



STRATEGIC PLAN

*CHARTING AN END TO
HUMAN TRAFFICKING
IN TEXAS*

MAY 2020

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STRATEGIC PLAN

CHARTING AN END TO HUMAN TRAFFICKING IN TEXAS

MISSION

The Human Trafficking Prevention Coordinating Council seeks to eradicate the crime of human trafficking in Texas through a coordinated and strategic effort.

MESSAGE FROM COORDINATING COUNCIL

In its efforts to combat human trafficking, Texas has created a multitude of task forces, coalitions, working groups, research groups, stakeholders, service providers, and focus groups to address this issue, but no single entity has been focused solely on coordinating these efforts...until now.

In response to the calls for coordination of human trafficking prevention programs and services administered in Texas, the Texas Legislature passed Senate Bill 72 during the 86th Legislative Session (2019) directing the Office of the Attorney General to establish the Texas Human Trafficking Prevention Coordinating Council (Coordinating Council) to work towards effectively and efficiently eradicating human trafficking through the coordination and collaboration of programs, services, and state resources. The Coordinating Council is a small group of representatives from state agencies tasked with inventorying and evaluating all human trafficking programs administered by state agencies, higher education, and political subdivisions. Through this inventory, the Coordinating Council is responsible for developing a plan of action for fighting human trafficking in Texas.

To collect an inventory of human trafficking programs and services, the Coordinating Council developed and distributed a statewide survey to prosecution and law enforcement entities, victim-serving organizations, prevention programs, advocacy groups, health care providers, higher education, and regulatory agencies. The goal of the survey was to identify and compile a list of best practices, collect data on program effectiveness, pinpoint potential gaps or redundancies in services, and gather information regarding current expenditures of state funds to address human trafficking in Texas. More than 2,000 respondents completed the survey, yielding a substantial volume of data that is currently undergoing analysis.

With this data, the Coordinating Council is pleased to submit this Strategic Plan to assess the current landscape of human trafficking partnerships, prevention, investigation, prosecution, and support services. While legislation uses the term “prevention,” the Coordinating Council’s work is comprehensive across all aspects of trafficking from prevention to victim identification, investigation, prosecution, rehabilitation, and beyond.

The Coordinating Council would like to thank everyone who has fought tirelessly against the crime of human trafficking. The following Strategic Plan represents the Coordinating Council members’ recommendations for addressing the challenges involved in combatting human trafficking and charting an end to human trafficking in Texas.



COORDINATING COUNCIL MEMBERS

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Brandi Soules



EXECUTIVE SUMMARY

Through a coordinated and strategic effort, the Texas Human Trafficking Prevention Coordinating Council submits this Strategic Plan as Phase I to charting an end to human trafficking in Texas.



PARTNER

1. Invest in building expertise to drive policy and practice
2. Encourage the growth of public-private partnerships



PROTECT

1. Collaboration between state, county and local, law enforcement partners and non-governmental organizations (NGOs) to identify and rescue human trafficking victims, identify and arrest human traffickers and purchasers, and dismantle human trafficking organizations
Key Action: Proactive, multi-disciplinary operations
Key Action: Diverse investigative techniques
2. Develop victim response and services procedures that are consistent across the state but allow regional response teams to customize services for victims as needed
3. Maximize the victim rescue and evidentiary potential of Interdiction for the Protection of Children (IPC) stops, Department of Family and Protective Services (DFPS) requests, NGO referrals and similar requests for assistance from other divisions and agencies
Key Action: Develop actionable intelligence
Key Action: Develop admissible evidence
4. Enhance internal and external knowledge on topics of human trafficking, trauma-informed investigative techniques, victim identification, and victim rescue
Key Action: Division awareness and education
Key Action: Community awareness
5. Ensure human trafficking victims have access to and utilize protective orders and other government programs to maximize victim anonymity and safety



PREVENT

1. Assess the prevention landscape
2. Develop statewide prevention framework and guidelines
3. Enhance community awareness
4. Identify and address risk and protective factors
5. Reduce vulnerabilities
Key Action: Economic empowerment
Key Action: Targeted prevention education
Key Action: Healthy, supportive relationships
6. Utilize school-based prevention education
7. Reduce demand



PROSECUTE

1. When possible, assign specially-trained human trafficking units to handle potential trafficking cases
2. Encourage prosecutors to charge human trafficking if trafficking is suspected in the case
3. Encourage prosecution partnerships



PROVIDE SUPPORT

1. Train stakeholders to identify victims earlier and more often and to ensure trauma-informed care once identified
Key Action: Awareness and understanding of human trafficking risk factors and key indicators of previous or current victimization

Key Action: Train health care providers

Key Action: Train other organizations that serve individuals at elevated risk

Key Action: Expand tools and support for screening for suspected exploitation

Key Action: Train how to report suspected human trafficking concerns

Key Action: Train on trauma and how to interact with traumatized victims for first responders and service providers

2. Build a continuum of care by training and leveraging existing systems of care

3. Train stakeholders in trauma-informed practices for victims and survivors of exploitation

Key Action: Trauma-informed and responsive care

Key Action: Stages of change

Key Action: Cultural competency

4. Develop specialized advocacy and case management programs

5. Develop variety of services to meet the individualized needs of victims and survivors

Key Action: Building Capacity Work So Far

6. Evaluate services for effectiveness

7. Identify braided funding opportunities and consider waivers to utilize federal funds to meet survivor's needs.

Accelerate/streamline/ease access to and draw down of federal crime victim assistance funds to meet needs in more timely manner

8. Develop local care coordination teams to coordinate crisis recovery, long-term support, and delivery of services

9. Remove barriers to information sharing to improve collaboration.

BACKGROUND

Human trafficking is an affront to human dignity, freedom, and justice. It is the fastest growing crime impacting every continent and economic structure in the world.¹ Affecting every ethnicity, gender, and age, regardless of immigration, socioeconomic, or family status, human trafficking knows no boundaries.

Human trafficking is the exploitation of men, women, and children for forced labor or forced sex by a third-party for their own profit or gain. Known globally as ‘Trafficking in Persons,’ the United States bifurcates human trafficking into two categories:

SEX TRAFFICKING: the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; and

LABOR TRAFFICKING: the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.²

Texas Penal Code defines “traffic” as “to transport, entice, recruit, harbor, provide, or otherwise obtain another person by any means.”³ While many may conflate the terms “smuggling” and “trafficking,” it is important to distinguish between human smuggling and human trafficking. Smuggling is a crime against the border, where someone enters a country without the appropriate documentation. It requires transport and movement. Trafficking, however, does not require movement. You can be trafficked in your own home.

There are four major types of trafficking:

- **ADULT SEX TRAFFICKING:** Trafficking of adults for sex by force, fraud, or coercion
- **ADULT LABOR TRAFFICKING:** Trafficking adults for labor by force, fraud, or coercion into industries
- **CHILD SEX TRAFFICKING:** Trafficking children, under the age of 18, for sex by any means into the commercial sex industry
- **CHILD LABOR TRAFFICKING:** Trafficking children, under the age of 18, for labor by force, fraud or coercion into industries

FRAMING THE ISSUE

Though human trafficking is pervasive across all boundaries, the true magnitude of this hidden crime is largely unconfirmed as human trafficking data is often difficult to collect.⁴ The majority of existing data focuses primarily on identified victims, highlighting only a fraction of the problem. Because many survivors do not report their exploitation due to the traumatic and threatening nature of the crime, data will never fully reflect the gravity of human trafficking cases in any country, state, or city. To gain a deeper understanding of this crime, we must look beyond what is visible.

Given the economic impact and the size and geographic location as a border state, Texas is situated to experience a wide range of human trafficking related crimes and issues. According to *Human Trafficking by the Numbers: The Initial Benchmark of Prevalence and Economic Impact for Texas*, a prevalence data report published in 2016, minor and youth sex trafficking

¹ <https://www.a21.org/content/can-you-see-me/gnsqqg?permcode=gnsqqg&site=true>. (last visited Apr 28, 2020).

² 22 U.S.C. § 7102.

³ Tex. Penal Code Ann. § 20A.01.

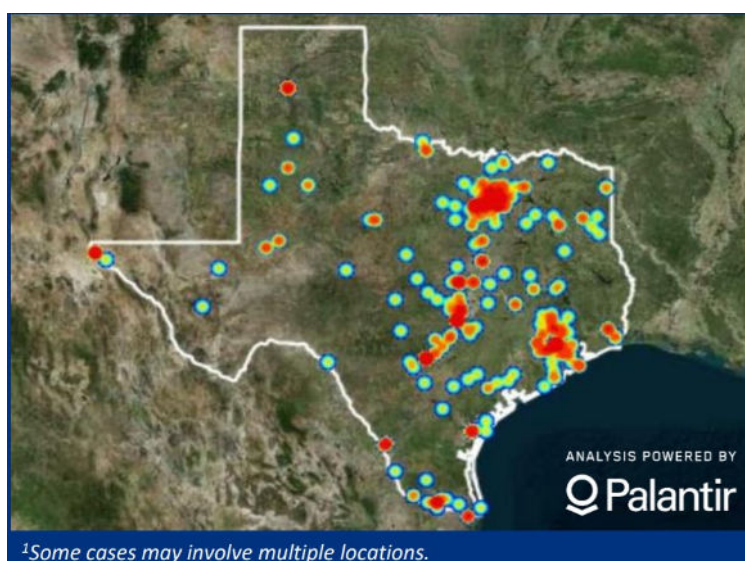
⁴ Noël L. Busch-Armendariz *et al.*, *Human Trafficking by the Numbers: The Initial Benchmark of Prevalence and Economic Impact for Texas* (December 2016), <https://ic2.utexas.edu/pubs/human-trafficking-by-the-numbers-the-initial-benchmark-of-prevalence-and-economic-impact-for-texas/>.

BACKGROUND

is estimated to cost Texas approximately \$6.6 billion, and traffickers are estimated to exploit approximately \$600 million from victims of labor trafficking.⁵

In 2018, the National Human Trafficking Hotline identified 2,108 victims in Texas, 701 traffickers, and 399 trafficking businesses located in Texas.⁶ Further, there were 719 sex trafficking cases, 118 labor trafficking cases, 89 sex and labor trafficking cases, and 74 unspecified human trafficking cases in Texas.⁷

LOCATIONS OF REPORTED HUMAN TRAFFICKING



While these figures are shocking, they represent only a small glimpse of the whole picture. These statistics indicate only reported cases. Many, if not most, cases are not reported. Victims⁹ rarely come forward on their own because they fear retaliation by their trafficker and because they may not even know that they are victims of a crime.

While many cases go unreported, there are touch point opportunities that we can utilize to help identify victims and provide support services. Victims and individuals at risk of human trafficking frequently intersect with key stakeholders from a variety of disciplines, including but not limited to, local, state, and national government systems, law enforcement, judicial systems, educators, medical providers, social service agencies, and local nonprofit organizations. As such, it is imperative that human trafficking be addressed through a collaborative multidisciplinary approach to maximize prevention, intervention, and support for those who have been victimized or are at risk of victimization.

As the Coordinating Council begins its work, it will be important to consider common themes that continue to surface as multiple research groups, working groups, survivor focus groups, advocacy groups, law enforcement, and policymakers continue to fight the crime of human trafficking. Texas has made significant strides, but there is still much work to do. Effectively combating this crime requires a comprehensive and coordinated response from all facets of human trafficking prevention, protection, prosecution, and support services.

⁵ *Id.* Net present value (NPV) of estimated lifetime cost of minor and youth sex trafficking victims.

