

# Texas Human Trafficking Response Assessment

Original Publication: June 2022 Published by: Safe House Project

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# **EXECUTIVE SUMMARY**

The Texas Human Trafficking Landscape Assessment evaluates the current state of human trafficking efforts in Texas and makes recommendations to advance a comprehensive action plan that strengthens prevention initiatives, protects victims of trafficking through victims services and interventions, holds traffickers and buyers accountable through prosecution, and identifies impactful investment opportunities. Safe House Project conducted interviews and surveys of more than 50 individuals representing nonprofit and non-governmental organizations; state, federal, and local law enforcement agencies; other service providers, and trafficking survivors to provide insight on the current response to human trafficking in Texas. The report brings particular attention to gaps in services and barriers to care for survivors in Texas, as well as identifies aspects of service provision and legislation that is successful throughout the state. The success of a comprehensive action plan is dependent on a multi-disciplinary approach in which government agencies, nonprofits, lived experience experts, and private sector stakeholders collaborate to strengthen the overall efforts of the state.

# **PREVENTION**

#### **Current State:**

Deployment of actionable, survivor-informed, and trauma-informed trainings to educate key stakeholders on human trafficking is required for many essential personnel in Texas. The implementation of the "CSE-IT" tool and Lighthouse Platform which aggregates data from stakeholders across the state to identify trafficking trends, is a promising project which will further the state's efforts to prevent, identify, and more effectively respond to trafficking.

#### **Recommendations:**

Education is a critical component to early intervention, prevention, and identification of trafficking victims.

- Mandated CSE-IT screening for all youth in care, not just those who have run away from care in order to more readily identify trafficked youth.
- Mandated annual training for all foster parents and caregivers to identify red flags of atrisk youth and implement preventative intervention strategies.
- Law Enforcement training should be required annually to all officers with increased training for task forces and investigators. Topics of training could include the intersection of drugs and human trafficking, victim-centered prosecution training, trauma-informed interview techniques, data-driven investigations, and victim identification.
- Annual training for all workers within the Texas Juvenile Justice Department, judges, and prosecutors to ensure proper identification and early intervention.
- Enhanced annual training and reporting protocols for educators who work with at-risk youth populations on trauma-informed practices, victim identification, and mental health challenges facing this population.
- Increased access to mental health providers, especially for adults who have never been treated for childhood trauma. Human trafficking protocols implemented for healthcare facilities, as well as knowledge of available resources available to victims who are identified.

# **PROTECTION**

#### **Current State:**

Protection organizations in Texas are made up of emergency, long-term, and transitional residential programs, drop-in centers, economic empowerment opportunities, and other programmatic and resource-based services offered directly to survivors of human trafficking. There are currently a wide variety of empowerment and long-term residential programs for adult women, as well as numerous advocacy and case management programs offering non-residential services to both adults and minors. There are significantly fewer residential programs available to minors and few emergency programs, regardless of age. There is one trafficking specific program for adult males, ages 18-24. The absence of qualified and available mental health professionals is an additional barrier to care for survivors, especially for those who are not receiving care within the structure of a residential program or need ongoing therapy upon graduating from a program.

#### **Recommendations:**

- Open new emergency programs or expand capacity in existing programs. Provide trafficking-specific programmatic training for organizations offering emergency housing that are not trafficking specific in order to increase capacity statewide.
- Increase incentives for mental health professionals to increase the number of qualified and available providers. Provide training on complex trauma, dissociative disorders, and the impact of trafficking on mental health for clinicians.
- Develop and implement housing plans for adult survivors that are safe, affordable, and sustainable. Increase economic empowerment opportunities that allow survivors to earn a living wage. Adopt transition in place housing models for survivors leaving longterm care programs. Implement intentional living communities for survivors who need continuing services who do not wish to participate in a long-term program.
- Provide training and funding for existing residential programs seeking to expand their services to better support trafficked individuals with severe mental health or physical needs they have been unable to serve in the past.
- The Government should require that any residential programs serving trafficking victims
  be evaluated by a third-party to receive law enforcement and government agency
  referrals. The evaluation should assess an organization's programming, compliance,
  financial sustainability, governance, specialized services, and overall effectiveness to
  ensure that the organization is victim-centered, trauma-informed, and operating using
  evidence-based and promising practices for serving trafficking survivors.

# **PROSECUTION**

#### **Current State:**

A comprehensive prosecutorial approach to trafficking takes a strong and clear penal code, specially trained law enforcement, a victim-centered and trauma-informed investigative approach, and effective prosecutorial partnerships between agencies to ensure the successful prosecution of those who commit this crime. While Texas has made great strides in these areas, it was noted that non-specialized law enforcement receives limited, non-recurring trafficking training. Lack of training causes failure to identify victims and prosecute traffickers, and often times leaves trafficking victims with charges that are directly tied to their trafficking situation. Furthermore, prosecution of traffickers is substantially lower compared to the number of arrests and trafficking incidents reported. This discrepancy appears to be directly connected to a lack of coordination and communication between agencies, as well as a lack of trafficking charges in cases where other charges also exist.

#### **Recommendations:**

- Enhance coordination for human trafficking efforts across the state. Implement ongoing, specialized training for law enforcement and state and local attorneys in order to increase the chances of successful prosecution.
- For example, a trauma-informed training equipping law enforcement with innovative investigative techniques to disrupt and dismantle human trafficking networks while reducing reliance on victim testimony for successful prosecutions would further prosecution efforts.
- Encourage prosecutors to charge human trafficking wherever trafficking is suspected, even if it is one of several crimes with which the alleged perpetrator is charged.
- Centralized reporting structures are created to increase communication and coordination between agencies in order to effectively identify, track, arrest, and prosecute traffickers.

# **GLOSSARY OF TERMS**

**Boyfriending**: A grooming process by which an individual, usually a female, enters into a romantic relationship with a male that escalates from mutual caring for one another to the male controlling and manipulating the female into thinking that she owes him something.

**Child Pornography**: A form of child sexual exploitation. Federal law defines child pornography as any visual depiction of sexually explicit conduct involving a minor (persons less than 18 years old). Images of child pornography are also referred to as child sexual abuse material or CSAM.

**Child Sex Trafficking**: When the victim is less than 18 years old, the presence of a commercial sex act is considered trafficking, with or without force, fraud, or coercion.

**Commercial Sexual Exploitation-Identification Tool (CSE-IT)**: A universal screening tool recommended for use with all youth served ages 10 and older.

Commercial Sexual Exploitation of Children (CSEC): Exploiting a minor for sex acts with a commercial element, which includes child sex trafficking and child pornography. Also known as commercially sexually exploited youth (CSEY).

Complex PTSD: Response to chronic traumatization over the course of months or, more often, years. Can include emotional, physical, and/or sexual abuses, domestic violence, living in a war zone, being held captive, human trafficking, and other organized rings of abuse.

**Dissociation**: Mental disorder that involves experiencing a disconnection and lack of continuity between thoughts, memories, surroundings, actions, and identity. People with dissociative disorders escape reality in ways that are involuntarily and unhealthy and cause problems with functioning in everyday life.

Domestic Minor Sex Trafficking: The sexual exploitation of minors within the United States.

**Exploit:** Traffickers abuse others' vulnerabilities for profit gained from forced labor and commercial sex.

# **GLOSSARY OF TERMS CONTINUED**

**Familial Trafficking:** The commercial sexual exploitation of an individual by a family member through force, fraud, or coercion, or when the victim is a minor.

**Grooming:** The process of someone building a relationship, trust, and emotional connection with an individual so they can manipulate, exploit, and abuse them for a sexual offense.

**Human Smuggling:** Forcibly and illegally moving someone across an international border.

**Human Trafficking:** The act of recruiting, harboring, transporting, providing, or obtaining a person for labor, services, or commercial sex acts by means of force, fraud, or coercion for the purpose of exploitation, involuntary servitude, peonage, debt bondage, slavery, or any commercial sex act involving a minor. The federal definition of human trafficking in the US doesn't require travel, transportation, or movement to be a component.

**Safe House**: A safe place aiding in helping sex trafficking victims through education, development, medical attention, detox and rehab, branding removal, legal counseling, and therapy.

**Sex Trafficking**: The commercial sexual exploitation of an individual through force, fraud, or coercion or a commercial sex act when the victim is under the age of 18. Survivor Identification: Recognizing common signs and indicators of sex trafficking in order to identify those being trafficked.

**Trauma Bonding**: Caused by periods of intense love and excitement with a person followed by periods of abuse, neglect, and mistreatment.

# **BACKGROUND**

The Government, along with subject matter experts and other stakeholders in the field, have reaffirmed that a collaborative strategy is essential to have a true impact on the fight to end human trafficking (The White House, 2021). Collaboration and coordination is not limited to the operational aspects of various initiatives, but begins with a solid, cohesive funding strategy.

In order to understand the full landscape of efforts to address human trafficking in Texas, Safe House Project interviewed government organizations, survivors, nonprofit organizations, and foundations to assess the state's current strengths and weaknesses in serving trafficking survivors. At the request of a family foundation supporting anti-trafficking efforts in Texas, Safe House Project was able to compile anecdotal and empirical data to make recommendations for a comprehensive funding approach based on current needs.

In 2020, Texas ranked 10th in the country for victim identification per 100k people (Safe House Project, 2022). A study by the University of Texas at Austin found that there are an estimated 313,000 victims of trafficking in Texas, including 79,000 minor and youth victims of sex trafficking and nearly 234,000 adult victims of labor trafficking (Busch-Armendariz et al., 2016). In addition, the National Human Trafficking Hotline received 3,559 reports of suspected human trafficking cases in Texas in 2020 alone (National Human Trafficking Hotline, 2018).

In alignment with the strategy set forth in the Trafficking Victims Protection Act of 2000, this Texas landscape assessment is divided into three sections: Prevention, Protection, and Prosecution, the pillars of a comprehensive approach to combatting human trafficking.

