

# Human Trafficking

*A guide for criminal justice professionals*

A guide to assist criminal justice professionals and agencies in evaluating agency preparedness to:

*Recognize the crime of human trafficking*

*Protect victims*

*Hold perpetrators accountable*



Office of the Attorney General  
Wisconsin Department of Justice  
Attorney General Josh Kaul

This guide is available on the  
Wisconsin Department of Justice Human Trafficking website:

[www.BeFreeWisconsin.com](http://www.BeFreeWisconsin.com)

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Internet Crimes Against Children



Human Trafficking Bureau



Office of Crime Victim Services

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## I. Introduction & Overview

Human trafficking can take the form of sex trafficking and labor trafficking, crimes committed against both adults and minors. Trafficked individuals are compelled to work in the commercial sex industry and service and labor sectors by traffickers who gain financially from the victims' exploitation. It is a criminal enterprise carried out in urban and rural communities. It is not always easy to detect because traffickers are skilled at manipulating their victims through false promises, threats, coercion and violence. Trafficked individuals may fear law enforcement and resist disclosing their victimization for many reasons. Due to the manipulation of traffickers, **many victims often do not identify themselves as victims.**

Trafficked individuals can be from any background or ethnicity and might be citizens, legal residents or people without legal immigration status. Traffickers use threats, deception, violence and coercion to impose physical and psychological tactics to maintain control of their victims. They exploit legitimate business settings to commit their crimes. Victims become completely dependent on their traffickers to meet their basic survival needs. They are often isolated and conditioned to resist cooperation with social services or the criminal justice system. It is common that in addition to the crime of human trafficking, victims suffer from additional crimes against them such as battery, sexual assault, physical abuse and financial crimes.

Human trafficking is a lucrative criminal enterprise supported by high demand. It will only be contained when engaging in the crime poses a risk that is greater than what perpetrators stand to gain from it. Criminal justice agencies must enforce anti-trafficking laws to raise risks and costs to those who profit from trafficking human beings.

**Individuals will be able to come forward and cooperate when they know they are safe and that basic survival and long-term needs can be met without the trafficker.** Agencies must identify resources that support victims—not only during an investigation and prosecution, but well after. This guide provides information to help agencies assess preparedness for human trafficking cases, including how to identify community partners so that victims receive the services they need to stay safe and to begin the process of recovery.

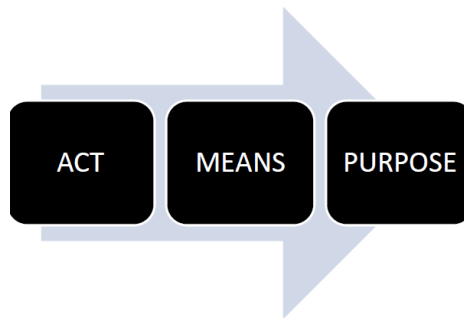
### **1-888-373-7888 National HT Hotline**

The National Human Trafficking Hotline takes calls from anywhere in the country, 24 hours a day, 7 days a week, every day of the year. Available services include crisis intervention, urgent and non-urgent referrals, tip reporting, and technical assistance.

## II. Anti-Trafficking Laws

### Wisconsin's Anti-Trafficking Statutes

The elements of Wisconsin's human trafficking laws involve the full process of trafficking from initial recruitment of the victim to the exploitation of the victim for the purpose of labor, services or a commercial sex act. Attempting to traffic is also crime. A *commercial sex act* is sexual contact, a sexually explicit performance, sexual intercourse, or any other conduct done for the purpose of sexual humiliation, degradation, arousal, or gratification for which anything of value is given to, promised, or received, directly or indirectly, by any person. See *Wis JI-Criminal 1276 and Wis. Stat. § 940.302 (1)(a)*.

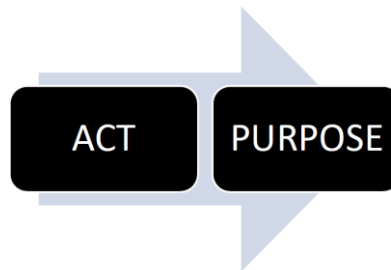


#### *Human Trafficking (Wis. Stat. § 940.302)*


ACTION:	DONE BY ANY OF THE FOLLOWING:	FOR THE PURPOSE OF:
Recruiting or Enticing or Harboring or Transporting or Providing or Obtaining ...an individual --OR-- Attempting to do so	Causing or threatening to cause bodily harm to any individual or Causing or threatening to cause financial harm to any individual or Restraining or threatening to restrain any individual or Violating or threatening to violate a law or Destroying, concealing, removing, confiscating, or possessing, or threatening to destroy, conceal, remove, confiscate, or possess any actual or purported passport or any other actual or purported official identification document of any individual or Extortion or Fraud or deception or Debt bondage or Controlling any individual's access to an addictive controlled substance or Using any scheme, pattern, or other means to directly or indirectly, coerce, threaten, or intimidate any individual or Using or threatening to use force or violence on any individual or Causing or threatening to cause any individual to do any act against the individual's will or without the individual's consent	Labor or Services or A commercial sex act

## Trafficking of a Child (Wis. Stat. § 948.051)

Sex trafficking of a child involves the use of a child for commercial sex acts, whether or not any force, fraud or coercion is involved. Any involvement of a minor in sexual acts for money or anything of value, including basic survival needs, is against the law. Knowledge of the minor's age is not required to prosecute. Mistake regarding the minor's age is not a defense. See §§ 939.23 (6) and 939.43 (2).



