

Human Trafficking in North Carolina: Strategies for Local Government Officials

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CONTENTS

The Basics	3
Definitions	3
Environmental Conditions That Enable Trafficking	3
Common Working and Living Conditions of Victims	4
Physical and Behavioral Indicators of Victims	4
The Phases of Trafficking and Intervention	5
What Does Human Trafficking Have to Do with Local Government?	7
Local Government Acting as the Eyes and Ears of a Community	7
Issues Facing Local Governments Internationally	9
State Legislative Efforts in North Carolina	9
Collaborative Efforts in North Carolina	10
Coordinated Efforts Taking Place Nationally	15
Conclusion	17

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Appendix A: Twenty-Five Business Models of Human Trafficking	20
Appendix B: Timelines of Key Legislation Related to Human Trafficking	23
Timeline of Federal Laws Recognizing Human Trafficking	23
Timeline of North Carolina Legislation Related to Human Trafficking	24
Appendix C: Power and Control Wheel	27
Appendix D: The Elements of Human Trafficking	28
Appendix E: Greenville Proclamation Declaring January Human Trafficking Awareness Month	29

Human trafficking is a human rights violation whereby traffickers force, fool, or frighten others into performing labor or sex acts for profit. Trafficking is a multifaceted challenge requiring multidisciplinary and cross-jurisdictional approaches to prevention, intervention, and response. Because no agency at the local, state, or federal level is solely or primarily responsible for addressing the problem, people and organizations that attempt to do so must take a collaborative approach, sharing the necessary authority, expertise, resources, and access to services that are vital for success. Also, since the lines between categories of victimization inevitably blur, an organization set up to deal with one issue—the immigration status of adult victims of labor trafficking, for example—is likely also to come into contact with other, overlapping problems. The purpose of this bulletin is to suggest ways in which this frightening and complex issue can be viewed through the lens of local government.

The bulletin begins with a discussion of the basics: what human trafficking is, how it operates, and where it tends to turn up. This is followed by an examination of human trafficking as a local government concern. A sampling of current efforts to address the problem is presented, along with the backstory of how individuals and organizations first became aware of the issue and how they responded to it. Included are descriptions of key pieces of legislation designed to confront the issue and the primary business models followed by traffickers. The bulletin concludes by outlining six strategies that local government leaders can take to address human trafficking in their communities.

The Basics

Definitions

Legal definitions of human trafficking tend to vary according to the person affected, the type of activity, or the jurisdiction, but in all cases, victims are manipulated, physically forced, threatened, or otherwise coerced into selling their bodies and labor.¹ The important thing to remember is that all victims share some form of vulnerability and that traffickers control their actions for profit.

Both a criminal act and a human rights violation affecting communities worldwide, human trafficking can be a difficult crime to spot because its victims look like ordinary people. Also, traffickers intentionally choose—or create—people with serious vulnerabilities, ranging from social isolation to poverty to addiction to physical weakness to immigration status and beyond.

Further complicating the issue is that those who benefit from trafficking also tend to be ordinary people, the farmer or restaurateur who trafficks in forced labor, for example. According to one study conducted in Chicago, the primary customers of commercial sex are middle-class men who come from a range of ethnicities and have some college education.² Another study conducted in the United Kingdom reported similar findings.³

Since the perpetrators, customers, and victims of human trafficking can be as ordinary looking as the rest of us, it is not useful to focus on stereotypical images of who might be involved. The more practical approach is to identify the actual circumstances in which trafficking tends to occur.

Environmental Conditions That Enable Trafficking

The following list contains economic and physical characteristics common to many communities:

- tourist destinations,
- large public events,
- seasonal farm work,
- online advertising opportunities,
- interstate highways,
- truck stops,
- highway rest stops,
- military bases,
- factories,
- international borders.

1. The definitions and indicators presented here were adapted from the Project No Rest website, projectnoreset.org.

2. Rachel Durchslag and Samir Goswami, “Deconstructing the Demand for Prostitution: Preliminary Insights from Interviews with Chicago Men Who Purchase Sex” (Chicago: Chicago Alliance against Sexual Exploitation, May 2008), slaverynomore.org/wp-content/uploads/2011/07/Deconstructing-the-Demand-for-Prostitution.pdf.

3. Melissa Farley, Julie Bindel, and Jacqueline M. Golding, “Men Who Buy Sex: Who They Buy and What They Know” (London and San Francisco: Eaves and Prostitution Research and Education, December 2009), <https://i1.cmsfiles.com/eaves/2012/04/MenWhoBuySex-89396b.pdf>.

Each of these features creates opportunities for traffickers to market, transport, or connect victims with sex and labor buyers.

Common Working and Living Conditions of Victims

Signs that trafficking might be happening range from the overt (sexual solicitation) to the subtle (buildings with windows that are always covered). Individual and group victims of human trafficking

- are not free to leave and are unable to come and go as they wish;
- provide sexual acts or physical labor in exchange for services/benefits;
- are minors who perform sex acts for pay;
- are managed by a pimp or someone who will not leave them alone;
- are unpaid or paid very little, in cash, and off the books;
- work long or unusual hours;
- are not allowed to take breaks or rest; are given inadequate amounts of food or have unusual restrictions at work;
- owe a large debt they are unable to pay off;
- are recruited through false promises concerning the nature and conditions of the work;
- live or work in places that feature tinted, boarded-up, or barred windows, barbed wire, security cameras, locked doors and gates, or anything else that limits sight or physical access.

Physical and Behavioral Indicators of Victims

Individual victims might act in one or more of the following ways or display one or more of the following conditions:

- exhibit fearful, anxious, depressed, submissive, tense, or nervous/paranoid behavior;
- demonstrate anxiety or fear at the mention of, or when in the presence of, law enforcement;
- avoid eye contact;
- have a skinny or malnourished appearance;
- lie about their age or identity or their employer;
- show signs of physical or sexual abuse, physical restraint, confinement, torture, or exposure;
- have tattoos that brand them as property of particular traffickers;
- show no indication of having had access to medical care;
- have recurrent sexually transmitted infections or take regular pregnancy tests;
- claim to be “just visiting” or are unable to specify where they live;
- do not know where they are or what city they are in;
- have no sense of time or day;
- have few personal belongings;
- wear the same clothes all the time or clothing inappropriate for the season;
- behave in sexually provocative ways;

- are unable to speak for themselves in the absence of a third party;
- seem overly attached to one person or another person is overly attached to them;
- stay in constant contact with a third party via phone and/or text;
- possess multiple phones or hotel room keys;
- are not free to leave or to come and go as desired or to communicate with friends or family;
- get paid mostly in cash (no financial records or bank account) and are not in control of their own money;
- do not possess their own identification documents;
- are not allowed adequate food or sleep or work breaks;
- hold large debts that can never be paid off.

No single indicator “proves” human trafficking is taking place, but any of these indicators usually warrant extra attention. The presence of multiple indicators should elicit an immediate evaluation of the potential risk.

The Phases of Trafficking and Intervention

The process of human trafficking works as a kind of chain, with each stage building upon the one preceding it.⁴ The chain leading up to exploitation involves three phases, as follows:

- *Pre-departure/recruitment*—The trafficker seeks out potential victims by noticing apparent vulnerabilities, makes initial contact, and begins to build relationships that will later be exploited.
- *Travel*—The trafficker moves victims to places where they will be exploited.
- *Destination/exploitation*—Victims are sold or exploited for the benefit of the trafficker.