# THE 3 P'S TO COMBAT TRAFFICKING



## **Prevention**

Prevention is key in long-term eradication of human trafficking. However, it is not possible without a deep understanding of the social determinants, existing efforts, and the ongoing evaluation into the effectiveness of those efforts. It is also imperative that any implemented prevention efforts incorporate a solid understanding of how human trafficking business models shift based on external factors. The first step to prevention is educating key community members and stakeholders on how to identify current trafficking victims. Increased understanding of trafficking within communities leads to increased victim identification. Safe House Project aggregated information from survivors, law enforcement, nonprofits, and government agencies to inform critical programmatic gaps around early intervention, addressing social determinants to health, and other external factors that are perpetuating human trafficking in communities throughout the state.



## **Protection**

Protection of identified victims is required to provide restorative care to survivors, which will break cycles of victimization, end multi-generational trafficking, help survivors integrate into society, and build the trust needed for victims to participate in the criminal justice process. Effective protection also enables valuable information sharing to inform preventative measures. Protection also goes beyond residential treatment, extending to laws and policies that allow for the survivor to thrive as a free, productive member of society without being impacted by legal ramifications of their trafficking and repercussions of their traffickers' access to personal identification documents.



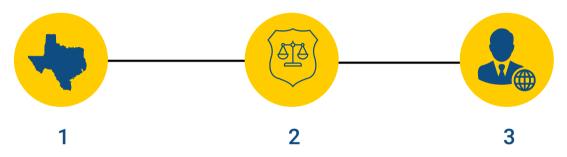
# **Prosecution**

Prosecution of both buyers and traffickers is vital to ending trafficking. Effective prosecution begins with a comprehensive penal code which ensures that trafficking and the buying of sex is not a low risk, high "reward" crime. Furthermore, it requires specialized trafficking training for law enforcement, investigators, prosecutors, and judges, in addition to collaborative communication between state and federal law enforcement agencies. Sharing information promotes effective identification and subsequent prosecution of traffickers and buyers.

# **METHODOLOGY**

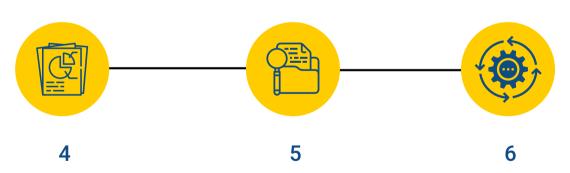
The following landscape assessment was conducted on behalf of a Texas family foundation to assess the current funding needs within the state and identify where donor dollars can be effectively deployed to support survivors in the restorative care process. The assessment evaluates anti-trafficking initiatives through three lenses, prevention, protection, and prosecution, to show how these elements work together to create a comprehensive approach to combating trafficking.

The Texas Landscape Assessment data collection is broken into two main parts: research and field work. A total of 171 programs across Texas were identified and researched for the purpose of this assessment (see Appendix A). Of those programs, 57 directly contributed through video conference interviews, an online survey, or both (see Appendix B).



Research previous reports on human trafficking in Texas compared to national metrics. Law enforcement data, trainings, and policies.

Child Protective Services data, training, and evaluations for the Department of Juvenile Justice, Department of Family & Protective Services, social workers, etc.



Legislative and policy frameworks, including current laws, proposed legislation, and other regulations.

Current prevention and identification trainings.

Field work focused on interviewing those who have first hand experience identifying and supporting trafficking victims and survivors; those who enforce, arrest, and prosecute buyers and traffickers; and survivor leaders throughout the state.

Interviewed 32 programs and organizations, including residential care programs, non-residential service providers, government agencies including law enforcement, and other stakeholders.



Safe House Project determined risk factors (societal and individual) that increase vulnerability to trafficking in Texas. Each of the factors listed below can contribute to someone's likelihood of being trafficked.

Age: A study of Texas youth found that the average age a minor is first sold for sex is 16 years old (Busch-Armendariz et al., 2016). This puts youth at that age at a higher risk to be trafficked.

Socioeconomic Status: A 2020 Texas report found that more than 3.8 million Texans were living in poverty (Talk Poverty, 2020).

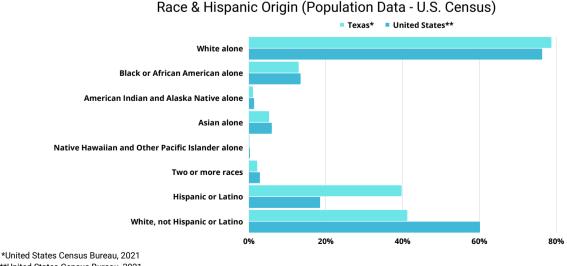
Homeless Individuals: A Texas study found that 36% of homeless minors exchanged sexual favors for food, shelter, or drugs, and 23% exchanged sexual favors for money or gifts (Busch-Armendariz et. al, 2016).

Foster Children/Wards of the State: Four out of every 1,000 children inTexas are foster children, which is another vulnerability to trafficking for minors (Talk Poverty, 2020).

Immigration Status: Texas is an entry point into the United States for a large number of individuals, including adults, families, and unaccompanied minors.

Individuals with Adverse Childhood Experiences, especially child sexual abuse: According to the American Journal of Public Health, "ACE composite scores were higher and [the] 6 ACEs indicative of child maltreatment were more prevalent among youths who had human trafficking abuse reports.

Race/Ethnicity: Safe House Project conducted a comparative analysis of the landscape of Texas contrasted against national statistics regarding victim race.





# **Common Business Models of Trafficking in Texas**

**Familial Trafficking**: This is the act of a family member exploiting an individual, usually a child, for commercial sex

**Survival Sex**: The National Center for Missing and Exploited Children reports that 1 in 6 runaway and homeless youth are victims of trafficking (National Center for Missing and Exploited Children, 2021a).

Sex and Labor Trafficking: Texas organizations serving both sex and labor trafficking victims reported a significant number of victims that have been both sex and labor trafficked.

**Gangs/Organized Crime:** In 2018, the Texas Department of Public Safety assessed that there were more than 100,000 gang members in the state.

**Boyfriend Trafficking**: This is an unhealthy romantic relationship, even within the context of marriage, that escalates to domestic violence and then trafficking.

## **Mandated Trainings**

Law Enforcement: Texas law mandates a one-time training on human trafficking for law enforcement officers.

Healthcare workers: Healthcare practitioners who provide direct patient care must complete an approved human trafficking prevention training course in order to renew their license (Texas Department of Licensing and Regulation, 2020).

**Schools**: Texas schools are required by law to provide age-appropriate, research-based education designed to prevent child sexual abuse and trafficking.

**Department of Family Protective Services**: Texas law mandates a state-wide trafficking specific training for the Department of Family Protective Services (Tex. Code § 402.034).

**Prosecutors & Judges**: While there is a mandate that a trafficking training be created, there is no requirement for judges or prosecutors to take it (Shared Hope International, 2021).

**Texas Juvenile Justice Department**: Texas law does mandate trafficking-specific training for juvenile correctional officers.



# **Tools for Identification**

The Commercial Sexual Exploitation-Identification Tool: The CSE-IT is a universal screening tool recommended for use with all youth served ages 10 and older. According to Texas Court Appointed Special Advocates, "it is designed to be a quick (5-7 minute) information integration tool, not a structured interview. Credible information from intake processes, case files, colleagues, Child Protective Services, juvenile probation, or caregivers used to complete a CSE-IT and score eight key indicators. The tool is a way to organize all the information gathered to assess for likelihood and risk of sexual exploitation. It can be integrated into an agency's existing systems and processes."

## Texas Department of Family and Protective Services and Texas Abuse Hotline

- In 2021, Texas Department of Family and Protective Services (DFPS) identified 192 youth in care who
  were suspected trafficking victims using the CSE-IT (Texas Department of Family and Protective
  Services, 2021).
- Of those, 107 were confirmed sex trafficking cases. It is important to note that, in accordance with guidelines associated with the CSE-IT, DFPS only investigates suspected trafficking cases where the alleged perpetrator is responsible for the child's "care, custody, or welfare" (Office of the Texas Governor, n.d.). This excludes boyfriending, peer-to-peer trafficking, and several other forms of trafficking.
- Currently, Texas recommends that reports of suspected trafficking be sent to the Texas Abuse Hotline. In 2020, the department had 2,817 allegations reported, with 108 confirmed (Texas Human Trafficking Prevention Task Force, 2020). In 2021, that number rose to 3,608 allegations reported and 293 confirmed.
- A 2020 survey of 2,188 victim-serving organizations, prevention programs, advocacy groups, law
  enforcement agencies, prosecutors, healthcare professionals, and regulatory agencies working to
  fight human trafficking in Texas showed that only 100 of the 2,188 organizations reported suspected
  trafficking through the hotline. This suggests that the reports being sent to the Texas Child Abuse
  Hotline represent only a fraction of the suspected child trafficking cases in the state.
- It was also noted that there are another 1,700 youth who have run away from DFPS conservatorship
  in 2021 (Texas Department of Family and Protective Services, 2021a). A 2019 study from NCMEC
  estimates that 19% of reports of runaways from foster care (29% of reports involving girls and 3%
  involving boys) are assessed to be likely victims of sex trafficking (Latzman & Gibbs, 2020).
- DFPS procedure includes calling a "Recovery Meeting" within two business days following reports
  that a confirmed trafficked youth has run away or is missing. The goal of the meeting is to create a
  recovery plan that attempts to locate the youth and provide interventions and resources as soon as
  possible. If the youth is not a confirmed victim of trafficking, Recovery Meetings are scheduled on a
  case by case basis.



## **Aggregated Reporting**

Lighthouse is a software platform built by Allies Against Slavery to identify victims of human trafficking, coordinate their care, and understand trends from data.

Lighthouse informs key stakeholders about the human trafficking landscape in their state, depicts how service providers and law enforcement are responding to survivors, and enables them to make data-informed decisions about policies and investments.

# LIGHTHOUSE

The data below was provided by Lighthouse to Safe House Project for the purpose of this report, for additional information, contact Allies Against Slavery.

