers respondents were more likely to recognize the barriers than the justice system agencies respondents. The barrier most frequently identified by justice system agencies was the fear of deportation (65% of respondents); while the service providers believe that the lack of knowledge about the available services is the barrier number one for trafficking victims (90% of respondents). It is interesting that 36% of the justice system agencies respondents indicated they did not know or were unsure about the barriers victims face.

Finding: The majority of both justice system agencies and Service Providers respondents believe that the victims do not access services because of the lack of knowledge about the available services, fear of deportation, and language barriers.

Justice System Agencies Service Providers

	Justice System Agencies	Service Providers
No knowledge of available services	60%	90%
Fear of deportation	65%	87%
Lack of trust in the system	56%	83%
Isolation/no support	52%	82%
Language barriers	62%	81%
Lack of community awareness about human trafficking	53%	81%
Don't recognize self as victim	49%	80%
Fear of violence against self or family	53%	77%
Lack of transportation/geographical isolation	33%	74%
Shame/embarrassment	37%	69%
Held in captivity	31%	69%
Culturally appropriate services	22%	60%
Don't know/unsure	36%	16%

Figure 13. Perceived Barriers for Victims

Experience with Slavery and Trafficking Victims

This section of the survey was designed to determine the number of human trafficking victims identified by justice system agencies and Service Providers respondents, as well as to explore the level of understanding of the term "human trafficking." The first question asked directly about victims of human trafficking. The next question asked specifically about their encounters with victims of commercial sex acts induced by force, fraud or coercion (adults or minors), and victims who engaged in any form of labor, work or service that can be classified as involuntary servitude, peonage, debt bondage or slavery and was

induced through the use of force, fraud or coercion. The definitions given in this question were taken directly from the TVPA and are by law considered severe forms of trafficking in human beings.

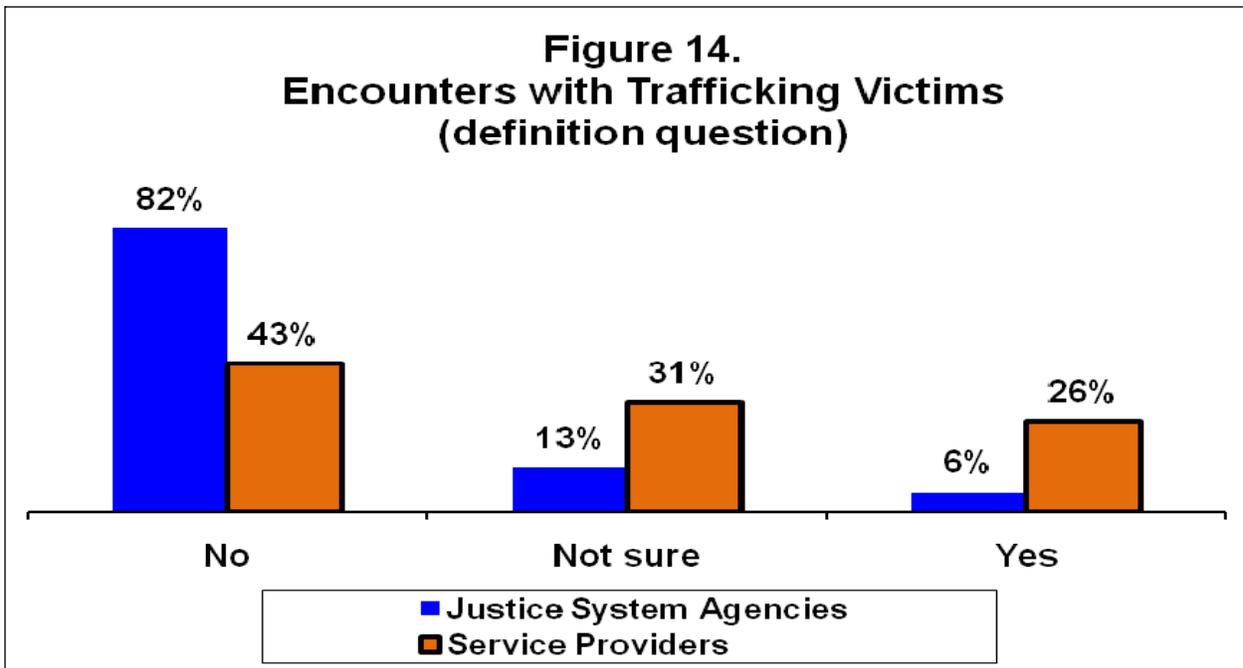
Finding: Detailed definition of human trafficking in the question led to a higher number of respondents indicating they had encountered cases of human trafficking.

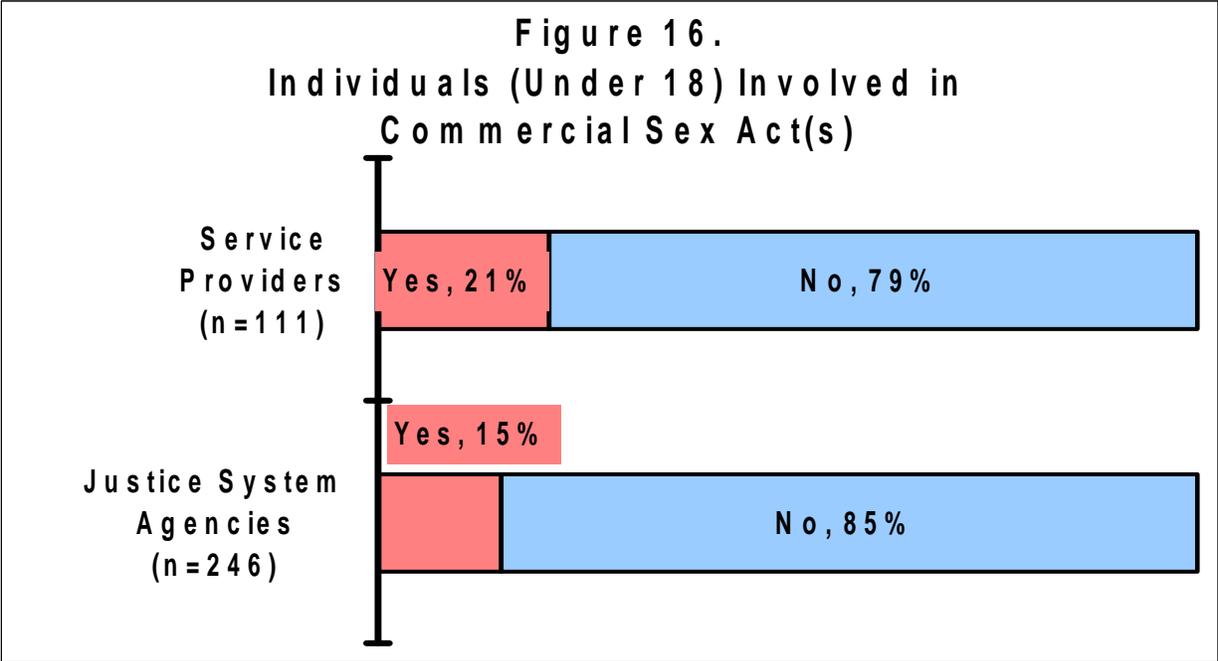
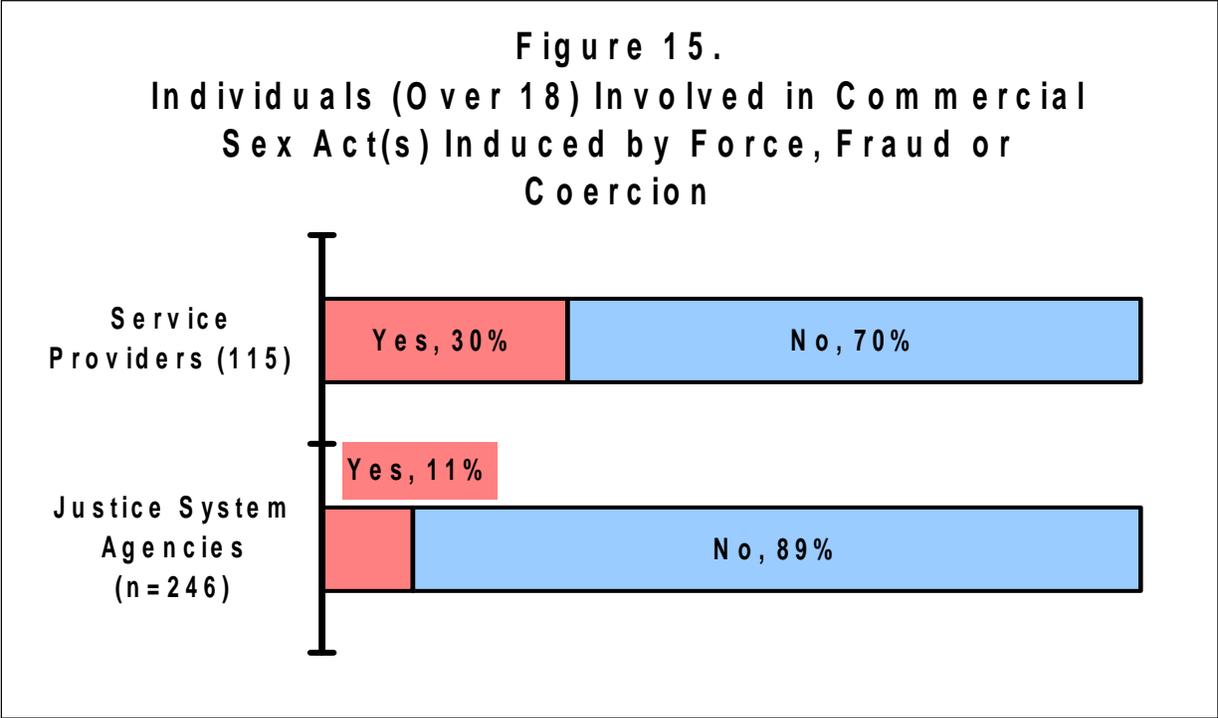
The survey results demonstrated that the justice system agencies and Service Providers respondents in the sample were likely to underreport their encounters with trafficking cases if the term “human trafficking” was used in the question. When asked, “Has your agency encountered a case(s) involving slavery/human trafficking victims (that is, provided direct service and/or consultation),” 82% of justice system agencies and 43% of Service Providers respondents indicated they have not encountered any cases of human trafficking; additionally, 13% of justice system agencies and 31% of Service Providers were

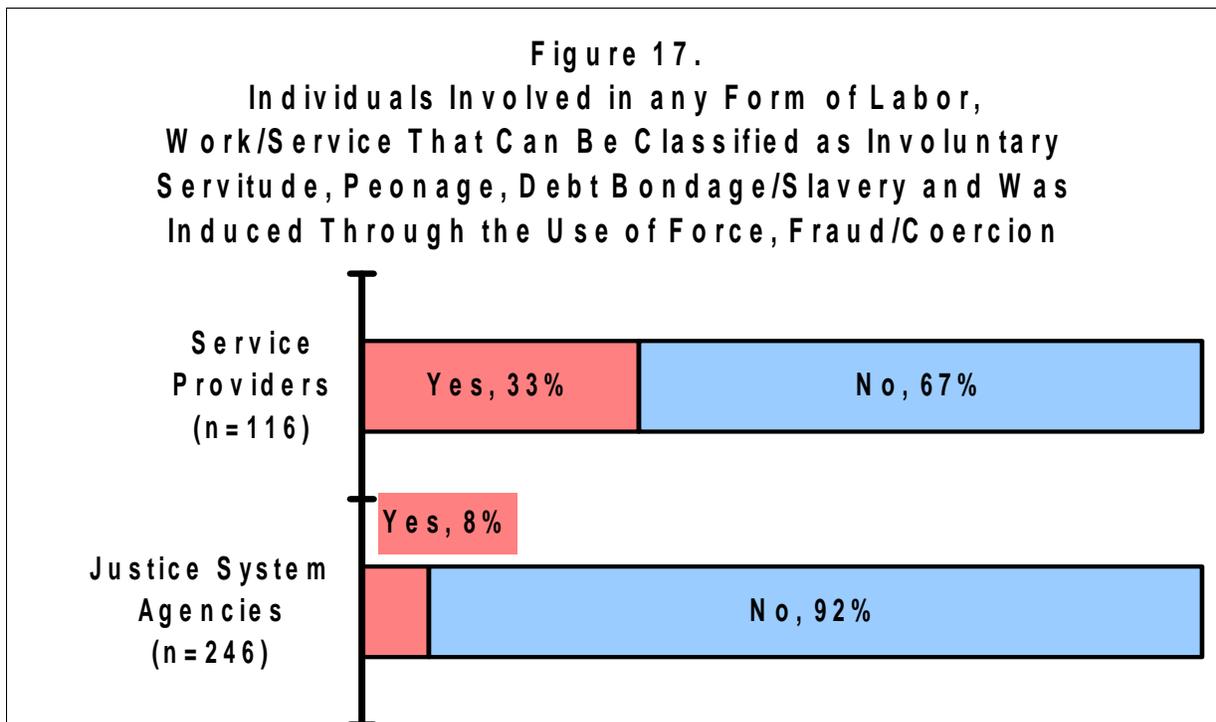
not sure whether or not they had worked with human trafficking cases.

The low number of respondents who claim to have encountered trafficking victims suggests caution in drawing inferences about the population of local agency representatives as a whole. It is possible that in the total population of service providers and justice system agencies, only a few individuals have encountered trafficking victims. It is also possible that the hidden nature of human trafficking masks identification of victims from all but those who are well-informed about the issue and are expressly looking for trafficking victims.

When asked specifically about cases of commercial sex or labor performed under conditions of force fraud or coercion, 30% of Service Providers and 11% of justice system agencies respondents indicated they encountered cases of adult commercial sex induced by force, fraud or coercion; 21% of Service Providers and 15% of justice system agencies encountered cases of minors engaged in commercial sex acts; 33% of Service Providers and 8% of justice system agencies respondents encountered cases of labor exploitation (see Figures 15, 16 and 17 on pages 20 and 21).







The results of this particular part of the survey also raise concerns about human trafficking victims not receiving comprehensive services. While the differences in answers to this question and the direct question are moderate for service providers, the increase in reported encounters for justice system agencies respondents is significant (from 6% up to 15% in the case of sex trafficking of minors). These data highlight the need for training of justice system agencies and service providers on the basics of human trafficking, to enable them to identify, report and appropriately serve the victims of trafficking they encounter.