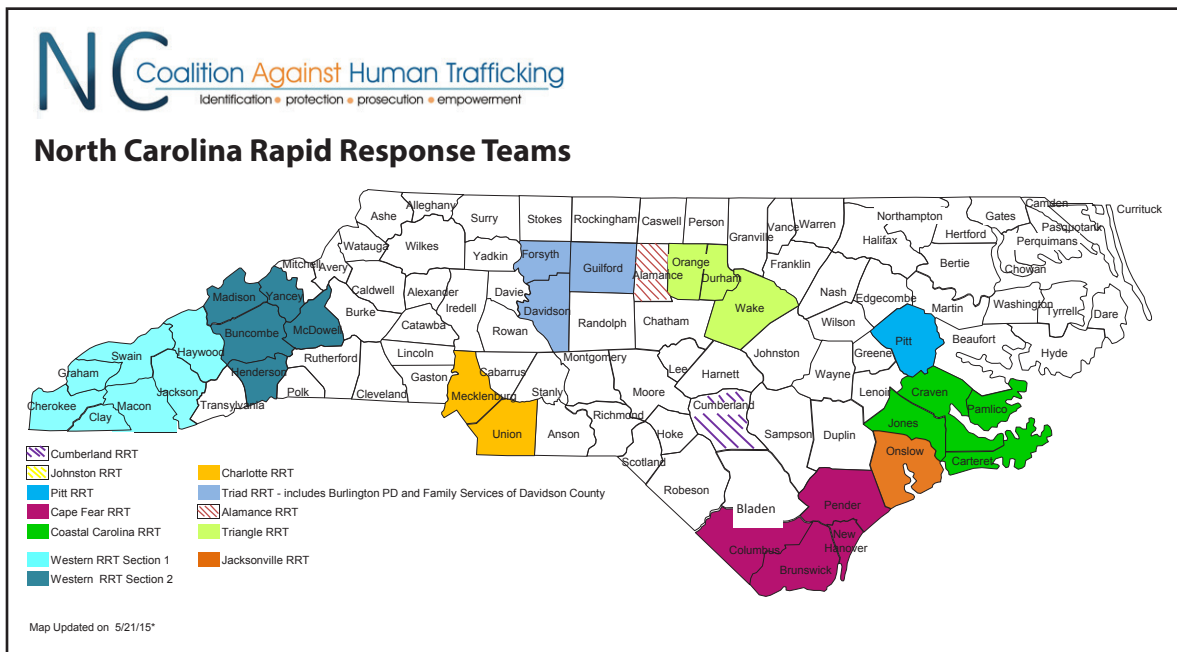
Once the victims of human trafficking are recognized, the community should, ideally, implement two distinct phases of intervention:

- *Reception/detention*—Victims are taken to a place of safety, and a rapid response team⁵ or other multidisciplinary planning group generates strategies for securing their immediate safety and taking a needs assessment. This critical phase encompasses the first 24 to 72 hours following intervention. (See Figure 1.)
- *Assistance, after care, reintegration*—Various community service providers become involved to deal with both the basic needs (food, shelter, safety) and vulnerabilities of the victims (traffickers take advantage of language barriers, addictions, social disconnection, illiteracy, non-legal status, poverty, unstable mental health, homelessness, immigration status, history of physical or sexual abuse, sexual identity, etc.). Victims will require a long-term plan to rest, heal, reorganize, or relearn their lives. In order to be successful, this

4. This section is informed primarily by “Human Trafficking and the Role of Local Governments,” written by Madevi Sun-Suon and published by UNITAR (United Nations Institute for Training and Research), unitar.org. The report can easily be found by Googling the title.

5. Rapid response teams (RRTs) generally include social workers, emergency responders, and law enforcement personnel who assist in the first 24 to 72 hours of an identified victim’s recovery and rehabilitation process. One source of assistance in locating or creating a RRT in your community is the North Carolina Coalition against Human Trafficking, founded in 2004.

Figure 1



challenging phase must be informed by the unique experiences of each individual involved in the process.

While the terms used to describe these phases may vary, the hoped-for impact of each phase tends to be described consistently. An important point to remember, however, is that it is not desirable to use the terms *rescue* or *save* to describe the intervention phase. Both terms are inaccurate because they suggest that simply moving victims from an unsafe to a safe place accomplishes the task of removing them from lives of trafficking. These descriptors are also inappropriate because they define the victims as weak or helpless and cede to the rescuers the same amount of power wielded by the traffickers. In addition, because the labor forced on victims is often ordinary in nature, such as childcare or factory work, it is important to consider the indicators present in any situation rather than make stereotypical assumptions about how human trafficking shows up in a community.

Not surprisingly, Hollywood takes a good deal of creative license in dramatizing the trafficking chain, as in the 2008 film *Taken*, a blockbuster starring Liam Neeson. Unlike in the film, real-life recruitment is less a snatch-and-grab kidnapping and more a long-term effort to identify and cultivate victims. Traffickers are skilled at recognizing vulnerabilities in potential victims and using them to make their victims dependent on them for feeling a sense of belonging, easing their sense of isolation, or enabling their chemical addictions. For this reason, victims might not see themselves as needing to be rescued and might choose to return to the same situation.

What Does Human Trafficking Have to Do with Local Government?

Quite a bit, in both obvious and indirect ways, since trafficking occurs in rural, urban, and suburban settings around the world and its victims are foreign- as well as domestic-born.

Local Government Acting as the Eyes and Ears of a Community

The most immediate link to be made between local government and human trafficking is likely the direct involvement of law enforcement and the judicial system. In addition, however, social services departments, because they work with vulnerable populations, can assist in identifying and intervening in human trafficking—and perhaps keep it from happening. At-risk children and youth are especially vulnerable to human trafficking. This makes it critical that child protective services and foster care services staff become aware of its social and physical indicators.

People also might not recognize how garbage collectors, environmental inspectors, and other public workers are in good positions to identify instances of human trafficking. By providing services that connect with the daily lives of their residents, local government staff can serve as the eyes and ears of their communities by becoming aware of the vulnerabilities of potential victims and the indicators of existing trafficking. Appendix A describes the twenty-five business models of human trafficking, a framework local government officials can use in their unique roles to assess how they might intersect with victims, customers, or traffickers.

People can easily choose to avoid supporting the sex trafficking industry by not buying sexual services. Labor trafficking, however, can be well hidden within everyday commercial enterprises, such as manufacturing and food production. Local governments as well as individuals and organizations have probably benefited from labor trafficking without realizing it. (For a discussion of the extent to which local governments might address labor trafficking and fair trade policies through their purchasing practices, see the sidebar by Frayda S. Bluestein and Norma R. Houston titled “How Can Local Governments Address Labor Trafficking?”)

Below is a list of ten factors that facilitate human trafficking in its many forms, involving both minors and adult victims and applicable to both labor and sex trafficking. These perceived factors, which speak to the universality of the challenge and the importance of both awareness and cooperation across organizations, are as follows:⁶

1. non-identification of trafficking situations by law enforcement and community members;
2. lack of awareness and education among the general public and direct service providers;
3. vulnerability to exploitation due to a victim’s isolation, abuse and neglect, low self-esteem, or poverty;
4. lack of knowledge of, or access to, resources available to victims;
5. normalization of degradation and violence against women and children;
6. normalization of exploitation and devaluation of human life;
7. inadequate deterrence on the demand side—that is, a lack of adequate consequences for offenders;
8. lack of follow up-programs, effective counseling, and alternative placements for victims;

6. This list of factors comes from “About NC Stop Human Trafficking,” available from the NC Stop Human Trafficking website, <http://ncstophumantrafficking.wordpress.com/about> (last accessed Aug. 8, 2017).

How Can Local Governments Address Labor Trafficking?

by Frayda S. Bluestein and Norma R. Houston

Unfortunately we have likely all unknowingly benefited from labor trafficking through the food we eat or the clothes we wear.¹ European countries have begun to address fair trade policies via their local governments, but little guidance is currently available for cities and counties in the United States. The contracting regulations that govern federal agencies include a program “prohibiting trafficking in persons including the trafficking-related activities” as defined in the regulations. Federal law requires contractors to develop a plan to comply with federal anti-trafficking laws, provide notification of prohibited activities, terminate employees, agents, and subcontractors engaged in those activities, and certify its compliance with anti-trafficking regulations.