### *Human Trafficking of a Child (Wis. Stat. § 948.051)*

<b>ACTION:</b>		<b>FOR THE PURPOSE OF:</b>
Knowingly...		Commercial sex acts
Recruits or Entices or Provides or Obtains or Harbors or Transports or Patronizes or Solicits		NOTE: Whoever benefits in any manner from a violation is guilty of a Class C felony if the person knows that the benefits come from the trafficking of a child.
...any child		
--OR--		
Knowingly attempts to do so		



## Additional Human Trafficking-Related Statutes in Wisconsin

- Child sex trafficking is classified as child abuse for the purpose of county and state child protection intervention and services. *Wis. Stat. § 48.02 (1) (cm)*
- Law enforcement is required by statute to refer suspected trafficking of a child to the local child welfare office. *Wis. Stat. § 48.981(3)(a) 2. bm.*
- Patronizing a child is a Class G felony under *Wis. Stat. § 948.081*.
- Third and subsequent offenses for patronizing (adults) is a Class I felony. *Wis. Stat. § 944.31*.
- Whoever knowingly receives compensation from the earnings of debt bondage, a person engaged in prostitution, or a commercial sex act is guilty of a Class F felony. *Wis. Stat. § 940.302 (2) (c)*
- A victim of trafficking for the purpose of a commercial sex act may request a court to vacate a conviction, adjudication, or finding, or to expunge the record for a violation of prostitution. *Wis. Stat. § 973.015 (2m)*
- In criminal proceedings alleging human trafficking, evidence of similar acts by the defendant(s) may be admissible as evidence of the person's character without regard to whether the victim of the crime is the same as the victim of the similar act. *Wis. Stat. § 904.04 (2)*
- A victim of human trafficking has an affirmative defense for any offense he or she committed as a direct result of the trafficking without regard to whether anyone was prosecuted or convicted for trafficking. *Wis. Stat. § 939.46 (1m)*

## Federal Anti-Trafficking Laws

The **Trafficking Victims Protection Act** (“TVPA”) and its reauthorizations seek to combat trafficking by promoting what is often described as a national policy of “4 Ps”:

**Prosecution** –Pass and enforce laws that criminalize trafficking and raise the risk of benefiting in any manner from human trafficking.

**Protection** –Identify victims, provide them with services and witness protection if necessary, and when appropriate, provide them with immigration relief.

**Prevention** –Raise awareness of the practices involved in the trafficking trade to reduce the demand for services obtained through human trafficking.

**Partnership** –Enhance efforts, leverage resources, and bring together diverse expertise to facilitate prevention, protection and prosecution efforts.

Human Trafficking is defined in Federal Code 22 U.S.C. § 7102:

**(9) Severe Forms of Trafficking in Persons:**

(A): **Sex trafficking** in which a commercial sex act induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age

(B) The recruitment, harboring, transportation, provision, or obtaining of a person for **labor or services**, through the use of force, fraud, or coercion for the purposes of subjection to involuntary servitude, peonage, debt bondage, or slavery.

**(10) Sex Trafficking:** the term “sex trafficking” means the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act. “Commercial sex act” means any sex act on account of which anything of value is given to or received by any person.

**ADDITIONAL FEDERAL TRAFFICKING STATUTES**

18 U.S.C. § 1581	(Peonage)
18 U.S.C. § 1584	(Involuntary Servitude)
18 U.S.C. § 1589	(Forced Labor)
18 U.S.C. § 1590	(Trafficking with Respect to Peonage, Slavery, Involuntary Servitude, or Forced Labor)
18 U.S.C. § 1591	(Sex Trafficking of Children or by Force, Fraud, or Coercion)
18 U.S.C. § 1592	(Unlawful Conduct with Respect to Documents in Furtherance of Trafficking, Peonage, Slavery, Involuntary Servitude, or Forced Labor)
18 U.S.C. § 1593	(Mandatory Restitution)
18 U.S.C. § 1594	(a) and (b) (Attempt and Conspiracy); (d) (1-2) (Forfeiture of property in addition to any other sentence imposed)
18 U.S.C. § 1595	(Private Right of Action)
18 U.S.C. § 2423	(Transportation of Minors into Prostitution)
18 U.S.C. § 1546	(Visa, Permits, & other Document Fraud)

For more information about federal statutes: [www.acf.hhs.gov/otip](http://www.acf.hhs.gov/otip)



## **Statutory Definitions**

*Terms defined according to federal or state statutes, as indicated.*

### **COERCION**

a) Threats of serious harm to or physical restraint against any person; b) Any scheme, plan, or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or c) the abuse or threatened abuse of the legal process; c) the abuse or threatened abuse of the legal process.

*See 22 U.S. Code § 7102.*

### **COMMERCIAL SEX ACT**

Any sex act, on account of which anything of value is given or received by any person. *See 22 U.S. Code § 7102.*

Any of the following for which anything of value is given to, promised, or received, directly or indirectly, by any person: sexual contact, sexual intercourse, sexually explicit performance, or any other conduct done for the purpose of sexual humiliation, degradation, arousal, or gratification.

*See Wis. Stat. § 940.302(1)(a).*

### **DEBT BONDAGE**

The status or condition of a debtor arising from a pledge by the debtor of his or her personal services or of those of a person under his or her control as a security for debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt or the length and nature of those services are not respectively limited and defined.

*See 22 U.S. Code § 7102.*

The condition of a debtor arising from the debtor's pledge of services as a security for debt if the reasonable value of those services is not applied toward repaying the debt or if the length and nature of the services are not defined.

*See Wis. Stat. § 940.302 (1) (b).*

### **SERVICES**

Activities performed by one individual at the request, under the supervision, or for the benefit of another person.

*See Wis. Stat. § 940.302 (1) (c).*

### **INVOLUNTARY SERVITUDE**

A condition of servitude induced by means of any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition that person or another person would suffer serious harm or physical restraint; or (b) the abuse or threatened abuse of the legal process. *See 22 U.S. Code § 7102.*

### III. Common Myths and Misconceptions

Misconceptions can prevent criminal justice professionals from recognizing signs of trafficking. The following is adapted from the “Top Ten Myths” according to Polaris Project, an international anti-trafficking organization ([www.polarisproject.org](http://www.polarisproject.org)).