Number of Cases

The differences between answers to direct and indirect questions become even more apparent when we look at the reported number of cases. The respondents were asked to estimate how many cases of human trafficking/modern-day slavery they encountered in their work since 2000. Another question asked specifically about cases of adult com-

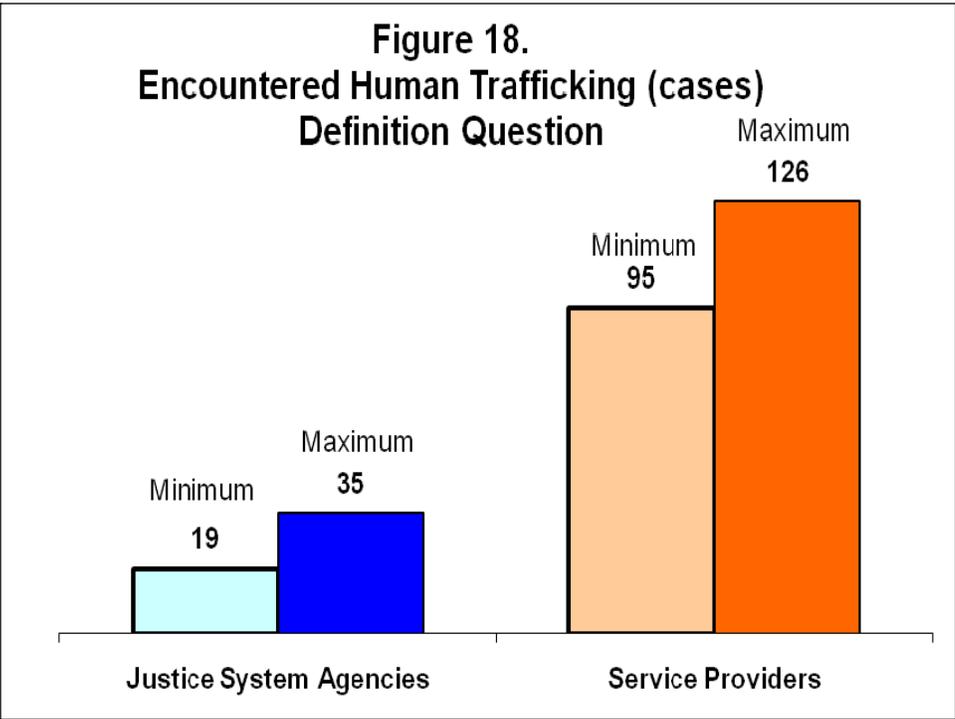
mercial sex with elements of force, fraud or coercion, minors engaged in commercial sex, and labor/services under force, fraud or coercion.

The results displayed in Figure 18 show the responses to the direct question. The respondents were asked how many cases they have encountered (1, 2-5, 6-10 or 11+). The minimum and the maximum number of reported cases are shown here.

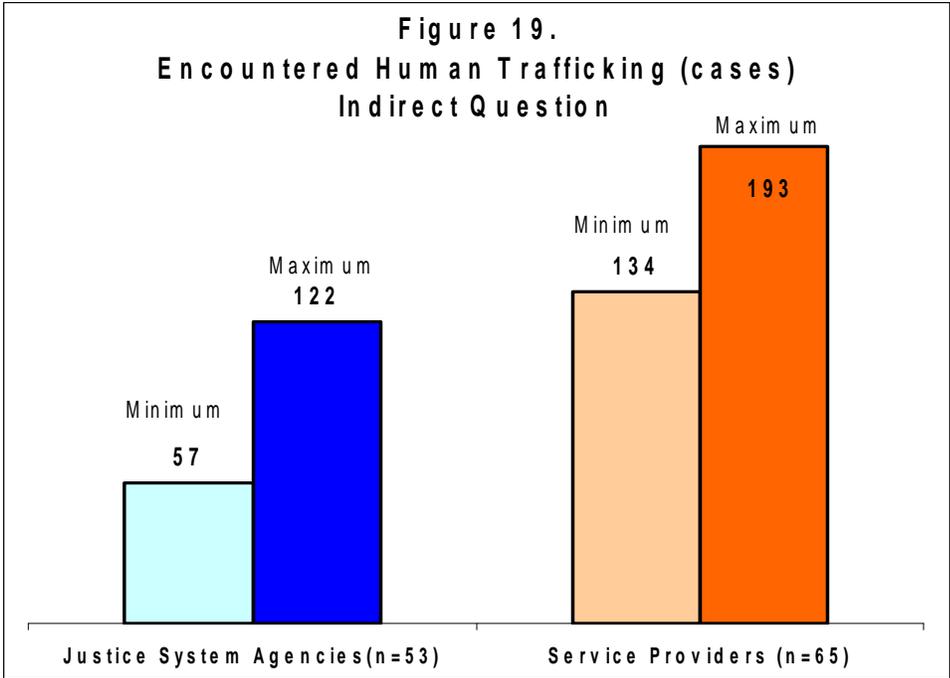
Finding: Both Service Providers and justice system agencies respondents in the sample identified cases of human trafficking that they have encountered in their experience. In addition, more cases were reported in the indirect question that gave the definition of human trafficking.

Perhaps the main finding that the answers to this question indicate is that there are human trafficking victims in the state of Wisconsin. These victims have come in contact with either a law enforcement agency, a prosecutor, or a service provider agency. The survey results also show that justice system agencies respondents identify fewer cases of trafficking than Service Providers respondents. The justice system agencies reported 19 to 35 cases of human trafficking, while Service Providers respondents reported 95 to 126 cases.

The most frequent answer among service providers was 2-5 cases, and the prevalent answer among justice system agencies was "Not Sure" (60%). Twenty-seven percent of service providers also reported that they were not sure how many trafficking cases they encountered.



When the definition of human trafficking is provided in the question, the reported numbers of encountered human trafficking cases increase dramatically for both justice system agencies and Service Providers respondents.



Fifty-three justice system agencies reported having encountered between 57 and 122 cases, an increase of 300-348%. Sixty-five service provider agencies reported having encountered between 134 and 193 cases, an increase of 141-153%. When compared with each other, the service provider group still identifies more cases than the justice system agencies group.

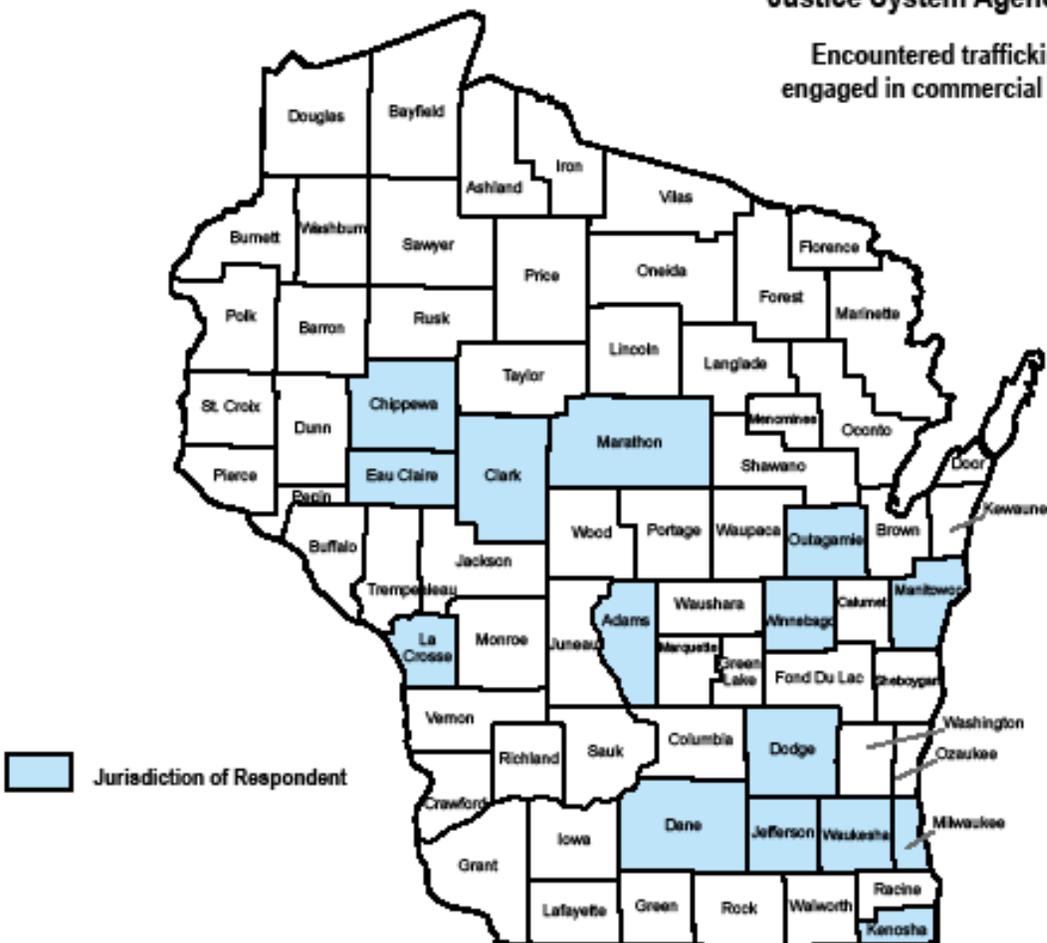
Finding: Human trafficking happens in both urban and rural areas of Wisconsin.

The following maps indicate the locations of justice system agencies respondents who indicated in the survey that they encountered trafficking victims. Three different maps are presented, one each for sex trafficking of minors, sex trafficking of adults, and labor trafficking. The identified counties are the locations of the respondents who reported the corresponding trafficking cases.

Due to confidentiality concerns, we did not include in this report the maps with the locations of service providers who were in contact with trafficking victims. While the maps indicate only counties served by providers, some counties are served by only one provider and indicating that county would identify that particular service provider.

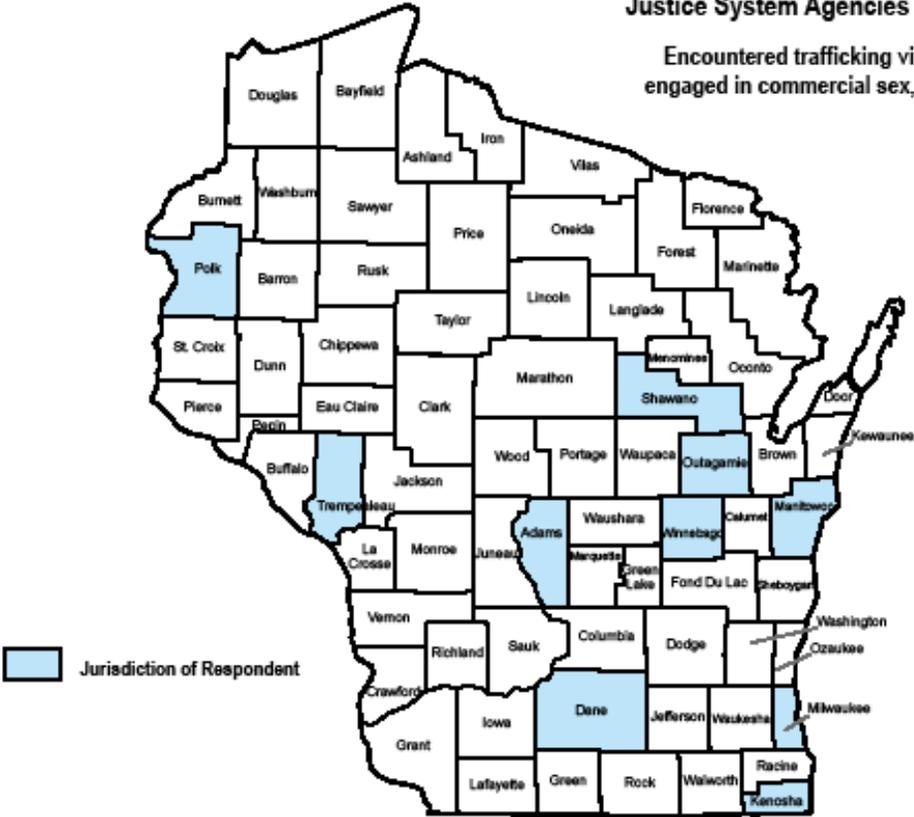
Justice System Agencies Survey

Encountered trafficking victims engaged in commercial sex, under 18



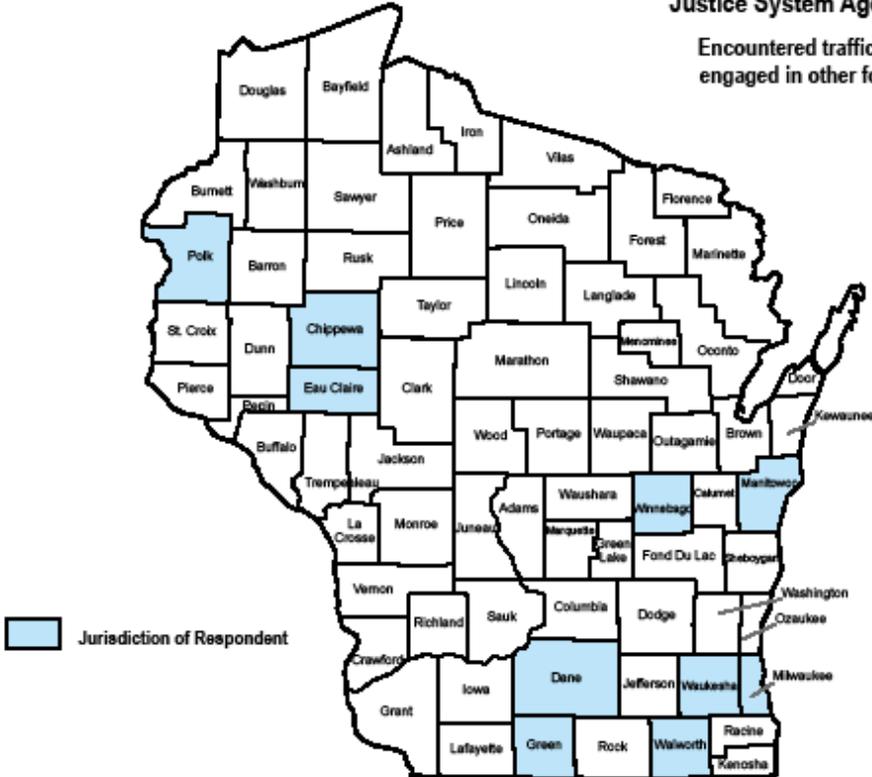
Justice System Agencies Survey

Encountered trafficking victims engaged in commercial sex, over 18



Justice System Agencies Survey

Encountered trafficking victims engaged in other forms of labor



Summary of Findings: Initial Survey

Overall, neither service providers nor justice system agencies consider human trafficking a problem. Other findings include:

1. There is uncertainty among service providers and justice system agencies about who can be considered a trafficking victim under the Trafficking Victims Protection Act 2000.
2. There is a significant lack of awareness among service providers and justice system agencies concerning the Office of Refugee Resettlement certification process and the remedies available to trafficking victims.
3. Only 7% of justice system agencies and 39% of Service Providers respondents have had some form of training on human trafficking. The majority of Service Providers and justice system agencies respondents in the sample are interested in receiving information about upcoming events and training on human trafficking. Service providers are willing to form task forces and workgroups to address the issue of human trafficking.
4. The majority of justice system agencies does not have, and does not plan to have, any services for human trafficking victims or any anti-human trafficking activities or initiatives.
5. Both justice system agencies and Service Providers respondents indicated the lack of knowledge about the services victims need and the remedies available to victims, and the lack of training and information about human trafficking as the main barriers that their agencies encounter in being able to provide services to victims of human trafficking.
6. The majority of both justice system agencies and Service Providers respondents believe that the victims do not access services because of the lack of knowledge about the available services, fear of deportation, and language barrier.
7. Detailed definition of human trafficking in the question led to a higher number of respondents indicating they had encountered cases of human trafficking.
8. Both justice system agencies and Service Providers respondents in the sample identified cases of human trafficking that they have encountered in their experience. In addition, more cases were reported in the indirect question that gave the definition of human trafficking.
9. Human trafficking happens in both urban and rural areas of Wisconsin.