North Carolina local governments have broad contracting authority, but they must comply with bidding procedures as required under state law. Contracts costing \$30,000 or more for construction or repair work or for the purchase of tangible personal property (such as vehicles or equipment) are subject to bidding rules that require contracts to be awarded to the “lowest responsive, responsible bidder.”² “Responsiveness” is a measure of whether the bidder has met the statutory and technical requirements of the bid specifications.³ “Responsibility” is a measure of the bidder’s capacity to perform the contract, including relevant skills, expertise, and financial resources.⁴ Local governments have no authority to add criteria to the award standard mandated by the statutes and may only impose conditions on bidders within the statutory standard of award that relate directly to the bidder’s performance under the contract. State law does not dictate bidding procedures for service contracts and purchase or construction contracts costing less than \$30,000, so there is some possibility that local governments could impose fair trade conditions for these categories of contracts. However, while there is no prohibition on including fair trade conditions on the award of these contracts, such requirements may be challenged on the basis that local governments do not have explicit authority to use their contracting powers to advance social policies.

It may be possible for local governments to consider the social and environmental impact of their purchasing policies in addition to cost effectiveness. It may well be lawful for local governments to specify that *products*—as opposed to contractors—meet fair trade requirements. However, defining the formal fair trade expectations within purchasing policies is a complex task, which must then be followed by allocating resources and creating strategies to ensure that proper implementation follows. The federal regulation regarding human trafficking includes definitions and other provisions that may be useful in developing a policy (see 48 C.F.R. § 52.222–50—*Combatting Trafficking in Persons*, law.cornell.edu/cfr/text/48/52.222-50).

1. To assess how the products you purchase might intersect with trafficking, take the survey at slaveryfootprint.org.
2. Sections 143-129 (formal bidding) and -131 (informal bidding) of the North Carolina General Statutes.
3. *Prof'l Food Servs. Mgmt. v. N.C. Dep't of Admin.*, 109 N.C. 265, 269 (1993).
4. *Kinsey Contracting Co., Inc. v. City of Fayetteville*, 106 N.C. App. 383, 386 (1992).

9. overburdened foster care and social work system—runaways and homeless youth constitute the highest risk group;
10. lack of collaboration and communication among government agencies, nongovernmental organizations, faith-, and community-based groups.

Conditions 1, 2, 9, and 10 directly involve the staff of local governments, but 3 through 8 are not far removed given the leadership role that government plays in affecting community culture and designing and implementing social solutions.

The United Nations Definition of Trafficking

The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons defines human trafficking as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.¹

1. Madevi Sun-Suon, "Human Trafficking and the Role of Local Governments: Good Practices, Challenges and Ways Forward" (New York: United Nations Institute for Training and Research, n.d.), 5, unitar.org/dcp/sites/unitar.org.dcp/files/uploads/newcoverhuman_trafficking_final.compressed.compressed.pdf. This report estimates that there are at least 700,000 trafficked victims globally each year. It also addresses the key role that local governments play across the globe in the fight against human trafficking

Issues Facing Local Governments Internationally

From an international perspective, five general challenges (political, economic, and administrative) are believed to affect the ability of local governments across the world to protect and promote human rights. These challenges involve:

1. a lack of political will, particularly in nondemocratic systems;
2. a lack of administrative capacity and/or resources;
3. a lack of adequate coordination across levels of government;
4. a lack of information on and awareness of the obligations imposed by human rights; and
5. recognition of the role and contributions to be played by civil society (individuals and organizations), often resulting in a curtailing of local government efforts to address the problem.⁷

Local, state, and federal law enforcement agencies have shared and complementary duties to respect, protect, and help fulfill the promise of human rights. Cooperation across organizations within communities and across jurisdictions—and even among different countries—is critical if human trafficking is to be addressed successfully wherever it occurs.

State Legislative Efforts in North Carolina

Since passage of North Carolina's "safe harbor" law in 2013, the state Division of Social Services (DSS) has been working to develop policies, procedures, and training opportunities to enable local child welfare staff to support the DSS in responding to the trafficking of children and youth.⁸ Changes initiated at the state level are now showing up at the county level, where

7. This list is taken from United Nations General Assembly, "Role of Local Government in the Promotion and Protection of Human Rights—Final Report of the Human Rights Council Advisory Committee," thirtieth session, Aug. 7, 2015, 9–11.

8. This discussion of North Carolina's "safe harbor" law is informed by an exchange between the author and Erin Connor, social services program coordinator, LINKS Foster Care Independence Program, N.C. Division of Social Services, on July 19, 2017.

caseworkers have direct contact with vulnerable populations. These statewide efforts include, but are not limited to:

- revising existing state child welfare policies regarding the intake and screening of child protective service reports to include information on the screening of reports alleging human trafficking;⁹
- revising child welfare policies and procedures for reporting, expeditiously locating, and collecting data on the experiences of children and youth who have run away from or are missing from foster care;¹⁰
- participating in statewide, multidisciplinary efforts to build awareness of human trafficking affecting children and youth involved in the state’s child welfare system, thereby reducing the number who are trafficked and improving outcomes for those who are; and
- participating in statewide, multidisciplinary efforts to explore how existing data sources can provide valid and reliable estimates of the size of the human trafficking problem in the state and develop additional data sources to address gaps.

Legislation passed during the 2017–18 session of the North Carolina General Assembly will stimulate even more attention on human trafficking.¹¹ The laws require that posters displaying information about the National Human Trafficking Hotline be placed in specified public locations, such as emergency rooms, employment centers, highway rest stops, transportation stations, premises for which there is an ABC permit, and adult establishments. Also changed are laws regulating massage and bodywork therapy establishments. In addition, both the North Carolina Human Trafficking Commission and the state Department of Health and Human Services are charged with studying the feasibility of training health care providers, emergency medical providers, and relevant first responders in identifying, responding to, and preventing human trafficking. (Timelines of key federal and state legislation related to human trafficking, compiled by School of Government faculty member Sara DePasquale, are presented in Appendix B.)

Collaborative Efforts in North Carolina

At the time of this writing, North Carolina is enjoying the benefit of funding from various sources that encourages organizations, systems, and communities to make positive change in the fight against human trafficking. The interest in sharing information and collaborating across organizational and jurisdictional boundaries is strong, if challenging to manage and sustain.

9. 1 N.C. DIV. OF SOC. SERVS., FAMILY SERVICES MANUAL ch. VIII § 1407 (July 2017).

10. 1 N.C. DIV. OF SOC. SERVS., FAMILY SERVICES MANUAL 1201–CHILD PLACEMENT SERVICES § V.E. (Aug. 2017).

11. S.L. 2017-151 (SB 548), “Strengthen Human Trafficking Laws/Studies,” was signed into law by the governor on July 20, 2017. Note that different effective dates apply to the various sections of this law. Section 17.4 of S.L. 2017-57 (SB 257), the “Current Operations Appropriations Act of 2017,” is titled “Strengthen Human Trafficking Laws,” and its provisions became effective on June 28, 2017.

North Carolina Association of County Commissioners (NCACC) 2016 Support for Federal Legislation to End Human Trafficking

According to the U.S. Government, thousands of women, men and children are trafficked to the United States for purposes of sexual and labor exploitation. An unknown number of U.S. citizens and legal residents are trafficked within the country, too, and the State of North Carolina is no exception. NC counties support legislation that takes action against human trafficking.