⁶ <https://humantraffickinghotline.org/sites/default/files/TX-2018-State-Report.pdf>

⁷ *Id.*

⁸ *Id.*

⁹ There is some debate over the terminology used to refer to individuals who have been trafficked. This report will use the terms *victim* and *survivor* interchangeably in accordance with the usage of the Institute for Domestic Violence and Sexual Assault at UT Austin. The term *victim* is meant to relay life experiences of those who have been exploited or trafficked. It is not meant to be demeaning. Each individual may have a nuanced view of the spectrum they occupy between victim and survivor.

EXISTING INFRASTRUCTURE

The Coordinating Council has taken significant steps to inventory and evaluate all human trafficking programs in the state of Texas. In the spring of 2020, a statewide survey was disseminated to develop a complete picture of the state's current human trafficking infrastructure, with specific attention to state agencies, institutions of higher education, and political subdivisions. More than 2,000 respondents completed the survey, yielding a substantial volume of data that is currently undergoing analysis. While data is still being evaluated, a preliminary review of each state agency's contributing efforts is provided in the Appendix A: Existing Infrastructure, State Agencies.

The individual programs identified throughout the Strategic Plan are by no means a comprehensive inventory of the human trafficking programs in Texas. The identified programs or organizations are simply used to serve as examples of current human trafficking programs and services.



SURVEY DATA: SUMMARY

To develop a strategy to prevent human trafficking in Texas, we must first understand the effectiveness of our current efforts. To this end, the Coordinating Council issued a comprehensive statewide survey to collect data from primary stakeholders who deal directly with human trafficking.

In March 2020, the Texas Human Trafficking Prevention Coordinating Council Survey was distributed to a diverse range of organizations representing many regions, demographics, and types of trafficking. The survey respondents included victim-serving organizations, prevention programs, advocacy groups, law enforcement, prosecutors, health care professionals, and regulatory agencies working to fight human trafficking in Texas.

The Coordinating Council has made diligent efforts to work with all respondents; however, the ongoing COVID-19 pandemic has rendered some unable to answer and submit their survey responses. The below information captures the most common responses from 2,188 survey respondents. The Coordinating Council will continue its analysis of this data in the coming months. The survey data below provides a snapshot of the state's current human trafficking infrastructure to help form the framework for the Strategic Plan.

Figure 1.1 illustrates the number of respondents from each system that responded as a percentage of the total survey respondents:

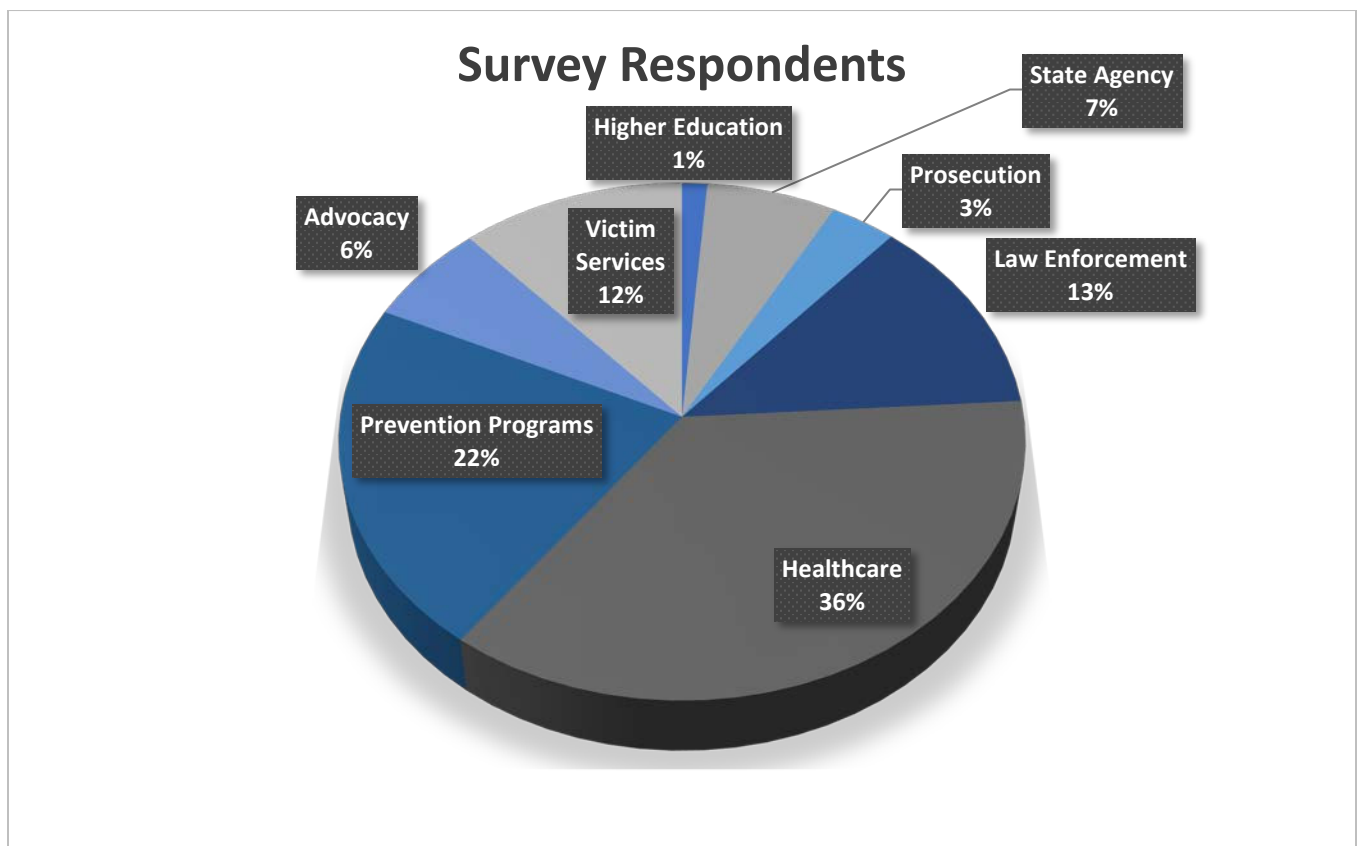
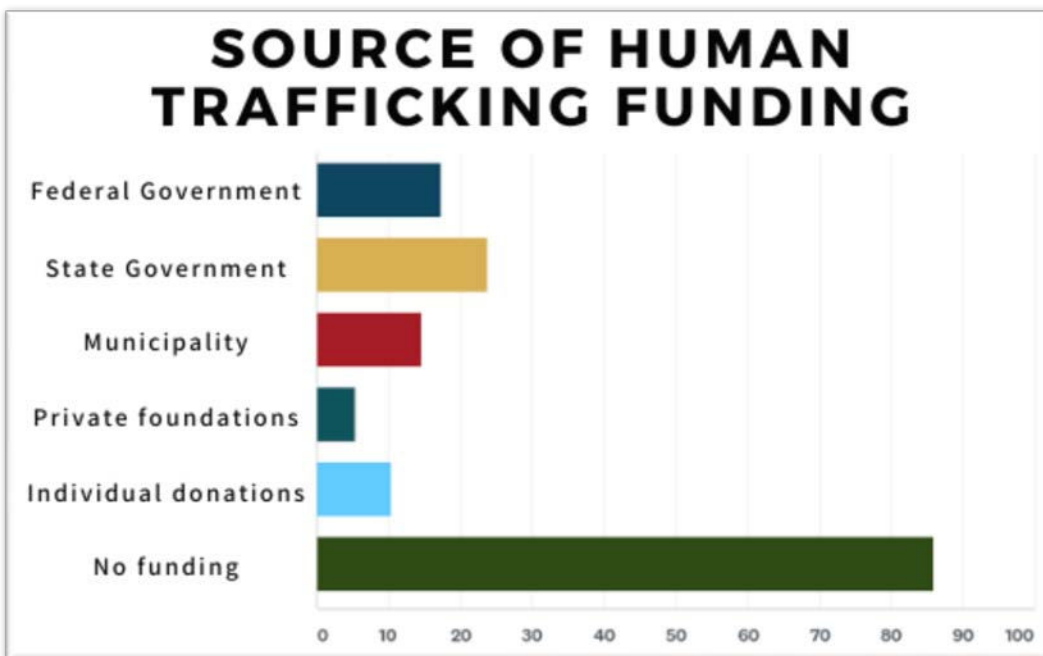
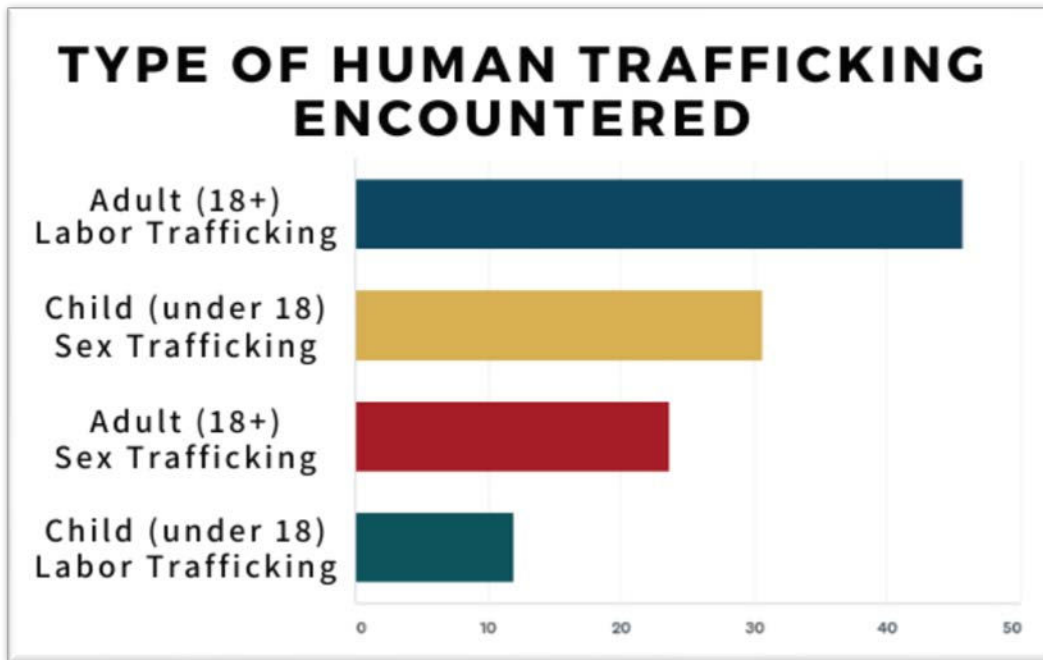


Figure 1.1.

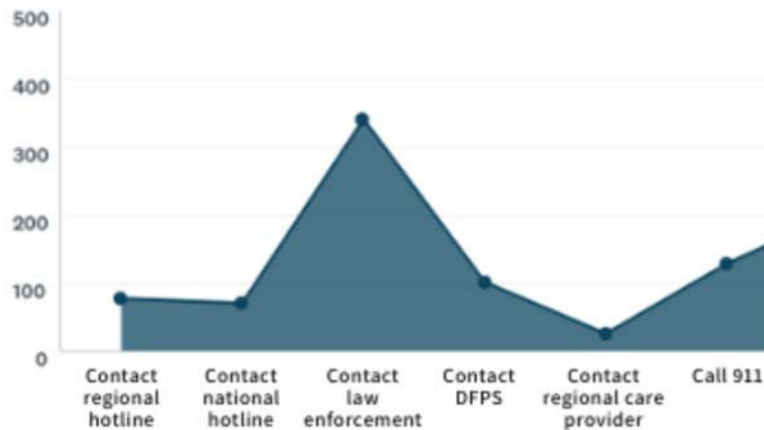
SURVEY DATA: SUMMARY

The below graphs depict the current landscape of human trafficking efforts in Texas. While the data displayed in this section represents the answers submitted by survey respondents, it is not a comprehensive report of all human trafficking programs in Texas.¹⁰

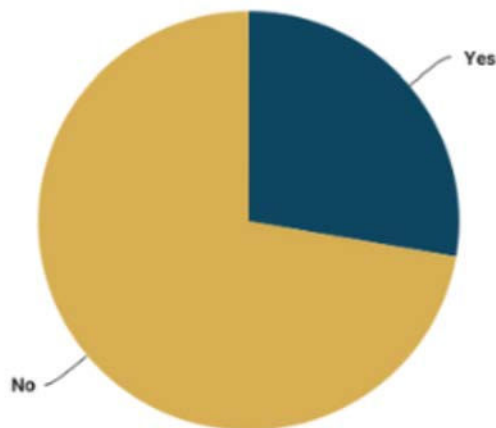


¹⁰ The data displayed in this section is generated from information submitted in the Texas Human Trafficking Coordinating Council Survey. This data represents the answers submitted by the 2,188 survey respondents.