These findings demonstrate that human trafficking indeed exists in Wisconsin, as reported by the survey respondents. The findings provide some baseline data on the types and locations of trafficking cases. In addition, they characterize the way human trafficking is perceived and handled by service providers and justice system agencies in Wisconsin. In the beginning of the survey, the respondents stated through their answers that they did not believe trafficking was a problem in their areas; further in the survey they reported that they did not have adequate knowledge and/or training on human trafficking; finally, the respondents indicated encounters with dozens, or possibly hundreds, of victims.

Considering that as of April 2007 there was only one federally certified trafficking victim in the state of Wisconsin, the number of victims reported by the survey respondents suggests a need for further exploration. It is unclear whether many cases of trafficking are going uncertified or if some of the respondents may have confused human trafficking with illegal migration, smuggling or some other crimes. At the very least, the results indicate a need for training and education on the matter of human trafficking both among service providers and justice system agencies. Future studies should attempt to reach agencies that work with migrants, ethnic community-based organizations, immigration and interpreting assistance providers, religious organizations, and health care system, in order to get a full perspective on the extent of human trafficking in Wisconsin.

Follow-up Survey

"I did not think we had any trafficking/slavery victims in our area. But after answering the questions of this survey, I started thinking of some cases that, I am now wondering, may have been trafficking cases."

-Survey Respondent

After the initial survey results were collected and analyzed, a second survey was sent out. This survey targeted the respondents from the initial survey who indicated in their responses that they had encountered human trafficking. The purpose of this survey was:

- ♦ To collect data on the nature of human trafficking cases encountered
- ♦ To estimate the number of trafficking victims served
- ♦ To gain a better understanding of who is trafficked by whom in the state of Wisconsin

The survey was sent to both service providers and justice system agencies representatives. Based on the responses to the initial survey, 96 respondents were targeted for the follow-up survey. Of those, 48 completed questionnaires – 50% response rate. The high response rate likely is due to the initial familiarity of the respondents with the issue of human trafficking. The initial survey informed

the respondents about the follow-up survey, and the time period between the two surveys was relatively short (two months), ensuring that the memory of the initial survey was still fresh.

It should be noted that several of the respondents who in the initial survey reported having encountered human trafficking, when contacted for the follow up survey, indicated that they do not actually think the cases they saw were trafficking cases. The reason for this may be that the when selecting respondents for the follow up survey, the respondents who answered "yes" to the indirect questions about trafficking victims (Have you encountered individuals (over 18) involved in commercial sex acts induced by force, fraud or coercion?; Have you encountered individuals (under 18) involved in commercial sex acts?; and Have you encountered individuals involved in any form of labor, work or service that can be classified as involuntary servitude, peonage, debt bondage/slavery and was induced by force, fraud or coercion?) were also included, in addi-

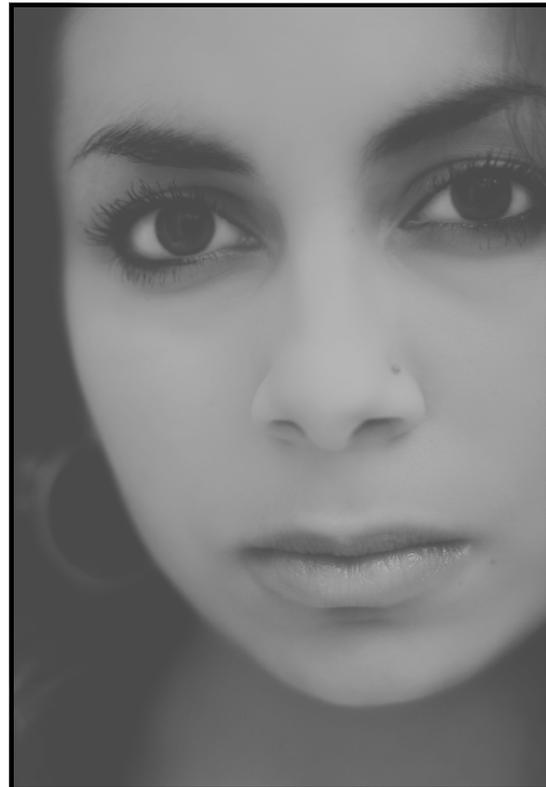
tion to the respondents who answered “yes” to the direct question about human trafficking cases.

The decision was made to include these respondents because these cases are effectively human trafficking as defined by the Trafficking Victims Protection Act, notwithstanding that the surveyed service provider or a justice system agency representative may not recognize them as such. However, several respondents indicated that although they did report the cases that the survey qualified as trafficking cases, they were not comfortable participating in the follow up survey. Situations like these highlighted the need for training and education on the issue of human trafficking, and raised concerns that some trafficking victims may have been deprived of services they would be entitled to should they be recognized as victims of human trafficking by the individuals assisting them.

The results of the follow up survey, which focused on details of the encountered cases of human trafficking, are described in the this section. However, one phenomenon needs to be mentioned up front. It is apparent that there is certain inconsistency in the data related to the number of encountered victims of human trafficking. Different questions yield different reported numbers of victims. A pattern can be tracked showing that the further into the survey the respondents progressed, the more trafficking victims they reported having encountered.

While there may be a number of reasons for this phenomenon, the general consensus among the survey authors was that it was caused by the growing number of details introduced throughout the survey. As more questions were raised about the victims, the respondents remembered more victims, some of whom they initially may have not thought of as trafficking victims. This explanation seemed logical to us, especially given

some of the commentaries left by the respondents in the initial survey, such as “I did not think we had any trafficking/slavery victims in our area. But after answering the questions of this survey, I started thinking of some cases that, I am now wondering, may have been trafficking cases.” Nevertheless, we treated the reported numbers of victims with caution, and we recommend that in order to determine the exact number, more research and data collection is done. Therefore, the numbers reported in this survey should be viewed only as estimates.



Fifteen percent of human trafficking victims are under the age of 18 and three in five victims are trafficked as sex workers.

The survey consisted of three groups of questions, Victim Profile, Perpetrator Profile and Neighborhoods.

Victim Profile

The initial question asked the respondents to estimate the number of trafficking victims that they encountered.

Forty-six respondents answered this question, reporting the total of 60 to 105 estimated victims. A large number of respondents (43%) encountered one trafficking victim; 26% of respondents were not sure as to how many victims they encountered; no respondents reported encountering over ten victims.

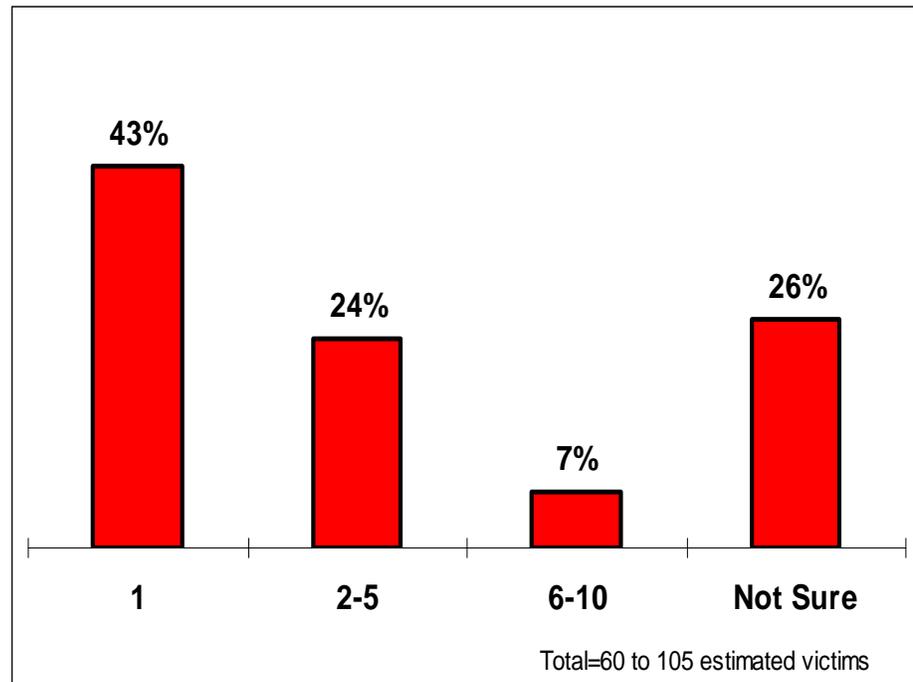


Figure 20. Estimated Number of Encountered Trafficking Victims

Origin of Referrals

The purpose of this question was to determine how respondents come into contact with trafficking victims.

The main finding in this question was that **only 2% of victims approach service providers and/or justice system agencies and present themselves as trafficking victims.** This finding illustrates two major factors of human trafficking:

1. Trafficking victims are usually held in captivity and do not have an opportunity to seek help from the authorities or the community services
2. Victims oftentimes are not aware themselves that they have been trafficked and do not identify themselves as human trafficking victims.

It is not uncommon that victims come in seeking other forms of victims' assistance (28% of reported victims), and it is up to the service provider or the justice system agency representative to recognize the signs of human trafficking in their situation. This may be a difficult task, and requires training and education.

Thirty percent of victims were referred by a state or local law enforcement agency, and an equal number were referred by a service provider/community agency. Because this survey was sent both to justice system agencies and service providers agencies, it is impossible to determine whether justice system agencies are referring to service providers or to other justice system agencies, and likewise it is not possible to tell who service providers refer the victims to. We recommend that subsequent surveys are designed in a way that will allow

tracking of the level of collaboration between justice system agencies and service providers.

Twenty-six percent of referrals came from victims' family or friends, 17% of victims were encountered while seeking health-related services, and an additional 13% called a hotline.

Referred by state/local law enforcement agency	30%
Referred by a service provider/community agency	28%
Other	28%
As walk-ins seeking other forms of victim assistance	28%
Referred by friends/family	26%
Seeking health-related services/mental health services	17%
Hotline referrals	13%
As walk-ins seeking assistance as trafficking victims	2%

Figure 21. How Do You Encounter the Victims? (Multiple Answers, n=46)

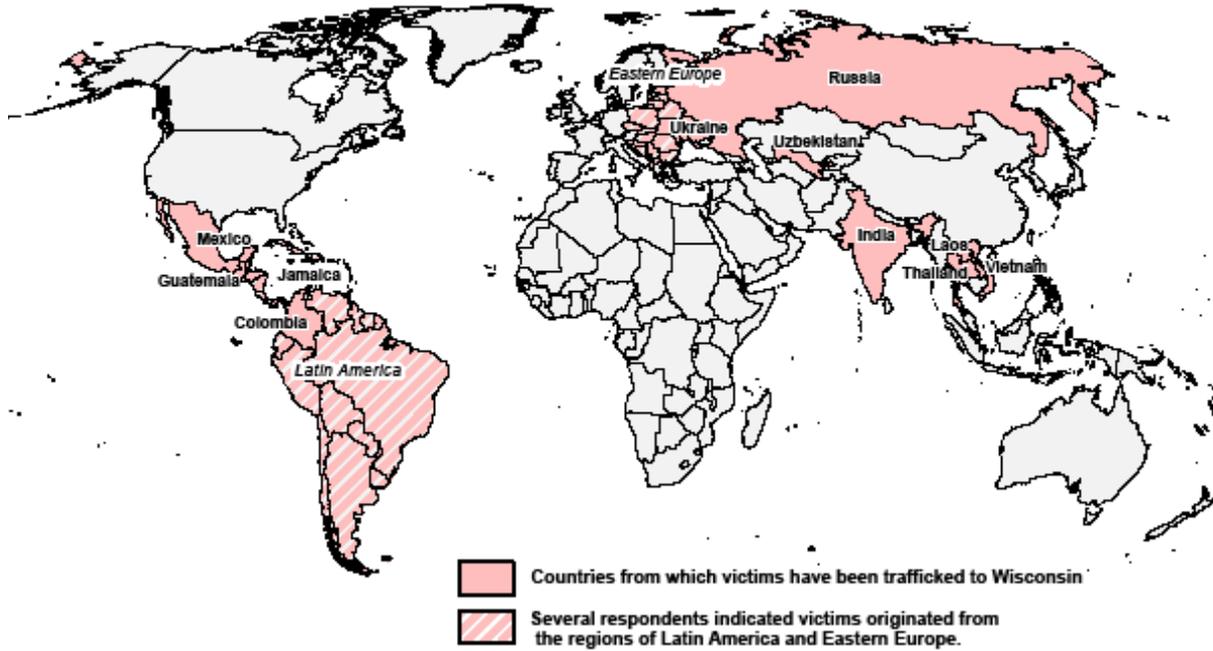
Victims' Country of Origin

The majority of reported victims (130) were from North America (United States), a result that highlights the existence and omnipresence of domestic human trafficking. Latin America (including Mexico and the Caribbean) was the second most frequent region where the victims originated from (27 victims), ten victims were from the Southeast Asia, six were from the Former Soviet Union (namely from Russia and Uzbekistan), and four came from the Central and Eastern Europe (namely from Ukraine) (see map). The total number of victims reported in this question is 179.

North America	130
Latin America, Mexico and Caribbean	27
Southeast Asia	6
Former Soviet Union	4
Other	2

Figure 22. How many and Where the Victims Come From? (Multiple Answers, n = 36)

Office of Justice Assistance Follow Up Survey
Wisconsin trafficking victims' countries of origin



States and Cities Where Trafficking Originated

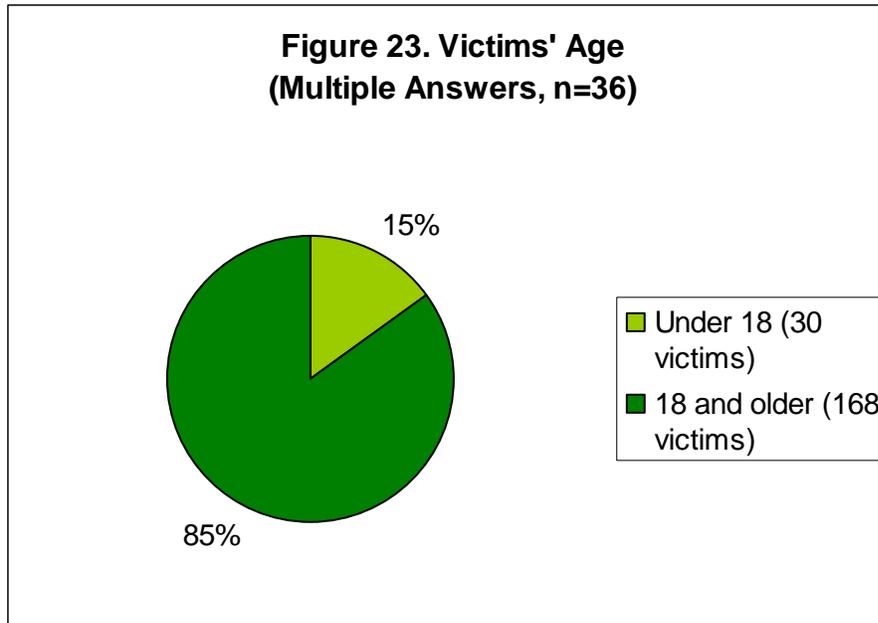
The respondents were asked to indicate the state and/or city from where the victims they encountered were trafficked.