Relevant Committees—and the North Carolina Members of Congress serving on them:

- Senate Health, Education, Labor, and Pensions Committee—Senator Richard Burr
- Senate Judiciary Committee—Senator Thom Tillis

Talking Points:

- NC counties applaud Congress for the measures already passed and ask that the North Carolina Congressional Delegation continue to address this issue through policy and with federal funding resources to assist counties.
- Modern day slavery and the sex trade occurs in the US, and has become a \$28 billion industry, rivaling drug trafficking.
- The U.S. Children’s Bureau awarded NC as one of five grants, in our state’s case to support the Partners Against Trafficking of Humans in NC, a non-profit founded in 2011 after working to raise awareness of the issue since 2008. One of the fundamental outcomes of this grant is sustainability in preventing human trafficking of the child welfare population and improving the outcomes for victims.
- NC counties are significant stakeholders as they determine initiatives and set budgets for local communities.
- NC counties support an advisory council composed of trafficking survivors to review federal human-trafficking policy.

Background: Congress passed a series of bills in 2015 that increased government efforts to reduce human trafficking by creating policies to find and protect victims of sex trafficking and to make it easier to prosecute offenders. At least 100,000 children are victims of human trafficking prostitution in the U.S. every year. Many Members of Congress have cited a much larger number, saying close to 300,000 minors are affected annually. Because of the secrecy by those affected, it is very difficult to estimate an accurate number.

Source: NCACC, “Federal Priorities for NC Counties,” information packet (February 2016), ncacc.org/documentcenter/view/2089, page 31.

The following are a few examples of currently active projects, as well as statewide networks, in the field of anti-human trafficking work:

- Pilot sites funded by Project No Rest (projectnocest.org) are working around North Carolina to build community responses to human trafficking through interagency collaboration to provide trauma and victim services for young people under age twenty-six who have or could become victims of human trafficking. The five sites are
 - Thirtieth Judicial District, comprising Cherokee, Clay, Graham, Haywood, Jackson, Macon, and Swain counties, along with the Eastern Band of the Cherokee;
 - Our Voice, serving Buncombe, Henderson, Madison, McDowell, and Yancey counties;
 - Pat’s Place in Mecklenburg County;

- Friend to Friend, located in Moore county and collaborating with Montgomery and Randolph counties;
- Cumberland County Sheriff's Office.
- Project No Rest also funds a comprehensive public awareness campaign with Fox news/WRAL, which in the first quarter of 2017 had generated a 77 percent increase in reporting over the same period in 2016.
- The Irina Project, housed within the UNC School of Media and Journalism, monitors media reporting on human trafficking and advocates for the responsible and accurate reporting on the issue (theirinaproject.org).
- The North Carolina Administrative Office of the Courts (AOC) is studying the potential for better addressing the issue within the judicial system by means of its Human Trafficking Initiative. The AOC's intention is to help North Carolina Courts build capacity to address human trafficking-involved cases by increasing awareness within the judicial system, expanding capacity to identify and track cases, and aligning the courts' anti-trafficking efforts with others in the state.
- Truckers against Trafficking (TAT), a national project based in Colorado that since 2009 has worked with state-level collaborators to build awareness within the trucking industry, held a North Carolina coalition-building event in Raleigh on March 9, 2017 (truckersagainstrafficking.org).
- The North Carolina Coalition against Sexual Assault (NCCASA) works through the state's network of rape crisis centers to support those who work with trafficking victims, provides professional training, builds community awareness, and participates in aligned collaborative projects (nccasa.org/resources/human-trafficking-resources).
- The North Carolina Coalition against Human Trafficking (NCCAHT), co-founded in 2004 by the N.C. Attorney General's Office and NCCASA, is a multidisciplinary group dedicated to creating awareness of human trafficking and focusing on prevention and prosecution strategies.
- At the state level, the North Carolina Human Trafficking Commission is the legislatively mandated leader of anti-trafficking efforts in the state. One of their projects is to hold regional symposiums across the state, beginning in Raleigh in November 2017.

Currently ten voluntary, rapid response teams (RRTs) work around the state to strengthen systems of identification, intervention, and response (see Figure 1). Nonprofit organizations that are key service providers in our communities, such as the Salvation Army, also support anti-human trafficking efforts. One such effort is Project FIGHT, currently at work in Raleigh, Charlotte, New Bern, Asheville, and Greenville (salvationarmycarolinas.org/wakecounty/programs/social-ministries/project-fight).

At the local government level, elected officials can use their unique roles to convene new efforts to stop human trafficking and to publicly recognize progress being made. Pam Strickland, founder of Eastern North Carolina (ENC) Stop Human Trafficking Now, was heartened by the Pitt County Board of County Commissioners, as well as the elected officials of area municipalities, including Greenville, joining in issuing proclamations in support of Human Trafficking Awareness Month in January 2017. "This support does not cost anything

The Pitt County Coalition against Human Trafficking

The Pitt County Coalition against Human Trafficking (PCCAHT) was formed in 2016 as a multidisciplinary, cross-organizational effort to address the issue in North Carolina.



Vision

Working together as a community to end human trafficking in Pitt County.

Mission Statement

To eradicate human trafficking by empowering organizations and individuals through collaboration, leadership and training.

Goals and Strategies

Increase collaboration among agencies/organizations addressing Human Trafficking in Pitt County

- Ensure that all organizations in Pitt County that could potentially encounter victims of Human Trafficking are trained in what Human Trafficking is, how to identify it, and how to respond appropriately.
- Ensure that PCCAHT members understand the roles of the other members, and the services/skills they can offer to victims of Human Trafficking.
- Provide opportunities for relationship development between direct service providers, law enforcement, DSS, anti-HT groups, and any group fighting human trafficking.

Increase community awareness of sex trafficking and labor trafficking in Pitt County

- Through extensive outreach and education throughout the community.

Collaborate with other organizations/coalitions to address Human Trafficking in NC

- Report data to state level groups to contribute to research regarding prevalence in North Carolina.
- Join NC Coalition against Human Trafficking.
- Attend statewide meetings.

Increase identification of sex trafficking and labor trafficking victims in Pitt County

- By training citizens (through civic groups, faith-based groups, and others) how to recognize potential victims and how to report it.
- By training specific professions that might encounter victims of human trafficking (school staff, healthcare providers, social workers, law enforcement, first responders, truck drivers, hotel staff, agencies serving non-English-speakers) how to recognize potential victims and how to respond.

Improve short- and long-term outcomes of victims in Pitt County

- Provide support to PCCAHT members to enable them provide effective, culturally appropriate, victim-centered, trauma-informed services to sex trafficking and labor trafficking victims.
- Provide a strategic, coordinated approach to the provision of services to victims.
- Promote and provide training of agencies that encounter potential victims.

Prevent sex trafficking and labor trafficking in Pitt County

- By reducing demand for victims of sex and labor trafficking.
- By supporting organizations working to increase protective factors of potential victims.
- By supporting organizations working to reduce vulnerabilities of potential victims.
- By supporting the efforts of law enforcement agencies working to ensure that traffickers are arrested and convicted.

The above information is taken from the Pitt County Coalition against Human Trafficking website, <https://encstophumantrafficking.org/pccaht>.

but builds community awareness,” she said.¹² Members of the Pitt County Coalition against Human Trafficking attended the municipal and county board meetings to introduce the group to elected officials, witness the signing of the proclamations, and distribute flyers and orange ribbons to those present. To continue building community awareness, the coalition plans to hang informational posters that provide a hotline number to call in governmental buildings.

Another way that government leaders can focus attention on increasing awareness is by enabling community education and professional training. Existing local and state efforts are likely available to assist in this goal. For example, ENC Stop Human Trafficking Now, which already offers educational

awareness programs through the Pitt County public school system, is willing to assist in training local government employees. More broadly, the North Carolina Coalition against Human Trafficking (NCCAHT) and the North Carolina Coalition against Sexual Assault (NCCASA) conduct training at workshops and conferences for victim service providers, law enforcement personnel, and other professional or community allies.