HOW DO ORGANIZATIONS HANDLE TIPS ON HUMAN TRAFFICKING?



IN THE LAST FISCAL YEAR, DID YOUR ORGANIZATION PROVIDE INTERNAL TRAINING WITHIN YOUR ORGANIZATION ON HUMAN TRAFFICKING?



For information on specific system survey responses, see Appendix B: Survey Data: System Sections.

The data below represents the most common responses submitted by survey respondents.¹¹

RECOMMENDATIONS TO IMPROVE TEXAS'S FIGHT AGAINST HUMAN TRAFFICKING

- ⑤ Increase Public Awareness with Consistent Messaging
- ⑤ Free, Evidence-Based Training Across All Disciplines
- ⑤ Increase Funding to Support Innovative Strategies and Build Capacity
- ⑤ Promote Successful Programs and Service Providers
- ⑤ Expand Resources, Training, and Office of the Attorney General Prosecution to Rural Areas
- ⑤ Continue Multidisciplinary Collaboration Statewide
- ⑤ Statewide Tracking of Tips, Victim Services, and Referrals
- ⑤ Promote Victim-Centered Criminal Justice
- ⑤ Utilize Survivor Voice for Support and Best Practices

RECOMMENDATIONS FOR COORDINATION OF STATE EFFORTS

- ⑤ Increase Communication with Stakeholder Meetings and Webinars
- ⑤ Utilize the Children's Advocacy Centers and Multidisciplinary Teams
- ⑤ Statewide Database
- ⑤ Create State-Funded Task Forces
- ⑤ Establish an Umbrella Agency to Oversee Efforts
- ⑤ Utilize Coordinating Council and Statewide Task Force to Lead Efforts
- ⑤ Partner with Federal Agencies
- ⑤ Provide Wider Public Outreach

¹¹ The data displayed in this section is generated from information submitted in the Texas Human Trafficking Coordinating Council Survey. This data represents the answers submitted by the 2,188 survey respondents.

OBSTACLES, ISSUES, AND CONCERNS IN FIGHTING HUMAN TRAFFICKING

- ④ Lack of Financial Resources, Full-Time Personnel, and Mental Health Services
- ④ Need for Public Awareness and Targeted Education Across Disciplines
- ④ Lack of Wraparound Services Leading to Poor Victim Cooperation
- ④ Availability of Trauma-Informed, Victim-Centered Residential Services
- ④ Need for Coordination of Human Trafficking Efforts
- ④ Need for Data Collection and Sharing Between Systems
- ④ Disproportionate Focus on Child Sex Trafficking - Labor and Adult Sex Trafficking Support Needed
- ④ Need for More Human Trafficking Investigations and Prosecutions
- ④ Border Control

TOP REQUESTS FOR STATE SUPPORT OF HUMAN TRAFFICKING EFFORTS

- ④ Funding
- ④ Education
- ④ Public Awareness
- ④ Further Legislation
- ④ Continue State-Led Collaboration (e.g., Coordinating Council)
- ④ Lead Data Collection
- ④ Clear, Simple, and Consistent Messaging with Single Point of Contact
- ④ Additional Investigators
- ④ Adult and Labor Trafficking Teams (similar to Child Sex Trafficking Team)

GAPS IN HUMAN TRAFFICKING RESOURCES

- ④ Flexible Funding
- ④ Financial Assistance for Victims' Basic Necessities
- ④ Long-Term Housing and Support
- ④ Designated Personnel for Trafficking-Specific Programs
- ④ Prevention Education and Training

RECOMMENDED STRATEGIES TO REDUCE DEMAND

- ④ Stronger Penalties for Buyers and Traffickers
- ④ Greater Enforcement of Law
- ④ Tailored Training, Education, and Public Awareness
- ④ Proactive Measures including Anti-Pornography Education and Healthy Relationships and Employee Rights Curricula
- ④ Trauma-Informed, Culturally, and Linguistically Competent Psychological Evaluations
- ④ Public Dialogue to Spread Awareness

SUGGESTIONS FOR ADDITIONAL HUMAN TRAFFICKING PROGRAMS AND INITIATIVES

- ④ Mental Health Services
- ④ Long and Short-Term/Emergency Placements, including Substance Abuse Treatment
- ④ Law Enforcement and Community Training
- ④ Long-Term Treatment and Transition Services



STRATEGIC ACTION PLAN

GOALS

The Coordinating Council is charged with developing a strategic plan that will provide a plan of action for comprehensively preventing and combatting human trafficking in Texas. Pursuant to Texas Government Code Section 402.034, the Coordinating Council seeks to coordinate human trafficking programs and services to achieve the following goals:

1. Eliminate **redundancy**
2. Ensure the use of **best practices** (evidence-based, evidence-informed, or promising practices)
3. Identify and **collect data** regarding the efficacy of programs and services
4. Coordinate the **expenditure of state funds** allocated to prevent human trafficking

APPROACH

Recognizing the complexity involved in charting an end to human trafficking, the Coordinating Council is using a multi-phased, integrative approach involving coordination and collaboration among multiple systems. In this Strategic Plan, the Coordinating Council will implement **Phase I** by assessing the current landscape of human trafficking partnerships, prevention, investigation, prosecution, and victim services.

PHASE I

Assess the current human trafficking efforts in Texas, specifically:

- Develop and distribute a statewide survey to collect an inventory of human trafficking programs and services.
- Identify evidence-based, evidence-informed, or promising practices.
- Collect data on program effectiveness.
- Pinpoint potential gaps or redundancies in services.
- Assemble financial data for current state expenditures on human trafficking in Texas.

PHASE II

Focus on program collaboration, data collection, intelligence sharing, efficacy of programs and services, coordination of strategic funding and support, and successful partnerships.

PILLARS

The Strategic Plan is centered around five pillars:





Eradicating human trafficking requires collaboration among multiple systems and organizations. Robust, ongoing coordination and collaboration of human trafficking stakeholders is essential. Developing and strengthening our ability to foster key relationships and form strategic partnerships will improve the overall success of our mission to combat human trafficking. Because partnering is a central theme that will be threaded throughout the Strategic Plan, the Coordinating Council intentionally chose to highlight *Partner* first as the foundation to all pillars and identified strategies. This section will discuss the importance of partnerships, collaborative efforts, and why effective stakeholder coordination is integral to Prevent, Protect, Prosecute, and Provide Support to human trafficking victims.

PARTNER STRATEGY 1: Invest in Building Expertise to Drive Policy and Practice

Texas must prioritize developing expertise in human trafficking by building central repositories of information and investing in human trafficking research through partnerships with universities, state agencies, corporations, and private entities. Building and promoting collaboratives of interdisciplinary scholarship will drive policy, strategy, and practice to end human trafficking in Texas. One example¹² is the North Texas Academic Collaborative on Trafficking (NTACT). NTACT is an interdisciplinary body of college professors and researchers on human trafficking, healthcare, children's issues, and criminal justice whose research focuses on ending child sex trafficking in Texas and around the world.

Another example of interdisciplinary partnership is the Buffett-McCain Institute Initiative to Combat Modern Slavery. In spring 2017, the Howard G. Buffett Foundation and the McCain Institute for International Leadership at Arizona State University launched a three-year multi-disciplinary initiative to combat human trafficking in the agricultural sector. The initiative launched as a pilot in Texas with resources initially focused in South Texas and Northwest Texas. Guided by a victim-centered approach, the Buffett-McCain Institute Initiative works to increase victim identification, support investigations, and increase labor trafficking prosecutions. In addition to partnerships with and training programs for law enforcement, the Buffett-McCain Institute Initiative supports local legal service providers to ensure victim needs are prioritized. Early findings suggest investment in law enforcement training, direct farmworker outreach, and investigative journalism grants have resulted in measurable increases of farm labor trafficking case identification, referral, and

¹² The programs identified throughout the Strategic Plan are by no means a comprehensive inventory of the human trafficking programs in Texas. The identified programs or organizations are simply used to serve as examples of current human trafficking programs and services.

prosecution. Further, investment in the trafficking units of each region's legal aid and social service providers led to increases in each agency's labor trafficking caseload.

The strategy going forward is to encourage and develop more collaborative initiatives across the state so that both small and large higher education institutions can fully participate and focus on the human trafficking issues that are important in their respective regions. Once all collaboratives are established, the next step is to have a mechanism where they work together toward collaborative research strategies statewide.

PARTNER STRATEGY 2: Encourage the Growth of Public-Private Partnerships

Texas will need to take a grassroots approach to establish and develop partnerships between federal, state, and local government agencies, anti-trafficking task forces and coalitions, corporate, nonprofit, and faith-based partners, and survivors. Increased collaboration will provide continuity for effective awareness, training, and intelligence gathering. Local engagement increases visibility and public participation, both with awareness campaigns, industry training, and coordinated prevention and support efforts related to victim services, law enforcement, and prosecution.

From businesses to service providers to religious organizations, the number of non-governmental organizations (NGOs) dedicated to assisting Texas in the fight against trafficking is expanding. The ever-increasing number of entities willing to work with the state and local jurisdictions in this fight is promising. However, to fully capitalize on these partnerships, governmental organizations and NGOs must effectively communicate, collaborate, and coordinate with one another to strategically combat human trafficking.

Currently, our statewide partnerships and collaborative efforts have been fragmented. But the Coordinating Council aims to coordinate these efforts by encouraging and developing partnerships. Local, regional, and statewide partnerships may contain service providers, law enforcement, NGOs, human trafficking survivors, community leaders, and other concerned citizens.

Chaired by the OAG, the Texas Human Trafficking Prevention Task Force (Task Force) is an example of a successful collaborative multidisciplinary body aimed at coordinating anti-human trafficking efforts across local, state, and federal levels. It is a communication hub, drawing together the state

and regional coalitions and providing coordination, consistent messaging, and sharing of best practices. Containing more than fifty member organizations, including state agencies, local law enforcement agencies, district attorney's offices, and NGOs, the Task Force has resulted in an expanded network of local and regional efforts focused on educating the public to recognize human trafficking, identifying victims and directing them to services, and ensuring traffickers are investigated and prosecuted. Strengthening the Task Force's structure and role, fostering a vision of cooperation through workshops and training, and building alliances with other human trafficking task forces and coalitions will further increase the palpable impact and utility of the statewide Task Force.

Texas already has a multitude of community collaborations across the state addressing human trafficking, some formal, some informal, but all doing important work. These multidisciplinary collaborations capture the entire human trafficking spectrum from prevention, to investigation, to prosecution, and to the support services necessary to provide a comprehensive perspective. Illustrating the usefulness of partnerships, the following local taskforces and coalitions have regular participation by prosecutors and law enforcement:



Texas will need to take a grassroots approach to establish and develop partnerships between federal, state, and local government agencies, anti-trafficking task forces and coalitions, corporate, nonprofit, and faith-based partners, and survivors.