- Over 150 sites use Lighthouse for screening and/or statewide data
  - Includes child advocacy centers, crisis centers, emergency shelters, drop-in and long-term residential treatment programs, and school districts
  - >1500 users (trained on CSE-IT)
- >72,000 CSE-IT screenings in Texas
  - o Data from 2016 to present
  - Includes screenings from WestCoast Children's Clinic, Texas Juvenile Justice Department (TJJD), Texas Department of Family and Protective Services (DFPS), and screenings submitted in Lighthouse by field partners
  - o >8600 screenings (~12%) are clear concern, indicating a high risk for exploitation
  - o >53,000 screenings are from TJJD sites
- >175,000 cases from Texas Department of Public Safety
  - o Data from 2009 to 2021
  - Includes arrest, prosecution and court data for offenses related to trafficking, sexual assault, online solicitation, prostitution, and other related charges

# PREVENTION RECOMMENDATIONS

Effective prevention initiatives require accurate and up-to-date research to inform education and training. It also demands consistent guidance from key decision makers, the adoption of legislation and policies to reinforce best practices, and continued analysis to address trafficking trends. Therefore, the following are recommendations for improving Texas's readiness and preparedness to handle human trafficking.

# **Recommendation 1**

#### Department of Children & Family Services & Juvenile Justice System

Mandated CSE-IT screening for all youth in care, not just those who have run away from care. Mandated annual training for all foster parents and caregivers to identify red flags of at-risk youth and implement preventative intervention strategies.

# **Recommendation 2**

#### **Law Enforcement**

Law Enforcement training should be required annually to all officers with increased training for task forces and investigators. Topics of training could include the intersection of drugs and human trafficking, victim-centered prosecution training, trauma-informed interview techniques, data-driven investigations, and victim identification.

Annual training for all workers within the Texas Juvenile Justice Department, judges, and prosecutors to ensure proper identification and early intervention.

Develop a bilingual community outreach initiative among law enforcement which accomplishes the following:

- Build trust between law enforcement and the community, including appropriate and accessible signage detailing reporting procedures without fear of deportation
- Increase reporting of suspected illegal activity, including trafficking
- Educate the community on the realities of trafficking and proper response
- Reassure the community of a victim-centered, trauma-informed approach
- Identify societal contributors and work collectively to mitigate the impact
- Collaborative intervention strategies that build relationships with police so that vulnerable populations can turn to them when needed.

# **Recommendation 3**

#### **Educators**

Educators are mandatory reporters who are usually more aptly positioned to identify child sex trafficking, particularly familial trafficking. They have a unique role in a child's life which allows them to help connect them to services and bring context to behavioral and mental health challenges children are facing throughout Texas. Recommendations for educators include validate the effectiveness of current solutions and expand options for training curriculum. Provide healthcare-based human trafficking training to school nurses. Enhance training and reporting protocols for educators who work with at-risk youth populations on trauma-informed practices and mental health challenges facing this population.

# **Recommendation 4**

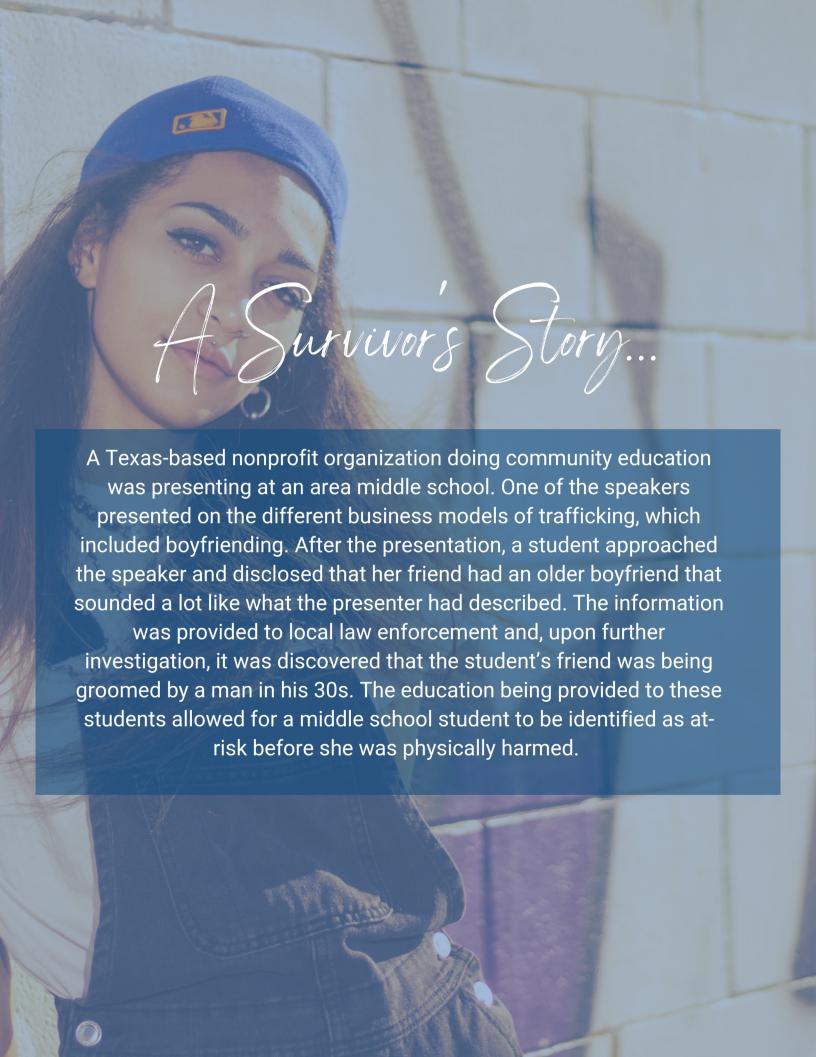
#### NGOs, Nonprofits, & Religious Organizations

Staff and volunteers of non-governmental and nonprofit organizations serving at-risk populations or youth should complete at least one hour of human trafficking training annually to help them understand trends in the trafficking industry, identify suspected victims, and effectively refer trafficked individuals to organizations that can provide human trafficking specific services. Provide annual trafficking training to the Texas Abuse Hotline workers. Equip non-governmental organizations to provide accurate, community-based training like OnWatch to better understand, identify, and respond to human trafficking.

# **Recommendation 5**

#### **Healthcare Workers**

Increased access to mental health providers, especially for adults who have never been treated for childhood trauma. Human trafficking protocols implemented for healthcare facilities, as well as knowledge of available resources available to victims who are identified.





# **Regional Program Breakdown**

# **Emergency Programs**

Emergency programs are those that accept survivors of human trafficking directly out of their trafficking situation and meet basic emergency needs such as shelter, immediate medical attention, and initial safety. Without these programs, adult survivors are left to piece together services, while minor survivors are placed in inappropriate or ill-equipped programs that are not able to meet the complex needs of survivors.

#### **Adults**

**Rescue Hill**: Operates a short term shelter for adult female survivors so they have a safe place to rest and stay until transitioning into other housing or programs.

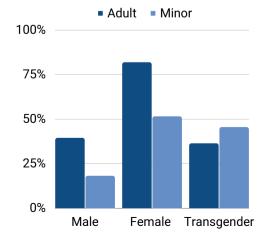
The Cherished House: A 30-60 day program that allows adult female survivors to stabilize while they look for transitional or independent living, restorative care programs, or other treatment opportunities.

#### **Minors**

The Dallas County Assessment, Stabilization, and Advancement Program for Trafficked Girls (ASAP): A short-term program offering services to trafficked minor girls. This program has the capacity for 8 girls at a time and residents stay up to 90 days. While in care, survivors receive therapy, case management, and psychological assessments, among other services.

Freedom Shield Foundation: Serves adult female survivors of sex trafficking, collaborating with federal law enforcement to prepare emergency housing for survivors where they receive stabilization through traumainformed care.

# Percent of Programs by Gender (Residential & Non-Residential Organizations)





# Long-Term Programs

Long-term care programs are residential programs offering wraparound services to assist survivors in overcoming the trauma that has resulted from their trafficking situation. These programs often offer addiction services, life skills training, education, and case management, as well as providing multiple therapeutic modalities.

#### **Adults**

**Elijah Rising**: Anti-trafficking organization engaging in advocacy and outreach, as well as operating a residential program for adult female survivors of sex trafficking and commercial sexual exploitation.

**One Voice Home**: Operates a residential program for adult female survivors of sex trafficking, ages 18 to 25.

**Refuge for Women North Texas**: A 12 month, residential program offering services to adult female survivors including wraparound services, case management, and multiple therapeutic modalities.

**Restored Hope Ministries**: A 12-18 month, residential program for adult female survivors of sex trafficking. This program operates in 3 stages, each for survivors in different phases of their journey, from an initial phase of a long-term program through to stage 3, which is more transitional in nature.

**Refuge for Women Texas Gulf Coast**: A residential program offering services to adult female survivors including wraparound services, case management, and multiple therapeutic modalities.

**Treasured Vessels Foundation**: A residential program serving female survivors ages 18-30, with a particular focus on the mental health of the survivor, acknowledging mental health challenges as a barrier to healing.

#### **Minors**

**Home of Hope**: A residential program serving minor female survivors of trafficking, ages 8-17, including survivors that have been deemed "difficult" or exited from other programs.

**New Life Refuge Ministries**: A residential program serving minor girls, age 11-17, who are survivors of trafficking and commercial exploitation.

One Voice Home: This organization is also piloting a program that will utilize One Voice Home's wraparound services to provide care to both male and female minor survivors. Survivors will reside in a safe living environment, such as in foster families or in their own homes, and One Voice Home will provide outpatient services.



# Transitional Programs

Transitional programs facilitate continued therapeutic care, mentorship, and support while providing survivors a safe and structured environment as they work toward reentry into everyday society. This often includes economic empowerment, financial literacy courses, and additional life skills training.

#### **Adults**

Magdalene House: A two year program serving adult female survivors of sex trafficking.

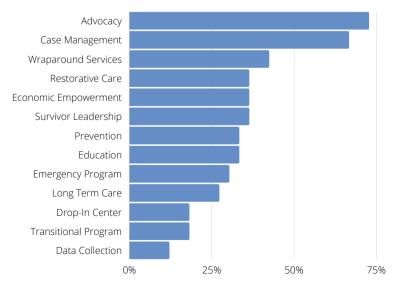
**Poiema Foundation**: A residential program serving adult female survivors of sex trafficking and commercial sexual exploitation. This organization also offers advocacy, education, and outreach services. This program is also equipped to accept survivors with more complex needs that other programs may disqualify.