David Lambert, town manager of Robbins, North Carolina, first became aware of anti-human trafficking efforts when he was a student at the Elon University School of Law. As an attorney in Robbins, he has followed the work of the American Bar Association Task Force on Human Trafficking,¹³ and as a community volunteer, he helped organize a multidisciplinary training event that took place in 2015. Now as town manager, he continues his involvement in local efforts and uses his position and understanding of the issue to build awareness among both staff and elected officials serving town government.¹⁴

Others become aware of human trafficking perhaps because of their public roles. “This is just not something that average people think about,” said Larry Phillips, a county commissioner from Surry County who, after becoming aware of local human trafficking through media reports, began his own process of self-education on the subject. Of particular concern for Phillips were undocumented children coming into the state and falling prey to those who are able to take advantage of their



Pam Strickland, founder of Eastern North Carolina (ENC) Stop Human Trafficking Now, receives the City of Greenville’s proclamation making January Human Trafficking Awareness Month from Mayor Allen M. Thomas on January 12, 2017.

12. Telephone interview with the author, March 28, 2017, and subsequent emails, June 7, 2017. A comparable proclamation is presented in Appendix E.

13. See American Bar Association Commission on Domestic and Sexual Violence, americanbar.org/groups/domestic_violence/resources/resources_for_attorneys/related_areas_of_law/trafficking.html.

14. Telephone interview with David Lambert, Feb. 15, 2017.

vulnerabilities. “I have never felt so overwhelmed and helpless,” Phillips said, describing how the cruel nature of the abuse makes it especially hard to learn about the dynamics and impact of human trafficking.

Phillips favors elected officials using their positions to draw attention to and encourage local efforts to stop human trafficking and to develop public awareness and education efforts across the communities they serve. And though there is little direct action a local elected official can take against human trafficking, Phillips was instrumental in having support for federal legislation to end human trafficking added to the North Carolina Association of County Commissioners (NCACC) 2016 federal priorities list, an important step forward.¹⁵ (See the boxed sidebar on page 11.)

Coordinated Efforts Taking Place Nationally

Strategies similar to those being tried in North Carolina have begun to emerge in other states through the National Association of Counties (NACo). According to a 2014 NACo survey, 86 percent of counties with populations greater than 250,000 are considered to have a sex trafficking problem. Of those counties, 55 percent had some form of multidisciplinary program focused on reducing human trafficking.¹⁶

NACo’s 2014–2015 annual report mentions combatting human trafficking as a role of county government.¹⁷ NACo tracked anti-human trafficking legislation in 2015, urging support for the Justice for Victims of Trafficking Act and noting that “counties have battled human trafficking through local measures and would appreciate an overarching and comprehensive federal response.”¹⁸

Saving Innocence, a multidisciplinary effort to rescue and restore child victims of sex trafficking, was named NACo’s community service project of choice at the organization’s 2016 annual conference in Long Beach, California. Attendees passed a resolution to support victim-centered and trauma-informed programs that meet the needs of the victims, eradicate the root causes of vulnerability, strengthen the legal network, and provide professional training, recognizing that anyone who interacts with vulnerable populations is potentially able to spot the indicators of trafficking. On March 20, 2017, NACo co-hosted a panel discussion at a town hall-style meeting, “Understanding the Fight against Human Trafficking in the 115th Congress,” during which a senator, vice mayor, and county commissioner from Minnesota and Florida spoke of their experiences as policymakers combating human trafficking.¹⁹

15. Telephone interview with Larry Phillips, March 13, 2017.

16. See Charlie Ban, “New Law Will Fight Trafficking,” May 31, 2015, naco.org/articles/new-law-will-fight-trafficking (last accessed Aug. 11, 2017).

17. NACo, “2014–2015 Annual Report: Stronger Counties. Stronger America,” naco.org/resources/2015-naco-annual-report, p. 36 (last accessed Aug. 11, 2017).

18. Hadi Sedigh, “NACo Urges Congressional Leaders to Support the Justice for Victims of Trafficking Act,” Nov. 10, 2015, naco.org/resources/naco-urges-congressional-leaders-support-justice-victims-trafficking-act (last accessed on Aug. 11, 2017).

19. See Mary Ann Barton, “Panel Explores Human Trafficking Fight’s fate in 115th Congress,” www.naco.org/articles/panel-explores-human-trafficking-fight’s-fate-115th-congress (last accessed Aug. 25, 2017).

National Association of Counties (NACo) Resolution to Support Programs Preventing Human Trafficking

Issue: Human trafficking is a modern form of slavery that affects every community across our country.

Adopted Policy: The National Association of Counties (NACo) supports legislation and programs designed to prevent trafficking, protect victims, prosecute traffickers, and create partnerships across all levels of government, the private sector, and international agencies in order to enhance the collection, use and sharing of data. NACo supports victim centered and trauma informed programs designed to meet the needs of the victim including safe housing, mental health assistance and access to education.

NACo also supports programs that eradicate the root causes of vulnerability among trafficking victims - poverty and discrimination. Furthermore, NACo supports programs that strengthen our legal network and those that provide training opportunities for local government employees and their agents on recognizing the signs of trafficking including government inspectors, law enforcement, criminal justice, health care, transportation and public transit, educational partners, and employees working with vulnerable populations.

Approved | July 25, 2016

Source: NACo, "American County Platform and Resolutions 2016–2017," naco.org/sites/default/files/JPS_0.pdf.

“We have to find the people who do understand it. The biggest starting spot is opening your own eyes. Be willing to see the indicators.”

—Jim McDonough, *member, Ramsey County Board of Commissioners Saint Paul, Minnesota*

Jim McDonough, who serves on the Ramsey County Board of Commissioners in Saint Paul, Minnesota, has been a leader within NACo on this issue.²⁰ He first became aware of human trafficking during a session at NACo’s 2007 national conference and immediately began to educate himself on the topic.²¹ He set up a meeting with, Cordelia Anderson,²² one of the conference presenters and an expert on the subject who also lives in Saint Paul, to learn how he could help her already established effort being led mostly by women. “I feel strongly that male leaders should step up because men create the demand for sex trafficking.” McDonough was motivated in part because Saint Paul regularly hosts large public events and has a strong tourism industry, two of the environmental conditions that enable trafficking. He tells local government elected leaders that they do not need to understand everything about this complex issue in order to serve as an agent of positive change. “We have to find the people who do understand it,” he explains, and then

encourage their progress. “The biggest starting spot is opening your own eyes. Be willing to see the indicators.” McDonough also supports efforts of elected officials to join with other community leaders in encouraging “horizontal integration” across professions. In Saint Paul,

20. Telephone interview with Jim McDonough, May 15, 2017.

21. A video of the conference panel “Understanding the Fight against Human Trafficking in the 115th Congress” (posted March 1, 2017), in which Jim McDonough participated, is available at naco.org/resources/understanding-fight-against-human-trafficking-115th-congress.

22. More information on Anderson can be found at cordeliaanderson.com/CordeliaBioInfo.

What Local Government Elected Officials Can Do to End Human Trafficking

1. Begin a process of self-education.
2. Encourage professional training of local government staff.
3. Convene multidisciplinary, cross-organizational meetings to initiate or boost local efforts.
4. Request progress reports on those local efforts.
5. Build community awareness through public recognition events or by requiring that human trafficking hotline posters be displayed in all governmental buildings.
6. Pass ordinances to control businesses that might provide cover for traffickers, such as “pop-up” massage or nail parlors, 24-hour adult video stores, and other sexually oriented businesses.

Note: A full-page handout of this material is presented at the end of this bulletin.

such integration involves specialized training for hotel staff in recognizing the indicators of trafficking followed by the county attorney’s vigorous prosecution of both traffickers and sex buyers.²³

Community stakeholders who work together to address human trafficking should be aware that their understanding of how human trafficking shows up in their areas will evolve over time. Rachel Parker, anti-human trafficking program manager for World Relief, a faith-based organization based in High Point, North Carolina, that has a global reach through its networks, knows this firsthand. World Relief’s initial focus, as well as that of the local rapid response team, was on foreign-born victims of labor trafficking in Guilford and Forsyth counties. Later, though, the shared expertise developed by their collaboration was directly relevant to an investigation of local brothels that victimized people who were U.S. citizens.