AREA	TASK FORCE/COALITION
San Antonio	Alamo Area Coalition Against Trafficking (AACAT)
Waco	Heart of Texas Human Trafficking Coalition
Beaumont	Southeast Texas Alliance Against Trafficking (STAAT)
Houston	Human Trafficking Rescue Alliance (HTRA)
Montgomery County	Montgomery County Human Trafficking Coalition
Collin County	C3ST
Dallas	North Texas Coalition Against Human Trafficking
Corpus Christi	Texas Coastal Bend Border Region Human Trafficking Taskforce
RGV/McAllen	Rio Grande Valley (RGV) Human Trafficking Coalition
Amarillo	Freedom in the 806 Coalition Against Trafficking
Austin	Central Texas Human Trafficking Task Force
Bell County	Central Texas DMST Roundtable
DFW	North Texas Anti-Trafficking Team (NTATT)
Lubbock	Sex Trafficking Allied Response Team (START)
Austin	Central Texas Coalition Against Human Trafficking (CTCAHT)
Brazoria County	Brazoria County United Front Coalition
El Paso	El Paso County Anti-Human Trafficking Task Force
El Paso	El Paso JPD Human Trafficking Task Force
Georgetown	WilCo Human Trafficking Coalition
Houston	Houston Area Council on Human Trafficking (HAC-HT)
Houston	Houston Rescue & Restore Coalition
Denton	C7 (Denton County Human Trafficking Coalition)
Fort Worth	Tarrant County 5-Stones Task Force





The phrase “human trafficking prevention” is often used by advocates and policymakers to describe any effort aimed at addressing the crime, including education, victim identification, and law enforcement activities. While we recognize that efforts to respond *after* victimization have the capacity to prevent further exploitation, in order to end human trafficking, these efforts must be complemented by primary prevention strategies that seek to stop victimization before it occurs. Therefore, this section will focus on programs and services aimed at stopping human trafficking before it happens. Secondary prevention strategies will be addressed in the *Protect* and *Provide Support* sections. Tertiary prevention strategies or long-term responses to victimization, such as addressing trauma, will be addressed in the *Provide Support* section of the Strategic Plan.


This section will identify recommended actions to prevent the proliferation of trafficking based on strategies that support vulnerable populations and reduce their susceptibility to exploitation. The Coordinating Council is committed to building upon current efforts in Texas to help prevent individuals from falling victim to sex or labor trafficking.

PREVENT STRATEGY 1: Assess the Prevention Landscape

To assess the broader landscape of prevention activities in Texas, it is important to look beyond the efforts focused solely on human trafficking. Human trafficking is intrinsically connected with other forms of violence, such as child abuse, sexual assault, and intimate partner violence. Prevention stakeholders for these and other related forms of violence should be at the table to coordinate and align strategies. This approach will provide a more comprehensive picture of prevention education and services, facilitate learning, and help eliminate redundancies.

PREVENT STRATEGY 2: Develop Statewide Prevention Framework and Guidelines

To effectively collaborate, it is critical to establish a uniform theoretical human trafficking prevention framework that transcends each unique discipline. Clearly defining and ensuring that stakeholders understand the definition and

 When working with the sensitive and complex nature of human trafficking, it is critical to ensure prevention services and program providers have the **foundational knowledge, skillset, and capability** to ensure positive outcomes.


importance of primary prevention (as opposed to awareness and identification of victims) is integral to effective prevention strategies. When working with the sensitive and complex nature of human trafficking, it is necessary to ensure prevention services and program providers have the foundational knowledge, skillset, and capability to ensure positive outcomes. Endorsed guidelines can reinforce the use of evidenced-informed, and promising practices, which can increase the effectiveness of programs and services. These strategies can and should be informed by

guidelines for prevention education and services addressing other forms of violence, such as the guidance given by the OAG through the Sexual Assault Prevention and Crisis Services or The National Adolescent and Young Adult Health Information Center. The Office of Trafficking in Persons at the U.S. Health and Human Services is planning on releasing a guide and directory of human trafficking prevention programs, and the Coordinating Council will be taking that guidance into advisement in developing Phase II of this Strategic Plan.

PREVENT STRATEGY 3: Enhance Community Awareness

Community perceptions about human trafficking have a significant influence on efforts to prevent it. Many people are still unaware of human trafficking, while others have misconceptions about its scope or who is most vulnerable. If the potential threat of human trafficking in a community is not accepted, efforts to prevent trafficking will likely be inadequate. It is important to note that public awareness efforts can be counter-productive if they are not accurate and consistent. Many campaign images and messages may inadvertently misinform communities about what trafficking looks like or which individuals are most at risk. For example, content focusing on child abductions or the use of extreme physical force and bondage may distract from more common tactics of manipulation or coercion. Communities with an accurate understanding of human trafficking in all its forms are also better equipped to prevent it.

There are many existing public awareness resources and opportunities that can be accessed and tailored for use by various communities and have successfully been leveraged by collaborations including: The OAG's [Be the One](#) training video and the Governor's challenge to state agencies to require viewing by state employees (resulting in over 73 state agencies requiring viewing during onboarding of new employees), Texas Department of Transportation: *On the Road to End Human Trafficking* campaign in conjunction with the Governor's Office, the Governor's Commission for Women, and Association of General Contractors; and A21: [Can You See Me?](#) Campaign, a partnership with A21, First Lady Cecilia Abbott, the Governor's Office, Texas Outdoor Advertising Association, Bikers Against Child Abuse, and many elected officials and survivors. The Coordinating Council will continue to collaborate on public awareness activities statewide and provide all partners with the guidance and resources to adapt materials for specific community needs.






 Communities with an accurate understanding of human trafficking in all its forms are also better equipped to prevent it.

PREVENT STRATEGY 4: Identify and Address Risk and Protective Factors

A broad confluence of factors can impact the likelihood of an individual becoming the victim or perpetrator of violence. These factors may exist at the individual, relationship, community, or societal level. Risk factors are associated with a higher likelihood of negative outcomes, while protective factors help reduce the impact of risk factors.

WHO ARE THE VICTIMS?

Populations vulnerable to potential human trafficking include:

-  **RUNAWAYS AND CHILDREN IN FOSTER CARE**
-  **VICTIMS OF PHYSICAL AND SEXUAL ABUSE**
-  **IMPOVERISHED PEOPLE: HUNGRY, POOR, IN DEBT**
-  **PEOPLE WITH JUVENILE OR CRIMINAL HISTORY**
-  **IMMIGRANTS**

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¹³ The Office of the Attorney General of Texas.

Assessing risk and protective factors has become an effective prevention strategy for many fields. While tactics and opportunities to address vulnerability and increase resiliency already exist, additional research and analysis is needed to better understand the risk and protective factors for human trafficking.

PREVENT STRATEGY 5: Reduce Vulnerabilities

As risk and protective factors are identified, we must also work to reduce vulnerabilities. The following non-exhaustive list of key actions to reduce vulnerabilities and prevent exploitation has been identified for potential focus by the Coordinating Council and its partners.

KEY ACTION: Economic Empowerment

Economic insecurity poses a significant vulnerability to human trafficking, and individuals may become entangled in either sex or labor trafficking out of economic necessity. Increasing economic opportunities for high-risk populations can help remove the financial strain that places many at risk for exploitation. One example of work in this area is TWC's placement of workforce staff in Transitional Centers for youth aging out of foster care. These workers help youth, who are extremely vulnerable to both sex and labor trafficking, with job skills and identifying potential jobs.

TWC further administers the State Monitor Advocate (SMA) which provides training and support for migrant and seasonal farmworkers in Texas and their employers regarding labor laws, working conditions, and housing issues. The SMA receives and screens employment-related complaints through the employment complaint system for agricultural workers. When labor trafficking violations are suspected, the SMA refers the complaint to the appropriate state and federal authorities for further criminal investigation. The SMA supports agricultural workers and employers by providing employment law training, including workers' rights, anti-discrimination, and pay day law requirements.

KEY ACTION: Targeted Prevention Education

Those at the highest risk of exploitation potentially have the most to gain from prevention education aimed to help keep them safe. Targeted prevention education can help individuals better recognize potential recruitment, grooming, and manipulation tactics of traffickers while learning the skills to resist and respond in a safe manner. Multiple state agencies and NGOs have partnered to provide Love 146's "Not a Number" curriculum to at-risk youth across the state. Another example is the Expect Respect program that targets youth who have been abused, neglected, or exposed to violence. This program has been shown to reduce the potential to perpetrate violence among boys who participate and reduce the potential victimization by the boys and girls who participate. Programs like these, that change attitudes and behavior, should be expanded.

KEY ACTION: Healthy, Supportive Relationships

Research indicates that healthy, supportive relationships are key protective factors in keeping individuals safe from abuse and exploitation. The presence of this trusted relationship can help prevent the onset of exploitation as well as assist an individual in exiting the cycle of exploitation. Intentional efforts should be made to ensure that the most vulnerable populations are able to identify support systems or become connected with a mentor, advocate, peer, or other safe individual(s) who can provide a long-term, trust-based relationship. Organizations that currently provide mentors to at-risk populations should be catalogued and evaluated for effectiveness. Those that show favorable outcomes should be supported with public and private funding for expansion.

PREVENT STRATEGY 6: Utilize School-Based Prevention Education

Primary prevention education is valuable for all youth, not just those at highest risk for trafficking. This education not only equips youth with the skills to stay safe from exploitation, but it also decreases the likelihood of future perpetration. It is important to determine what prevention education programs are best-suited for a variety of locations and ages. Currently,

Texas schools are required by law to provide age-appropriate, research-based education designed to prevent child sexual abuse and trafficking. Schools are also required to adopt policies addressing human trafficking and implement efforts to train staff and raise awareness among students and parents. Currently guidance is being developed by the Texas Education Agency to help local communities implement these requirements most efficiently and effectively. Such guidance will include leveraging existing violence prevention education programs to include age-appropriate messaging on child sexual exploitation. For more information, see Appendix D: Legislative History – State of Texas Training Requirements.

PREVENT STRATEGY 7: Reduce Demand

Human trafficking is an illicit economy fueled by demand. Without demand, human trafficking would cease to exist. Efforts to address sex trafficking, specifically by focusing on demand, are gaining traction across the country. Without buyers, there would be no business for traffickers and no incentive to manipulate a supply of victims. The most obvious strategy for disrupting current demand is to prioritize active buyers in investigations and prosecutions. Any time an exploiter is brought to justice, they are prevented from victimizing others. The role of law enforcement in human trafficking prevention is discussed in more detail in the *Protect* section of the Strategic Plan. To reduce demand, state and local agencies must collaborate with local taskforces and coalitions to address factors which allow demand to flourish. This may include illicit massage businesses, illegally operating sexually oriented businesses, online forums that facilitate buying sex, or even societal norms which normalize pornography, sexting, the hyper-sexualization of youth, or online solicitation of sex. Some of these factors can be addressed through law enforcement operations and administrative enforcement. Strategies to hold buyers of commercial sex accountable are discussed further in the *Prosecute* section. However, some of these factors require targeted community education and public awareness to shift public perception.

For example, effective prevention targeted education with male youth and young men has the potential to prevent perpetration and help promote cultural change. Programs like CEASE Texas (Cities Empowered Against Sexual Exploitation) in Austin, Dallas, Galveston, Houston, San Antonio, and Midland/Odessa are made up of community leaders who focus on reducing demand through cyber patrols of online sex buying, community awareness and education, and es



For victims who have been recovered by law enforcement or who have otherwise decided to leave their trafficker, safety is one of the most—if not the most—pressing need. Victims who try to escape, but are unsuccessful, often find themselves subject to brutal reprisal from their trafficker. Fear of such brutality makes escape all but an afterthought for many victims. For this reason, identifying and arresting human traffickers and purchasers is critical to anti-trafficking protective responses. This section will focus on strategies needed to enhance the protection of victims.