**Myth:** Trafficked persons are foreign nationals or immigrants from other countries.

**Fact:** Both U.S. citizens and foreign nationals are victimized and both are protected under federal and state anti-trafficking laws.

**Myth:** Trafficking involves some form of travel, transportation or movement across state or national borders.

**Fact:** The legal definition of trafficking **does not require moving or transporting a victim**, although transportation may be involved in the crime.

**Myth:** Victims of trafficking will immediately ask for help or assistance and will self-identify as a victim of a crime.

**Fact:** Victims of trafficking often do not immediately seek help or see themselves as victims due fear and manipulation by the traffickers.

**Myth:** Human trafficking only occurs in illegal underground industries.

**Fact:** Trafficking occurs in legal and legitimate business settings as well as underground markets. Many industries present in Wisconsin (tourism, hospitality, agriculture) are industries in which trafficking might occur.

**Myth:** There must be elements of physical restraint, physical force, or physical bondage when identifying a trafficking situation.

**Fact:** Trafficking does not require physical restraint, bodily harm, or physical force. Psychological means of control, such as threats, or abuse of the legal process, are sufficient elements of the crime. Minors involved in commercial sex are victims of trafficking whether or not any force, fraud or coercion exists.

**Myth:** Foreign national trafficking victims are always undocumented immigrants or here in this country illegally.

**Fact:** Trafficked persons can be in the United States through either legal or illegal means. Some foreign national victims are undocumented; others have obtained visas.

**Myth:** Human trafficking is the same as human smuggling.

**Fact:** There are fundamental differences between human trafficking and smuggling:

Smuggling...	Human Trafficking...
Is voluntary, always involves border crossing and ends after the border crossing;	Is not voluntary; can occur domestically, with citizen held captive in own country; does not require movement;
Fees are usually paid to the smuggler in advance or upon arrival;	Entails indefinite compelled service and forced exploitation;
Is a crime against a nation's sovereignty.	Is a crime against a person.

**Myth:** Trafficking victims always come from situations of poverty or from small rural villages.

**Fact:** Poverty can be a factor that makes an individual vulnerable but poverty alone is not a single causal factor or universal risk factor for human trafficking. Trafficked victims come from a range of income levels and socioeconomic backgrounds.

**Myth:** Sex trafficking of girls and women is the main form of human trafficking.

**Fact:** Human trafficking includes both commercial sex acts and forced labor or services. Sex and labor trafficking are sometimes connected and individuals can be victims of both types of trafficking. Though the focus is often on women and girls, victims include men and boys. According to Polaris Project, youth within the LGBTQ community may be at a heightened risk for sex trafficking.

**Myth:** If the trafficked person consented to be in their initial situation or was informed about what type of labor they would be doing or that commercial sex would be involved, then it cannot be trafficking or against their will.

**Fact:** Initial consent to commercial sex or a labor setting prior to acts of force, fraud, or coercion is not relevant to the crime, nor is payment. Any minor involved in a commercial sex act is a victim of trafficking whether or not force, fraud or coercion exists.

## IV. Recognizing the Crime

“The locations and settings where trafficking occurs do not always appear suspicious. For instance, **trafficking could be occurring at places frequently visited by the public** such as restaurants or hotels. Therefore, it is important to remember that the key indicators of this crime may not be in the setting itself, but in the conditions and circumstances of the labor involved.”

*(U.S. Department of Justice Anti-Human Trafficking Task Force e-Guide)*

### Indicators of Human Trafficking

Indicators of human trafficking may be encountered when investigating other crimes, such as child pornography, firearms trafficking, street gang activity, pandering, financial crimes, domestic violence, drug trafficking, kidnapping, money laundering, organized crime, petty theft, sexual assault, traffic violations, work place violations.

It is not possible to determine a situation of human trafficking based upon any single indicator; however, the following may raise questions worthy of further inquiry to determine a situation of sex or labor trafficking:

- Any minor involved in commercial sex or survival sex
- Few or no personal possessions and is not in control of his/her own money
- Is not in control of his/her own identification documents (ID or passport)
- Is not allowed or able to speak for himself or herself
- A third party insists on being present and/or interpreting for the person
- Claims of ‘just visiting’ and inability to clarify where he or she is staying
- Loss of sense of time
- Numerous inconsistencies in his or her story
- Appears to be closely controlled or monitored by someone
- Works excessive hours but receives little or no compensation
- Fearful of discussing working conditions
- Unaware that certain unsafe conditions are unlawful
- Lacks medical care or is denied medical services by employer
- Appears malnourished or shows signs of abuse
- Exhibits unusually fearful or anxious behavior after bringing up law enforcement

- A person who has little or no idea where they are geographically located
- Involvement in the commercial sex industry
- Workers transported covertly and under controlled conditions
- Workers sleep in vehicles or on work premises
- Facilities surrounded by barbed wire; bars on the windows; bouncers, guards, cameras or guard dogs; worksites that look like a guarded compound from the outside
- Self-contained camps
- Workers have no means to communicate outside of workplace
- Large numbers of workers living in the same space, particularly in a space not normally suited as a living space

### **Perpetrator Behavior: How Traffickers Control Victims**

It may be difficult to understand why someone who is trafficked would not seek help or try to escape. Circumstances may even indicate some degree of movement and freedom. Keep in mind that no victim of trafficking has real freedom to leave because traffickers have used trickery and psychological and/or physical abuse to instill fear and maintain control. Common tactics used by traffickers to maintain control include:

- Threatens victims with arrest or deportation
- Induces or exploits a drug addiction then controls access to drugs
- Threatens to harm the victim’s friends or family (regardless of their location)
- Charges the victim for things such as food and housing and fines the victim for not meeting quotas or for so-called work rule violations in order to create an insurmountable debt obligation
- Frequently moves the location of operations to create disorientation and to prevent the victim from establishing local relationships or finding local resources
- Employs extreme abusive psychological tactics to create a dependency similar to that seen in kidnapping and domestic violence cases
- Convinces the victim that he or she is always being watched and followed, then dictates or restricts movement under the threat of some kind of punishment
- Isolates the victim to the point that the victim depends on the trafficker for basic survival needs

“Due to the covert nature of the crime, human trafficking will likely come to your attention indirectly. Some examples of state and federal violations that may lead you to uncover elements of human trafficking include: domestic violence crimes, labor disputes, prostitution and pimping offenses, shoplifting, and cases of assault.”