“Our dialogue is changing about who we perceive victims to be,” Parker said. “From labor to sex trafficking. From foreign-born victims to domestic. From adults to minors.”²⁴ No matter who the victims are, though, none have adequate support networks, and the resulting isolation makes them vulnerable to being groomed by traffickers. “By increasing community interactions, we begin to build a base that will contradict the isolation,” Parker said. “That interactivity makes our community attractive to new residents, too.”

National hotlines only count *reports* by victims or concerned citizens, not the number of *incidents* or *victims* of trafficking.

Conclusion

Because attention is being focused on human trafficking from varied sources, the playing field is rapidly evolving. And although progress is being made within communities and across networks, concerns have been raised that need to be addressed.

23. Learn about the work that Ramsey County Attorney John J. Choi and his office do, both in and out of the courtroom, to address human trafficking at ramseycounty.us/your-government/leadership/country-attorneys-office/community-initiatives/combating-sex-trafficking.

24. Telephone interview with Rachel Parker, March 21, 2017, and follow-up emails, June 7, 2017

For one thing, the levels of awareness and training and the services provided are inconsistent across cities, counties, and judicial districts. Also, the interests of different players sometimes compete, as when the sheriff's office wants to focus on the local incidences of crime, the federal office wants to investigate the organizers of the criminal network, and the local nonprofit wants to focus on the well-being and safety of the victims. Differences in philosophy, focus, responsibility, resources, or authority also add to the challenge of managing these collaborations. This is why it is so helpful to have motivated elected officials who place emphasis on making progress.

Another concern is that, because the formal study of human trafficking is at a relatively young stage, accurate, comprehensive data are rare. This makes it vitally important that data be quoted accurately. For example, national hotlines only count *reports* by victims or concerned citizens, not the number of *incidents* or *victims* of trafficking. Data from law enforcement or the judicial system also are clouded because traffickers are sometimes charged with only the most public or extreme offenses or for crimes that might be more easily proven but are not labeled as trafficking, even though they occurred in the same kinds of situations. Finally, victims of trafficking are often invisible and not accounted for by others, such as a runaway foster care juvenile or an immigrant who enters the country and then disappears.

To help enable collaboration in the midst of such rapidly evolving change, below are six strategies that local government elected officials and managers can use to support anti-human trafficking efforts in their communities.

1. *Begin a process of self-education.* This bulletin is just a start. Many other resources can be found by following the links provided herein and by searching the Internet. Given that traffickers exploit vulnerabilities in their victims, learn to look for connections with other key issues, such as the opioid epidemic. Not only do children enter the foster care system as a result of the addictions of their parents and caregivers, thereby adding another risk factor for becoming part of the trafficking chain, but traffickers also manipulate and manage victims by way of addictions. (Basic information on the dynamics of trafficking is presented in Appendixes C and D.)
2. *Encourage professional training of local government staff.* Low- and no-cost training options are available through the networks and service providers mentioned in this bulletin as well as from other professional sources. Hosting cross-departmental training events is one option for building local multidisciplinary approaches. Sending staff to attend conferences or learn from site visits in other communities brings new learning back home.
3. *Convene multidisciplinary, cross-organizational meetings to initiate or boost local efforts.* If an effort is currently under way, create opportunities to learn more about its successes and challenges and about how trafficking shows up in the community. If there is no such effort, consider convening a meeting of likely stakeholders to assess what your community needs. (One possibility is to use the outline of the twenty-five business models of trafficking presented in Appendix A to generate discussion of how or whether any of those activities exist in your community.)
4. *Request progress reports on local efforts.* Just as the impending arrival of visitors can stimulate housecleaning, an impending deadline to inform public leaders of

progress-to-date can encourage groups to clarify, plan, and implement strategies of intervention, education, or response. Ask for updates, celebrate their successes, and support their efforts moving forward.

5. *Build community awareness through public recognition events or by requiring that human trafficking hotline posters be displayed in all governmental buildings.* Passing resolutions or holding recognition events are relatively low-cost but effective ways that elected officials can show their support for local efforts to address human trafficking. January is designated as “human trafficking awareness month” in the United States, thus providing an ideal time to stage recognition events. (A sample proclamation on human trafficking is presented in Appendix E.)
6. *Pass ordinances to control businesses that might provide cover for traffickers, such as “pop-up” massage or nail parlors, 24-hour adult video stores, and other sexually oriented businesses.* Seek input from communities that have done so in the past to inform your own efforts.²⁵

25. For a description of how Ohio law enforcement has intervened in the operation of pop-up massage parlors, see the investigative report “The Stubborn Cycle of Massage Parlor Trafficking,” published May 7, 2015, in the *Columbus Monthly*, columbusmonthly.com/content/stories/2015/05/modern-day-slavery.html (last accessed Aug. 13, 2017).

Appendix A: Twenty-Five Business Models of Human Trafficking

The Blue Campaign is the unified voice for efforts to combat human trafficking within the U.S. Department of Homeland Security (DHS). The campaign has created an information toolkit for employees of the hospitality trades intended to inform them about human trafficking because traffickers often take advantage of the privacy and anonymity offered by this industry (dhs.gov/blue-campaign/materials/toolkits). The four categories of staff perspectives addressed in the toolkit are

- hotel and motel staff;
- housekeeping, maintenance, and room staff;
- concierge, bellman, front desk, security, and valet staff;
- food and beverage staff.

Employees in each of these roles might see indicators of trafficking in different ways. For example, any staff member might notice an individual traveling with a significantly older “boyfriend” or coming in with few or no personal items. Housekeeping staff might notice that patrons refuse cleaning services for several days or use the “do not disturb” sign constantly. The front desk staff might notice that the same person reserves multiple rooms or that other individuals are repeatedly dropped off to visit in rooms. Food and beverage staff might notice a bar patron entertaining a minor who did not come in with the patron or individuals asking for food or money or taking cash left on tables.

If staff of the hospitality industry can see indicators of human trafficking from these different perspectives, the staff of local governments are likely able to do the same. Consider the example from early 2017, when a report of a city sewer pipe clogged with condoms tipped off police in Austin, Texas, to a prostitution ring.²⁶ In addition to working directly with a community’s most vulnerable citizens, government staff inspect building sites, monitor food preparation and solid waste management, and perform other functions that might bring them in contact with any of the twenty-five business models of human trafficking, as identified by the Polaris Project.²⁷ The following brief descriptions of these business types are based on reports that Polaris has received.

The majority of businesses in the fields described below are legitimate operations. Those who traffick or exploit workers usually cannot be identified based on superficial appearances. That makes it difficult to identify businesses run by traffickers. Also, it is difficult to draw a clear line between sex and labor trafficking. Thus, local government staff need to take the characteristics

26. “Austin police were told of a broken sewer pipe clogged with condoms. They got suspicious.” [washingtonpost.com/news/morning-mix/wp/2017/04/12/austin-police](https://www.washingtonpost.com/news/morning-mix/wp/2017/04/12/austin-police) (last accessed Sept. 27, 2017).

27. Based in Washington, D.C., the Polaris Project is a “leader in the global fight to eradicate modern slavery” (polarisproject.org/about). Polaris attempts to disrupt human trafficking networks while putting victims at the center of its efforts. This appendix is based on the Polaris Project report “The Typology of Modern Slavery: Defining Sex and Labor Trafficking in the United States” (available at polarisproject.org).

of individual situations into consideration in making a distinction between legitimate work establishments and those whose employees are being coerced into service by traffickers.