As seen from the map, the victims of internal trafficking come mostly from the Midwest, from the neighboring states of Minnesota, Michigan, and Illinois. However, some responses named Texas and Mexico. Several cities and towns in Wisconsin were also identified.

Office of Justice Assistance Follow Up Survey
Cities or states where trafficking victims originated



Age of Victims



Thirty of the reported victims were under 18, representing 15% of the number of victims reported in this question. The total number of trafficking victims reported in this question is 198.

Occupation of the Victims

The majority of the reported victims were adult sex workers (124); thirty victims were sexually exploited minors; fifteen were mail-order brides. Other types of trafficked individuals included domestic helpers, service workers, migrant workers, factory workers and other (not specified). It should be noted that one respondent reported 100 adult sex workers, thus skewing the results of the survey. If we eliminate this response as an extreme, the sexually exploited minors become the largest reported group of victims, shifting the adult sex workers into the second place. The total number of victims reported in this question is 204.

Occupation	Number	Percentage
Adult sex worker	124	61%
Sexually exploited minor	30	15%
Mail-order bride	15	7%
Domestic helper	11	5%
Other	8	4%
Service worker (hotels, restaurants)	8	4%
Migrant (Agricultural) worker	5	2.5%
Factory worker	3	1.5%

Figure 24. Occupation of the victims (multiple answers, n=37)

Perpetrator Profile

Direct Victimizers of Victims

The 43 respondents who answered this question reported that in 47% of cases, the victims were trafficked by their own family members (spouses, partners, parents). In 23% of cases, the traffickers were prostitute clients; 21% were brothel owners or pimps. Acquaintances, as well as sex abusers of minors, were the victimizers in 19% of reported cases. Other types of reported traffickers included homeowners, migrant worker recruiters or overseers, sweatshop owners, gang members, drug dealers, restaurant owners, and men who ordered brides.

Types of Trafficking Organizations and Groups

In 69% of cases, no organization was involved in trafficking of a victim. This is consistent with the data from the previous question which told us that 47% of victims were trafficked by family members. In such situations it is less likely that a trafficking organization would be involved.

In 15% of cases, local gangs were involved, and in 10% of cases some small localized crime networks were involved in trafficking. Only 3% of the 39 respondents who answered this question indicated that a large localized crime network or a small syndicate with international connections were involved.

It should be noted that some of this information was reported to the respondents by the victims who may not have known everyone involved in their victimization. Therefore, these results should not be taken as representative of trafficking structures that operate on the territory of the State of Wisconsin.

No organization/group involved	69%
Local gangs	15%
Small localized crime networks	10%
Large localized crime networks	3%
Small syndicates with international connections	3%
Large organized syndicated with international connection	0%
Other:	18%
Suspected crime workers	
Other family members	
Cultural aspects	
Unknown	

Figure 25. Type of trafficking organizations and groups.

Neighborhoods

In this section, the respondents were asked to indicate where in their area of service or jurisdiction the trafficking happens or is most likely to happen. We received a variety of answers, ranging from answers specifying streets, to answers such as Northern Wisconsin.

Due to the inconsistency in answers, it is not possible to create a meaningful map of these locations. It should be noted however that

some of the respondents had very detailed knowledge of the areas where they suspected trafficking activities, indicating specific streets and parts of a town/city. This offers a great basis for collaboration between service providers and justice system agencies in an effort to better help human trafficking victims and to hold traffickers accountable.

Summary of findings from the follow up survey

The answers provided in the follow up survey yielded the following information:

- ◆ The majority of the victims are adults or minors subjected to commercial sexual exploitation
- ◆ Internal trafficking involving U.S. citizens or residents is a large portion of the cases encountered by the survey respondents
- ◆ The perpetrators of human trafficking are family members of victims, or prostitute clients and pimps
- ◆ Between 60 and 200 trafficking victims were encountered by the survey respondents, as reported

As mentioned before, these results need to be treated with caution, and should be viewed only as representative of the victim and perpetrator profile in Wisconsin for this particular group of respondents. These findings demonstrate that there are many victims of commercial sexual exploitation in this state, and some victims of labor trafficking.

Finally, the survey asked the respondents to be contacted for a phone interview – the third component of this baseline survey. Thirteen respondents have agreed to be interviewed (30% of those who completed the survey). The next section of the report will focus on the results of the phone interviews.

Phone Interviews

“The existing situation can be described as a “catch 22”: victims do not know they are victims of human trafficking and therefore do not know they are eligible for additional benefits; service providers do not provide trafficking-specific services and benefits because the victims are not identified as trafficking victims.”

The third part of the baseline survey focused on obtaining detailed information on human trafficking cases encountered by survey respondents. For this purpose, phone interviews were deemed to be the most effective way of surveying people.

In the follow-up survey, the respondents were asked whether they would be willing to be contacted for a phone interview. Thirteen respondents consented and provided their contact information, representing 27% of individuals who completed the follow-up survey. All 13 individuals were approached for an interview, and as a result seven interviews were completed.

Due to a statistically low number of cases presented in the phone interviews, we cannot consider them representative of the types of human trafficking present in Wisconsin. Therefore, these cases are viewed as examples only. However, the nature of the reported cases echoes our observations from the two surveys, which allowed us to make several conclusions.

Overview of Interview Goals

The questions asked during the phone interviews were three-fold. One part of them focused on the nature of trafficking cases encountered by the respondents and on obtaining detailed information about the victim, the perpetrators, and the outcome of the cases. The interview also attempted to determine what the respondents considered a typical case, and what they considered a difficult case. However, due to the limited number of individuals interviewed and the limited number of cases encountered by each individual respondent, the interviewers eventually resorted to gathering any information from interviewees that was relevant to human trafficking. The general impression was that every trafficking case was difficult due to the complex and hidden nature of this crime.

The second layer of questions examined the assistance that was provided to trafficking victims (or victims deemed by the respondents to be involved in trafficking). The broad goal of these questions was to assess the level

of services available to trafficking victims in Wisconsin. However, the results of the interviews demonstrated that most, if not all, victims presented as trafficking victims by the respondents were treated as domestic violence or sexual assault victims, and received services appropriate for DV or SA victims. While valuable services in and of itself, they are not always appropriate and sufficient for trafficking victims, therefore the ramifications of these responses for possible trafficking victims can be unfavorable.

Finally, several questions explored the barriers experienced by the respondents in assisting trafficking victims. This part of the interviews yielded a variety of answers that were extremely helpful in identifying the measures that need to be taken in order to improve the level of services available to trafficking victims. For a complete list of questions, see Appendix F.

Overview of Phone Interviews Results

Out of seven individuals who were interviewed, six were service providers and one was a law enforcement officer. Four of the respondents were located in Milwaukee, and one each in Waukesha, Menasha, and La Crosse.

All but one victim reported during the interviews were females, and all of the victims were immigrants. Some victims were minors. Several of the reported victims were involved in sex trafficking of minors; two reported cases were potentially labor trafficking, and one case indicated intent for sex trafficking of minors. Several of the reported cases involved victims of domestic violence and after a closer look at them did not meet the definition of human trafficking. For more details on the cases reported during phone interviews, please consult Appendix G.

While several reported cases clearly meet the definition of human trafficking, other cases are not so clear-cut and fall into the "grey" area between domestic violence or sexual assault and trafficking (e.g. mail-order bride cases). It is im-

portant to note that whether or not any particular case was trafficking, none of the victims received services and benefits designed specifically for human trafficking victims. Instead, they received services appropriate for victims of domestic violence or sexual assault (or, in the cases with teenage victims, some services appropriate for juveniles).

This information supports the findings of the two surveys, and brings forward the question of availability of services specific to human trafficking cases in Wisconsin, such as shelters, immigration services, and social services. While Wisconsin has many shelters for victims of domestic violence and sexual assault, these facilities usually are not suitable for trafficking victims due to safety concerns. Service providers interviewed within the scope of this baseline survey reported difficulties in finding immigration attorneys knowledgeable of human trafficking and the specific immigration needs and rights that trafficking victims have. Similarly, social services workers do not offer benefits that trafficking victims are entitled to because the victims are presented as domestic violence or sexual assault victims, not trafficking victims.

The existing situation can be described as a "catch 22": victims do not know they are victims of human trafficking and therefore do not know they are eligible for additional benefits; service providers do not provide trafficking-specific services and benefits because the victims are not identified as trafficking victims. The most efficient way to resolve this deadlock is through education and training of service providers, as they are more likely to recognize the traits of human trafficking in a case before them, and they can be relatively easily reached and trained on human trafficking as a group, as opposed to victims who are usually hidden and come in contact with service providers on an individual basis.

When asked how the barriers to providing effective services to trafficking victims can be reduced, the interviewed individuals across the board indicated the need for education on the issue of human trafficking, both for service providers, and for the general public.

Conclusions and Recommendations

Human trafficking is a crime hidden in plain sight; survey results confirm that as many as 200 victims have come in contact with service providers or law enforcement.

Today, eight years after the enactment of the federal Trafficking Victims Protection Act of 2000, human trafficking still largely remains a hidden crime and a non-recognized issue in the state of Wisconsin. The Office of Justice Assistance wanted to explore the human trafficking environment in Wisconsin as it is perceived by the service providers and justice system agencies.

The main goal of this baseline survey was to gather data on human trafficking in Wisconsin; to assess the level of services available and provided to trafficking victims; and to estimate the need for training and education on the issue of human trafficking.

The baseline survey has met its goals and yielded statistically meaningful data that can and should be used to inform the service providers, the justice system agencies, the legislators, and the general public about human trafficking in Wisconsin.

The main findings of the baseline survey are summarized below.

- ♦ Human trafficking exists in Wisconsin; as many as 200 victims of sex and labor trafficking have come in contact with service providers and/or justice system agencies
- ♦ Wisconsin is home to both international trafficking, with victims coming from all over the world, and domestic human trafficking
- ♦ Service providers and justice system agencies have limited knowledge about human trafficking; most of them are eager to learn more about it
- ♦ Although human trafficking is not perceived as a problem by the majority of respondents, trafficking exists in both urban and rural areas of the state
- ♦ Most human trafficking cases reported in the survey are perpetrated by the victim's family members or prostitute clients and pimps.

While the information in this report provides baseline data on human trafficking in Wisconsin, more research is needed to assess the full extent of this problem.

Based on the baseline survey findings, the following recommendations can be made:

1. Promote awareness of human trafficking among service providers, justice system agencies, and the general public. One of the most alarming findings of this baseline survey is that while identifying dozens of victims, the respondents still consider human trafficking a “non-issue” and in many cases do not provide or plan to provide services to trafficking victims. Because human trafficking is below the radar for most organizations, they do not devote time and resources to addressing this issue.
2. Provide training on human trafficking to justice system agencies and service providers. The agencies that are most likely to come in contact with trafficking victims need to be aware of the provisions of the Trafficking Victims Protection Act, and need to know how to best serve trafficking victims. The surveyed individuals indicate that the existent level of training on human trafficking is limited and leads/may lead to inappropriate services.
3. Develop a statewide protocol for assisting trafficking victims and for interagency collaboration on trafficking cases. For the benefit of the victims, it is essential to have a clear policy and procedure that agencies follow should they encounter a trafficking case. Many respondents indicated their frustration when dealing with trafficking cases due to the lack of knowledge of the resources and inability to receive support from various involved agencies.
4. Encourage the state legislature to pass the human trafficking law. More than half the states have already passed similar laws. Wisconsin legislators have introduced human trafficking bills both in the Senate and in the Assembly. It is an important step towards better awareness and service provision, and should be facilitated in every possible way.
5. Develop a nexus of information and referral. The established VAWA Human Trafficking Committee, along with its partners WCASA, WCADV, Project Respect, and Department of Justice, can serve as the natural leader of statewide human trafficking efforts. OJA VAWA has already voluntarily assumed the role of the research engine on the human trafficking issue. The proposed state legislation mandates OJA/SAC to gather data on human trafficking. OJA is also well-positioned to deliver training on human trafficking to law enforcement and prosecutors. OJA is well-known among service providers and has a reputation of a reliable agency and a good source of information.

In conclusion, it should be noted that this baseline survey was just the starting point in the effort to gather information and raise awareness of the human trafficking issue in Wisconsin. The Office of Justice Assistance, VAWA Human Trafficking Committee is fully committed to continue its efforts to promote awareness about human trafficking and to ensure that trafficking victims in Wisconsin receive appropriate services. These recommendations address the key issues as identified in the course of the research and the baseline survey. Further research and more surveys are needed to fully assess the needs this state has in the area of human trafficking.

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***This list is by no means an exhaustive list of literature in the field; the above documents were studied in the course of the research and preparation of this project, and represent only a sample of the current materials on the issue of human trafficking.**

Appendix B. Pre-Survey Letters



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Madison WI 53702-0001

State of Wisconsin

JIM DOYLE
Governor

DAVID STEINGRABER
Executive Director

Phone: (608) 266-3323
Fax: (608) 266-6676
www.oja.wi.gov

March 15, 2007

Dear Colleague,

We need your help to identify and improve the services provided to victims of modern-day slavery and human trafficking in Wisconsin.

In about a week you will receive an e-mail with a survey from the Office of Justice Assistance. This is the first survey of its kind in Wisconsin to study the level of awareness about Human Trafficking among service providers and law enforcement. You have been selected to participate in this study because you may have experiences and knowledge of Human Trafficking and/or related issues such as prostitution, labor exploitation, sexual assault and domestic violence.

It is hard to imagine that slavery still exists in America, but it does. The U.S. government estimates that 18,000 people are brought into the United States each year to be used as slaves; meanwhile, Americans in the U.S. fall victim to this new form of modern-day slavery as well. This is real slavery; people are forced to work against their will under violence or threat of violence and are paid nothing. A modern-day trafficking victim might be a domestic worker, work in a restaurant, on a farm, in a shop, in a factory or as a prostitute. They can be women tricked into servile marriages or children adopted with purposes of sexual exploitation.

By its very nature, human trafficking is a hidden crime. It is our belief that as awareness of this issue grows, so too will the number of victims identified and helped, and the number of perpetrators unmasked and prosecuted. Please take a minute to review the definitions pertaining to the issue of Human Trafficking attached to this letter. In your daily activities, you may encounter victims of human trafficking without identifying them as such: during gang or prostitution ring raids, in domestic violence and sexual assault cases or as an emergency room patient.