*(The Crime of Human Trafficking: A Law Enforcement Guide, International Association of Chiefs of Police)*

- Isolates the victim so the trafficker is the only interpreter or source of information
- Confiscates legal documents and important papers
- Lies about the validity of documents and papers so the victim is unsure of his or her legal status and fearful of being punished by immigration authorities
- Spreads fear and misinformation about laws to increase the victim's distrust of law enforcement and fear of punishment by the legal system
- Threatens the use of violence
- Commits acts of violence against others in front of the victim
- Perpetrates systematic physical and sexual violence against the victim
- Coerces the victim into illegal acts then builds "evidence" of wrong-doing and convinces the victim that he or she will go to jail if detected
- Pretends to have a relationship with influential people and the police to convince the victim that he or she will not be helped by law enforcement

### Victim Behavior in a Criminal Justice Setting

Agency training, protocol and procedures should take into account that victims of trafficking have experienced extreme trauma. Trauma affects the manner in which the victim provides information. A victim's trauma history can provide insight into how a trafficker's actions threatened and controlled a victim. Procedures, attitudes or personalities that put additional stress on the victim will impede a successful investigation or prosecution of the case. Those who interact with victims should be aware that traffickers instill in victims a fear of cooperating with criminal justice officials as a means to evade detection; therefore, **victim mannerisms, reactions and characteristics may not be what you expect.** Officials should be aware that trafficked individuals:

- May not be able to talk about their experience or relay facts in an organized, linear fashion. It may take time to piece together the information they are providing and to understand the significance of certain details.
- May fear the system because of criminal acts they have been forced into; they may withhold information concerning such acts.
- May believe that protecting the trafficker is the best way to stay safe and keep his or her family safe.
- May exhibit signs of trauma including anti-social, hostile or self-destructive behavior.

"Traffickers are skilled at imposing psychological coercion that often leads to a misdirected focus by law enforcement on the responsibility and willing participation of the victim."

(U.S. DOJ Anti-Human Trafficking Task Force Strategy and Operations e-Guide: [www.ovettac.gov/taskforceguide](http://www.ovettac.gov/taskforceguide))

- May be unaware of laws or rights that protect them from being trafficked.
- May not relate to the idea that they have been trafficked. They may view the trafficker as a “boyfriend” and the abuse as domestic violence or an unhealthy relationship.
- May not want to talk about their situation because they feel ashamed about the type of work they were made to do; it may take time for them to feel safe and comfortable enough to divulge all the facts.
- May believe they are legally obligated to repay their trafficker due to “contracts” they signed or other agreements made that they erroneously believe to be legal obligations.
- May believe that when their “debt” is paid or a certain amount of time has passed, they will be free from harm.
- May have practical concerns about how to meet their survival needs if they leave the trafficker or if the trafficker gets in trouble.
- Are better able to cooperate when you listen to their needs and help identify the services that are available to them (counseling, medical attention, social services, housing, food, etc.).

## V. Victim Safety & Cooperation

### Collaborate to Improve the Case

The safety and well-being of victims should be the primary concern at each stage of the criminal justice process. A victim will simply not be able to fully cooperate with officials if his or her safety and survival needs cannot be met. However, it is unlikely that a single agency is going to be able to address the needs of a trafficked person which might include safety, health, emotional, legal and basic needs such as clothing, food and housing.

Collaboration through a multi-agency and multi-disciplinary approach has been shown to help address criminal justice system goals while attending to the needs of the victim. Agencies throughout the country have formed committees and task forces to establish and facilitate coordinated responses to the crime of human trafficking in their communities. Effective collaboration requires partnerships and pre-planning amongst criminal justice officials, mental and medical health care providers, housing and food assistance programs, crime victim service providers, local ethnic community leaders and legal advocates, including immigration experts. **The United States Department of Justice has compiled an operations guide for agencies interested in forming an anti-trafficking task force. The guide is available online ([www.ovcttac.gov/taskforceguide](http://www.ovcttac.gov/taskforceguide)).**

## Finding Services & Community Partners

Taking the time to find out where victims can receive services in the community is time well spent. Pre-planning and cultivating relationships with service providers is the cornerstone of being prepared for a human trafficking case. When an agency has help meeting a victim's needs, investigators can better focus on the investigation or prosecution.

**The more support the victim has, the less dependent he or she will be on the trafficker,** and the more capable he or she will be of cooperating with an investigation or prosecution. Consult the WI DOJ HT website [BeFreeWisconsin.com](http://BeFreeWisconsin.com) and the DOJ Office of Crime Victim Services [www.doj.state.wi.us/ocvs](http://www.doj.state.wi.us/ocvs) for information about victim services.

There are a variety of services available for victims of crime, many of which might be adapted to assist a victim of human trafficking. Essential services may come from private or public local, state or federal sources depending on the circumstances involved. It is most desirable to locate services in the community where the victim lives to achieve continuity and long-term assistance.

The following partners may be helpful in creating a collaborative approach to combat trafficking in your community. Agencies should be mindful that even organizations with broad experience working with victims of crime may not have experience with the crime of human trafficking. Continued communication and cooperation may be necessary to ensure the immediate needs of victims are met.