**Red Oak Hope**: A 12-18 month residential program for adult female survivors of sex trafficking and commercial sexual exploitation. This organization offers wraparound services, economic empowerment, and case management services for survivors and is capable of accepting mothers with their children into their program.

**Refuge for Women North Texas**: A residential program offering services to adult female survivors including economic empowerment, life skills training, and independent living skills.

**Refuge for Women Texas Gulf Coast**: A residential program offering services to adult female survivors including economic empowerment, life skills training, and independent living skills.

#### Breakdown of Organization Services by Type





# **Drop In Centers**

Drop-in centers are non-residential physical locations where survivors can go to have basic needs met, such as showering, doing laundry, eating, and resting. These centers may also connect the survivor to community resources or other nonprofits and host peer support groups and life skills training. Many of these drop-in centers serve minors and transitional-aged youth, so this section is not divided into age categories, given that transitional-aged youth are technically adults meaning the centers serve both.

**CitySquare**: Offers a center for at-risk teens. At the center, teens have access to services and resources available to them that they may not have had the means or opportunity to access without the drop-in center to connect them. CitySquare does not serve trafficking victims exclusively, but understands that unmet needs in teenagers is a big risk factor for trafficking.

**New Friends New Life**: Serves teenage girls through a center for high risk, exploited, and trafficked girls ages 12-22.

**POETIC**: A day program for minor survivors of human trafficking offering school, economic empowerment, trauma therapy, and art therapy. Participants may be referred through the juvenile justice system or Child Protection and Permanency Court.

**Liza's House**: A center for transitional-aged youth (18-24) offering a safe place for survivors to come to receive services, such as meeting basic needs, life skills classes, and emotional support.

**Unbound North Texas**: Operates a center where trafficked youth, up to age 22, can connect with resources, including food, a safe place to sleep, and referrals for outside services.

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"Complex trauma isn't addressed overnight. We need programs that truly walk along survivors for the long-term. Without proper services survivors end up on a merry-go-round of revictimization that never stops." – Survivor S.M.



# **Economic Empowerment**

Economic empowerment includes creating economic opportunities for survivors such as employment opportunities, vocational training and education, and trauma-informed employment.

A 2nd Cup: An organization teaching survivors how to attain and maintain gainful employment including on-the-job training, transferable skills, and a trauma-informed work environment. A 2nd Cup also offers community events in which they raise awareness about human trafficking.

**Elevate Academy**: A national organization offering economic empowerment and professional development to adult survivors of trafficking through an online educational platform. This organization assists survivors in creating a plan for their life and laying out the steps necessary to pursue it.

**Hands of Justice**: Provides economic empowerment for survivors, survivor-led support groups, and scholarship opportunities for survivors.

**MiCreate**: An advocacy and survivor empowerment organization offering support to survivors in their post-trafficking endeavors, with a specific focus on empowering survivors who are working in the anti-trafficking space.

**New Friends New Life**: Serves women and their children by providing case management, economic empowerment, mental health services, life skills training, job readiness training, and an employment partnership program. Additionally, they provide childcare for mothers who are attending classes, with mental health services available as needed for their children.

**Nomi Network**: An organization operating a youth workforce development program for youth involved in the juvenile justice system. This program leads vulnerable youth to economic empowerment and financial stability that allows them to break cycles of poverty, exploitation, and abuse.

The Net: Provides economic empowerment and social support to survivors of human trafficking while raising awareness, with a particular focus on men holding buyers accountable in order to address and decrease demand.

**Twelve11**: Offers survivor empowerment through a "circle" of individuals wrapping around a survivor to support, mentor, and encourage survivors in their dreams following exit from their trafficking situation. This organization also participates in outreach and awareness campaigns in and for marginalized communities through use of the arts, such as music and theater.



## Other Services

Given the complex needs of survivors of human trafficking, there are multiple organizations working in the protection sector that do not fall into one of the above categories. These programs offer additional services that are imperative to the anti-trafficking movement.

**Arrow Family and Child Ministries**: A child placement agency that works directly with the juvenile justice system and child protective services.

**Childproof America**: An advocacy and awareness organization offering services specifically to the parents and caregivers of trafficking victims, founded by a mother who identified a gap in the information and resources available to parents whose children were trafficked.

Refugee Services for Women: Offers both crisis and non-crisis case management and wraparound services, including assisting survivors with housing, acquiring government assistance and legal services, and fulfilling basic needs. This organization serves all ages and genders, as well as domestic and foreign-born survivors.

**Rescue America**: An anti-trafficking hotline offering connection to services for survivors of sex trafficking. This includes emergency services, assistance with exiting their trafficking situation, and connection with restorative residential programs.

**Rescue Her**: Offers crisis services, which include case management and wraparound services as well as identifying next steps, facilitating exits, and connecting with resources; empowerment services including independent living, safety, and community resources; and community awareness.

Safe Alliance: An organization serving transitional aged youth (18-24) offering case management, advocacy, and direct assistance such as accompanying the survivor while food shopping, acting as a support system, and providing utility and rental assistance. This organization operates Liza's House.

**Traffick911**: Provides services to trafficked youth, ages 11-18, including trust-based relationship building, crisis response, case management, social support, and long-term commitment to supporting and empowering survivors.

**Unbound Houston**: Provides advocacy for survivors of trafficking, including case management, crisis response, peer support groups, and mental health services.

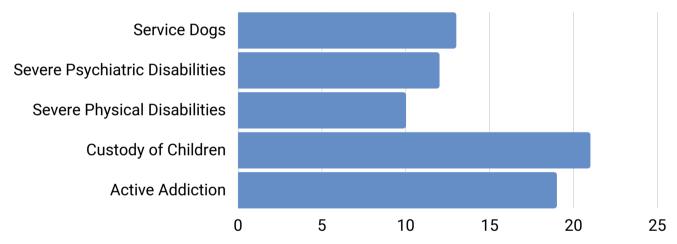


### Other Services Continued

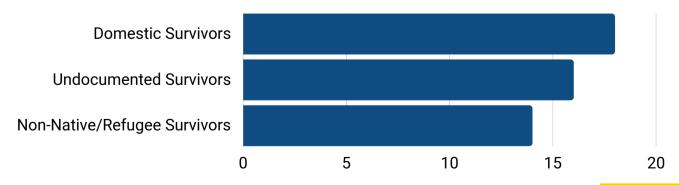
**Valiant Hearts**: Provides wraparound services such as counseling, peer support groups, mentorship, and life skills classes to adult survivors of sex trafficking. Operates the Cherished House.

**Voice of Hope**: Provides case management, assistance filing for government resources, assistance finding placement in residential programs, accompaniment to medical appointments and meetings with law enforcement, counseling, and support groups.

# Programs Serving Survivors With the Following Needs (Residential & Non-Residential)



## Programs Available to Survivors Based on Immigration Status





## Standards of Care

#### The Problem

80% of trafficking victims end up re-victimized without receiving effective services.

- There are few qualified service providers, and poorly run programs go unchecked.
- Survivors are met with barriers to receiving effective human trafficking programming.
- There is a no transparency or standards around programs serving trafficking survivors.
- 300+ programs serve trafficking survivors around the U.S., but most lack trafficking specific programming.
- There is no program oversight and quality control, and little dissemination of best practices.
- Insufficient knowledge of quality programs forces delays or lack of success when seeking reliable residential placements for trafficking survivors.
- Government funds support ineffective programs that lack trafficking-specific programming or training, as well as operate with a limited understanding of the trafficking population and their needs

## The Need

Survivors need service providers who are certified to serve human trafficking victims with effective programming.

- Law enforcement, child protective services, and referring agencies want clarity and direction on effective and certified programs to assist survivors.
- Government agencies, law enforcement, community members, foundations, nonprofits, and survivors desire organizations serving trafficking survivors to be transparent and adhering to standard guidelines.
- Standardization of best practices are needed to elevate the quality of care and create consistency of care for trafficking survivors.
- Programs need clear guidelines and programmatic training on minimum standards up to best practices for effectively serving trafficking survivors.
- Oversight and certification drives consistent, quality programming to prevent re-victimization.

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"Even in "the life" there are standards (unethical immoral and illegal). It is time to implement a housing standard of care for survivors of human trafficking. This is vital to hold service providers accountable and prevent further exploitation."

- Dr. Marlene Carson, US Advisory Council on Human Trafficking & Founder of The Switch

2



## Standards of Care

#### The Solution

It it is essential to bring oversight to determine effectiveness, transparency, and sustainability of programs. Furthermore, it helps to validate the quality of a program against best practices and evidence based research of industry leaders, including lived experience experts, program trainers, and service providers. Effective safe house programs provide ethical, safe, therapeutic, well resourced, and sustainable residential care to survivors to help them break the cycle of victimization.

Industry-endorsed standards and guidelines aim to validate and improve operations, management, governance, sustainability, and specialized services provided by aftercare programs. An effective certification model is a pathway to improved operations and enhanced effectiveness of residential aftercare programs, and over time these best practices will turn into standard practices for organizations serving human trafficking survivors throughout the country.

#### **Texas Programs**

While Texas has standards of care that are required to receive a DFPS contract, they are not designed to evaluate programs to ensure effective trafficking-specific programming. Currently, Texas has not mandated third party validation of standard of care through a national certification. This is a valuable step to identify gaps in quality, address additional training, and provide a reliable list of quality programs to trafficking survivors, and advocates looking for placement.

## Benefits to Standards of Care



#### **National Standards**

National standards of care and dissemination of evidence-based and promising practices for residential programs creates consistent, transparent, and quality programming and will elevate the services provided trafficking survivors.



#### **Improved Placements**

Law enforcement, child protective services, social workers, survivors and others seeking placement for survivors will be provided third-party validation of a program's quality of survivor care. This provides faster placements in quality programs for survivors, thereby reducing chances for re-victimization.



#### **Survivor Thought Leadership**

Consistent elevation of national standards of survivor care industry leaders, including lived experience experts, safe house training organizations, law enforcement, and more.