PROTECT STRATEGY 1: Collaborate Between State, County and Local, Law Enforcement Partners and NGOs to Identify and Rescue Human Trafficking Victims, Identify and Arrest Human Traffickers and Purchasers, and Dismantle Human Trafficking Organizations

Human trafficking investigators at the state, county, and local level work together to form regional anti-trafficking response teams. These response teams develop investigations targeting criminal organizations, conduct proactive operations, and exploit all investigative leads, tips, clues and actionable intelligence. Through this proactive effort, law enforcement maximizes opportunities to identify and recover victims as well as identify and arrest traffickers and purchasers. They also coordinate service provisions, reduce duplication, and maximize resources in order to meet the complex needs of human trafficking victims. These response teams incorporate law enforcement-based victim advocates, specialized NGOs, and other social service providers who provide a variety of services, such as shelter, basic needs, civil legal services, treatment, community-based advocacy, longer-term housing, and intensive case management.

KEY ACTION: Proactive, Multi-Disciplinary Operations

To develop long-term investigations that target criminal organizations, we must conduct proactive, multi-disciplinary operations, including in-call and outcall, online solicitation stings, targeted surveillance, undercover operations, search warrant executions, and detainee interviewing. Maximizing opportunities, we must exploit all investigative leads, tips, clues, and actionable intelligence to identify and recover victims and identify and arrest traffickers and purchasers. Co-location of investigators from various local, state, and federal agencies has proven to be the most effective and most successful practice for the Texas Anti-Gang Centers. Therefore, co-location should be replicated for anti-trafficking efforts. Significant new financial and manpower resources should be

committed to strengthen local, state, and federal task forces which currently exist in several large metropolitan areas, and new task forces should be established in other areas.

KEY ACTION: Diverse Investigative Techniques

We must also employ diverse investigative techniques to conduct long-term investigations. These diverse investigative techniques will help to fully identify culpable members, gather evidence, file charges, seize assets, abate nuisances, and dismantle logistical and financial infrastructure to render organized crime groups and transnational criminal organizations ineffective.

PROTECT STRATEGY 2: Develop Victim Response and Services Procedures That Are Consistent Across the State but Allow Regional Response Teams to Customize Services for Victims as Needed

Since victims often have to be recovered by law enforcement multiple times, and because traffickers may move victims, it is important for regional response teams to provide a consistent response to victims in order to guarantee the type of response a victim will receive and ensure the best possible outcome. A consistent response allows for a more streamlined process, especially if multiple teams are coordinating together on a case that spans two or more regions. However, regional response teams should still have the flexibility to customize services for victims as needed while still following standardized practices.

Toward that end, law enforcement investigators and victim advocates should follow their agency's established standard operating procedures and child placement policies and develop team protocols to maintain consistency. DPS recently developed a Standard Operating Procedure (SOP) for human trafficking investigations for all investigative personnel to follow regarding operational protocols and the collection, analysis, and storage of evidence as related to human trafficking investigations. The SOP is also intended to provide guidance for investigative personnel consistent with DPS policy, state and federal laws, and established best practices on a statewide basis. Additionally, special attention has been placed on the importance of using a "victim-centered" approach. Adapting this SOP and providing training on it within other state and local law enforcement agencies across the state would be a good start to achieving this strategy. For more information on Texas training requirements, see Appendix D: Legislative History – State of Texas Training Requirements.

Human trafficking investigators should have in place and should follow procedures and policies that require investigators to immediately notify their law enforcement-based victim advocates and/or designated community advocate regarding the identification and/or recovery of a victim of human trafficking. Early notification allows for a joint response that enables the advocate to provide immediate support and address safety concerns with any potential child or adult victim of sex or labor trafficking. It is in the best interest of victims that advocacy services are available 24/7 and easily accessed by investigators through well-developed referral processes. Advocates must maintain a thorough understanding of available resources in each region so they can ensure services are tailored and based on the victim's needs. As possible, advocates provide services to victims for as long as necessary and maintain lenient policies on the number of times a victim may return for services regardless of their level of participation in the criminal justice system.

PROTECT STRATEGY 3: Maximize the Victim Rescue and Evidentiary Potential of Interdiction for the Protection of Children (IPC) Stops, Department of Family and Protective Services (DFPS) Requests, NGO Referrals, and Similar Requests for Assistance from Other Divisions and Agencies

Because human trafficking takes a toll on so many aspects of a victim's life (emotional, psychological, physical, and spiritual), and because rehabilitation can take years, all members of the regional anti-trafficking response teams should be trained specifically on how to interact with victims of trafficking. These interactions should be victim-centered and trauma-informed to maximize the success of victim recovery.

Trafficking victims are often distrustful and have legitimate safety concerns about speaking out against their exploiter. Other times, they are conflicted about their ongoing involvement in trafficking for many reasons, including economic security, attachment to their trafficker, and a sense of community and belonging. For these and many other reasons, it is uncommon for victims to make an outcry like victims of other crimes. It is critical that those interacting with potential victims do not rely on victim outcries to confirm cases of exploitation. They need to rely on their own observations, informed by the kinds of training mentioned above, as well as appropriate screening tools.

Law enforcement agencies should coordinate with advocates and other service providers to provide investigators with basic and advanced training regarding trauma-informed investigations, services, and victim response. Similarly, victim service providers and advocates who work with the regional anti-trafficking response teams should receive specialized training that emphasizes victim-centered orientation, understanding the unique dynamics of trafficking victimization, and how to utilize trauma-appropriate interventions and approaches. They should also receive extensive training regarding the entire criminal justice system, including post-conviction, to ensure they can provide accurate information and set realistic expectations for a victim's experience with the criminal justice system.



For victims who have been recovered by law enforcement or who have otherwise decided to leave their trafficker, **safety is one of the most - if not the most - pressing need.**

KEY ACTION: Develop Actionable Intelligence

We must encourage professional relationships with victim services to prioritize and facilitate timely SANE examinations, interviews and other resources, processes and services to gather facts and collect admissible evidence to develop actionable intelligence related to victims, traffickers, purchasers, or organizations.

KEY ACTION: Develop Admissible Evidence

It is important that human trafficking investigators thoroughly employ investigative techniques (e.g., pocket trash analysis and corroboration, data exploitation, physical and electronic surveillance and thorough investigative interviews of suspects, witnesses, and victims) to gather facts and develop admissible evidence and actionable intelligence related to victims, traffickers, purchasers, or organizations.

PROTECT STRATEGY 4: Enhance Internal and External Knowledge on Topics of Human Trafficking, Trauma-Informed Investigative Techniques, Victim Identification, and Victim Rescue

To adequately protect human trafficking victims, internal and external human trafficking training must be a focus.

KEY ACTION: Division Awareness and Education

Human trafficking investigators should successfully complete relevant coursework required and/or approved by the Texas Commission on Law Enforcement (TCOLE), such as Law Enforcement Role in Combatting Human Trafficking, Missing & Exploited Children, the Interdiction for the Protection of Children (IPC), and A Trauma-Informed Approach to Sexual Assault Investigations Course. Teams should also consider recommendations on evidence-informed practices and guidelines from trusted entities that may include: Crime Victims' Institute, University of Texas-Institute on Domestic Violence & Sexual Assault (IDVSA), International Association of Chiefs of Police, Department of Justice, and End Violence Against Women International.

Law enforcement must assign investigators and essential personnel to attend trainings on labor and sex trafficking, human trafficking investigative techniques, victim trauma, and specialist interviewing. We must facilitate ongoing awareness and enforcement training in order to enhance division awareness and education.

KEY ACTION: Community Awareness

To enhance community awareness and education, law enforcement must provide, coordinate, request or otherwise participate in community awareness events such as school presentations, safety talks, and professional panels.

PROTECT STRATEGY 5: Ensure Human Trafficking Victims Have Access to and Utilize Protective Orders and Other Government Programs to Maximize Victim Anonymity and Safety

In collaboration with law enforcement, an advocate should conduct extensive safety planning with each victim that includes in depth discussion about victims' rights, programs, and other protective measures. Response teams must maintain proficiency in how to request a protective order on a victim's behalf or how to assist a victim in applying for a protective order. Some communities have specialized civil legal services that help victims navigate the process. In addition, victims have the right to adequate protection from harm or threat of harm arising from their cooperation and a magistrate must consider a victim's and their family's safety in setting bail amounts. Response team members may also develop processes to make recommendations for conditions of bond or blocking an arrested individual from calling a victim from jail.



To protect the privacy of human trafficking victims during and after an investigation, law enforcement agencies and advocates should establish guidelines to routinely offer victims the use of a pseudonym. If a victim chooses to use a pseudonym and completes the required form, law enforcement agencies are required to remove the victim's name from public files and records concerning the offense, including policy summary reports, press releases, and records of judicial proceedings. Instead, a fictitious name is used to designate the victim in all public files and records concerning the offense. Such anonymity can be critical in providing victims with both a feeling of safety and privacy—which can encourage their participation—as well as help protect the victim from scrutiny from the media, general community, and possibly threats by their former traffickers who are not suspects in the current investigation.

In addition, human trafficking victims can take advantage of the state's Address Confidentiality Program (ACP) administered by the OAG, which provides participants with a substitute post office box address and free mail forwarding service. The ACP provides an additional layer of anonymity to protect human trafficking victims, while still allowing them to acquire basic services, including obtaining a driver license and registering to vote.

In communities where it is available, victims should be notified about the Victim Information & Notification Everyday (VINE) system. This program allows victims (or anyone including advocates or law enforcement) to register to be automatically notified when the status of the arrestee changes (release, transfer, etc.). Through the OAG, victims may also apply for benefits from the Crime Victims' Compensation program, which includes relocation benefits

that may aid a victim in moving to a safer location. Victim advocates should work with Homeland Security Investigations (HSI) when international victims are identified. HSI can assist with visa applications when appropriate.

In summary, protecting human trafficking victims must be consistent and deliberate throughout the state, specifically to identify victims or suspicious activities, during human trafficking investigations, prosecution, and when providing services to victims. Below is a five-step model encapsulating the recommended strategy to protect human trafficking victims.





PROSECUTE

One primary pillar to combatting human trafficking is the successful prosecution of those who commit this crime. There are many challenges to prosecuting human trafficking cases, and many of those challenges arise from the nature of the victimization. Victims may not self-identify, may not cooperate with law enforcement, and may fear law enforcement. To address victims' needs, prosecutors may also be aided by the recommendations listed in the *Provide Support* section of this report. When victims feel secure, they are more likely to cooperate with law enforcement and prosecutors, leading to successful prosecutions.

PROSECUTE STRATEGY 1: When Possible, Assign Specially-Trained Human Trafficking Units to Handle Potential Trafficking Cases

Law enforcement officers and prosecutors who have been specially trained to handle human trafficking cases will enhance prosecutions of human traffickers. Due to the complex nature of the cases and the victimization of the victim, those knowledgeable about human trafficking work are best able to produce positive results for the victims and the justice system. Prosecution efforts have increased in recent years and the statewide Task Force and the Legislature have worked

to provide prosecutors with more tools to prosecute offenders at the local level. Some jurisdictions have dedicated prosecution teams which are assigned to work on human trafficking cases. Other jurisdictions without those resources also pursue human trafficking prosecutions.



Texas can only **address the challenges** if it knows what it is facing.

KEY ACTION: Provide Specialized Training

Providing continued specialized training to law enforcement officers, state and local attorneys and prosecutors will help ensure that more investigations and prosecutions will occur. This training, which could be done in conjunction with the Texas District and County Attorneys Association, could include instruction on how to put together a successful case relying less on victim testimony and cooperation and more on digital and other corroborating evidence. Such instruction could stress the importance of multi-agency collaboration and could also include instruction on how to support peace officers or how to work with the victims of these crimes in a trauma-informed way. Additionally, strategies for fighting emerging crimes such as sextortion and trafficking crimes that occur in illicit massage parlors could be included.