**Social Service Agencies:** Social service providers can conduct ongoing assessments to identify victim needs and make proper service referrals throughout the life of a case. If a victim is to gain independence from his or her trafficker, suitable employment, education and housing alternatives must be identified. Referrals for health, nutrition and child care assistance can found at <https://access.wisconsin.gov/> and a list of contacts for Wisconsin Department of Human Services programs for which victims may be eligible is online at [www.dhs.wisconsin.gov/data/servicesearch.asp](http://www.dhs.wisconsin.gov/data/servicesearch.asp).

**Federal Agencies:** In some cases it might be beneficial to arrange for a multi-agency case conference to discuss and/or coordinate the investigation or prosecution of a case. Agencies should identify proper contacts at U.S. Attorney's Offices, the FBI and ICE for this purpose.

**Community-Based Victim Support Services:** There are many victim service organizations throughout the state which may be able to help victims by providing support, counseling, language services, shelter, legal advocacy, etc. The Department of Justice maintains a online directory of some victim service agencies, which can be searched by county ([www.doj.state.wi.us/ocvs/find-local-crime-victim-services](http://www.doj.state.wi.us/ocvs/find-local-crime-victim-services) ). 211 Online provides links to an online database of community services in Wisconsin ([www.211.org](http://www.211.org)).



**Community, Ethnic and Faith-Based Service Organizations:** Many communities have non-governmental groups that provide services such as housing, food assistance, clothing and financial assistance to community members in need. Organizations that provide services and social opportunities to specific ethnic groups are a valuable resource for providing culturally competent services and referrals for trafficked persons of the same ethnic background.

**State Coalitions:** The Wisconsin Coalition Against Sexual Assault (WCASA) and End Domestic Abuse Wisconsin provide training and technical assistance to local service providers on various victim issues, including human trafficking. Each coalition maintains a directory of local domestic violence and sexual assault agencies on their website: [www.wcasa.org](http://www.wcasa.org) and [www.endabuse.wi.org](http://www.endabuse.wi.org).

**Wisconsin Department of Justice Victim Resource Center (VRC):** The VRC assists victims in understanding their rights as crime victims and can assist victims in navigating the criminal justice system. For more information, call 608-264-9497 (victims can call toll-free 1-800-446-6564) or go online: <https://www.doj.state.wi.us/ocvs/victim-rights/victim-witness-rights>

**Wisconsin DOJ Crime Victim Compensation Program:** Victims of crime may qualify to receive reimbursement for certain expenses related to their victimization to meet needs such as mental health or medical services, providing victims meet the program criteria. For more information, call 608-264-9497 (victims can call toll-free 1-800-446-6564) or go online: [www.doj.state.wi.us/ocvs](http://www.doj.state.wi.us/ocvs).

**Wisconsin Department of Justice Safe at Home Program:** Safe at Home is a statewide address confidentiality program that provides victims of actual or threatened domestic abuse, child abuse, sexual abuse, stalking, and trafficking, or those who simply fear for their physical safety with a legal substitute address to be used for both public and private purposes. Enrollment in Safe at Home allows participants to use and receive mail at an assigned address in lieu of their actual address. Safe at Home then forwards mail from the assigned address to participants' actual addresses free of charge. The program can be reached at (608) 266-6613 or [safeathome@doj.state.wi.us](mailto:safeathome@doj.state.wi.us). More information is online at <https://www.doj.state.wi.us/ocvs/safe-home>

**Wisconsin Department of Workforce Development Bureau of Migrant, Refugee & Labor Services:** The Special Programs Section of this state agency helps coordinate services to all migrant workers and employers who hire foreign and Limited English Proficient (LEP) workers. Find staff contacts at <https://dwd.wisconsin.gov/jobservice/MSFW/contact.htm>.

“Federal, state, and local law enforcement, prosecutors, victim service providers, and NGOs [non-governmental organizations] should establish formalized channels of communication **rather than relying on traditional reactive solicitation of information** about a specific case, organization or individual.”

*(Study of Law Enforcement Response to Human Trafficking and the Implications for Victims, National Institute of Justice, 2006)*

### **Wisconsin Department of Children and Families Refugee Assistance Services Programs:**

This state-level agency provides services through partner agencies to provide bilingual and bicultural employment services and supportive services such as health screening, English classes, vocational training and job application support. More information is online at: <https://dcf.wisconsin.gov/refugee/about>.

**Child Protective Services:** The Wisconsin Child Protective Services program is a state-supervised and county run program in 71 counties. (The exception being Milwaukee County CPS; it is administered by the state Bureau of Milwaukee Child Welfare.) Sex trafficking and sexual exploitation are both forms of child abuse, even if the perpetrator is unrelated to the child. Find contact information for your county at: <https://dcf.wisconsin.gov/reportabuse>.

### **Tips for Interviewing Victims**

The following tips are adapted from the International Chiefs of Police publication *The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation*:

- Be aware that traffickers might not be easy to distinguish from victims and understand that some victims may have had to “collaborate” in order to survive.
- Educate yourself on trauma, its impact and effects, or collaborate with a trauma specialist to assist with interviews.
- Adopt a compassionate and non-judgmental manner.
- Conduct interviews while in plain clothes, if possible.
- Conduct interviews individually and in private, remembering that the victim may need a counselor or attorney present for support.
- When an interpreter is needed, select a skilled interpreter who you are confident is in no way connected to the traffickers.
- Do not begin your interview with questions about documentation or legal status as this may frighten or confuse the victim and interfere with building trust.
- Do not ask “Are you a trafficking victim?” Many victims do not identify as such.
- Allow interviewees to describe what happened to their counterparts before focusing on the victim’s own suffering; it is often easier for them to begin by talking about what happened to other people.
- Victim interviews alone may not be determinative; successful trafficking investigations should take the entire situation into consideration.
- Be aware that physical removal from the situation and even a successful prosecution of a trafficker may not mean victims or their families are free from reprisals from the traffickers. The victim’s safety should be of ongoing concern.
- It is recommended that counseling services be offered to the victim sometime before the conclusion of the interview.