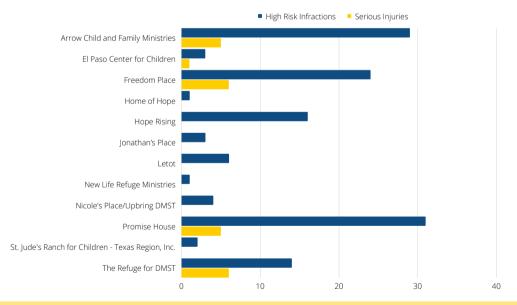


# Reported Infractions for Minor Programs

Throughout interviews and surveys, several minor-serving organizations noted the difficulties associated with working with Texas Department of Family and Protective Services (DFPS).

Upon further research, SHP identified a total of 15 programs serving minors that self-identify as residential programs. Research into the programs with DFPS licensure revealed an alarming pattern. DFPS's minimum standards document states, "each of the Minimum Standards has been assigned a weight – high, medium, medium-high, medium-low, or low – based on the risk that a violation of that standard presents to children" (Texas Health and Human Services, 2021). When identifying the number of violations ranked "high risk" in the last 5 years, ½ of the programs had more than 10 infractions and 20% of these programs had more than 20. In addition to risk assessments showing numerous "high risk" infractions, several of the programs' DFPS reports also showed instances of "serious injuries." While a concrete definition of "serious" was not available in this context, one DFPS handbook identifies serious injuries as a "head injury, fractured or broken bones, burns, or scalding' (Department of Family and Protective Services, 2002). In that same 5 year period, 40% of programs reported at least 1 serious injury, with 13% reporting 6 or more.

#### Program/Organization's\* Infractions



#### **Refuge DMST**

During the interview period for the landscape assessment, Safe House Project did not receive contact from this program. According to their website, The Refuge's license is currently being reviewed by the Texas HHSC. This comes in the wake of allegations of trafficking of youth in care occurring on premises.



## **Intersection Points with Victims**

## Healthcare

Texas healthcare workers who have direct contact with patients are required to take human trafficking training (Texas Department of Licensing and Regulation, 2020). This is a step in the right direction, as healthcare workers regularly intersect and serve trafficking victims through an array of services. As many as 90% of minors and 50% of adult human trafficking victims have contact with medical professionals during their trafficking situation (Lederer & Wetzel, 2014). These victims receive medical care for trafficking-related injuries or illness, as well as treatment for mental health, drug addiction, and suicide intervention which manifest as a result of trauma.

It is reported that 84% of trafficking survivors report drug use during their victimization (Eastwood-Paticchio, 2019), 42% report attempting suicide while being trafficked (Lederer & Wetzel, 2014), and 78% report mental health challenges after escaping their trafficking situation (Levine, 2017). Currently, suicide is the 11th leading cause of death overall and the 3rd leading cause of death for individuals ages 15 to 24 in Texas (Texas Department of State Health Services, n.d.). There are more than 800 deaths from methamphetamines alone annually throughout the state (Texas Department of State Health Services, 2020). While the Texas Health Resources' Community Health Needs Assessment (CHNA) 2020-2022 prioritized a focus on improving mental health, suicide, and drug use, without an added focus that allows an understanding of the intersectionality of trafficking with these issues, the efforts made to improve these issues in the community will not meet their full potential (Texas Health Resources, 2020).

Trafficking is an interpersonal violent crime that causes long-term health problems for victims. Trafficking victims experience mental health problems, substance use disorders, and chronic suicidality, in addition to many other physical ailments. Comorbidity can make it challenging to serve these individuals, especially if the healthcare provider does not understand the underlying complex trauma produced by the trafficking situation. Even when identified, there are limited mental health services available in Texas that are qualified to treat complex mental health conditions, such as Dissociative Identity Disorder, schizophrenia, or Borderline Personality Disorder. Many providers who are qualified are not affordable, putting them out of reach of survivors without insurance, with Medicaid, or living on a low income. Furthermore, extended trafficking situations due to lack of identification result in repeated use of hospital systems due to physical injuries, mental health crises, and illness. Children who do not receive the care they need during/immediately following their trafficking situation cost communities \$5.3 million over their lifetime (Fritz, 2019).



# **Gaps and Barriers Identified by Programs**

#### **Emergency Programs**

Restorative care programs, law enforcement agencies, and non-residential service providers alike listed the lack of emergency programs as a significant gap in the continuum of care for trafficking survivors in Texas, with survey participants rating it as the top barrier to care. Without a safe place for victims to go upon exit from their trafficking situation, they are left unable to meet their needs and vulnerable to traffickers.

In the case of minors, when there are no emergency programs for them to be admitted to, they are placed in shelters that are not trafficking specific, acute psychiatric hospitalization units, the juvenile justice system, or sleeping on couches in the DCFS office. This leads to an increased rate of runaways, victims returning to their traffickers, inadequate or inappropriate care, and further re-victimization.

#### **Transitional Programs**

Forty two percent of survey participants identified the lack of transitional programs as a barrier to care for survivors of human trafficking. In particular, survivor leaders and residential programs that were interviewed voiced concern that survivors spent months or years in long-term care programs with complete wraparound services and then were unsure how to function in day to day life independently once they had graduated from the program. Lack of transitional programs also adds additional complications for survivors who may need additional assistance and support in securing sustainable employment and housing.

#### **Mental Health Services**

Of organizations interviewed and organizations surveyed, 74% (n.42) identified mental health services as a significant barrier to care and gap in services for survivors of human trafficking. Only 21% (n. 12) of programs reported having the resources to serve survivors with severe psychiatric conditions. Of the two residential programs that identified themselves as being able to take those with severe psychiatric conditions, interviews indicated that these programs could not accommodate several conditions, including Dissociative Identity Disorder, which has a high prevalence in survivors trafficked as minors.

Programs also reported that qualified mental health professionals that were local, within their budget, accepted Medicaid, and had experience with trafficking survivors were few and far between, making it difficult to secure mental health services that are imperative to the healing and success of survivors. Also noted was the presence of mental health professionals that had trauma training but were illequipped to handle complex trauma and significant wait times to be seen.



# **Gaps and Barriers Identified by Programs**

#### Referral Issues

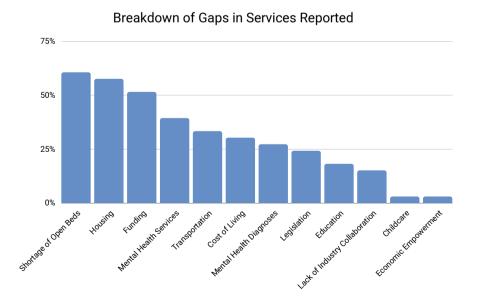
Residential programs, particularly those serving minors, noted on several different occasions a communication breakdown regarding referrals into their programs. This included survivors being referred into their program that did not fit the demographic they serve, a lack of referrals leading to empty beds, or referring agencies being misleading or withholding information when attempting to place someone into their care.

#### **Shortage of Open Beds**

A shortage of open beds was identified as the top gap by 60% of survey participants. This is caused in part by the lack of emergency and transitional programs. A shortage of transitional housing programs leads survivors to stay in long-term care programs until stable housing and services can be secured. This means that there are no beds available for those in emergency housing to move into long-term programs. With few beds available in the emergency phase along the continuum of care, any backup leads to a crisis-level shortage of beds for survivors whose lives depend on residential assistance upon exit.

#### **Funding**

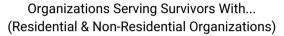
While Texas has an array of services for survivors, there does not appear to be sufficient funds to meet the ever-expanding need based upon increases in identified trafficking victims. More than 50% of programs surveyed reported that funding was among the top barriers for them to increase or expand services to support more survivors. Furthermore, programs stated that they also could decrease barriers to care with funding since it would allow the programs to hire specialized employees to serve survivors with severe mental health needs who are otherwise not served.

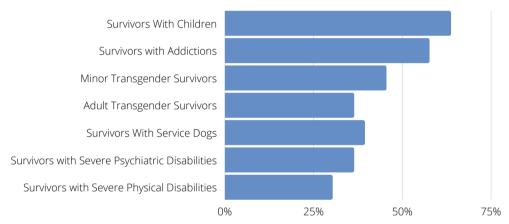




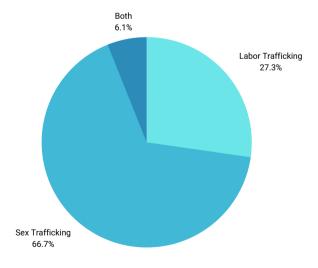
# **Placing Survivors with Complex Needs**

Survivors with complex needs include those with severe psychiatric conditions, physical disabilities, active addictions, those with children, transgender survivors, and survivors with service dogs. The following chart details the number of programs (residential and non-residential) surveyed throughout the state equipped to take survivors with each need:





Percent of Programs by Trafficking Type (Residential & Non-Residential Organizations)



Without access to equitable care, these survivors are left to piece together services on their own, leave the state for services, or return to their trafficker having acquired no services at all.

Protection of victims through restorative care is pivotal to break cycles of victimization, end multi-generational trafficking, help survivors integrate into society, and build the trust needed for victims to participate in the criminal justice process. Effective protection also enables valuable information sharing to inform preventative measures. These recommendations are made to improve Texas' response to protection of trafficking victims.

## **Recommendation 1**

#### **Emergency Programs**

Open new emergency programs or expand capacity in existing programs to increase availability. Provide trafficking-specific programmatic training for organizations offering emergency housing that are not trafficking specific in order to increase capacity statewide.

# Recommendation 2

#### **Transitional Programs**

Develop and implement housing plans for adult survivors that are safe, affordable, and sustainable. Increase economic empowerment opportunities that allow survivors to earn a living wage. Adopt transition in place housing models for survivors leaving long-term care programs. Implement intentional living communities for survivors who need continuing services who do not wish to participate in a long-term program.

# **Recommendation 3**

#### **Mental Health Services**

Increase incentives for mental health professionals to increase the number of qualified and available providers. Provide training on complex trauma, dissociative disorders, and the impact of trafficking on mental health for clinicians.

# **Recommendation 4**

#### **Placing Survivors with Complex Needs**

Provide training and funding for existing residential programs seeking to expand their services to better support trafficked individuals with severe mental health or physical needs they have been unable to serve in the past.

# **Recommendation 5**

#### **Referral Issues**

Create a centralized referral database that lists programs, disqualifiers, and populations served. Encourage open communication between referral sources and programs offering services. This will provide more effective and rapid placements into programs.