1. *Escort services* is a broad term used in the commercial sex trade and refers to commercial sex acts that primarily occur at a temporary indoor location, such as a motel or residence. The traffickers deliver the victims to the sex buyers, transferring across locations to meet demand. Online advertising platforms, such as Backpage.com, enable these transactions.
2. *Illicit massage, health, and beauty businesses* present a façade of legitimate spa services, concealing that their primary function is the sex and labor trafficking of women trapped in the location. Individual businesses appear to be single operations but often are controlled as part of larger networks.
3. *Outdoor solicitation* occurs when traffickers force victims to find buyers in outdoor, public settings, such as a particular city block or truck or rest stops along major highways.
4. *Residential brothels* might be run by networks of coordinated traffickers; private households might be used informally for commercial sex. Advertising might be through word of mouth or covert business cards as well as online advertising.
5. *Domestic workers* often live within their employers' households and provide such services as cooking, cleaning, and caretaking of children, the elderly, or the infirm.
6. *Bars, strip clubs, and cantinas* might be fronts for both sex and labor trafficking taking place behind the scenes. There are many variations of this type of trafficking, with differing connections to traffickers. The businesses might be operated by individual or networked traffickers. Manipulation can range from flirtatious enticement while selling drinks to commercial sex.
7. *Pornography* is a product enabled by modern technology. Victims can be children or adults. They can be overtly controlled and trafficked or be tricked into being photographed by intimate partners or caregivers.
8. *Traveling sales crews* move between cities and states, going door-to-door to sell fraudulent products such as magazine subscriptions. Young salespeople, in particular, are rarely fully compensated, work long hours, and are unable to leave.
9. *Restaurants and food service* sites of all kinds have been documented as taking advantage of language barriers, in particular, when labor trafficking.
10. *Peddling and begging* rings involve traffickers who pose as representatives of seemingly legitimate charitable or religious organizations claiming to provide trips or enrichment services to "at-risk youth." Victims sell candy or baked goods or solicit donations on streets or in shopping centers.
11. *Agriculture and animal husbandry* industries have been found to use trafficked workers, particularly in the more labor-intensive harvesting processes. Trafficking can happen at multiple levels along the complex labor supply chain of recruiters, managers, contractors, subcontractors, growers, and buyers.
12. *Personal sexual servitude* involves various forms of activities and payment. Victims may be sold, forced to marry, or coerced to engage in sex in order to have their basic needs met, many of them being runaways and homeless youth.
13. *Health and beauty services* provided in seemingly legitimate nail and hair salons or spas can be exploiting foreign-born workers who were recruited under false pretenses, live in isolation under heavy monitoring, and may lose control of their identification papers.

14. *The construction industry* generates a complex labor supply chain that can involve trafficking through the roles of direct employers, recruiters, contractors, or smugglers. Abusive actions range from the physical (denying such necessities as water or safety equipment) to the fraudulent (misrepresenting visa contracts or working conditions.)
15. *Hotels and hospitality* might employ trafficked victims who are manipulated through false recruitment, debt bondage, or other forms of economic abuse. If the trafficker is a contractor, the hotel may not be aware of the abuse.
16. *Landscaping* businesses that traffick foreign-born men, primarily, to work in maintaining public or private grounds, use strategies that range from fraudulent recruitment to misrepresented work contracts or conditions.
17. *Illicit activities* operated by criminal syndicates in illegal industries can exploit people for profit with the same levels of force, fraud, and coercion as in any legitimate labor industry.
18. *Arts and entertainment* functions, such as modeling, athletics, dancing, or performance groups, may employ workers whose recruitment was fraudulent and whose abuse involves economic and/or psychological manipulation. Exotic dancing, in particular, is a common front for both labor and sex trafficking.
19. *Commercial cleaning* services operated by individual business owners rather than networks also sometimes employ fraudulent recruitment practices and/or economic manipulation as tools of coercion. Exploitation in this realm can be especially hazardous, given the potential for exposure to hazardous chemicals due to a lack of proper protective clothing and equipment.
20. *Factories and manufacturing* are especially vulnerable to labor abuse and trafficking. A wide range of manufacturing concerns—from food processors, textiles, and shoe factories to the production of electronic devices and vehicles—have been reported as traffickers.
21. *Remote interactive sexual acts* involve live commercial sex acts simulated through remote contact between buyer and victim enabled by webcams, text-based chats, and phone sex lines.
22. *Carnivals* have been reported for labor exploitation and trafficking of workers who operate rides, games, or food stands as well as for assembling and disassembling carnival equipment. The lack of sleep from working long hours can generate workplace accidents, potentially affecting both the staff and customers. Carnival companies may contract with state or county fairs.
23. *Forestry and logging* exist in another complicated labor supply chain, with management and/or crew leaders reported as traffickers. In addition to using fraudulent means to recruit victims and coercing them through economic abuse, traffickers in these work settings can exert additional control due to their physical isolation.
24. *Health care* settings, such as nursing homes or in-home service providers, enable trafficking and exploitation of migrant workers through a complex work chain and their often isolated work settings.
25. *Recreational facilities*—amusement parks, summer camps, golf courses, community swimming pools—have been reported as engaging in labor trafficking. Recruits are misled by promises of free transportation to and from work, fairly priced housing, and a living wage. Young adults on J-1 visas, which approve temporary, study-based cultural exchanges, are particularly common targets.

Appendix B: Timelines of Key Legislation Related to Human Trafficking

by Sara DePasquale

Timeline of Federal Laws Recognizing Human Trafficking

The laws identified and discussed below are not intended to be a complete list of every federal law that addresses human trafficking. The summary of each law highlights selected portions and does not provide a comprehensive explanation of every provision of the law.

2000: Trafficking Victims Protection Act

Congress first enacted the Trafficking Victims Protection Act (TVPA) in 2000. The purpose of the TVPA is to combat human trafficking, which it refers to as a “contemporary manifestation of slavery whose victims are predominantly women and children,” by protecting victims and punishing traffickers. The law has several findings, many of which focus on international trafficking. The findings also recognize that human trafficking extends beyond the sex industry and includes forced labor, which violates public health, human rights, and labor standards. The TVPA was reauthorized in 2003, 2005, 2008, and 2013. In the 2005 reauthorization, Congress found that trafficking is also a domestic issue and occurs within the borders of the United States. Runaway and homeless children in the United States were found to be highly susceptible to domestic trafficking.

2014: Preventing Sex Trafficking and Strengthening Families Act

The Preventing Sex Trafficking and Strengthening Families Act of 2014 focuses on child victims of sex trafficking with an emphasis on children in foster care. The law establishes the National Advisory Committee on the Sex Trafficking of Children and Youth. It requires a state’s child welfare agency to develop, in consultation with other agencies (e.g., law enforcement, health care providers, educational agencies), policies and procedures for identifying and determining appropriate services for children who have an open case file and who are victims of or are at risk of being victims of sex trafficking and to make referrals to law enforcement. States were also required to develop protocols to respond to missing or runaway children from foster care.

Note: No changes were made to the North Carolina laws as a result of this federal law, but the North Carolina Department of Health and Human Services Division of Social Services established policies. Section 1407 of Chapter VIII of the *Family Services Manual* sets forth the screening criteria for a child who has been referred to a county department of social services because of trafficking. The North Carolina policy for responding to children who run away or are missing from foster care is in Section 1201, subsection V of the *Family Services Manual*.

2015: The Justice for Victims of Trafficking Act

The Justice for Victims of Trafficking Act makes some changes to the Trafficking Victims Protection Act, the Child Abuse Prevention and Treatment Act (CAPTA), and the Runaway and Homeless Youth Act. It establishes the National Human Trafficking Hotline; requires training for child protective workers and allows for specialized training programs for law enforcement, first responders, health care, juvenile justice, prosecutor, and judicial personnel; and added child victims of trafficking to the definition of “abuse and neglect” under CAPTA.