## **Guidelines for Using an Interpreter**

If a victim is not proficient in English, an appropriate interpreter must be located as soon as possible to address victim safety issues and ensure a proper investigation. Keep in mind that a victim may be able to speak English but not read or write in English. When choosing an interpreter keep the following in mind:

- The interpreter should not be a relative of the victim or anyone who knows the victim except perhaps to establish the language needs of the victim so an appropriate interpreter can be located.
- If the victim brings his or her own interpreter, be aware that the person may be part of the criminal enterprise that is perpetrating the trafficking.
- Be wary of using interpreters from the same community or a person who appears to speak for the victim. Conduct a brief screening of the interpreter before beginning the interview to see if they may know the victim or the alleged trafficker(s) or have any friends or relatives that may know the victim or trafficker(s).
- Never, under any circumstances, use a minor as an interpreter. Although this may seem to be a convenient alternative to waiting for or locating an interpreter, there are serious safety and ethical concerns associated with using a child to interpret for a victim.

## **Interview/Screening Questions**

Assessment and interviewing/screening tools for criminal justice and other professionals are available from a variety of sources, including the United States Department of Health and Human Services ([www.acf.hhs.gov/trafficking](http://www.acf.hhs.gov/trafficking)) and the Polaris Project ([www.polarisproject.org](http://www.polarisproject.org)). Reviewing and adapting such tools may assist in agency protocol development and training. The Wisconsin Child Sex Trafficking and Exploitation Indicator and Response Guide is available at [www.dcf.wisconsin.gov](http://www.dcf.wisconsin.gov).

Interviewers should keep in mind that at first it may be easier for a victim to describe the conditions of others with whom they were trafficked than to relay details of their own experience. Screening questions can be adjusted to provide this line of questioning until a victim is comfortable sharing details of his or her experience. Recommended screening questions generally employ the use of open ended questions to assess the following areas:

### **General Well-Being**

- How do you feel? When was your last meal? Do you need something to eat or

drink? Do you have any illness or physical ailments bothering you?

- When was the last time you were seen by a doctor? Where did you go to see the doctor? Do you have any illness or chronic condition that requires medication? If so, do you have access to that medication?
- What kinds of activities do you do throughout the day? Describe a typical day.
- Who do you spend time with? Are you around others throughout the day? Do you have friends or family that you feel you can confide in? Do you have the opportunity to meet new people and make friends?
- Has there ever been a time when you went without food, water, sleep or medical care? How often does this happen?

### **Force, Fraud and Coercion Indicators**

- Have you seen others threatened or harmed? Tell me what happened. Have you ever been afraid that might happen to you?
- Has there ever been a time when someone made you do something you didn't want to do? When was this? How did it happen? How often does this happen?
- Do you feel safe right now? Have you ever worried that a friend or family member might be harmed?
- What would happen if you didn't return to [trafficker, boyfriend, person suspected of facilitating the trafficking]?
- Have you ever been threatened? Have you been physically harmed?
- What kind of threats have you experienced? Do you think they could carry out those threats?

### **Labor Conditions**

- How do you make money? Tell me about your job. How did you find out about the job?
- How do you get food and clothing and the things you need?
- Describe a typical work day. When do you start and when do you finish? What types of tasks do you do? Is any of the work you do dangerous?
- Do you live and work in the same place?
- How and when are you paid for the work that you do? Do you cash your own

paycheck? Does your employer hold your money? Do you have access to that money whenever you want?

- What are some of the work rules that you have to follow?
- What would happen if you decided to leave your job?

### **Living Conditions & Freedom of Movement**

- Where do you live? Does anyone else live there with you? What are the people you live with like? What are the sleeping arrangements? Do you have privacy?
- How often do you leave your home? What do you do when you leave your home? Do you ever leave your home alone? Do you have neighbors?
- Are there activities that you enjoy outside the home?
- Tell me what would happen if you left your home or job.
- Tell me about the rules in your home.
- Are there any rules about when you or others eat, sleep or use certain areas of the house/apartment? Who makes those rules? What happens if someone breaks those rules?
- Are there locks on your doors and windows? Do they prevent you from leaving?

## **VI. Statutory Obligations to Victims**

Victims of human trafficking have the same rights as other victims to ensure they are kept informed and able to cooperate with the investigation and prosecution of crime. Victims of crime in Wisconsin have special constitutional rights (see Wis. Constitution Article I, § 9m) and statutory rights (see Wisconsin Statutes Chapter 950). Victims of federal crimes also have special rights, as guaranteed by federal law see (18 U.S.C. 3771 (e)). Criminal justice agencies should be aware of their obligations according to these laws.

### **State Crime Victim Rights**

Victims of crime in Wisconsin have rights that help keep them informed, present and heard during the case, including but not limited to the following constitutional rights.

See Wis. Constitution Article I, § 9m.

- To a timely disposition of the case
- Notification of court proceedings
- The opportunity to attend court proceedings

- The opportunity to confer with the prosecution
- The opportunity to make a statement to the court at disposition
- To receive information about the outcome of the case and the release of the accused
- To seek crime victim compensation [a program which may in some cases reimburse victims for certain expenses directly related to the crime]
- To seek restitution from the offender
- To reasonable protection from the accused

Wisconsin Statutes Chapter 950 mandates how victims' rights and services are implemented. For example, there are sections specific to law enforcement agencies and district attorney offices. Be aware that some rights need to be requested while others are automatic. For assistance in determining a victim's rights, call the Department of Justice Victim Resource Center at 1-800-446-6564. For more about victims' rights, go to [www.doj.state.wi.us/ocvs](http://www.doj.state.wi.us/ocvs).