# Recommendation 6

#### Certification

The Government should require that programs providing residential services to trafficking victims, even those who are not trafficking specific, be evaluated using a third-party to receive law enforcement and government agency referrals. An independent evaluator assesses an organization's restorative care programming, compliance, financial sustainability, governance, specialized services, and overall effectiveness to ensure that the program is victim-centered, trauma-informed, and operating using industry best practices.

Establishing standards and providing a roadmap for improvement to better serve trafficking victims and meet best practices will elevate the current landscape of care to more effectively respond to the needs of trafficking victims.



When a survivor was identified by law enforcement, Safe House Project worked to find a program to fit her needs. She was accepted into a year-long program in NorthTexas. It was one of the only places in the country where she was safe and hidden from her traffickers. Once she arrived she was triggered and had trauma response behaviors. In many cases of non-trafficking specific programs, she would have been unable to stay in her healing environment, and be vulnerable to re-victimization. However, through quick and well-resourced response, this survivor was able to find stabilization and stay in the program to continue her journey in freedom.

Through this assessment, Safe House Project evaluated the Texas landscape of federal and state law enforcement, investigators, prosecutors, and the Texas Juvenile Justice Department (TJJD), against the framework of the Trafficking Victim Protection Act which outlines necessary policy, procedures and processes to ensure prosecution of traffickers. This section outlines the current status of the prosecutorial landscape and highlights the strengths, weaknesses, barriers, and opportunities for a robust prosecutorial response to trafficking.

Below is a table that highlights the effective policy for trafficked minors and adults needed to produce these outcomes and a current evaluation of Texas' delivery on these policies (Shared Hope International, 2021b).

Desired Policy	Pass	Fail	In Process or Partial
The child sex trafficking law is expressly applicable to buyers of commercial sex with any minor under 18	x		
Commercial sexual exploitation of children (CSEC) laws specifically criminalize purchasing or soliciting commercial sex with any minor under 18.	x		
Commercial sexual exploitation of children (CSEC) laws apply to traffickers and protect all minors under 18.	x		
The trafficking law expressly allows for business entity liability and establishes a business-specific penalty scheme			х
State law mandates that financial penalties are levied on sex trafficking and CSEC offenders and are directed to a victim fund.	x		
The definition of child sex trafficking victim in the criminal code includes all commercially sexually exploited children without requiring third party control.			х
State law mandates child welfare agencies to conduct trauma-informed CSEC screening for children at risk of sex trafficking.			x
State law mandates juvenile justice agencies to conduct trauma-informed CSEC screening of children at risk of sex trafficking.			х
State law prohibits the criminalization of minors under 18 for prostitution offenses.		x	

Continued on next page



Below is the continuing table that highlights the effective policy for trafficked minors and adults needed to produce these outcomes and a current evaluation of Texas' delivery on these policies (Shared Hope International, 2021b).

Desired Policy	Pass	Fail	In Process or Partial
State law prohibits the criminalization of child sex trafficking victims for sex trafficking and commercial sexual exploitation offenses, including accomplice and co-conspirator liability, committed as a result of their trafficking victimization.		x	
State law provides child sex trafficking victims with an affirmative defense to violent felonies committed as a result of their trafficking victimization.		x	
State law defines child abuse to include child sex trafficking for purposes of accessing child welfare services.			х
State law provides for a survivor-centered multi- disciplinary team response to child sex trafficking cases.			х
State law requires the juvenile justice system to provide access to specialized services for identified sex trafficked children and youth.	x		
State funding is appropriated to support specialized services and a continuum of care for sex trafficked children regardless of system involvement.		x	
State funding is appropriated to support child- serving agencies with providing specialized services and a continuum of care for sex trafficked children.	x		
State law allows trafficking victims to seek emergency civil orders of protection.	x		
Sex trafficked children and youth may vacate delinquency adjudications and criminal convictions for any offense arising from trafficking victimization.			х
State law provides a child sex trafficking-specific hearsay exception that applies to non-testimonial evidence to reduce reliance on victim testimony.	х		
State law provides child sex trafficking victims with a trafficking-specific civil remedy.	х		
State law mandates restitution for child sex trafficking and commercial sexual exploitation of children (CSEC) offenses.	x		



#### **Barriers to Prosecution**

Evaluation and interviews of local, state, and federal law enforcement operating in Texas highlight the significant barriers to successful victim-centered, trauma-informed prosecution initiatives in the state.

#### Laws

- Texas law fails to prohibit the criminalization of minors for prostitution offenses.
- Texas law does not require child welfare to screen all system-involved or referred children for sex trafficking victimization.
- Texas law does not mandate TJJD to screen all children and youth for sex trafficking victimization.
- Texas law does not restrict charging child sex trafficking victims with misdemeanors or non-violent felonies committed as a result of their trafficking victimization.
- Texas law does not prohibit the criminalization of child sex trafficking victims for sex trafficking and commercial sexual exploitation offenses, including conspirator liability, committed as a result of their trafficking victimization.
- Texas laws need to be strengthened surrounding the creation and distribution of child pornography
  and child sexual abuse material (CSAM). This data will help law enforcement identify trends and
  infiltrate trafficking rings and arrest both traffickers and buyers.

#### **Specially Trained Units**

It was noted that there is a lack of law enforcement investigators and prosecutors who are specifically trained on human trafficking. Due to the complex nature of trafficking cases and trauma from victimization, it requires the involvement of those specially trained to produce positive outcomes for victims and the justice system. While some jurisdictions have specially trained task forces who focus on trafficking, there are many areas who do not have this resource that are attempting to prosecute cases. Without appropriately trained investigative and prosecutorial units, victims are re-victimized, making it more difficult to prosecute cases.



#### **Increased Focus on Trafficking Charges**

Due to the intersection of trafficking with other related crimes, prosecutors and law enforcement agencies can determine whether they want to charge offenders with trafficking charges, charges related to other crimes, or both. These practices vary by jurisdiction. For instance, some cases may start with human trafficking charges but not meet the statutory requirements, while other cases may begin with a focus on prostitution or sexual assault and evolve into a trafficking case upon further investigation. According the Office of the Attorney General, "the fluidity of these cases and local charging decisions can make the accurate tracking of human trafficking difficult from a data collection perspective. However, when the number of reported human trafficking cases is lower than the actual number of cases, it may give the appearance to community members that trafficking is not prevalent in their community. It can also make it difficult for the state to efficiently provide and distribute resources to combat human trafficking when those estimates are based on incomplete information."

#### **Victim Referrals**

Law enforcement noted a lack of residential placement options for victims following their identification. This can leave survivors without the support necessary to cooperate in the prosecution of their traffickers, as they may lack access to safe housing, therapy, and other restorative care. This creates significant challenges for the criminal justice process, including victims disappearing and refusing to cooperate with prosecutors and law enforcement. Prosecutors still depend on victim testimony, so when victims are unable to testify, offenders are often released or pled down to lesser charges where there is no true accountability for their crimes. Survivors need the opportunity to enter emergency or long-term restorative care programs throughout the investigation and prosecution to improve mental stability and safety of the survivor and prosecution viability.

#### **Increased Collaboration Between Agencies**

In many jurisdictions, investigation and prosecutorial resources are limited. On the prosecutorial side, the Office of the Attorney General does not have original jurisdiction in criminal cases, but may prosecute human trafficking cases when requested by local prosecutor. In addition to the OAG, several other state agencies assist in the investigation of human trafficking including Department of Family and Protective Services, Department of Public Safety, Texas Alcoholic Beverages Commission, Texas Department of Licensing and Regulation, Texas Parks and Wildlife Department, and the Texas Workforce Commission. Lack of communication and coordination between these agencies results in siloed information on trafficking cases and ultimately, a failure to identify and prosecute traffickers and buyers.

# PROSECUTION RECOMMENDATIONS

Prosecution of buyers and traffickers, as well as a victim-centered approach in the justice system are foundational to a solid prosecution framework. Effective prosecution begins with a comprehensive penal code to ensure trafficking and the buying of sex is not a "low risk, high reward" crime. It requires specialized training for law enforcement, investigators, prosecutors, and judges, and communication between agencies. The following are recommendations for improving Texas's handling of human trafficking.

#### **Recommendation 1**

#### **Advanced Training**

Law enforcement must be provided with the appropriate tools to effectively interdict human trafficking. This includes training to ensure proper understanding of the drivers of human trafficking, as well as the complex victimization that can serve as a barrier to accurately identifying victims during the course of an investigation. The U.S. Department of Justice has noted that the traditional law enforcement techniques are not effective in addressing human trafficking; therefore, new innovative techniques must be deployed, such as understanding how to target networks and reduce reliance on victim testimony. Law enforcement should also be provided trauma-informed training to understand how to de-escalate a victim who is triggered by their presence and be educated on victim-centered approaches for performing an effective investigation.

#### **Recommendation 2**

#### **Centralized Reporting Structure**

Further adoption of the Lighthouse Platform for aggregated reporting to help centralize data collection is recommended. This would serve to better understand the prevalence of trafficking within the State, highlight trends, and more effectively understand the overall impact of trafficking on the state. It would also create a body of evidence-based research that can inform ongoing improvements to address this complex issue. While this is currently being adopted, further private partnerships could be implemented to augment current training staff to increase speed, such as funding and deploying training teams with targeted market saturation goals.

## Recommendation 3

#### Housing

Establish an emergency residential program for minor and adult victims of trafficking to receive stabilizing services while processing next steps with law enforcement to pursue further investigation for prosecution. Also, establish protocols for long-term restorative care treatment plans for the survivor during the term of the investigation to improve mental stability of the survivor.

## Recommendation 4

#### **Juvenile Justice**

In order to prevent trafficked youth from being detained in a juvenile detention facility when law enforcement has no place to put them, new protocols should be developed for identified or suspected trafficked youth to receive protection and care, such as a trafficking specific child advocacy center.

# **Crafting Solutions To Address Needs**



### **General Recap**

There is an overall need to invest in broad sweeping community education, and increased law enforcement training, to launch emergency programs and transitional programs to support survivors, and to centralize services and communication in order to see survivors served more effectively.