PROSECUTE STRATEGY 2: Encourage Prosecutors to Charge Human Trafficking If Trafficking is Suspected in the Case

Texas is often cited as the state with the second highest number of human trafficking incidents and victims. Much of this is the result of Texas's geography and vast interstate system. The number of victims and incidents is taken from several different data sources, but none are complete. Without accurate data on the number of human trafficking incidents, victims, and offenders in the state, Texas cannot efficiently dedicate resources to anti-trafficking efforts. Texas can only address the challenges if it knows what it is facing.

Due to the overlap of human trafficking and other related or underlying crimes, law enforcement agencies, and prosecutors often have the discretion to charge offenders with human trafficking, other related crimes, or both,

depending upon the facts and circumstances of each case. These practices vary by jurisdiction, and sometimes even within the same case. For instance, some cases that are initially treated as human trafficking turn out to not meet the statutory elements, while other cases may start off as prostitution or sexual assault but then develop into a human trafficking case after



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.**

additional investigation. The fluidity of these cases and local charging decisions can make the accurate tracking of human trafficking difficult from a data collection perspective, but this is true of many crimes and is not unique to human trafficking. 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. Therefore, it is important for the state to seek the input of law enforcement, prosecutors, and victim advocates regarding how the state can best help those fighting this issue on the front lines. Encouraging prosecutors to charge offenders with human trafficking in conjunction with other applicable offenses, will help reveal the prevalence of the crime, and help identify trafficking offenders and victims. To curb demand for the crime, it is also imperative to hold buyers accountable for their part in the exploitation.

In evaluating cases, the criminal justice system should consider whether the system may be re-victimizing potential trafficking victims for crimes that he or she may have been forced to commit by their trafficker.

PROSECUTE STRATEGY 3: Promote Prosecution Partnerships

The complexity of human trafficking cases cannot be understated. They are victim-centered and time-intensive cases. In many jurisdictions, investigation and prosecutorial resources are limited. On the prosecutorial side, the OAG does not have original jurisdiction in criminal cases but may prosecute human trafficking cases when requested by local prosecutors, either as deputized Assistant District Attorneys, or on recusal cases as District Attorneys *Pro Tem*. Within the OAG, the Human Trafficking Section is a specialized section that works with local authorities to investigate and prosecute human trafficking cases. The OAG does have original jurisdiction in civil racketeering cases, and its Consumer Protective Division can file Deceptive Trade Practices Act (DTPA) actions.

Several other state agencies assist in the investigation of human trafficking cases. The jurisdiction of the Department of Family and Protective Services is exclusive to cases in which the primary caregiver is the suspected trafficker or failed to use reasonable efforts to prevent the child from being trafficked.¹⁴ Agencies such as the Department of Public Safety, Texas Alcoholic Beverages Commission, Texas Department of Licensing and Regulation, Texas Parks and Wildlife Department, Texas Workforce Commission, and



The complexity of human trafficking cases **cannot be understated.**

¹⁴ Tex. Fam. Code § 261.001.

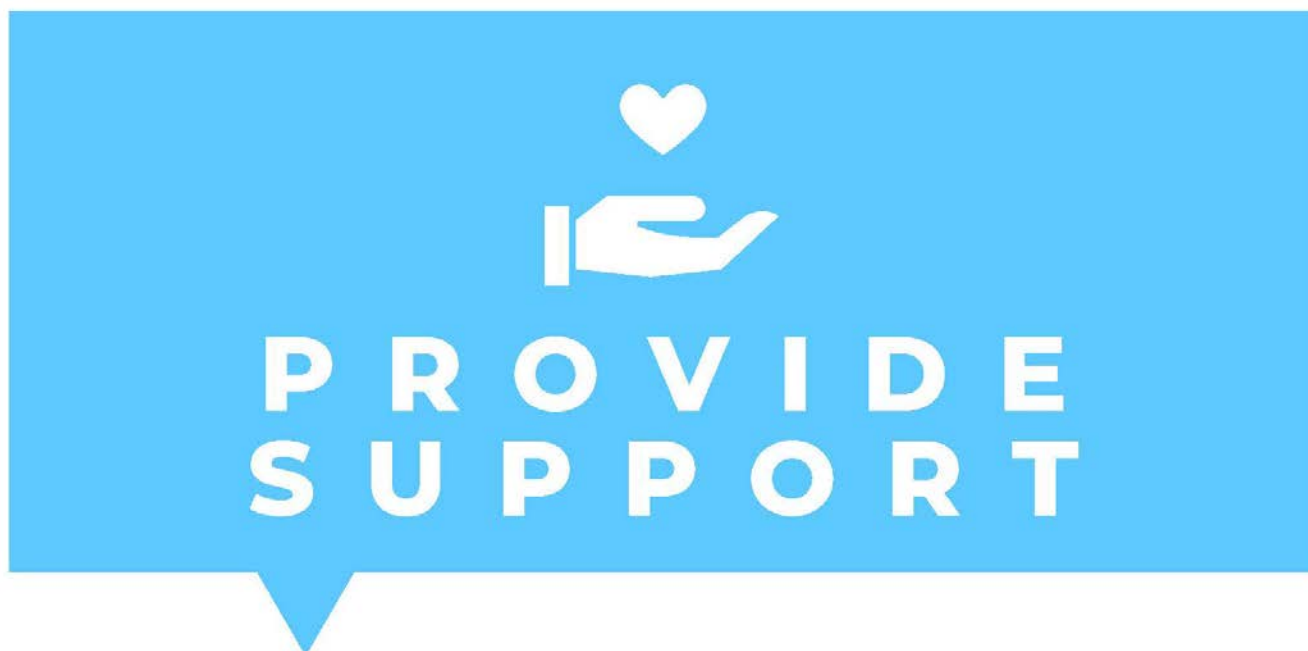
the OAG can lead their own investigations or assist local law enforcement agencies in their investigations. Partnerships with local district attorneys and other state and federal agencies lead to more prosecutions of human trafficking suspects and more convictions.

Identifying all of the agencies who are hard at work on this issue, and then encouraging and continuing their collaboration, will help establish better statewide data on trafficking investigations and prosecutions to empower those who work in this arena to identify gaps and target resources and training. In addition, it is a goal that, with such collaboration and coordination, law enforcement agencies will be able to de-conflict tips and share real time information with other law enforcement agencies for improved investigations.

KEY ACTION: Create Intel Unit/Clearinghouse

One way to efficiently collaborate and coordinate in real time would be to create an Intel Unit/Clearinghouse where all partner agencies could receive and broadcast information and leads among the taskforces across the State regarding suspects and victims. By way of an example, if law enforcement in Fort Bend County learned that a trafficker was moving victims to Midland County by way of Tarrant County, the three jurisdictions could use the intel with the goal of identifying the suspects and victims and sharing information which could lead to the arrest of the trafficker and the rescue of the victims.





Providing support for victims and survivors builds upon lessons learned from research and experiences garnered from activities targeted at meeting the needs of victims and survivors for several years. Over the last several years, research has proliferated, support programs and service capacity have expanded, and coordination between systems and agencies providing care have become much more integrated. This has been due in substantial part to the development of local taskforces and coalitions (see *Partner* section), and valuable federal, state, municipal, and private funding.

Despite these gains, Texas lacks support services that are equipped to effectively address the complex trauma and unique challenges that trafficking victimization brings. In addition, services for some subsets of victims are lacking more than others. Those victims include: male victims, victims with disabilities, victims with substance abuse issues, victims with children, labor trafficking victims, and community children and youth who are not in state custody or on juvenile probation and therefore can't pay for residential services and services. Further, those services that do exist (Medicaid or Children's Health Insurance Program) may not be financially accessible for victims, many of whom do not have insurance. Victims may also experience barriers to accessing Crime Victims Compensation (CVC).

The strategies below are meant to build upon gains made in research and knowledge about human trafficking victimization and treatment; best, promising, and emerging practices across the country including in Texas; input from survivors and a diverse array of stakeholders; and lessons learned from current models, processes, and services that are being employed in Texas.¹⁵ Regardless of the type of trafficking, victims need many of the same services and supports.

PROVIDE SUPPORT STRATEGY 1: Train Stakeholders to Identify Victims Earlier and More Often and to Ensure Trauma-Informed Care Once Identified

In order to meet victims' needs, those seeking to connect individuals to services must improve their ability to understand and recognize the signs of trafficking. Awareness and recognition efforts must target a broad audience of traditional (e.g., law enforcement) and non-traditional (e.g., specialized advocates) first responders, health care providers in urgent and routine service locations, teachers and other school personnel and those organizations that serve individuals at high risk for exploitation.

¹⁵ The strategies in the *Provide Support* section rely in large part on what our state has learned from the development and implementation of the Texas Model for Addressing Commercially Sexually Exploited Youth¹⁵ (CSEY) by the Governor's Child Sex Trafficking Team in conjunction with DPS, DFPS, TJJD, and the Children's Advocacy Centers and many other governmental and nongovernmental agencies.

KEY ACTION: Increase Awareness and Understanding of Human Trafficking Risk Factors and Key Indicators of Previous or Current Victimization

Most survivors report that they had contact with members of the community, especially health care workers, during periods of exploitation, that did not result in identification of their victimization. Training on the awareness and understanding of human trafficking risk factors and key indicators of involvement requires consideration of individual, societal and community factors, such as poverty or economic disenfranchisement (inability to secure safe and steady employment), homelessness or other disconnection from healthy familial support, exposure to gangs, drugs, alcohol, domestic violence, criminal justice and/or child welfare system involvement, and previous trauma including, but not limited to physical, sexual, or emotional abuse. Cultural competency training is vital to recognize vulnerabilities and increased risks related to gender identity, race, and ethnicity. These are all critically important as there is no single profile of a trafficked person. Training that depicts the diversity of victim demographics and the variety in types of human trafficking and exploitation for the broadest audience has tremendous value. The OAG's [Be the One](#) video and the Can You See Me? campaign, both described in the *Prevent* section, under the "Enhance Awareness" strategy, are excellent examples of such training. The Texas Legislature has increasingly recognized the importance of training in human trafficking for certain industries and professionals. For more information on human trafficking legislation and training, see Appendix C: Human Trafficking Legislative History and Appendix D: Legislative History – State of Texas Training Requirements.



There is no single profile of a trafficked person.

KEY ACTION: Train Health Care Providers

The training of health care personnel merits special attention. Victims experiencing sexual exploitation are at a high risk for mental and physical health concerns, which increases the likelihood they will seek medical care. They may seek care in hospital emergency rooms, at local mental health authorities (LMHAs), urgent care facilities, family planning clinics, or outpatient medical settings for a variety of issues, including sexually transmitted diseases, pregnancy, depression (including suicidality), injuries resulting from assault, substance abuse-related issues, and post-traumatic stress disorder. Despite the likelihood of interacting with medical providers, "...recent studies have demonstrated that 28% to 50% of trafficking victims in the United States encountered health care professionals while in captivity but were not identified or recognized as victims."¹⁶

To improve identification and treatment of trafficking victims in health care settings, HHSC has established the [Texas Human Trafficking Resource Center](#) (THTRC). The THTRC provides health care professionals training and other resources, including a listserv that can be used to share best practices and critical information with stakeholders across the state. HHSC is planning to unveil the HEART (Hearing, Evaluating, Accessing, Resourcing, Training) human trafficking training in the summer of 2020. The HEART training provides guidance on developing human trafficking response protocols in the health care setting and identifying screening tools that best fit their practice. Additionally, HHSC will be hosting a centralized list of human trafficking trainings for health care practitioners to align with best practices and evidence-based criteria. Up to one million health care practitioners will complete an approved training as a condition of license renewal.¹⁷

KEY ACTION: Train Other Organizations That Serve Individuals at Elevated Risk

The strategy to ensure training for other organizations that serve individuals at elevated risk began with identifying those organizations. These may be state or local systems of care including child welfare/juvenile,

¹⁶ Commercial Sexual Exploitation - Identification Tool (CSE-IT), WestCoast Children's Clinic, <https://www.westcoastcc.org/cse-it/> (last visited Apr 30, 2020).