For any questions regarding this letter or the upcoming survey, please contact Karina Silver at 608-261-7525 or Karina.Silver@Wisconsin.gov. Thank you very much for your time!

Sincerely,

David Steingraber
Executive Director

ATTACHMENT:

Human Trafficking - Definitions and Examples

The following common definitions and examples will help you determine whether or not you have encountered victims of human trafficking in your work.

HUMAN TRAFFICKING - also known as "trafficking in persons" - is a form of modern-day slavery. Traffickers often prey on individuals who are poor, frequently unemployed or underemployed, and who may lack access to social safety nets, predominantly women and children in certain countries. Victims are often lured with false promises of good jobs and better lives, and then forced to work under brutal and inhuman conditions. Victims can be trafficked across international borders (e.g. from Mexico or Russia to the US), between states (e.g. from Illinois to Wisconsin) or within states (e.g. from Green Bay to Milwaukee).

The individual is likely to be enslaved if he or she:

- Is working or being held against his or her will
- Is not free to change employer
- Does not control his or her earnings
- Is unable to move freely or is being watched or followed
- Is afraid to discuss him or herself in presence of others
- Has been assaulted, or threatened with assault for refusing to work
- Has been cheated into payment of debt upon arrival
- Has had his or her passport or other documents taken away

Under federal law, the technical term for modern-day slavery or coerced labor is "severe forms of trafficking in persons." "**Severe forms of trafficking in persons**" are defined as:

SEX TRAFFICKING: Commercial* sex act induced by force, fraud or coercion, or in which person performing the act is under age 18.

Victims can be found working in massage parlors, brothels, strip clubs, escort services, etc.

*Note: "Commercial" does not mean money must be involved; the trafficker may be collecting fees in the form of goods and services in exchange for a victim.

LABOR TRAFFICKING: Using force, fraud or coercion to recruit, harbor, transport, obtain or employ a person for labor or services in involuntary servitude, peonage, debt bondage or slavery.

Victims can be found in domestic situations as nannies or maids, sweatshop factories, janitorial jobs, construction sites, farm work, restaurants, panhandling, etc.

COERCION – any threat of serious harm or physical restraint against a person; any scheme intended to make a person believe that failure to perform an act would result in serious harm or physical restraint against any person; the abuse or threatened abuse of the legal process.

Examples of coercion: debt bondage; threats of serious harm to victim's friends and family; control of victim's children; photographing or videotaping the victim in compromising or illegal situations, then threatening her with exposure to friends, family or police; identity and travel documents taken away; punishment of other trafficked individual in front of victim to demonstrate what happens to those who do not obey, etc.

DEBT BONDAGE – when a person pledges his or her personal service or the services of a person under his or her control (e.g. children) as a security for debt, and the value of the service is not applied to satisfy the debt or if the duration and nature of the service is not properly limited or defined.

Examples: while victims are “earning” money to pay back their debt, they also keep accruing expenses, ensuring the debt is never paid off; victims are not given information on the amount of money they actually owe, or the terms keep changing so they can never realistically pay off the original sum.

FRAUD - often involves false offers that induce people into trafficking situations.

Examples: promises of valid immigration or travel documents; victim is required to do work that is different than what was originally described; promises of money, salary or earnings that never materialize; misrepresentation of work or conditions of work.

FORCE - involves the use of rape, beatings and confinement to control victims. Forceful violence is used especially during the early stages of victimization, known as the “seasoning process”, which is used to break victim's resistance to make them easier to control.

Other examples: kidnapping or recapture of an escaping victim; buying and selling of a victim from a recruiter to trafficker to pimp; battering; torture; threats with weapons; imprisonment or confinement; denial of food or water; denial of medical care or medications; denial of contraceptives or condoms; forced pregnancy or abortion; forced to give up custody of children; forced use of drugs or denial of drugs once a victim is addicted; etc.

INVOLUNTARY SERVITUDE – when a person is made to believe that he/she or another person will be seriously harmed, physically restrained or subjected to abuse or threatened abuse of legal process if he/she does not enter into or remain in servitude.

PEONAGE – the status of involuntary servitude based upon real or alleged indebtedness.

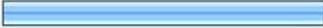
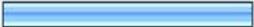
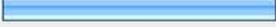
Source: Adapted from the Trafficking Victims Protection Act.

Appendix C. Initial Survey Summary

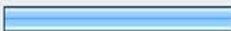
1. In your opinion, how serious of a problem is modern-day slavery/human trafficking in the community that you serve? (check one)			
		Response Percent	Response Count
Not a Problem		12.8%	17
Not So Serious		24.8%	33
Serious		30.1%	40
Very Serious		9.8%	13
Don't Know		22.6%	30
<i>answered question</i>			133
<i>skipped question</i>			3

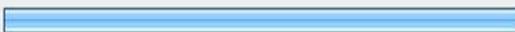
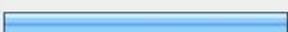
2. In your opinion, are the following individuals victims of human trafficking (modern-day slavery)?				
	Yes	No	Not Enough Information	Response Count
An under-aged girl forced into prostitution	94.9% (129)	0.7% (1)	4.4% (6)	136
A factory worker laboring in unsafe conditions	57.0% (77)	11.1% (15)	31.9% (43)	135
An agricultural worker earning slave wages	68.1% (92)	6.7% (9)	25.2% (34)	135
A prostitute working off her debt to her pimp	84.4% (114)	3.7% (5)	11.9% (16)	135
A domestic helper forced to work 14-hour days	67.9% (89)	5.3% (7)	26.7% (35)	131
A foreign worker smuggled into the country	64.4% (87)	2.2% (3)	33.3% (45)	135
An individual traded by a family member for goods or services	89.6% (121)	0.7% (1)	9.6% (13)	135
<i>answered question</i>				136
<i>skipped question</i>				0

3. In your opinion, are the following statements TRUE or FALSE?				
	True	False	Not Sure	Response Count
Adult trafficking victims need to be Office of Refugee Resettlement (ORR)-certified to receive benefits and services under the Trafficking Victims Protection Act of 2000.	20.7% (28)	13.3% (18)	65.9% (89)	135
Minor trafficking victims (under 18) need to be ORR-certified to receive benefits and services under the Trafficking Victims Protection Act of 2000.	11.1% (15)	25.2% (34)	63.7% (86)	135
Trafficking victims who are in the US illegally are not eligible to receive benefits and services under the Trafficking Victims Protection Act of 2000.	5.9% (8)	44.4% (60)	49.6% (67)	135
<i>answered question</i>				135
<i>skipped question</i>				1

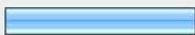
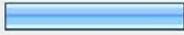
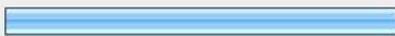
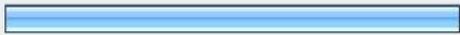
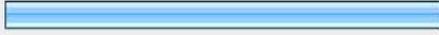
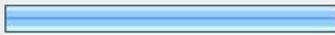
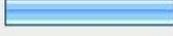
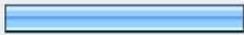
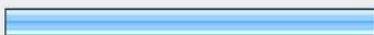
4. Since 2000, have you have participated (either attended or presented) in any of the following? (check all that apply)			
		Response Percent	Response Count
Training on Human Trafficking		49.1%	27
Conference/Symposium on Human Trafficking		38.2%	21
Outreach event focused on Human Trafficking		29.1%	16
Anything else related to Human Trafficking (Please describe)		41.8%	23
<i>answered question</i>			55
<i>skipped question</i>			81

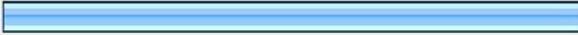
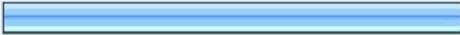
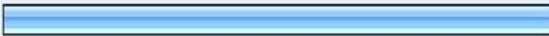
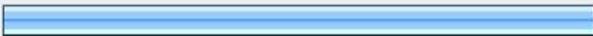
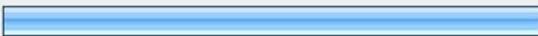
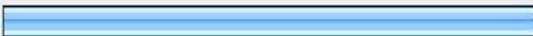
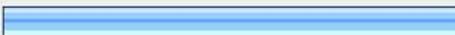
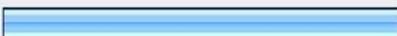
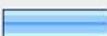
Hidden in Plain Sight

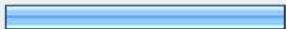
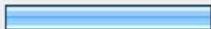
5. Does your agency currently provide services for human trafficking victims or participates in anti-human trafficking activities/initiatives?			
		Response Percent	Response Count
Yes - provide services		25.4%	34
Yes - participate in anti-human trafficking activities/initiatives		19.4%	26
No - but we're planning to provide services in the future		6.7%	9
No - but we're planning to engage in anti-human trafficking activities in the future		7.5%	10
No - we have no plans in this area		35.1%	47
Other (please specify)		18.7%	25
		<i>answered question</i>	134
		<i>skipped question</i>	2

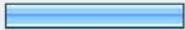
6. Are you interested in the following? (Please check all that apply)			
		Response Percent	Response Count
To receive training/training materials in identifying and assisting Human Trafficking Victims		79.0%	98
To become part of a service provider network assisting Human Trafficking Victims		43.5%	54
To be informed of upcoming workshops, lectures, symposia and/or conferences on Human Trafficking		86.3%	107
To be part of a Service Provider-Law Enforcement Working Group		37.9%	47
		<i>answered question</i>	124
		<i>skipped question</i>	12

7. In your opinion, what barriers exist for your agency in providing services to modern-day slavery/human trafficking victims? (check all that apply)

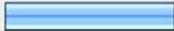
		Response Percent	Response Count
Lack of support/coordination with federal agencies		28.6%	38
Lack of support/coordination with other Wisconsin service providers/Law Enforcement agencies		27.1%	36
Lack of funding/resources		59.4%	79
Lack of knowledge about the services trafficking victims need		74.4%	99
Lack of training/information about human trafficking		69.2%	92
Lack of organizational policy or procedures for addressing the needs of trafficked victims		50.4%	67
Lack of knowledge about remedies available to trafficking victims		66.2%	88
Language barriers		50.4%	67
Issues of safety		25.6%	34
Victim's legal status		32.3%	43
Inadequate staffing		36.1%	48
Knowing where or how to locate victims		56.4%	75
Don't know/unsure		9.0%	12
Other (please specify)		9.8%	13
		<i>answered question</i>	133
		<i>skipped question</i>	3

8. What barriers do you feel exist in Wisconsin for slavery/trafficking victims seeking services? (check all that apply)			
		Response Percent	Response Count
Fear of deportation		87.3%	117
Fear of violence against self or family if seeking help/safety concerns		76.9%	103
Isolation/no support		82.1%	110
Shame/embarrassment		69.4%	93
Lack of trust in the system		82.8%	111
No knowledge of available services		89.6%	120
Not recognizing self as victim/no knowledge of victim's rights		79.9%	107
Lack of transportation/geographical isolation		73.9%	99
Language barriers		81.3%	109
Lack of community awareness about the issue of human trafficking		80.6%	108
Held in captivity		68.7%	92
Culturally inappropriate services		59.7%	80
Don't know/unsure		15.7%	21
Other (please specify)		3.0%	4
		<i>answered question</i>	134
		<i>skipped question</i>	2

9. Has your agency encountered a case(s) involving slavery/human trafficking victims (that is, provided direct service and/or consultation)?			Response Percent	Response Count
Yes			26.0%	34
No (go to Question 11)			42.7%	56
Not sure (go to Question 11)			31.3%	41
			<i>answered question</i>	131
			<i>skipped question</i>	5

10. If yes, approximately how many cases involving slavery/human trafficking victims has your agency handled since 2000? (check one)			Response Percent	Response Count
1			18.9%	7
2-5			35.1%	13
6-10			8.1%	3
11+			10.8%	4
Not Sure			27.0%	10
			<i>answered question</i>	37
			<i>skipped question</i>	99

11. Has your agency encountered a case(s) involving individuals who have engaged in the following activities?			
	Yes	No	Response Count
Commercial sex act(s) induced by force, fraud or coercion, if the individual is 18 or older	29.6% (34)	70.4% (81)	115
Commercial sex act(s) where the individual is under 18 years old	20.7% (23)	79.3% (88)	111
Any form of labor, work or service that can be classified as involuntary servitude, peonage, debt bondage or slavery and was induced through the use of force, fraud or coercion	32.8% (38)	67.2% (78)	116
	<i>answered question</i>		123
	<i>skipped question</i>		13

12. If you answered Yes to any of the options in question 11, approximately how many (total) cases like these has your agency handled since 2000? (check one)			
		Response Percent	Response Count
1		16.9%	11
2-5		26.2%	17
6-10		3.1%	2
11+		10.8%	7
Not Sure		43.1%	28
	<i>answered question</i>		65
	<i>skipped question</i>		71

13. Please take this opportunity to share highlights of trafficking cases you have encountered. If you wish, without using names, provide a story you feel illustrates your point and/or represents the issue of human trafficking/modern-day slavery in your area.

	Response Count
	28
<i>answered question</i>	28
<i>skipped question</i>	108

14. What is your job title?

	Response Count
	114
<i>answered question</i>	114
<i>skipped question</i>	22

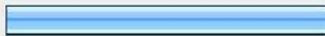
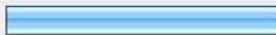
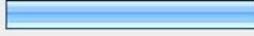
15. What is the name of your agency?