#### **Love and Justice Center**

The Love and Justice Center would be a replicable shared services model that brings together a multi-disciplinary team in one location to address the complex needs of survivors, while driving stronger collaboration and communication to strengthen their options within the justice system.

STEP 1	DROP IN/ BASIC NEEDS	DROP IN CENTER / CHILDCARE/ DIAPERS/ HOUSING COORDINATION/ FOOD PANTRY FOR ESSENTIALS
STEP 2	LEGAL SERVICES	LEGAL SERVICES/ LAW ENFORCEMENT ADVOCACY/ FORENSIC INTERVIEW CENTER
STEP 3	MENTAL HEALTH & EMPOWERMENT	INDIVIDUAL THERAPY / GROUP THERAPY/ FAMILY THERAPY  WOMEN'S ACADEMY
STEP 4	COVERT EMERGENCY HOUSING	EMERGENCY HOUSING TO SUPPORT SURVIVORS FOR 24-72 HOURS WHILE PLACEMENT INTO LONG-TERM PROGRAM, OR HOUSING FOR WOMEN'S ACADEMY IS DETERMINED

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Organization	Category	Website
2nd Cup	Protection	https://a2ndcup.com/
A Renewed Hope	Protection	http://arenewedhope.com/
Alamo Area Rape Crisis Center	Protection	https://rapecrisis.com/
Alamo Area Coalition Against Trafficking	Prevention	https://sites.google.com/site/aacatsa/About
ALIVE	Protection	https://aliveinaction.org/about-alive-2/
Allies Against Slavery	Protection	http://www.alliesagainstslavery.org/
American Gateways	Protection	http://www.americangateways.org/
Arrow Family and Child Ministries	Protection	https://www.arrow.org/
Asian Family Support Services of Austin	Protection	https://www.afssaustin.org/
Assessment, Stabilization, and Advancement Program for Trafficked Girls	Protection	
Attorney General's Office	Prosecution	https://www.texasattorneygeneral.gov/
Austin Police Department	Prosecution	http://www.austintexas.gov/department/police
Aware Central Texas	Protection	https://www.awarecentraltexas.org/
Bay Area Turning Point	Protection	https://www.bayareaturningpoint.org/
Baylor College of Medicine Anti-Human Trafficking Program	Prevention	https://www.bcm.edu/healthcare/care- centers/psychiatry/clinics/ben-taub-harris-health-system/human- trafficking-program
BCFS	Protection	https://discoverbcfs.net/news/common-thread-grows/
Beauty Will Rise	Protection	http://beautywillrise.org/
Casa Marianella	Protection	http://www.casamarianella.org/
Casa of Travis County	Protection	https://www.casatravis.org/
Catholic Charities	Protection	https://catholiccharities.org/
Center for Success and Independence	Protection	https://www.tcsi.org/programs/domestic-human-sex-trafficking-victim/
Central Texas Youth Services	Protection	https://www.centraltexasyouthservices.com/
Centro Seguro	Protection	https://rmya.org/programs-services/
Change Happens	Prevention	https://www.changehappenstx.org/
Childproof America	Prevention	https://www.childproofamerica.org/
Children Advocacy Centers for Texas	Protection	https://www.cactx.org/
Children at Risk	Prevention	https://childrenatrisk.org/
CitySquare	Protection	https://www.citysquare.org/
Coalition to Combat Human Trafficking	Prevention	https://www.cchttx.com/about-us/partners
Coastal Bend Coalition Against Modern Day Slavery	Prevention	https://cbcamds.wordpress.com/
Common Thread	Protection	https://commonthread.net/
Consulate of Peru	Prosecution	http://www.consulado.pe/es/Dallas/Paginas/Inicio.aspx
Covenant House Texas	Protection	https://www.covenanthousetx.org/
CrimeStoppers	Prosecution	https://crime-stoppers.org/
Crisis Center of Southeast Texas	Protection	http://www.crisiscenterofsoutheasttx.org/who-we-are-1
Dallas CASA	Prevention	https://www.dallascasa.org/
Dominican Sisters	Prevention	https://domhou.org/

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Ector County District Attorney Office	Prosecution	http://www.co.ector.tx.us/page/ector.District.Attorney	
El Paso Center for Children	Protection	http://epccinc.org/	
El Paso Child Guidance Center	Prevention	https://epcgc.org/	
Elevate 61	Protection	https://elevate61.org/	
Elevate Academy	Protection	https://elevate-academy.org/	
Elijah Rising	Protection	http://elijahrising.org/	
Equal Justice Center	Protection	http://www.equaljusticecenter.org/welcome.html	
Family Support Services	Protection	https://www.fss-ama.org/	
Family Ties	Protection	http://familytiesfrs.org/index.html	
Fe Y Justica Worker Center	Prevention	https://www.houstonworkers.org/	
For the Silent	Prevention	https://www.forthesilent.org/	
Fort Worth Police Department Human Trafficking Unit	Prosecution	https://police.fortworthtexas.gov/	
Free the Captives	Prevention	http://www.freethecaptiveshouston.com/	
Freedom Church Alliance	Protection	https://freedomchurchalliance.org/	
Freedom Place	Protection	CLOSED	
Freedom Restore	Prevention	https://www.facebook.com/FreedomRestore/	
Freedom Shield Foundation	Protection	https://www.freedomshieldfoundation.com/	
Freedom Youth Project Foundation	Prevention	https://www.freedomyouthproject.org/	
Girls Empowerment Network	Prevention	https://www.girlsempowermentnetwork.org/	
Good Hearts	Protection	http://www.goodheartsyfs.org/	
Gratia Plena	Protection	https://gratiaplenacounseling.org/	
Hands of Justice	Protection	https://www.handsofjustice.org/	
Harbor Program	Protection	https://www.soulsharbordallas.org/	
Harris County Juvenile Probation's (GIFT) Program	Protection		
Harvest House	Protection	https://harvesthousebmt.com/	
Heart of Texas Region MHMR	Protection	https://www.hotrmhmr.org/	
Home of Hope	Protection	https://homeofhopetexas.org/	
Homeland Security Investigations	Prosecution	https://www.ice.gov/hsi	
Hope Home	Protection	http://purehopefoundation.com/	
Hope Rising	Protection	https://hoperisingusa.org/	
Houston Area Women's Center	Protection	https://hawc.org/	
Houston Legal Aid Center	Prosecution	https://www.houstonlegalaid.org/	
Irving ISD	Prevention	https://www.irvingisd.net/	
Jefferson County Victims' Assistance Center	Protection	https://www.co.jefferson.tx.us/da/VictimsAssist.htm	
Jonathan's Place	Protection	https://www.jpkids.org/	
Juvenile and Children's Advocacy Project	Prevention	https://www.jcaptexas.org/	

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Kathy McGibbon Givens	Protection	https://www.kathymcgibbon.com/
Las Americas Immigrant Advocacy Center	Protection	https://las-americas.org/en/home
La Posada Providencia	Prevention	https://cdpsisters.org/la-posada-providencia
Legal Aid of Northwest Texas	Prosecution	https://internet.lanwt.org/en-us
Letot	Protection	https://www.dallascounty.org/departments/juvenile/letot- residential.php
Lifeworks	Prevention	http://www.lifeworksaustin.org/
Liza's House	Protection	
Love146	Prevention	https://love146.org/
Lubbock Rape Crisis Center	Protection	https://www.voiceofhopelubbock.org/
Magdalene House	Protection	https://www.magdaleneaustin.org/
Masterworld	Prevention	https://www.masterword.com/
McCain Institute	Prevention	https://www.mccaininstitute.org/human-trafficking-mission//
Mexican Consulate	Prosecution	https://www.consulate-info.com/consulate/14344/Mexico-in- Brownsville
MiCreate	Protection	https://www.micreate.org/
Midland County District Attorney Office	Prosecution	https://www.co.midland.tx.us/173/District-Attorney
Mosaic Family Services	Protection	https://mosaicservices.org/
Mujeres Unidas/Women Together Foundation, Inc.	Protection	http://mujeresunidas.org/
New Friends New Life	Protection	https://www.newfriendsnewlife.org/
New Life Refuge Ministries	Protection	https://newliferefugeministries.org/
New Life Refuge Ministries	Protection	https://newliferefugeministries.org/
Nicole's Place/Upbring DMST	Protection	CLOSED
Nita's Angels	Protection	https://www.nitasangels.com/446786112
No Boundaries International	Protection	https://www.nbint.org/
Nomi Network	Protection	https://nominetwork.org/
North Texas Coalition Against Human Trafficking	Prevention	http://www.ntcaht.org/
Office of the Texas Governor's Child Sex Trafficking Team	Prosecution	https://gov.texas.gov/first-lady/post/need-to-know-the-governors- child-sex-trafficking-team
One Voice Home	Protection	http://onevoicehome.org/
Open Door	Protection	https://opendoorlbk.org/
Paso del Norte	Protection	https://www.pdncoh.org/
POETIC	Protection	https://www.iampoetic.org/
Poiema Foundation	Protection	http://poiemafoundation.org/
Project Protect Our Children	Prevention	https://projectprotectourchildren.com/
Promise House	Protection	https://promisehouse.org/
Providence Place	Protection	https://www.provplace.org/my-mariposa-home/
Rahab's Retreat and Ranch	Protection	http://www.rahabsretreatandranch.com/rahabs-ranch/
Ranch Hand Rescue	Protection	https://www.randbsetteatananani.com/randbs/tanen/
Red Oak Hope	Protection	http://redoakhope.org/
Redeemed Ministries	Protection	https://www.redeemedtx.org/
Refuge for Women North Texas	Protection	https://refugeforwomen.org/north-texas/
		1 0
Refuge for Women Texas Gulf Coast	Protection	https://www.rfwtxgulfcoast.org/ http://refugeoflight.org/
Refuge of Light	Protection	, , , ,
Refugee and Immigrant Center for Education and Legal Services	Prevention	https://www.raicestexas.org/
Refugee Services for Women	Protection	https://www.rstx.org/
Regional Victim Crisis Center	Protection	https://regionalvictimcrisiscenter.org/
Rescue America	Protection	https://rescueamerica.ngo/
Rescue Her	Protection	https://www.rescueher.org/
Rescue Hill	Protection	https://rescuehill.org/
Rescue Us Mission	Protection	https://www.rescueusmission.org/
Restored Hope Ministries	Protection	https://www.restoredhopeministries.org/
Rio Grande Valley Anti-Human Trafficking Coalition	Prevention	https://m.facebook.com/pg/RGVHTC
Rotary International	Prevention	https://portal.clubrunner.ca/4438
Roy Maas Youth Alternatives (RMYA)	Protection	https://www.rmya.org/