### **Duty of Law Enforcement Agency to Provide Written Information**

Wisconsin Stat. § 950.08(2g) requires that law enforcement provide victims of crime with specific written information within 24 hours of having contact with the victim. The information that must be given to a victim includes contact information for custodial agencies and service agencies and a full list of the victim rights contained in Wis. Stat. § 950.04 (1v). The Department of Justice has developed a sample form that contains all of the elements required by the statute. It can be downloaded and adapted for use by local agencies ([www.doj.state.wi.us/cvs](http://www.doj.state.wi.us/cvs) or call 1-800-446-6564).

### **Duties of Prosecutors**

District attorneys must provide victims of crime specific written information as soon as practicable and no later than 10 days after the initial appearance or 24 hours before a preliminary examination (whichever is earlier) of a person charged with a crime. The information must include a statement of procedure for prosecuting a crime, a list of the rights of victims under Wis. Stat. § 950.04 (1v) and information about how to exercise those rights, who to notify with a change of address or to request notices, the procedure to apply for crime victims compensation and the person to contact for more information about the case. See Wis. Stat. Chapter 950.08(2r).

### **Duty to Expedite Proceedings Involving a Child**

The court and the district attorney are bound to take action to ensure a speedy trial in order to minimize the length of time a child must endure the stress of the case in which he or she is the victim. The court shall consider and give weight to any adverse impact a delay or continuance may have on the well being of a child victim or witness. *See Wis. Stat. Chapter 971.105.*

## Federal Crime Victim Rights

When a crime is being investigated and prosecuted by federal authorities victims have the following rights in accordance with federal law [see 18 U.S.C. 3771 (a)]:

- To be reasonably protected from the accused
- To reasonable, accurate, and timely notice of any public court proceeding, or any parole proceeding, involving the crime or of any release or escape of the accused
- To not be excluded from any such public court proceeding, unless the court, after receiving clear and convincing evidence, determines that testimony by the victim would be materially altered if the victim heard other testimony at that proceeding
- To be reasonably heard at any public proceeding in the district court involving release, plea, sentencing, or any parole proceeding
- The reasonable right to confer with the attorney for the Government in the case.
- To full and timely restitution as provided in law
- To proceedings free from unreasonable delay
- To be treated with fairness and with respect for the victim's dignity and privacy
- To be informed in a timely manner of any plea bargain or deferred prosecution agreement
- To be informed of the rights under this section and the services described in section 503(c) of the Victims' Rights and Restitution Act of 1990 and to be provided contact information for the Office of the Victims' Rights Ombudsman of the Department of Justice.

For more information about federal victim rights, contact the Victim Witness Assistance Unit in the U.S. Attorney's Office prosecuting the crime.

## VII. Victims and Immigration Issues

Due to the complexity of immigration law, this document does not attempt to provide a comprehensive guide to immigration remedies for trafficked persons. A brief discussion of special immigration issues related to victims of trafficking is included below but agencies should consult an immigration expert for advice related to a specific case. In general, agencies should be aware of the following for victims of sex or labor trafficking:

- There are special immigration remedies (temporary, short-term and long-term) for victims of certain crimes, including sex and labor trafficking, that exist so that victims of these crimes can work and remain in the country in order to assist with an investigation or prosecution.
- Foreign victims of human trafficking may be eligible for federal or state benefits to help meet survival needs.
- Federal law requires that federal, state or local officials notify the US Department of Health and Human Services within 24 hours if discovering a child who may be a foreign victim of human trafficking, in order to facilitate services and assistance. (See “Child Victims” section, below.)
- The National Immigrant Women’s Advocacy Project has compiled a Wisconsin-specific guide to state-funded public benefits that immigrant crime victims are legally eligible to access: <http://niwaplibrary.wcl.american.edu/pubs/wisconsin-benefits/>
- “Continued Presence” is a temporary immigration status provided to individuals identified by law enforcement as victims of human trafficking to allow victims to remain in the U.S. during the ongoing investigation. Find more information from the U.S. Immigration and Customs Enforcement brochure available online at: <https://www.ice.gov/doclib/human-trafficking/pdf/continued-presence.pdf>
- Trafficked persons are exempt from immigration violations by virtue of their status under the federal TPVA.
- Agencies may be asked to provide documentation as part of the process of securing immigration remedies and/or federal benefits. Protocol should be developed to process such requests.
- If a victim is not proficient in English, an appropriate interpreter must be located as soon as possible to address victim safety issues and ensure a proper investigation. Keep in mind that a victim may be able to speak English but not read or write English. *See previous section on Guidelines for Using an Interpreter.*



## Child Victims

**Federal law requires** that federal, state, or local officials notify the U.S. Department of Health and Human Services (HHS) within 24 hours of discovering a child *who may be* a foreign victim of trafficking, to facilitate the provision of services and assistance.

See 22 U.S.C. § 7105. Officials should notify the Office on Trafficking in Persons by emailing [ChildTrafficking@acf.hhs.gov](mailto:ChildTrafficking@acf.hhs.gov) or calling 202-205-4582. To the extent possible, officials should provide the child's name, age, location, and country of origin; location of exploitation and suspected form of trafficking; and official's contact information or other preferred point of contact. Individuals can also contact an OTIP Child Protection Specialist at 1-202-205-4582 about a child who may be a victim of trafficking eligible for assistance.

## T and U Visas

T and U visas are immigration programs specifically for victims of certain of serious crimes. Although the victim (or their advocate or attorney) completes the main portion of a T or U visa application, the U.S. Citizenship and Immigration Services (USCIS) requires verification that the victim has cooperated with reasonable requests (except for T visa cases in which the victim is under 18 or suffers severe trauma). This verification can take the form of a law enforcement "declaration" or "certification" which is provided to the victim (or his or her attorney) by the certifying agency.