For more information about these laws, see the “Federal Law” section of the National Human Trafficking Hotline website (<https://humantraffickinghotline.org/what-human-trafficking/federal-law>).

Timeline of North Carolina Legislation Related to Human Trafficking

The laws identified and discussed below are not intended to be a complete list of every state law that addresses human trafficking. The summary of each law highlights selected portions and does not provide a comprehensive explanation of every provision of the law.

1983

Although not specifically referring to human trafficking, “An Act to Establish the Crime of Involuntary Servitude” (1983, Chapter 746) was passed to create the felony crime of involuntary servitude. The crime of kidnapping was also changed to add holding a person in involuntary servitude.

2006

“An Act to Protect North Carolina’s Children/Sex Offender Law Changes” (S.L. 2006-247) was passed. It created the crimes of human trafficking and sexual servitude and amended the crime of involuntary servitude. Note, those criminal laws are currently found in Article 10A of Chapter 14 of the North Carolina General Statutes. It also made changes to other criminal laws to include trafficking (e.g., adding to kidnapping a person’s confinement, restraint, or removal for the purpose of trafficking another person with the intent that the other person be held in sexual servitude; sex offender registration requirements related to “sexually violent offenses” include trafficking related to sexual servitude).

2007

“An Act Providing Protections for Victims of Human Trafficking” (S.L. 2007-547) was passed and made changes to various laws. Some of the changes made it clear that non-residents of North Carolina who would not be eligible for public benefits and services are eligible for public benefits and services when they are victims of charged human trafficking offenses. It also protected the confidentiality of the location of a victim of human trafficking from a public records request and allowed a victim of human trafficking to participate in the Address Confidentiality Program. Also, the North Carolina Justice Academy was required to establish training protocols for state and local law enforcement officers to address and respond to human trafficking.

2012

The North Carolina Human Trafficking Commission was established in the Department of Justice as part of the 2012 Appropriations Act (S.L. 2012-142, § 15.3A). The commission consists of twelve members. The duties of the commission are to examine and respond to human trafficking in the state through research; the identification of gaps in services to victims; the pursuit of funding opportunities; contributions to efforts to inform and educate law enforcement officers, social services providers, and the general public; assistance in the creation of regional response teams; and recommendations for policy and legislative changes. The law governing the commission is G.S. 114-70.

A new criminal offense of the “unlawful sale, surrender, or purchase of a minor” was enacted (S.L. 2012-153, § 1). This new state law is a lesser included offense to the crime of human trafficking and is referenced in the definition of “abused juvenile” under North Carolina’s child protective (abuse, neglect, and dependency) laws.

2013

Two laws were passed that focused on human trafficking: the “Safe Harbor for Victims of Human Trafficking and Prostituted Minors” law (“safe harbor”) (S.L. 2013-368) and “An Act to Add the Offense of Human Trafficking to the List of Criminal Convictions That Require Registration under the Sex Offender and Public Protection Registration Program” (S.L. 2013-33).

The safe harbor law made changes to the criminal prostitution laws to make it clear that minors are immune from prosecution for prostitution. Instead of charging a minor with the crime, the minor is taken into temporary custody as an alleged undisciplined juvenile, and the law enforcement officer must make a report of suspected child abuse to the county department of social services. The definition of abused juvenile for child protective purposes was also changed to add juveniles whose parents, guardians, custodians, or caretakers commit or allowed to be committed an offense of human trafficking or involuntary or sexual servitude against the child. Other changes to the prostitution laws added the crimes of solicitation of prostitution, patronizing a prostitute, and promoting prostitution and impose higher penalties when minors are involved. The criminal trafficking laws and prostitution laws were also changed to make it clear that a mistake regarding the victim’s age is not a defense to the crime. In addition to the focus on minors, victims of human trafficking or sexual servitude may also seek to have convictions for prostitution vacated or expunged when they were victims of human trafficking. Court-ordered restitution (which may include property forfeiture) for victims is mandatory. The N.C. Department of Health and Human Services (DHHS) may provide emergency services to victims, and when immigration status is an issue, law enforcement must certify to the applicable federal agency that the victim is (or is willing) to cooperate with the criminal investigation. It also makes changes to the law for orders for electronic surveillance to include investigations of human trafficking, involuntary servitude, or sexual servitude.

2017

A law focusing on the regulation of massage and bodywork therapy establishments and human trafficking was passed on July 20, 2017 (S.L. 2017-151). The law makes several changes to the laws governing massage and bodywork therapy establishments that are in G.S. Chapter 90. Several new laws effective October 1, 2017, address mandatory licensure, including the requirements

for licensure and the suspension, revocation, or refusal to grant a license. Sexual activity (or the solicitation of) by any person in a massage or bodywork therapy establishment is prohibited. The N.C. Board of Massage and Bodywork Therapy may require a massage and bodywork therapy establishment to prominently display a public awareness sign that contains the National Human Trafficking Hotline information. Effective December 1, 2017, it is a Class 1 misdemeanor for a person or entity to employ, engage, or contract with or to aid and abet an unlicensed person (unless the person is exempt from licensure) to provide massage or bodywork therapy services to the public; to advertise or hold out such person as a massage or bodywork therapist; or to represent such person's practice as massage or bodywork therapy. Effective July 20, 2017, the North Carolina Human Trafficking Commission and DHHS are required to study the feasibility of training health care providers, emergency medical providers, and relevant first responders in human trafficking identification, response, and prevention.

Section 17.4 of the Appropriations Act of 2017 (S.L. 2017-57) also addresses human trafficking. This section makes changes to various laws to require the prominent display of a public awareness sign that is provided by the North Carolina Human Trafficking Commission and contains the National Human Trafficking Resource hotline information at the following places: hospital emergency departments; rest stops, transportation stations, and welcome centers; employment and training centers under the authority of the Department of Commerce; premises with an ABC permit; adult establishments; and businesses where obscene or lewd matter is exhibited or possessed as a regular course of business (e.g., lewd films or publications).

Appendix C: Power and Control Wheel



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Appendix D: The Elements of Human Trafficking

Human Trafficking = Act + Means + Purpose

		MEANS			PURPOSE		
ACT		Threat or use of force			Exploitation, including		
	Recruitment	Coercion			Prostitution of others		
	Transport	Abduction			Sexual exploitation		
	Transfer	Fraud	+		Forced labour	=	TRAFFICKING
	Harbouring	Deception		+	Slavery or similar practices		
	Receipt of persons	Abuse of power or vulnerability			Removal of organs		
	Giving payments or benefits			Other types of exploitation			

The Act (What is done)

Recruitment, transportation, transfer, harbouring, or receipt of persons

The Means (How it is done)

Threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability, or giving payments or benefits to a person in control of the victim

The Purpose (Why it is done)

For the purpose of exploitation, which includes exploiting the prostitution of others, sexual exploitation, forced labour, slavery or similar practices and the removal of organs

Source: United Nations Office on Drugs and Crime, "Elements of Human Trafficking," unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html.

Appendix E: Greenville Proclamation Declaring January Human Trafficking Awareness Month



The document reproduced here, dated January 11, 2016, is presented as a guide for local government officials to use in creating their own proclamations in support of efforts to address the issue of human trafficking.

What Local Government Elected Officials Can Do to End Human Trafficking

1. Begin a process of self-education.
2. Encourage professional training of local government staff.
3. Convene multidisciplinary, cross-organizational meetings to initiate or boost local efforts.
4. Request progress reports on those local efforts.
5. Build community awareness through public recognition events or by requiring that human trafficking hotline posters be displayed in all governmental buildings.
6. Pass ordinances to control businesses that might provide cover for traffickers, such as “pop-up” massage or nail parlors, 24-hour adult video stores, and other sexually oriented businesses.