		https://www.oofcountin.org/our.com/goo/fooc.to-fooc
SAFE	Protection	https://www.safeaustin.org/our-services/face-to-face- support/support-for-people-who-have-been-exploited/
Safe Alliance	Protection	http://www.safeaustin.org/
Saint Luke's	Protection	https://www.stlukesmethodist.org/
Salvation Army	Protection	https://www.salvationarmytexas.org/corpuschristi/combatting- human-trafficking/#toggle-id-2
Shield Bearer	Prevention	https://www.shieldbearer.org/
Sisters of Charity	Prevention	https://sistersofcharity.org/
St. Jude's Ranch for Children - Texas Region, Inc.	Protection	https://www.sjrctexas.org/
Street Grace	Prevention	https://www.streetgrace.org/
Tahirih Justice Center	Prosecution	https://www.tahirih.org/
Tamar's Tapestry	Protection	http://www.tamarstapestry.info/?page_id=41
Tarrant County 5-Stones Taskforce	Prosecution	https://police.fortworthtexas.gov/Support/tarrant-county-5-stones- taskforce
Taylor County Victim Assistance	Protection	https://www.taylorcountytexas.org/130/Victims-Assistance- Division
Texas Advocacy Project	Prevention	https://www.texasadvocacyproject.org/
Texas Association Against Sexual Assault	Prevention	http://taasa.org/
Texas Center for the Missing	Prosecution	https://centerforthemissing.org/
Texas Children's Hospital	Protection	https://www.texaschildrens.org/
Texas Family Initiative	Protection	https://tfifamily.org/texas/
Texas Legal Services Center	Prosecution	https://www.tlsc.org/
Texas Rio Grande Legal Aid	Prosecution	https://www.trla.org/
The A21 Campaign	Prevention	https://www.a21.org/
The Center for Child Protection	Protection	https://centerforchildprotection.org/
The Key2Free	Protection	https://www.thekey2free.org/
The Landing	Protection	https://thelanding.org/
The Net	Protection	https://www.thenetfw.com/
The Refuge DMST	Protection	https://therefugeaustin.org/
The Refuge for DMST	Protection	CLOSED
The Underground	Protection	https://unboundfortworth.org/the-underground
Toni McKinley	Protection	https://www.tonimckinley.com/
Traffick911	Prevention	https://www.traffick911.com/
Treasured Vessels Foundation	Protection	https://treasuredvesselsfoundation.org/
Twelve11	Protection	https://www.twelve11.org/
U.S. Equal Employment Opportunity Commission	Prevention	https://www.eeoc.gov/
Unbound Austin	Protection	https://www.unboundatx.org/
Unbound Bryan College Station	Protection	https://unboundbcs.org/
Unbound Houston	Protection	https://www.unboundhouston.org/
Unbound North Texas	Protection	https://unboundnorthtexas.org/
Unbound Waco	Protection	https://www.unboundwaco.org/
United Against Human Trafficking	Prevention	https://uaht.org/about/
University of Houston	Protection	https://www.uh.edu/socialwork/
US-IDVSA	Prevention	https://sites.utexas.edu/idvsa/
Valiant Hearts	Protection	http://valianthearts.org/
Voice of Hope	Protection	https://www.voiceofhopelubbock.org/
West Texas A&M	Prevention	https://www.wtamu.edu/
Wichita County Victim Assistance	Protection	https://wichitacountytx.com/victims-services/
YMCA	Protection	https://ymcahouston.org/
YMCA	Protection	https://ymcahouston.org/

# APPENDIX B- PROGRAMS INTERVIEWED OR SURVEYED

Program	Interviewed	Surveyed
2nd Cup	х	х
Allies Against Slavery	х	
Arrow Family and Child Ministries	х	
ASAP	х	
Attorney General's Office	х	
Childproof America	х	
Children at Risk	Х	
CitySquare		X
Crime Stoppers of Houston		X
Dallas CASA		X
Elevate Academy		X
Elijah Rising	×	X
Fort Worth Police Department Human Trafficking Unit	x	x
Freedom Shield Foundation		x
Gratia Plena		x
Hands of Justice	x	^
Harbor Program	^	x
Hame of Hope	X	^
	^	x
Houston Legal Aid Center  Irving ISD		x x
		X
Kathy McGibbon Givens	X	
Lubbock Rape Crisis Center	,,	X
Magdalene House	X	
MiCreate	X	X
New Friends New Life		X
New Life Refuge Ministries	X	
Nomi Network		X
Office of the Texas Governor's Child Sex Trafficking Team	X	
One Voice Home	Х	
Open Door	х	
POETIC		X
Poiema Foundation	Х	
Project Protect Our Children	х	
Red Oak Hope	х	х
Refuge for Women North Texas	Х	
Refuge for Women Texas Gulf Coast		X
Refugee Services for Women	Х	
Rescue America	Х	
Rescue Her		X
Rescue Hill		X
Restored Hope	х	х
Safe Alliance	х	х
Salvation Army		Х
Tarrant County 5-Stones Taskforce	х	Х
Texas Association Against Sexual Assault	х	
The A21 Campaign		Х
The Net		Х
Toni McKinley	X	
Traffick911		X
Treasured Vessels Foundation	x	
Twelve11	x	
UAHT	×	
Unbound Houston		x
Unbound North Texas		x
Valiant Hearts		X
Valiant Hearts  Voice of Hope		x x
voice of nope	<u> </u>	<u> </u>

# APPENDIX C



#### **SEX TRAFFICKING SCREENING**

TEXAS
JUVENILE
JUSTICE
DEPARTMENT

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Intake Information.					
Youth Name (Last, First, MI)		JCMS.JPD#	D.O.B.(MM/DD)	/YYYY)	
Gender	Date &Time of Intervie	w (MM/DD/YYYY – HH:MM a.	m./p.m.)		
■ M ■ F ■ Other					
Confirmed Victim (if "yes" is check must be reported to law enforcement. file.					
<ol> <li>Youth reports being forced or coe</li> </ol>	· · · · · · · · · · · · · · · · · · ·	for monetary benefit of anot	her person.	Yes	■ No
<ol><li>Youth reports he/she has been pre</li></ol>				■ Yes	■ No
<ol> <li>Law enforcement has confirmed the in any commercial, sexually-explo</li> </ol>	itative activity.			■ Yes	□ No
<ol> <li>Youth reports "consensual" partici alcohol, money, or other item(s) o</li> </ol>	fvalue.			□ Yes	□ No
<ol><li>There are photos or videos of the sexual purposes.</li></ol>			,	□ Yes	■ No
<ol><li>Youth reports being involved in th</li></ol>	e sex industry (e.g., wo	rking in strip clubs, private se	ex parties, etc.).	■ Yes	■ No
☐ High-Risk (if "yes" is checked for or assessment may be warranted as more		owing). Trauma treatment r	may be advised an	d further	
<ol> <li>Youth has unaccounted-for injurie</li> </ol>	s or tattoos.			■ Yes	■ No
2. Youth has confirmed or reported u	sing hotels for parties o	or sexual encounters.		□ Yes	□ No
<ol><li>Youth has a pattern of street hom exploiting youth.</li></ol>	elessness and staying v	vith someone believed to be		□ Yes	□ No
<ol> <li>Youth has had multiple runaways, dwelling place multiple times.</li> </ol>				□ Yes	□ No
5. Youth discloses or someone repo	ts the youth being mov	ed around for sexual activity		■ Yes	□ No
<ol> <li>Youth uses slang trafficking terms "being in the life," or talking about</li> </ol>	(e.g., calling romantic p		talking about	■ Yes	□ No
<ol><li>Youth recruits peers into exploitat</li></ol>	on.			■ Yes	■ No
Youth discloses or someone repo before the sexual encounter took	ts that youth offered to place.	have sex for money or payn	ent and then ran	□ Yes	□ No
<ol> <li>Youth is being groomed and/or se Internet and/or is taking sexual ris Craigslist.</li> </ol>	ks on social media, suc	h as Facebook, Backpage, 2	Zoosk, or	■ Yes	■ No
Youth did not have identification of identification.	r reports that someone	other than a parent was hold	ling his/her	□ Yes	□ No
☐ At Risk (if "yes" is checked for one treatment and reassess as needed.	or more of the follow	ing). Address at-risk exper	iences in the cont	ext of othe	er
<ol> <li>Youth is known to get into cars wi</li> </ol>				■ Yes	■ No
<ol><li>Youth has a known history of prior</li></ol>	sexual victimization or	sexual acting out.		■ Yes	■ No
Youth has a known history of mult	iple or anonymous sex	partners.		■ Yes	□ No
<ol> <li>Youth is in a sexual or romantic re</li> </ol>	lationship with an older	partner.		☐ Yes	□ No
5. Youth has a history of multiple or		itted diseases.		■ Yes	■ No
<ol><li>Youth is a gang member or has a</li></ol>				Yes	■ No
<ol><li>Youth has chronic alcohol and/or</li></ol>				Yes	■ No
Youth's story does not make sens     Youth is known to have used the land.			n't fit together.	□ Yes □ Yes	□ No □ No
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## APPENDIX D

# **Texas Prosecution History**

Human Trafficking						
FY	Arrests	Disposed by Prosecutor	Convictions	Deferred	Dismissal	
2007	39	11	9	7	3	
2008	24	5	10	10	5	
2009	12	2	4	0	10	
2010	16	7	3	2	3	
2011	24	8	5	1	2	
2012	68	10	5	5	3	
2013	109	20	11	1	20	
2014	110	26	19	1	14	
2015	120	19	32	6	40	
2016	142	26	53	6	34	
2017	128	18	41	6	46	
2018	184	20	62	3	39	
2019	165	27	46	7	53	
2020	185	21	28	5	39	
2021	45	2	2	2	5	