Information about these visas and certifications is available online at:

<https://www.uscis.gov/tools/information-law-enforcement-agencies-and-judges>

### **For More Information About Immigration Issues Related to Human Trafficking:**

*U.S. Citizenship and Immigration Services (USCIS) Immigration Resources for Law Enforcement*

- Law enforcement agencies may call the USCIS with questions about immigration issues related to victims of human trafficking at 802-527-4888 or refer to the Law Enforcement section of the [USCIS webpage](#).
- Detailed information about immigration remedies for victims of crime is available online at <https://www.uscis.gov/humanitarian/victims-human-trafficking-other-crimes>
- USCIS provides training for law enforcement and community based organizations about the forms of relief offered to victims of human trafficking, domestic violence and other crimes. To receive training on this topic, send an email to: [T\\_U\\_VAWATraining@uscis.dhs.gov](mailto:T_U_VAWATraining@uscis.dhs.gov).

*U.S. Department of Homeland Security Resources for Law Enforcement*

- [Video on the immigration relief process and paperwork for law enforcement](#)
- [Roll-Call Video \(Part 1\)](#) (Law enforcement experts explain human trafficking)
- [Roll-Call Video \(Part 2\)](#) (Law enforcement experts explain immigration relief)
- [Information for Law Enforcement Officials \(PDF\)](#)
- [Pamphlet on victim support \(PDF\)](#) for law enforcement, first responders, and healthcare professionals
- [Immigration Options for Victims of Crimes Brochure \(T Visa, U Visa, and VAWA\) \(PDF\)](#)
- [Brochure on Continued Presence \(PDF\)](#)
- [U visa law enforcement certification guide \(PDF\)](#)

*U.S. Office of Justice Programs office for Victims of Crime*

- [Faces of Human Trafficking Video Series](#)
- [Building Effective Collaborations to Address Human Trafficking](#)

## **VIII. Agency Preparedness**

An effective response to the crime of human trafficking requires that agencies have protocol and procedures that will be effective in the community in which they operate. Some communities will be fortunate to have established partnerships with organizations that are willing to lend their services and expertise to assist on human trafficking cases; others will need to build such partnerships within their community and/or region.

There are many protocols and guides available to help an agency develop its own procedures or task force (see Resources section below). **An agency self-assessment is a first step for leadership to identify immediate, short-term and long-term objectives to improve agency response to human trafficking.**

## Agency Self-Assessment

The preceding guide contains information and referrals to start an agency on the path to strengthening its response to human trafficking. Some of the following questions might be considered when assessing whether the agency is prepared to investigate or prosecute a human trafficking case:

### **1. *Would members of the agency recognize a potential human trafficking case?***

Has staff received training on the elements of the laws that prohibit trafficking?

Has staff received training on behavioral indicators of victims and perpetrators and red flags that might indicate a potential trafficking situation?

Would agency staff be misled by the common myths and misperceptions?

Is staff aware of how to respond to a request for a law enforcement agency certification or declaration?

Does the agency have jurisdiction in a community that supports an industry in which trafficking frequently occurs (hospitality, tourism, agriculture)? If so, has staff considered aspects about human trafficking relevant to that industry?

### **2. *Is the agency capable of a rapid response if a potential trafficking case arises?***

Do clear standard operating procedures exist for the front line officer who encounters a trafficked person?

Is there protocol for assessing the immediate safety needs of a potential victim?

Is there a policy directing the mandatory notification to child welfare when an officer suspects a child is being trafficked?

Are there measures in place to protect a person presumed to be a victim of human trafficking?

Are contacts identified with local partners who could provide services for victims including an assessment of needs including medical attention, psychological support, housing, transportation and other forms of direct assistance?

Is there a task force or a local coordinated community response team that might provide a starting point for collaboration and coordination of services for a victim of trafficking? If so, is the agency participating on the team?

Has the agency discussed the protocol for a human trafficking case with its federal agency partners, such as the U.S. Attorney's Office, ICE or the FBI? Are contacts at each agency identified?

Has the agency discussed the protocol for a human trafficking case with its local or state criminal justice agency partners? Are contacts at each agency identified?

Has the agency developed foreign language resources? Do those who interact with potential victims and perpetrators know how to access those resources? Are there guidelines for choosing/using an interpreter to ensure victim safety and independence from traffickers?

Are there ethnic and community organizations in the locality or region that can provide basic services specifically to special populations? Does the agency have a relationship with these agencies?

**3. Are agency staff aware of their statutory obligations to victims regarding the provision of rights and services?**

Is staff familiar with the state's crime victims' rights obligations and how to assist victims in exercising their rights?

Is there protocol for communicating victims' rights and referrals to services?

### **Resources for Task Force and Protocol Development**

There are a variety of sample protocol, task force and training toolkits which can be consulted and/or adapted for agency use. Such samples should be evaluated carefully and may need to be adjusted to more accurately reflect the elements of Wisconsin's law. Click on the bold text to be connected to resource:

- **The International Chiefs of Police Association Law Enforcement Guide**
- **Department of Homeland Security Anti-Human Trafficking Resources for Law Enforcement**
- **[Anti-Human Trafficking Task Force Strategy and Operations e-Guide](#)**
- **[National Institute of Justice Sex Trafficking: Identifying Cases and Victims](#)**
- **U.S. Dept. Health and Human Services Rescue & Restore Tool Kit for Law Enforcement**
- **United Nations First Aid Kit for Law Enforcement First Responders In Addressing Human Trafficking**
- **Dept. Homeland Security Web-based Human Trafficking Training Course for Law Enforcement**
- **Human Trafficking Prosecution Unit Web Page (U.S. Dept. of Justice)**
- **Guidelines for an Effective Coordinated Community Response to Sex Trafficking of Youth (2017 Wisconsin Anti-Human Trafficking Task Force)**

# NOTES

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