	Response Count
	109
<i>answered question</i>	109
<i>skipped question</i>	27

16. How many years have you worked at this agency?

	Response Count
	112
<i>answered question</i>	112
<i>skipped question</i>	24

Hidden in Plain Sight

17. Please tell us about your agency. Is your agency... (check all that apply)			
		Response Percent	Response Count
Refugee/Immigrant Services and/or Advocacy		12.7%	15
Domestic Violence Services and/or Advocacy		50.0%	59
Sexual Assault Services and/or Advocacy		42.4%	50
Health Care Provider		18.6%	22
Ethnic Community-based Organization		5.9%	7
Religious Organization		6.8%	8
Social Services Agency		39.0%	46
Immigration Legal Assistance Provider		3.4%	4
Interpreter Services		4.2%	5
Migrant Worker/Labor Rights		2.5%	3
Homeless Shelter		4.2%	5
Children Services Organization		8.5%	10
Youth Organization		7.6%	9
Crime Victim Services		9.3%	11
Other (please specify)		13.6%	16
<i>answered question</i>			118
<i>skipped question</i>			18

18. Please tell us how many people work for your agency. (Please check one answer only.)

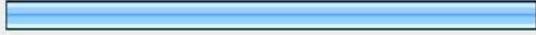
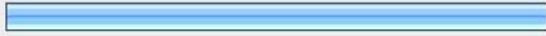
		Response Percent	Response Count
1-5		7.8%	9
6-10		12.1%	14
11-30		42.2%	49
31+		37.9%	44
<i>answered question</i>			116
<i>skipped question</i>			20

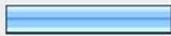
19. What areas of the state do you serve? (check one)

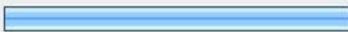
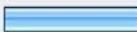
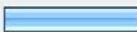
		Response Percent	Response Count
statewide		8.5%	10
multiple counties		29.7%	35
tribal territory		1.7%	2
single county		43.2%	51
city/town		6.8%	8
community		10.2%	12
<i>answered question</i>			118
<i>skipped question</i>			18

20. If not statewide, please list counties/communities that you serve.

	Response Count
	85
<i>answered question</i>	85
<i>skipped question</i>	51

21. How do you inform the community of your programs and/or services? (Please check all that apply)			
		Response Percent	Response Count
Media Advertising		56.9%	66
Informational Posters/Brochures, etc.		84.5%	98
Word-of-mouth		82.8%	96
Outreach in community events		84.5%	98
No information/outreach activities		1.7%	2
Other (please specify)		17.2%	20
<i>answered question</i>			116
<i>skipped question</i>			20

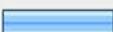
22. What languages do your agency staff people speak? (please check all that apply)			
		Response Percent	Response Count
English		98.3%	115
Spanish		55.6%	65
Hmong		25.6%	30
Russian		8.5%	10
Other (please specify)		17.9%	21
<i>answered question</i>			117
<i>skipped question</i>			19

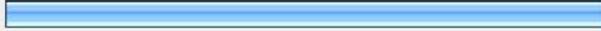
1. In your opinion, how serious of a problem is modern-day slavery/human trafficking in your area of jurisdiction? (check one)			
		Response Percent	Response Count
Not a Problem		53.9%	138
Not So Serious		20.7%	53
Serious		3.5%	9
Very Serious		1.2%	3
Don't Know		20.7%	53
<i>answered question</i>			256
<i>skipped question</i>			5

2. In your opinion, are the following individuals victims of human trafficking (modern-day slavery)?				
	Yes	No	Not Enough Information	Response Count
An under-aged girl forced into prostitution	80.9% (208)	6.2% (16)	12.8% (33)	257
A factory worker laboring in unsafe conditions	29.3% (75)	29.3% (75)	41.4% (106)	256
An agricultural worker earning slave wages	43.3% (110)	18.9% (48)	37.8% (96)	254
A prostitute working off her debt to her pimp	66.0% (167)	16.2% (41)	17.8% (45)	253
A domestic helper forced to work 14-hour days	42.5% (108)	18.5% (47)	39.0% (99)	254
A foreign worker smuggled into the country	50.2% (128)	12.9% (33)	36.9% (94)	255
An individual traded by a family member for goods or services	79.3% (203)	5.9% (15)	14.8% (38)	256
<i>answered question</i>				258
<i>skipped question</i>				3

Hidden in Plain Sight

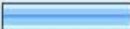
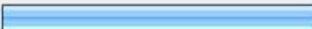
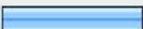
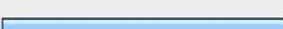
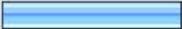
3. In your opinion, are the following statements TRUE or FALSE?				
	True	False	Not Sure	Response Count
Adult trafficking victims need to be Office of Refugee Resettlement (ORR)-certified to receive benefits and services under the Trafficking Victims Protection Act of 2000.	10.9% (28)	6.2% (16)	82.9% (214)	258
Minor trafficking victims (under 18) need to be ORR-certified to receive benefits and services under the Trafficking Victims Protection Act of 2000.	9.3% (24)	8.5% (22)	82.2% (212)	258
Trafficking victims who are in the US illegally are not eligible to receive benefits and services under the Trafficking Victims Protection Act of 2000.	11.7% (30)	18.7% (48)	69.6% (179)	257
			<i>answered question</i>	258
			<i>skipped question</i>	3

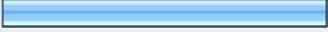
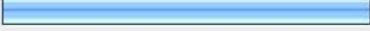
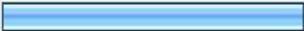
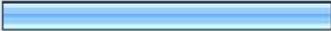
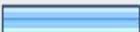
4. Since 2000, have you have participated (either attended or presented) in any of the following? (check all that apply)				
		Response Percent	Response Count	
Training on Human Trafficking		37.5%	9	
Conference/Symposium on Human Trafficking		29.2%	7	
Outreach event focused on Human Trafficking		16.7%	4	
Anything else related to Human Trafficking (Please describe)		62.5%	15	
			<i>answered question</i>	24
			<i>skipped question</i>	237

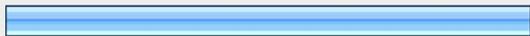
5. Does your agency currently provide services for human trafficking victims or have anti-human trafficking activities/initiative?			
		Response Percent	Response Count
Yes - provide services		6.4%	16
Yes - have activities/initiative		0.4%	1
No - but we're planning to provide services in the future		0.4%	1
No - but we're planning to have activities/initiative in the future		0.4%	1
No - we have no plans in this area		93.2%	234
<i>answered question</i>			251
<i>skipped question</i>			10

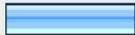
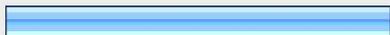
6. Are you interested in the following? (Please check all that apply)			
		Response Percent	Response Count
To receive training/training materials in identifying and assisting Human Trafficking Victims		61.1%	110
To become part of a service provider network assisting Human Trafficking Victims		10.0%	18
To be informed of upcoming workshops, lectures, symposia and/or conferences on Human Trafficking		70.6%	127
To be part of a Service Provider-Law Enforcement Human Trafficking Workgroup		16.1%	29
<i>answered question</i>			180
<i>skipped question</i>			81

Hidden in Plain Sight

7. In your opinion, what barriers exist for your agency in providing services to modern-day slavery/human trafficking victims? (check all that apply)			
		Response Percent	Response Count
Lack of support/coordination with federal agencies		22.4%	56
Lack of support/coordination with other Wisconsin service providers/LE agencies		19.6%	49
Lack of funding/resources		48.0%	120
lack of knowledge about the services that trafficking victims need		60.4%	151
Lack of training/information about human trafficking		61.6%	154
Lack of organizational policy or procedures for addressing the needs of trafficked victims		32.4%	81
Lack of information about remedies available to trafficking victims		40.8%	102
Language barriers		39.6%	99
Issues of safety		7.2%	18
Victim's legal status		21.2%	53
Inadequate staffing		44.4%	111
Knowing where or how to locate victims		43.2%	108
Don't know/unsure		27.2%	68
Other (please specify)		8.0%	20
<i>answered question</i>			250
<i>skipped question</i>			11

8. What barriers do you feel exist in Wisconsin for slavery/trafficking victims seeking services? (check all that apply)			
		Response Percent	Response Count
Fear of deportation		64.8%	160
Fear of violence against self or family if seeking help/safety concerns		52.6%	130
Isolation/no support		52.2%	129
Shame/embarrassment		37.2%	92
Lack of trust in the system		55.9%	138
No knowledge of available services		59.5%	147
Not recognizing self as victim/no knowledge of victim's rights		48.6%	120
Lack of transportation/geographical isolation		32.8%	81
Language barriers		61.9%	153
Lack of community awareness about the issue of human trafficking		53.0%	131
Held in captivity		30.8%	76
Culturally inappropriate services		21.9%	54
Don't know/unsure		36.0%	89
Other (please specify)		0.0%	0
		<i>answered question</i>	247
		<i>skipped question</i>	14

9. Has your agency encountered a case(s) involving slavery/human trafficking victims (that is, provided direct service and/or consultation)?			Response Percent	Response Count
Yes			5.6%	14
No (go to Question 11)			81.7%	206
Not sure (go to Question 11)			12.7%	32
			<i>answered question</i>	252
			<i>skipped question</i>	9

10. If yes, approximately how many cases involving slavery/human trafficking victims has your agency handled since 2000? (check one)			Response Percent	Response Count
1			20.0%	5
2-5			16.0%	4
6-10			4.0%	1
11+			0.0%	0
Not Sure			60.0%	15
			<i>answered question</i>	25
			<i>skipped question</i>	236

11. Has your agency encountered a case(s) involving individuals who have engaged in the following activities?			
	Yes	No	Response Count
Commercial sex act(s) induced by force, fraud or coercion, if the individual is 18 or older	11.4% (28)	88.6% (218)	246
Commercial sex act(s) where the individual is under 18 years old	15.0% (37)	85.0% (209)	246
Any form of labor, work or service that can be classified as involuntary servitude, peonage, debt bondage or slavery and was induced through the use of force, fraud or coercion	8.1% (20)	91.9% (226)	246
	<i>answered question</i>		250
	<i>skipped question</i>		11
12. If you answered Yes to any part of question 11, approximately how many (total) cases like these has your agency handled since 2000? (check one)			
		Response Percent	Response Count
1		13.2%	7
2-5		35.8%	19
6-10		3.8%	2
11+		0.0%	0
Not Sure		47.2%	25
	<i>answered question</i>		53
	<i>skipped question</i>		208

Appendix D. Stories from Initial Survey

Stories from Initial Survey

	Comment Text
1.	We have no stories to offer.
2.	in northen wi. we dont see any of these problems yet. maybe the better question is why are they here in the u.s. elegally. we have picked up people took them to jail and called the feds and they say let them go. we are not coming up there to get them. i think that this is wrong.
3.	We had a handful of minor females, chemically dependant, who traded sex for alcohol, cigarettes, and drugs.
4.	A woman was brought from her home in the Phillipines on a fiance/marriage visa with a sex offender who traveled there (without his probation officer's knowledge or permission). He promised to get her employmt so she could send \$ back to her family so her father (a fisherman) could purchase a new fishing boat. Upon arrival in the US, he hired a physician to perform breast enlargement surgery. She then worked at a topless bar in Milwaukee, and he strip searched her every night. He made her clean his apt. while only wearing high heels and make-up. She finally got away from him. They were shopping at a Walmart and she ran to a woman she recognized as filipino. She eventually shared her circumstances and eventually it was reported to police and prosecutors.
5.	N/A
6.	Internet bride case - induced to US for marriage, husband basically just wanted a slave for sex and work at home. Kept her isolated.
7.	none
8.	Cases involving minor females being transported across state lines for sex services.
9.	Over the years, I have had several cases involving underage girls tied to men who were using them for prostitution. I only do juvenile work.
10.	The primary area of activity in this county is the use of illegal aliens as workers at low wage rates.
11.	Only one case: Young adult woman, kidnapped, held for 16 days as a sex slave. She escaped and perpetrators were charged, tried and convicted. Husband & wife perpetrators are both serving prison sentences.
12.	I believe that in our area the best examples are young girls forced into unwanted marriages. While the girls are behaving much like other young girls in the area, their family cultural norms put them in an untenable position of balancing conflicting cultural pressures.
13.	Chinese restaurant in area has staff that work over 12 hours a day, 7 days; Staff doesn't speak English; From other experience, aware that when U.S. citizens worked at this restaurant they were paid only in "tips" (no salary or hourly wage) and then quit.
14.	We have a reasonable suspicion that a local Chinese restaurant is using undocumented immigrants in the kitchen at slave labor wages.
15.	To the best of my knowledge, the Madison Police Department has had no recent cases or crimes where "slavery" as you describe was present.
16.	We are a small rural area college campus so these are issues that we don't deal with

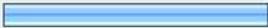
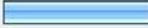
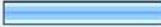
17.	Family members and their friends using minor children to commit felony jewelry theft at department stores.
18.	We have had very little training in this area, thus we know little. We may have relevant problems but have not identified them.
19.	I have no working knowledge of any activity of this kind in this jurisdiction.
20.	To my knowledge none of the officers have had to deal with this. I don't even know if any thought of it to be out there and that it is out there. To be honest I have never really thought about it however personally after reading these questions I can come up with one situation that fits the category and I did not know about this or resources for this issue. The family is depending for themselves.
21.	N/A
22.	With a population of approximately 36,000 residents in Green County (WI), our Sheriff's Department has not handled cases specifically related to human trafficking. However, approximately half that population are in villages and cities throughout the County, and those jurisdictions may have investigated matters of this nature. It is unlikely that there were many, if any, cases investigated. If there were many, I expect that I would have been made aware of them.
23.	I was unable to answer question number 11 as I do not work in the sensitive crimes unit, and am just a lowly worker bee in the DV unit and do not have access to statistics.
24.	As a prosecutor for sixteen years in Manitowoc County Wisconsin (county population of approximately 85,000) I am not aware of the commercial trafficking in slavery within our county. I am aware that within Hmong families children are married in traditional marriages in middle teens without regard to the child's desires. We have also had isolated incidents of child prostitution.
25.	We had an adult female, approx. 19 years old in a "relationship" with a 50+ male since she was approximately 14 years old. He would prostitute her and then keep the majority, if not all, of her money. He kept her in substandard living, while he had all sorts of "extras". She ended up having 2 children and he didn't even provide enough for them. She was badly abused. He also had other women living with him, who he would prostitute out.
26.	We have had none that have come to our attention.
27.	None
28.	Not a problem in our area.
29.	If we do have Human Trafficking it would be in the Hispanic community as we have a large Pop. of Hispanic that have moved into the County of Trempealeau, Wisconsin

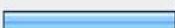
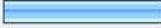
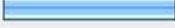
Justice System Agency Stories

	Comment Text
1.	We need more info and more support from our government officials.
2.	victims were Hispanic, Russian and Hmong. One white minor was prosituted by her father to obtain products to manufacture meth.
3.	In the one case I worked with, the women was brought into the US for medical treatment at 3yrs old and never was returned. As an adult the proper paper was never done by the family who raised her so I believe she is being deported without her US children very soon if not already.
4.	There haven't been any particular cases that have actually come here to our shelter, but I have spoken on my off hours to individuals who have asked specific questions regarding this issue. I offered our services and gave referral information or made calls on that persons behalf other than that I feel like my hands are tied because I need more training in this area.
5.	Most of the clients we have encountered are those sexually assaulted while working as undocumented workers, and they are threatened with exposure and deportation if they ever quit or report the assaults.
6.	Client #1 is an African American female about age 26 who is HIV positive and is forced into prostitution by her pimp. She must continue to make money or she is beaten and told she will be killed. He recently knocked out several of her front teeth. Client #2 is a 13 year old African American female who must engage in sex with others to receive shelter and food. She has been sexually abused since age 6 by her father (a pimp) and her mother (a prostitute) who is also a drug addict.
7.	we have worked on cases where men went back to Laos and married young girls who are still under-age. They provide false birthdates to make the girls older and then bring them to the US as second wives. When the girls are in the US, they become victims of domestic violence. Their husbands husbands would sometimes discourage them to seek help and threaten to send them back to Laos if they tell anyone.
8.	individuals who are undocumented finding jobs and not being paid the same wage as those who are citizens. Working 14-16 hours a day and may have poor conditions/safety.
9.	I guess I need to have a better understanding of Human Trafficking. I do know that there are cases that involved with order young male order bride into US and are emotionally, physically, verbal abuse, and isolation. I have not seen an actual human trafficking case.
10.	Very young Hmong girls are exchanged with other Hmong girls from a larger city for prosituting with adult males. The girls are given meth or ecstasy and sexually abused for 3-4 days and dumped onto the street to find their own way home. Some are forced to steal or sell drugs for survival.
11.	I am aware of a couple of adolescent girls who were involved in the juvenile justice system and run away from home. We later learned that one had begun prostituting in another state. The other teen was apprehended in a large metropolitan area with a lot of cash one her. It is assumed she came by the money by prostituting,selling drugs, or both.
12.	We had one (known) case of a young migrant worker being paid less, and promised services that were not provided. Due to language and geographic isolation it took a little while to get him out of the situation, but he did eventually move to another farm. We've also had a couple of other cases where we were suspicious about commercial or coercion with sex but can't really get any concrete evidence.
13.	Nude photos of children being exposed on the internet. Children being forced to watch pornogaphy.