¹⁷ Tex. Occ. Code § 116.

justice/homelessness, governmental and non-governmental organizations, school counselors/homeless liaisons or other school personnel, after-school programs, legal aid and immigration assistance organizations, domestic violence/rape crisis centers, Workforce Solutions Offices and faith-based service programs. The OAG Human Trafficking Section, CSTT, DFPS, DSHS and the National Center for Missing and Exploited Children (NCMEC), Love 146, Texas Association Against Sexual Assault (TAASA), and other NGOs, and local anti-human trafficking taskforces and coalitions have and will continue to develop and deliver trainings across the state for some of these specialized groups. These trainings instruct on the indicators and dynamics of human trafficking and more importantly, the impact of trauma on victims, victim-centered and trauma-informed approaches to treatment, as well as developmentally appropriate techniques for engaging with potential victims.

KEY ACTION: Expand Tools and Support for Screening for Suspected Exploitation

While specialized trainings provide a helpful first step to recognizing potential victimization, implementing a validated screening tool is an even more effective strategy for addressing challenges with identifying human trafficking. Effective screening tools can help service entities use a more standardized approach to recognizing human trafficking without relying solely on the subjective judgment of individuals. Many of these tools are currently available and being used in direct service delivery. Each Department of State Health Services region has its own set of questions they ask patients to screen for human trafficking.

One example of a successful screening tool is the Commercial Sexual Exploitation Identification Tool (CSE-IT) developed by the West Coast Children's Clinic to screen and identify likely victims of sexual exploitation up to 25 years of age.¹⁸ TJJD and over a hundred county juvenile probation departments and other child serving agencies across the state are using the tool to screen for likely victims. DFPS has implemented the tool in Dallas, Tarrant, Bexar, Travis, and Harris counties for its highest risk victims. The CSE-IT has also been implemented in 14 other states and Ontario, Canada. The CSE-IT is an online information integration tool that takes about 5-10 minutes to complete for each youth screened. The screener does not have to interview the youth, but simply takes into account the information known and gathered about the youth and provides a score for each of eight indicators of exploitation. The total score results in a finding of clear concern, possible concern, or no concern (which can include not enough information).

From December 18, 2017 to December 31, 2019, 19,471 high risk youth in Texas have been screened, and of those 13 percent received a score of "clear concern" indicating likely victimization. Approximately 17 percent received a "possible concern" score, and 70 percent received a "no concern" or "not enough information." When a youth receives a "clear concern," CSTT and its partners treat the youth as a likely victim and provide needed services, including care coordination and Commercially Sexually Exploited Youth (CSEY) advocacy and case management (where available) until victimization is ruled out by a fuller assessment or additional information.

KEY ACTION: Train How to Report Suspected Human Trafficking Concerns

Once a potential victim is identified, it is critical that those who identify the victim have the training and protocols in place to provide effective referrals to needed services. Training on how to report tips and concerns to clearly identify human trafficking victims is the necessary next step. The National Human Trafficking Hotline (NHTH) is administered by Polaris, a non-profit, non-governmental organization. Between September 2018 and May 2019, the NHTH saw a jump of 42 percent in substantive "contacts" – that is, calls, emails, web forms, chats and texts – from Texas over the same time the year before. That outreach resulted in the identification of 151 likely trafficking cases referencing minors – a nearly 19 percent increase over the previous year.¹⁹ The NHTH also provides warm transfers of mandatory reporters' intakes to DFPS, helps build intelligence on human trafficking in Texas, and

¹⁸ <https://www.westcoastcc.org/cse-it/> (last visited Apr 30, 2020).

¹⁹ Strengthening the Child Sex Trafficking Safety Net in Texas, Polaris (2019), <https://polarisproject.org/blog/2019/07/strengthening-the-child-sex-trafficking-safety-net-in-texas/> (last visited Apr 30, 2020).

continuously improves its referral directory of Texas resources for victims seeking assistance for themselves. Currently, there are 92 Texas service providers listed on the National Referral Directory, with 66 of those being listed publicly on the website.

Strategies for improving the utilization of the NHTH for victims relies upon improved communication between all agencies receiving or responding to reports (including the DFPS Child Abuse Hotline and 911), law enforcement, those working directly with referred victims and service providers, and others working with individuals at high-risk (e.g., homeless shelters and LMHAs). The Coordinating Council is currently communicating with Polaris about training and processes to improve the Hotline's tips to law enforcement to include more actionable intelligence and to improve the Hotline's reporting to DFPS and TABC.

KEY ACTION: Train on Trauma and How to Interact with Traumatized Victims for First Responders and Service Providers

Human trafficking survivors experience complex trauma; the psychological and physical effects can be debilitating. Complex trauma can also result in strong emotions and challenging behaviors during recovery from trafficking situations and often make victims seem complicit in their own exploitation and can be exacerbated by interventions that are not trauma-informed. Therefore, it is critical that first responders and others who provide services to trafficking victims are trained in complex trauma and in trauma-responsive approaches to support survivors' recovery from exploitation.

Professionals who have helped human trafficking victims through the recovery process have reported the following common reactions and behaviors:

- Ⓢ **Ambivalence about, or resistance to making changes** that others believe to be healthy for the victim, such as staying in an emergency shelter, or assisting with the investigation and prosecution of their trafficker
- Ⓢ **Refusal of support** beyond supplies to meet basic needs
- Ⓢ **Emotional dysregulation** (e.g., presenting behaviors that do not match the circumstances, such as heightened hostility or dull calmness; difficulty managing emotions; and, once triggered, difficulty calming down)
- Ⓢ **Anger** at being separated from their trafficker or the possibility of their trafficker being prosecuted
- Ⓢ **Wavering between the desire for escape** from the trafficker and **wanting to return to them**
- Ⓢ **Artificial sense of their own capacity to make choices**, empowerment, or personal control in the trafficking activity, including difficulty separating their (previous) personal identity from the one developed for them by the trafficker
- Ⓢ **A sense of detachment** from having been mistreated, a sense of self-determination about following their own choices, and an **enabling denial** that they have been coerced, manipulated, or victimized

The challenging behaviors described above can hinder a first responder or other professional's ability to meet the complex and varied needs of victims upon recovery. A professional's responses to these behaviors can unintentionally re-traumatize or further harm the victim rather than support and protect them, ultimately driving them out of services. A shift in thinking from "what is wrong with this individual?" to "what happened to this individual?" can support an approach that is more trauma-informed. A trauma-informed approach can help the victim feel safe, accepted, and understood.


Similar to health care providers, law enforcement officers are likely not only to come into contact with victims but also are likely to be able to provide immediate assistance. Law enforcement can interact with individuals who are recovered as a runaway or a missing person, have committed a crime or status offense, are homeless, are abused or neglected, or are just drivers or passengers in a routine traffic stop but who may also exhibit indicators of exploitation. Because traffickers intentionally disguise exploitation as prostitution, and trauma-bonding makes victims appear to be willing participants, it is critical that law enforcement officers are trained in recognizing exploitation and how to respond appropriately.

PROVIDE SUPPORT STRATEGY 2: Build A Continuum of Care by Training and Leveraging Existing Systems of Care

While there may be an abundance of services for crime victims in Texas, most are not equipped with the knowledge and skills to effectively treat human trafficking survivors. Trafficking survivors have experienced complex trauma, often represent cultural identities that are different from service providers and have significant reasons to be ambivalent about committing to treatment. We need services that are trauma-responsive, informed by victim-centered Stages of Change (SCM) principles, and culturally competent.

Subcategories within human trafficking victimization—male victims, victims with disabilities, victims with substance abuse issues, victims with children, labor trafficking victims, and community children and youth who are not in state custody or on juvenile probation and therefore can't pay for residential services and services—need to be better understood and served in Texas through improved data collection, research, and skills training. Application of these steps needs to be applied across the continuum of care, to reach not just those specializing in human trafficking, but connected in meaningful ways to survivors' outcomes. This includes local mental health authorities and other community mental health agencies, housing, legal aid, non-urgent medical services and others, to improve informed coordination of care across systems.

In addition, human trafficking survivors have a difficult time accessing those services that do exist. Most survivors do not have private insurance, Medicaid, or Children's Health Insurance Program (CHIP). When insured, except for brief acute-care medical intervention, important services (e.g., safe housing, certain kinds of therapy, advocacy services) are frequently not eligible under this coverage. Human trafficking survivors, or someone acting on their behalf, may apply for reimbursement from the CVC program. Administered by the OAG, the CVC program was created to encourage greater

 **Victims will be most receptive to an intervention when their current state of readiness is recognized by the people who are seeking to help them.**

victim participation in the apprehension and prosecution of criminals and reimbursing innocent victims for certain out-of-pocket expenses incurred as a result of violent crime. Claims may be approved for reimbursements of crime-related expenses up to a total of \$50,000 with victims suffering total and permanent disability as a result of the crime potentially qualifying for an additional \$75,000.

In order for the CVC program to pay for services, a victim or someone acting on their behalf must first file a claim. It is believed that, for reasons related to victimization and trauma, a substantial number of trafficking victims do not file CVC claims. Victims should be advised by law enforcement, medical providers, and victim service groups of their right to file a claim and be provided assistance to file the claim. Therefore, it is critical that those working with victims receive CVC training to ensure that they are able to provide accurate information about the program and guide victims through the process. Given the extensive needs of human trafficking survivors and the finite resources of the CVC program, additional funding models are needed.

Strategies for Phase II include creating a flowchart that victims and their families can use to better understand the CVC claim process, training providers on how to best help victims access these funds, and developing additional funding models. The strategies below are designed to ensure that existing services and systems can be leveraged and provided

the training needed to effectively serve human trafficking victims as well as other types of victims and to help equip new service providers with the education and resources they need to effectively serve human trafficking victims.

PROVIDE SUPPORT STRATEGY 3: Train Stakeholders in Trauma-informed Practices for Victims and Survivors of Exploitation

Many of the strategies and principles warranted for effectively identifying and engaging with a trafficking victim or survivor continue to apply throughout the support and service response continuum. Among others, these include being trauma-informed and responsive, application of the SCM to interactions with victims and service planning and delivery, and ensuring cultural competency of services.

KEY ACTION: Trauma-Informed and Responsive Care


Many stakeholders working with human trafficking victims have received some level of training on trauma. Being “trauma-informed” is a description which is used to describe a variety of services, supports, processes, policies, and interactions. But to help victims of trauma, it is not enough to be informed about trauma. It is necessary that services, supports, processes, policies and interactions – and systems – are also trauma-responsive, that is, they are designed appropriately to respond to trauma and not re-traumatize victims. We must deliver trust-based intervention to address trauma. One example that is showing promise is the application of Trust Based Relational Intervention® (TBRI®) to young victims.²⁰ Evaluation results have shown that, in participating programs, youth are engaging in less fight, flight, or freeze behaviors.

KEY ACTION: Stages of Change

The SCM used to treat addiction and other harmful coping behaviors, has been adapted to understand the cyclical nature of healing for human trafficking survivors. Popular misconceptions include that, upon rescue, victims are immediately grateful and ready to work with law enforcement to prosecute their exploiters and with treatment providers to address their complex trauma. The SCM instructs that, for most victims, behavior change does not happen quickly or in one step but in stages, including relapse. The movement through these stages and the rate at which this movement happens cannot be externally imposed. The SCM is grounded in the reality that victims alone have the power to make their own conscious decisions to change and will progress through the stages at their own pace. See Appendix E: Stages of Change Model.