14.	Instances that may be perceived is by getting teens addicted to a substance, pregnant then use them for prostitution. The females are young enough that they become dependent upon this person, emotionally, with the addiction and through the child. (This did not occur in this area, but in an area of previous residence.)
15.	Brookfield MD who held a female in his home as an involuntary servant for several years who was part of our hospital affiliation.
16.	In the Hispanic community women are brought here and abused. They are afraid because they are illegals to call attention to their predicament.
17.	In the past year we have worked with several individuals who came to work in the Wisconsin Dells area and then became victims of employers or co-workers. We have also worked with three individuals in brokered marriages that were abusive. I don't know that those situations meet the definition of trafficking.
18.	We provided technical assistance to a domestic violence agency in Northern Wisconsin who located a minor victim of trafficking. The trafficked individual's grandfather sold her to a farmer to satisfy a debt. She was isolated on a farm and forced to marry her captor. Finally, the police got involved and she is in a shelter. We provided technical assistance on the T Visa process.
19.	Rape of sex workers, entrapment of domestic partner and withholding food
20.	N/A
21.	They involve undocumented individuals who are sexually harassed/assaulted by employers and undocumented individuals who are in fear of deportation which is used by their perpetrator to control. Our program works solely with victims of sexual assault and sexual abuse.
22.	We have encountered individuals who are working for very low wages, subjected to sexual harassment etc. because of their immigration status. We also have encountered both young girls and women who have been brought here as "wives" when actually they are mistresses. We have also worked with women, who in the past, were forced to work in the sex trade. Often these women became involved in the sex trade when they were very young and some had also been sexually assaulted by family members in sex work.
23.	I know they exist in Fond du Lac, but the police say they haven't come across any. I do wonder about some restaurant, nail saloon, etc. workers.
24.	We have had several women in our shelter who work/ed in the sex industry and state they were forced by their abuser to dance and prostitute in exchange for money or drugs. Our agency also provides immigrant services and some people report they were engaged in work and then not paid, the victim has no recourse and the employer knows it.
25.	1) a young woman, over 18, from Mexico was traded by her family for a debt they owed to a Mexican man living here. Both were here illegally. WCADV was extremely helpful to us with this case. We hired an interpreter, and the victim is in the process of trying to get a trafficking visa. 2) A woman we have worked with for years was a victim of forced prostitution years ago when she was a teenager. She has no interest in reporting these past crimes. She has received counseling from our agency as well as therapists in the area.
26.	Two young (under 16) Hispanic migrant girls up north recruited by a crew leader to work as child care providers in their home town to ostensibly babysit in US. They were set up in a trailer, given drugs and prostituted, blackmailed into staying by telling them that their parents would receive nude pictures of them. Second case, young Phillipino girls brought here to work for a health care agency, provided with housing that was by agency co-owner with transportation and housing costs deducted from their minimal wages.
27.	usually it deals with foreign born workers.
28.	mostly anecdotal in reference to gang activity in reservation communities

Appendix E. Follow-up Survey Summary

1. What is the estimated number of trafficking/modern-day slavery victims that your agency has encountered?			Response Percent	Response Count
1			43.5%	20
2-5			23.9%	11
6-10			6.5%	3
11+			0.0%	0
Not Sure			26.1%	12
			<i>answered question</i>	46
			<i>skipped question</i>	2

2. How do you encounter these trafficking/slavery victims? (check all that apply)			Response Percent	Response Count
As walk-ins seeking assistance as trafficking victims			2.2%	1
As walk-ins seeking other forms of victim assistance			28.3%	13
Seeking health-related services and/or mental health services			17.4%	8
Referred by a federal law enforcement agency			0.0%	0
Referred by a state/local law enforcement agency			30.4%	14
Referred by a service provider(s) or community agency(ies)			28.3%	13
Hotline referrals			13.0%	6
Referred by friends or family			26.1%	12
Other (please specify)			28.3%	13
			<i>answered question</i>	46
			<i>skipped question</i>	2

3. Of the cases you have handled, how many slavery/trafficking victims originally came from:			
	Response Average	Response Total	Response Count
North America	10.83	130	12
Latin America (including Mexico and the Caribbean)	1.59	27	17
Central and Eastern Europe	1.33	4	3
Western Europe	0.00	0	0
Southeast Asia	2.50	10	4
Africa	0.00	0	0
South/Central Asia	0.00	0	0
Former Soviet Union	1.50	6	4
Other	1.00	2	2
	<i>answered question</i>		36
	<i>skipped question</i>		12

4. Please list all the countries from which the slavery/trafficking victims you worked with have been trafficked.	
	Response Count
	34
<i>answered question</i>	34
<i>skipped question</i>	14

5. Please list all the states and/or cities from which the victims you worked with have been trafficked.	
	Response Count
	27
<i>answered question</i>	27
<i>skipped question</i>	21

Hidden in Plain Sight

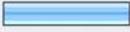
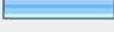
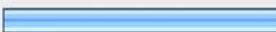
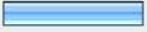
6. How were the victims you worked with transported?			
		Response Percent	Response Count
Private car/van/truck		35.7%	15
Semi/Trailer		0.0%	0
Bus		4.8%	2
Plane		16.7%	7
Boat		0.0%	0
On foot		4.8%	2
Don't know/unsure		52.4%	22
Other (please specify)		4.8%	2
<i>answered question</i>			42
<i>skipped question</i>			6

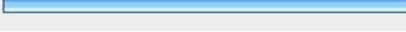
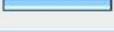
7. Of the cases you have handled, how many trafficking victims were of the following ages when you first encountered them?				
		Response Average	Response Total	Response Count
Under 18		2.31	30	13
18 and over		6.46	168	26
<i>answered question</i>			36	
<i>skipped question</i>			12	

8. Of the cases you have handled, how many trafficking victims were:			
	Response Average	Response Total	Response Count
Adult Sex Workers	17.71	124	7
Domestic Helpers	1.22	11	9
Migrant (Agricultural) Workers	1.25	5	4
Mail-Order Brides	2.50	15	6
Factory Workers	1.50	3	2
Sexually Exploited Minors	2.50	30	12
Service Workers (e.g. in hotels, restaurants, etc.)	2.67	8	3
Other	1.14	8	7
	<i>answered question</i>		37
	<i>skipped question</i>		11

9. Within the area your agency covers, please identify up to 3 specific neighborhood locations where the majority of these trafficking victims can be found.	
	Response Count
	30
<i>answered question</i>	30
<i>skipped question</i>	18

Hidden in Plain Sight

10. Who are the direct victimizers of these trafficking victims? (check all that apply)			
		Response Percent	Response Count
Brothel Owners/Pimps		20.9%	9
Sweatshop Owners		2.3%	1
Migrant Worker Recruiter/Overseer		9.3%	4
Homeowners		11.6%	5
Acquaintances		18.6%	8
Family Members (Spouse, partner, parents, etc.)		46.5%	20
Prostitute Clients (i.e. Johns)		23.3%	10
Sex Abusers of Minors		18.6%	8
Other (please specify)		14.0%	6
<i>answered question</i>			43
<i>skipped question</i>			5

11. What types of larger organizations or groups support these victimizers? (check all that apply)			
		Response Percent	Response Count
Large organized syndicates with international connections		0.0%	0
Small syndicates with international connections		2.6%	1
Local gangs		15.4%	6
Small localized crime networks		10.3%	4
Large localized crime networks		2.6%	1
No organization/group involved		69.2%	27
Other (please specify)		17.9%	7
<i>answered question</i>			39
<i>skipped question</i>			9

Appendix F. Phone Interview Questions

Analysis of Phone Interviews
Keiko Nemoto VandeBerg

Human Trafficking in Wisconsin – Phone Interviews **Participant Information Sheet**

A) The goal of this project

The goal of this project is to collect human trafficking stories from service providers and law enforcement who have seen trafficking cases. We hope to get a fully developed picture of the cases encountered by the participants. Your information is important to improve OJA response to human trafficking in Wisconsin. It may also help human trafficking victims who are looking for assistance from service providers and law enforcement, as the lessons from this project will be shared with agencies statewide. You may also be able to go back to your experiences by participating in this conversation.

B) About this conversation

♦ Time

This conversation may take about 30 minutes, depending on the story that you will tell us. However, it will not take over an hour. With your agreement, the conversation will be audio taped; the interviewer will also be taking notes during the conversation. The tapes will be transcribed upon the completion of the conversation. If you do not wish some or any part of the interview to be recorded on tape, you may ask the interviewer at anytime to switch off the tape recorder.

♦ Protection of participants

Your participation in this conversation is voluntarily. You can discontinue the interview even after the conversation has begun. You are free to not answer any questions that you are uncomfortable answering.

All information provided by you in the course of this interview will be kept anonymous and confidential. If you mention your name and other personal information during the conversation, it will be deleted from the transcripts.

C) Questions that will be asked during the conversation include:

1. How many cases have you had in the past 2 to 3 years that you think were trafficking cases?
2. Could you tell me about the most difficult case and a typical case to assist?
3. Could you tell me about the victim? (e.g., age, country, gender, occupation, relationship with the perpetrator, etc)

4. What happened to the victim (make sure to find out the location where the trafficking took place)?
5. How did the victim come to your agency?
6. What did you do to help the victim?
7. What was the outcome of the case?
8. In what ways was it difficult for you to assist the victim? (e.g., not having enough information about HT, lack of experience assisting the victim, language issues, the victim did not want to talk about her situations, etc...)
9. What additional resources do you think would have helped you with the case?
10. What kind of help do you need for improving your assistance (current or future) of trafficking victims? (e.g., materials, training, connection to other people working with victims, etc)
11. What have you learned through your experience of assisting the victim?
12. How has your agency changed after encountering this case regarding human trafficking assistance? (e.g., policy, procedures, training, etc)
13. Do you think that you/your agency need more knowledge about remedies and benefits available for HT victims?

Appendix G. Analysis of Phone Interviews

HUMAN TRAFFICKING IN WISCONSIN: PHONE INTERVIEWS WITH SERVICE PROVIDERS AND LAW ENFORCEMENT OFFICERS

Keiko Nemoto VandeBerg, Ph.D.

I. PURPOSE AND INTERVIEW QUESTIONS

Purpose

- 1) Identify situations in which human trafficking victims were involved
- 2) Examine the assistance that victims received
- 3) Explore barriers that make it difficult for providers to offer effective services to the victims

Interview Questions

1. How many cases have you had in the past two to three years that you think were trafficking cases?
2. Could you tell me about the most difficult case and a typical case to assist?
3. Could you tell me about the victims?
4. What happened to the victims?
5. How did the victims come to your agency?
6. What did you do to help the victims?
7. What was the outcome of the cases?
8. In what ways was it difficult for you to assist the victims?
9. What additional resources do you think would have helped you with the cases?
10. What kind of help do you need for improving your assistance (current or future) of trafficking victims?
11. What have you learned through your experiences of assisting the victims?
12. How has your agency changed after encountering the cases regarding human trafficking assistance?
13. Do you think that you/your agency need more knowledge about remedies and benefits available for human trafficking victims?

*NOTE: In order to obtain detailed victim information, participants were asked if they had assisted more than two cases. They were then asked to talk about the most difficult case and a typical case to assist.

II. METHODS

Participants

Thirteen people including eight service providers and five law enforcement officers were invited to participate in phone interviews. These people indicated in the Human Trafficking Survey that they would be willing to be interviewed by phone.

Seven of the thirteen people engaged in the interviews. Four of them were service providers who worked at agencies which assist victims of domestic violence, family violence, and

sexual violence. Two of them were service providers from agencies which assist clients living in Hmong, Laotian, and Latino communities. The other participant was a law enforcement officer who was from a juvenile court. Table 1 indicates counties and cities where the phone interview participants' agencies were located.

Counties and Cities	Milwaukee	Waukesha	Menasha	La Cross
Number	4	1	1	1

Six other people, who were invited to be interviewed, ultimately failed to do so. Two did not respond to the interview invitation which was sent via email and telephone call; four others responded to the interview invitation but did not commit to interview schedules.

Data Collection and Analysis

Data was collected using one-on-one phone interviews. Prior to the interviews, information sheets that explained the purpose of the interview, data collection method, protection of human subjects, and interview questions were sent to participants via email. A trained intern from the Office of Justice Assistance and a qualitative researcher in the area of domestic violence conducted the interviews. All interviews, with two exceptions, were audio-taped and transcribed into texts. The data was analyzed qualitatively by focusing on meaningful content that was pertinent to the interview questions.

III. FINDINGS

The types of human trafficking were categorized into three groups based on age of the victim, victim situations, and perpetrators. The first group included teenage female victims under the age of 18 who were involved in drugs and prostitution. Perpetrators against these girls were adult men. There were two cases in this group. The second group included foreign victims who came to the United States to marry and experienced violence inflicted by their husbands. There were three cases in this group. The third group included a wife whose husband married two teenage females in Laos as additional wives. Although the wife may not be a direct victim of sex and/or labor human trafficking, her husband's behavior in Laos may qualify him as a potential perpetrator of human trafficking against other women. Therefore, this case is relevant to this report in that it demonstrates the need for further training of service providers and law enforcement officers on what defines a human trafficking victim.

Following are the case summaries of each of the three groups. The cases are summarized in terms of victim profiles, types of assistance which the agencies provided, agency difficulties in assisting the victims, and the final outcomes of each case. Finally, suggestions for reducing barriers to effective service to victims are made based on interview responses.

A. Case summaries

Group #1: Teenage Female Victims of Adult Perpetrators

Case 1

One law enforcement officer from a juvenile court talked about his experience with assisting his clients. He said that he usually saw four to five victims a year.

About the victims: They were teenage girls living in Hmong communities. Perpetrators were Hmong adults. These adults made the girls “steal, have sex, and do drugs for them.” The victims were also transient as they were taken places from one area to another across the country.

Assistance the agency provided to the victims: The victims were referred to the court after they were apprehended. The court provided “safety” for the victims, intervention services to the family, and provided supervision so that the victims could safely stay in the community.

Difficulties faced in assisting the victims: The victims were afraid of their perpetrators. They tended to refuse to say anything in court. There was a lack of support from the victims’ family and the community, which made it difficult for the agency to intervene.

Outcome of the cases: The officer said, “They [the victims] are often off and gone [three to six months]. They cannot get out of it or they are arrested somehow. The last option for these girls is removal and placement in alternate care [for six months to a year].”

Case 2

One service provider from an agency which serves Latino communities said that she assisted several cases. The victims were Guatemalan females involved in sex trafficking and a Guatemalan male involved in labor trafficking. For the most difficult case, the provider talked about two Mexican teenage girls whom she assisted.

About the victims: The victims were from Mexico and were age 15. They came to the United States seeking employment. They were recruited by “someone who looked like a farm worker or a recruiter.” Their parents, living in Mexico, were told by the recruiter that if the girls would come to the United States, they would have “all sorts of wonderful things with their lives”—that they would have a job such as childcare and babysitting, that they would go to school, that they would live with a family, and that the money earned would be sent home in Mexico. After the girls came to the United States, however, they were put in a trailer near a farm worker’s camp. They were given drugs and were involved in prostitution.

Assistance provided to the victims: In the case of one of the girls, an outreach nurse of the agency went to the migrant community and “discovered this girl hanging wash by the trailer early morning.” The nurse usually stopped and talked to various women in the migrant community. The agency helped to “get out of the situations” and arranged “a better place” for her. The agency provided her with cash, clothes, prenatal care for her pregnancy, follow-up visits by a case manager, and a connection to a church group nearby. The agency contacted her parents in Mexico and bought her a ticket to return home. However, her parents did not want her to come back because they thought that she would be a bad influence on her brothers, sisters, and the family. Her parents knew what had happened to her in the United States.

The agency met her cousins living in Chicago. After the agency felt assured that she would have a “good living situation,” be able to go to school, and receive prenatal care by living with her cousins, the agency took her to Chicago to live with them.

Difficulties faced in assisting the victims: There were limited resources for the victims. The service provider said, "Everywhere we turned they just did not know what to do. We couldn't get help from the sheriff's office. They would not follow up as we found out later. They were peripherally involved in this... Little resources were available from CCR [Coordinated Community Response]." The provider also indicated that information was lacking about the victim's rights. She had a difficult time determining whether or not the cases could have advocates because she was not sure if they qualified as human trafficking cases.

The service provider mentioned that it was difficult to trust the authorities. She pointed out that a state agency's ambiguous approach affected her agency's credibility to others. She explained that a state agency asked her to hold a space for the victims. She reserved a hotel using her personal credit card because the cases did not meet the criteria of government reimbursement. However, the agency failed to notify her later that they did not need that space any longer because it was not secure enough. She had to cancel the space. She said, "That was extremely frustrating for us because we already arranged with the provider to hold the space. The people [providers] that we had made arrangements to follow up, it put them in a place where they had to deny services to a number of people who didn't get services because they were holding those spaces for us. It puts our credibility on the line when we want to go back and use those resources in the community and can't deliver."

Moreover, she was frustrated with the agency that had asked her to reserve the spaces because they gave her uncertain information about the victims. She said, "Everything was such a mystery. It was oh they are from this area. Oh they are from that area... We almost felt like we were given wrong information because we weren't trusted."

Support and understanding regarding human trafficking victims from the communities was limited. She said, "When we brought it to several people, the reaction was it is not believable or anyone's business. We also reported it to local growers to make sure they knew... They looked at us like it was nothing and that was how these girls were."

Outcome of the cases: The victim who moved to Chicago continues to live with her cousins. She also continues to care for her own baby. She has received follow-up contacts from the case manager. She is also going to school to become a nursing aid, or LPNs.

In relation to the second teenage victim, the provider said, "Nobody knew what happened to her... They said that she had run away."

Group #2: Foreign Victims Married to Their Abusers (who are US citizens)

There are three cases in this group. Case 1 was about a foreign adult victim who came to the United States to marry at age 14 and sought help from an agency after she became an adult. Case 2 and 3 were about foreign adult victims who came to the United States to marry when they were already adults.

Case 1

One service provider, working at an agency which focuses on Hmong and Laotian communities, talked about her experience in assisting her client.

About the victim: She lived in Laos and came to the United States to marry her husband. She was 14 at that time and sought help from an agency after she became an adult. Her husband was a United States citizen and sponsored her to come to the United States. He falsified her age at 18 since there are no birth certificates in Laos.

The service provider said that her husband hid her green card and social security card. She was not allowed to go to school or to find a job. She was alone. After she had a couple

of children, her husband allowed her to go to school but would not transport her there. Her brother-in-law started to help her go to school. Her husband thought that she and her brother-in-law became intimate. He began to accuse her of having affairs.

She experienced physical and emotional abuse--Her husband jammed a q-tip into her ear, which ruptured her ear drum. He used his fingers and other foreign objects to assault her. He also threatened her with deportation if she tried to divorce him.

Assistance provided to the victim: The victim walked into the agency. The agency offered access to medical care, advocate support, referral to another agency, and an attorney to help her with divorce.

Difficulties faced in assisting the victim: There was a conflict of interest because her relatives worked at the agency. The provider said, "Everyone else knew why she was here to see me." The provider also mentioned that her husband, his clan leaders, and a minister came to talk to the executive director of the agency and questioned them as to "why the agency was assisting her even though she had committed adultery and was such a bad person."

Outcome of this case: The woman was able to divorce her husband, obtained a restraining order against him, and received full custody of her children. She was able to re-apply for a renewal green card and found a job.

Case 2

One service provider from a domestic violence agency talked about a case that she dealt with in the past two to three years.

About the victim: She was from Moldova, age 34 or 35, and came to the United States on a fiancé visa. She later obtained her residency through her marriage. In Moldova she was a doctor or had a medical background. In the United States she worked in a mental health facility.

The perpetrator was her husband, a United States citizen. Her husband was "very computer savvy." He used the computer to meet women and engaged in numerous on-line dating situations. He was addicted to prescription drugs. After they married, she learned that part of the reason her husband brought her to the US was to get drugs for him.

She experienced physical, psychological, and emotional abuse--especially coercion to illegally obtain prescription drugs for her husband. She suffered from depression. The provider said, "Coercion for drugs seems to be at the heart of the problem."

After her child was born, the couple did not have a sexual relationship. Her husband was ready to bring another woman, who also had a medical background, from Nigeria to the United States.

Assistance provided to the victim: She was referred to this agency by her parole officer in relation to the prescription drug fraud. The agency provided her with a safety plan, one-on-one counseling, substantial credit counseling, a referral to a mental health association, and a referral to an attorney to help with the divorce.

Difficulties to assist the victim: The provider said that it was difficult to set up appointments with the victim because she did not always show up. She suffered from anxiety and a lack of concentration due to her mental illness.

Outcome of this case: It is still ongoing. The goal of this case is to help her obtain custody and permanent placement of her children.

Case 3

One service provider from a domestic violence agency talked about her two cases dur-

ing the interview. She said that she saw two to three victims over the course of a year and half.

About the victims: The victims were from Eastern European countries and came to the United States to marry. Their husbands were also from Eastern European countries. These women and their husbands lived on the outskirts of a county in Northern Wisconsin. The victims were often isolated, did not have their own money, and had limited access to friends and families.

Assistance provided to the victims: One of the victims came to the agency by car, and the other was brought by a neighbor. The agency offered a safety plan, domestic violence counseling, support group meetings, employment counseling, legal advocates for obtaining temporary restraining orders, and access to medical services for the women.

Difficulties faced in assisting the victims: There was a language barrier. The provider said, "The victims spoke English but there was always a question of how much we were really communicating accurately." She also felt inexperienced in assisting "mail order bride victims"¹ and in dealing with cultural differences.

Outcome of the cases: These women were referred to another agency which focused on assisting abused Eastern European women. The services of the agency included a bilingual staff person, case management, and support. These victims moved to communities with similar cultural and language backgrounds, where they felt safer and more at home.

Group #3: A Wife and Her Husband's Polygamy

One service provider talked about her experience assisting a wife living in the Hmong community.

About the victim: The wife was 46 and did assembly work. She was abused emotionally by her husband. He took her savings, 401K, and jewelry for his travel money. He threatened to kill her if she tried to divorce him.

The wife contacted the agency through the 24-hour domestic violence hotline. The provider said that her husband married two teenage girls in Laos as additional wives. The wife asked the agency to write a letter to the embassies of Laos and the United States so that her husband would be prevented from entering Laos. She also asked for assistance from the agency regarding divorce.

Assistance provided by the agency to the victim: The agency connected her to attorneys who worked on immigration issues and divorce, offered her individual counseling and information about the divorce process, and provided emotional support for her, explaining to her that petitioning for divorce was not her fault. The provider said, "In the Hmong community divorce is frowned upon. Even though you are not at fault if you are the victim, the community looks at you like you are the person who is at fault."

Difficulties faced in assisting the victim: The provider felt that there was a lack of knowledge about the immigration law. She also felt helpless because preventing the victim's husband from entering Laos was difficult.

Outcome of this case: It is still in progress.

B. Suggestions for Reducing Barriers to Effective Service to Victims

Interview questions:

What additional resources do you think would have helped you with the cases?

Although the provider said "mail order brides" to explain her cases during the interview, she did not indicate whether or not the victims married their husband through international marriage brokerage services.

Responses:

1. More knowledge and information

- ◆ Understanding the issues of human trafficking including mail order brides-- Some service providers may not notice even when they assist the victims of human trafficking
- ◆ Information about the resources available for the victims and about the victims' rights

2. Additional resources

- ◆ New procedures on how to ask victims who do not self identify themselves as victims of human trafficking
- ◆ Immigration attorneys who assist the victims face-to-face, not only via phone
- ◆ Bilingual and bicultural local support groups that offer psychological support and psychotherapy--There are language barriers and a lack of knowledge and sensitivity regarding cultural differences
- ◆ A central place which provides resources for the victim

3. Community awareness

- ◆ Community awareness regarding teenage girls who are involved in human trafficking

What kind of help do you need for improving your assistance (current or future) of trafficking victims?

Responses:

1. More training about human trafficking cases

- ◆ Having more training about human trafficking, including human trafficking laws and complicated cases

2. Policy development

- ◆ Develop protocols and procedures for assisting victims of human trafficking

3. Community awareness

- ◆ Conduct community education regarding human trafficking

What have you learned through your experiences of assisting the victims?

Responses:

1. Human trafficking cases, including victims of mail order brides are complex. One service provider said, "There is just whole other level of domestic violence of how the victims [mail order brides] get caught in that cycle and a whole other layer of

issues that a person deals with who comes to this country whether they are forced or not, and then gets here and finds themselves in an abusive relationship and have very few resources and little mobility or capacity to get out of the situation.”

2. Some resources and warning signs of victims
3. How big this problem is in terms of teenage delinquency. One provider said, “It’s my understanding that a lot of these girls and some biracial girls are involved with this even at the middle school age. But they aren’t committing crime. So, we have no idea how many there are... We are not aware of them because they haven’t committed a crime.”
4. There are difficulties with some authorities which gave us uncertain information about the victims and also with other authorities which would not follow-up regarding the victims

How has your agency changed after encountering this case/s regarding human trafficking assistance?

Responses:

1. Some changes regarding knowledge and practices
 - ◆ Becoming more educated and being aware of human trafficking issues
 - ◆ Having additional resources and contact people
 - ◆ Becoming more responsive to cases. One service provider said, “If we need to do anything, do it quickly --that we needed to cut some of the red tape. You have to do that and by that time you could have lost the victim.”
2. No changes in terms of policies
 - ◆ Still in the process of figuring out what to do and how to handle it
 - ◆ Have not developed any policies and any procedures in writing

IV. CONCLUSION

Two types of human trafficking cases were identified in the interviews. One type was teenage female victims who were victimized by adults, such as a recruiter. The victims were commonly involved in drugs and forced sex. They were also transient; one of the victims came from Mexico to the United States and was put in a trailer near a migrant farm worker camp; another was shuffled from state to state.

The second type of human trafficking victim was foreign women who came to the United States to marry and were abused by their husbands. All of the victims were from developing regions such as Laos, Moldova, and Eastern European countries. They experienced various types of abuse. Abusers confiscated their green cards and social security cards, coerced them into stealing prescription drugs, threatened them with deportation, prevented them from attending school and to work, and limiting access to family and friends.

The ways in which the victims accessed the agencies varied; some were able to seek help by themselves and others were referred by other agencies and neighbors.

The providers assisted the victims regarding their safety and well-being by offering various services. For the teenage victims, the providers approached their parents and communities to assist in promoting their safety. For the foreign women, the providers connected them to attorneys who worked on immigration issues and divorce. They also provided the women with a safety plan, counseling, access to mental health services and medical care, support groups, and legal advocates.

Many of the providers felt a lack of experience in assisting human trafficking victims. The providers who assisted the teenage girls indicated that there was a lack of support from the communities. They explained that the communities, including some authorities and parents, were often reluctant to support the girls. As a result, the teenage victims often ran away or disappeared.

The providers who assisted the foreign women pointed out that immigration issues, language barriers, and cultural issues that had to be dealt with were completely new to them. Even so, some of the foreign female victims were able to divorce their husbands, and others moved to another community where they felt safe and culturally familiar.

Providers expressed their uncertainty as to whether or not the foreign female victims, as those who are illustrated in this report, should be considered as human trafficking victims. They explained that even though their victims had limited control over their lives, they did not experience forced labor and/or sex which were common aspects of human trafficking. Likewise, one provider was uncertain whether human trafficking victims were only those who were taken to a place internationally or also included within the country. Such uncertainty reveals that there is a need for further training of service providers and law enforcement officers regarding human trafficking.

V. RECOMMENDATIONS

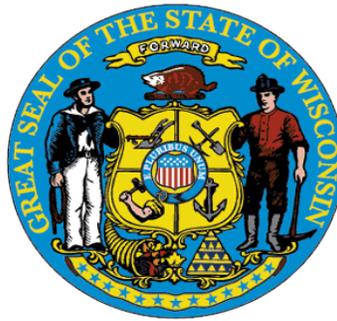
1. Receive training about human trafficking. Through the training, service providers and law enforcement officers should learn to:

- ◆ Understand different types of human trafficking victims and various situations in which the victims are involved.
- ◆ Recognize roles and limitations which different providers have in assisting victims
- ◆ Learn about what various community resources are available for victims.
- ◆ Enhance the providers' cultural sensitivity and competency when assisting victims whose cultural backgrounds are different from their own.

2. Establish a network for assisting human trafficking victims. Because victims of human trafficking need various types of assistance, such as legal, social, and health care, it is necessary to establish a network to improve assistance for victims. It is essential for agencies to trust each other and to understand their specific roles within the network.

3. Develop policies and procedures for assisting victims of human trafficking. This will enable advocates to provide more effective assistance to victims.

5. Raise awareness of, and increase support for, human trafficking victims among the community through education means.



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The logo for the Office of Justice Assistance (OJA) features a stylized map of Wisconsin inside a circle, which is part of the letter 'O'. The letters 'OJA' are in a large, bold, serif font. Below this, the words "OFFICE OF JUSTICE ASSISTANCE" are written in a smaller, all-caps, sans-serif font, separated by a horizontal line.
OFFICE OF JUSTICE ASSISTANCE