Victims will be most receptive to an intervention when their current state of readiness is recognized by the people who are seeking to help them. In other words, support systems should meet victims

“where they are” when providing services and care. Survivors may seek support for basic needs and other health or supportive services long before deciding to disclose or admit to themselves they have survived human trafficking or before they take steps to leave the person that is exploiting them. Understanding the steps in the change process can help an advocate or community service provider acknowledge where a survivor is in the change process and provide non-judgmental support. Continued training for all stakeholders on the SCM is necessary when dealing with victims of human trafficking. Further, it is recommended to explore whether the SCM can be applied to victims of all types of trafficking.



Support systems should meet victims “where they are” when providing services and care.

KEY ACTION: Cultural Competency

Cultural competence refers to the process by which individuals and systems respond respectfully and effectively to people of all cultures, languages, classes, races, ethnic backgrounds, religions, spiritual traditions, immigration

²⁰ CSTT funds Texas Christian University to provide TBRI training, coaching, and peer support to agencies interacting with CSEY or at-risk youth in Houston, Beaumont, El Paso, and San Antonio, with plans to expand into more Texas cities.

status, and other diversity factors in a manner that recognizes, affirms, and values the worth of individuals, families, and communities and protects and preserves the dignity of each.²¹

On the organizational level, there are five essential elements that contribute to a culturally competent system.²² The system should:

- (1) value diversity,
- (2) have the capacity for cultural self-assessment,
- (3) be conscious of the dynamics inherent when cultures interact,
- (4) institutionalize cultural knowledge, and
- (5) develop programs and services that reflect an understanding of diversity between and within cultures.

These five elements must be manifested in every level of the service delivery system. They should be reflected in attitudes, structures, policies, and services. The Coordinating Council will assess the level of cultural competency training and other measures of implementation of cultural competence (e.g., policies that foster rather than hinder diverse cultures, availability of interpreters) and outline a strategy in Phase II of the Strategic Plan.

PROVIDE SUPPORT STRATEGY 4: Develop Specialized Advocacy and Case Management Programs

The time immediately after a victim is removed from their trafficker is extremely tenuous and demands a focused, well-reasoned, empathetic, and empowering approach to interacting with the victim. Practices such as arresting or detaining a victim against their will, threatening them with criminal charges in an effort to motivate them to provide investigative information, interviewing them while they remain physically or emotionally dysregulated, or forcing an interaction with a large number of strangers during this time of distress can all cause additional psychological strain on the victim. Instead, victims who have been separated from their traffickers initially need interactions to be limited to a small number of people who will provide emotional support and be responsive to their basic needs. People who engage with a human trafficking victim during the recovery period should be trained to expect a range of strong or confusing emotions, use strategies that will limit further exposure to trauma, and help them develop a sense of safety and trust.

Many law enforcement agencies have internal victim advocates that serve as crime victim liaisons by statute and provide initial services to victims and family members. Services include crisis intervention, safety planning, advocacy, information on rights and criminal justice processes, emotional support during medical exams or interviews, psycho-education, assistance in accessing CVC, and referrals to specialized resources. DPS has a particularly robust Victim Services Program which is not only used by DPS but other local, state, and federal law enforcement agencies that do not have internal victim advocates, particularly in rural areas. DPS victim advocates, who are licensed counselors, provide all of the above services to all victims of crime and other traumatic events, including human trafficking, plus trauma-informed therapy. Some law enforcement agencies that do not have internal victim advocates also have agreements with a community-based advocacy programs to provide immediate and/or initial services. It is important that human trafficking investigators notify the victim or community advocate as soon as possible to allow for a coordinated response to provide immediate support and safety.

In trafficking cases where victims are under 22 years of age, specialized advocates/case managers (CSEY advocates) are funded and supported by the CSTT with training and technical assistance in 111 counties.²³ In those counties, CSEY advocates work to develop long-term supportive relationships with young victims that can last past the time period of, or in the absence of, an investigation and prosecution. CSEY advocates are dispatched by first responders immediately upon

²¹ Rowena Fong, *Culturally competent practice with immigrant and refugee children and families* (2004); Rowena Fong & Sharlene Maeda, Furuto, *Culturally competent practice: skills, interventions, and evaluations* (2001); Doman Lum, *Culturally competent practice: a framework for understanding diverse groups and justice issues* (4th ed. 2011).

²² Terry L. Cross *et al.*, *Towards a Culturally Competent System of Care: A Monograph on Effective Services for Minority Children Who are Severely Emotionally Disturbed* (1989).

²³ See Appendix F: CSEY Advocacy/Case Management Programs.

recovery of a survivor and arrive within 60-90 minutes. CSEY advocates help the victim feel safe, regulate their emotions, and accept help from others. They work collaboratively with stakeholders in support of the victim-centered goals for survivors, law enforcement, child welfare, juvenile justice, healthcare, and other partners. They provide long-term relational support and flexible case management, filling the gaps in case management between systems and services. The advocates have shown substantial success at helping victims stay emotionally and physically safe, connecting victims to investigators and support systems, and helping victims move through the SCM. Importantly, programs like CSEY advocacy can help survivors gain the strength and trust needed to participate in investigation and prosecution of exploiters. As of April 2020, twenty-one organizations are providing CSEY advocacy.

In addition to developing and funding CSEY advocacy agencies, another strategy is to partner with rape crisis centers (RCCs) and domestic violence (DV) shelters to take on a victim advocate role for both youth and adults in communities currently lacking this robust model of advocacy/case management. The strategic partnership between TAASA and the Texas Council on Family Violence (TCFV) includes training and technical assistance to RCCs and DV shelters to provide effective advocacy and case management to victims and to better serve the victims of exploitation they already serve in their centers and shelters. Currently, organizations in Texas providing case management to victims of labor trafficking do not follow a robust and relationship-based model. The Coordinating Council will gather more information on the different variances of advocacy and case management that is most effective for labor trafficking victims in Phase II.

PROVIDE SUPPORT STRATEGY 5: Develop Variety of Services to Meet the Individualized Needs of Victims and Survivors

To meet the individualized needs of human trafficking victims and survivors, we must work on developing a variety of support services.

KEY ACTION: Building Capacity Work So Far

In the past four years, stakeholders have helped to identify gaps in services in Texas and priority needs as 1) emergency shelter and 2) long-term residential services (foster homes, group homes, residential treatment centers). These residential-based services were not only identified as critical needs by survivors and those serving them, but also by law enforcement and prosecutors, who pointed out that without safe and stable housing, survivors are often unable to stabilize and build the trust needed to participate in investigation and prosecution of their exploiter. Given this pressing need, in the past three years CSTT has partnered with nonprofits and private funders to develop and fund, largely with federal Victims of Crime Act (VOCA) funds, 3 emergency shelters for youth, 8 long-term residential programs for youth, and 6 long-term residential programs for adult victims.²⁴ The Coordinating Council will continue to explore ways to address these priority needs.

Closely behind those residential-based services, were the identified needs for advocacy/case management (described in detail in the previous section), therapeutic and case management for victims in juvenile or criminal justice settings, and community-based case management programs.²⁵

To assess and build further capacity throughout each region, it is important to engage communities in asset mapping and collaboratively work on filling the gaps identified in the continuum.²⁶ CSTT Regional Administrators have begun inventorying emergency and long-term residential and community-based providers, including services for adult sex and labor trafficking victims. Along with the NHTH's directory of services for trafficking victims and survivors, this CSTT database of organizations will be accessible to advocates and other stakeholders across the state. Regional Administrators will use these inventories to increase service capacity, offer training,

²⁴ See Appendix G: Residential Programs and Community Programs Supported by CSTT.

²⁵ *Id.*

²⁶ In partnership with the Meadows Mental Health Policy Institute, CSTT developed a Roadmap for Texas Communities to Address Child Sex Trafficking, which gives communities a step-by-step process for developing needed services to address the victimized youth. Many of the same strategies within the Roadmap could be used to address labor and adult sex trafficking.

improve access, and enhance coordination between stakeholders. Texas Network of Youth Services and the Texas Alliance of Child and Family Services are two examples of organizations that are collaboratively conducting a statewide scan of available service capacity for meeting the comprehensive needs of human trafficking victims, specifically commercially sexually exploited youth.

Additionally, TWC has 28 Local Workforce Development Boards and 182 Workforce Solutions offices located throughout the state that can provide human trafficking survivors, including those with disabilities, access to services that can help them transition to self-sufficiency. In the Workforce Solutions offices, staff provide assistance with registration in WorkInTexas.com, job readiness classes, referrals to jobs, knowledge, skills and abilities evaluation and assessment, labor market information and referrals to employment-related support services. Referrals to adult education literacy programs, occupational training opportunities, apprenticeships, and other work-based training programs are available if the survivor is unable to locate employment or is determined to need additional education or skills to find gainful employment. TWC's State Monitor Advocate works closely with RioGrande Legal Aid and Southern Migrant Legal Services, a project of Texas RioGrande Legal Aid, Inc., to support agricultural workers when employment law violations or discrimination complaints are received.

In addition to specialized advocacy and case management programs, residential services, and education and occupational services already discussed, Texas needs to leverage existing services and systems to provide adequate support services. See Appendix H: Human Trafficking Support Services. The Coordinating Council will explore ways to address these needs including partnering with nonprofits and private funders.

PROVIDE SUPPORT STRATEGY 6: Evaluate Services for Effectiveness

Because services for human trafficking victims are relatively new when compared to services to other crime victims, evaluation and continuous improvement are of utmost importance in meeting the needs of human trafficking victims. All organizations providing services to victims should evaluate their services with uniform and/or customized performance data, including quantifiable outputs and outcomes.

Customized measures are developed in consultation with service providers, so they reflect realistic, quantifiable information that exemplifies the most important indicators of their work. Measures are also developed to provide information back to the organizations that is useful for their own continuous quality improvement and internal strategic planning. Programs like Allies Against Slavery's data initiative, Lighthouse,²⁷ help visualize and analyze the customized performance data to better understand the trends, gaps, and promising practices in human trafficking. Statewide data collection will support the development of best practices and will lead to informed stewardship of state resources.

PROVIDE SUPPORT STRATEGY 7: Identify Braided Funding Opportunities and Consider Waivers to Utilize Federal Funds to Meet Survivor's Needs.

Accelerate/Streamline/Ease Access to Federal Crime Victim Assistance Funds to Meet Needs in More Timely Manner

While the Texas budget for human trafficking efforts in 2020-2021 sets a record for the amount of funding invested to fight this issue in Texas, it is imperative that we maximize all funding opportunities and resources. Limited funding for services remains a concern for many involved in anti-trafficking efforts. As outlined in the Texas Health and Human Services Commission's Statewide Behavioral Health Strategic Plan,²⁸ access to appropriate behavioral health services (Gap 1), access to timely treatment services (Gap 6), and services for special populations (Gap 14) are primary concerns we must address in our fight against human trafficking.

²⁷ Allies Against Slavery - Illuminate and Protect, <https://alliesagainstsavery.org/lighthouse/> (last visited Apr 30, 2020).

²⁸ Behavioral Health Collaborative Matching Grant Programs, Texas Health and Human Services (2017), <https://hhs.texas.gov/sites/default/files/documents/laws-regulations/reports-presentations/2017/hb13-matching-grant-programs-sept-2017.pdf> (last visited Apr 30, 2020).

Addressing financial barriers to accessing services remains a priority, but efforts have had only limited success. This has included finding opportunities to create braided funding and to access federal sources through Medicaid Waiver expansion. The Coordinating Council will consider a strategy to identify funds for wraparound services in Phase II of the Strategic Plan. Additional strategies for Phase II include training service providers on how to best help victims access available funds and providing a guide for victims to access available funding.

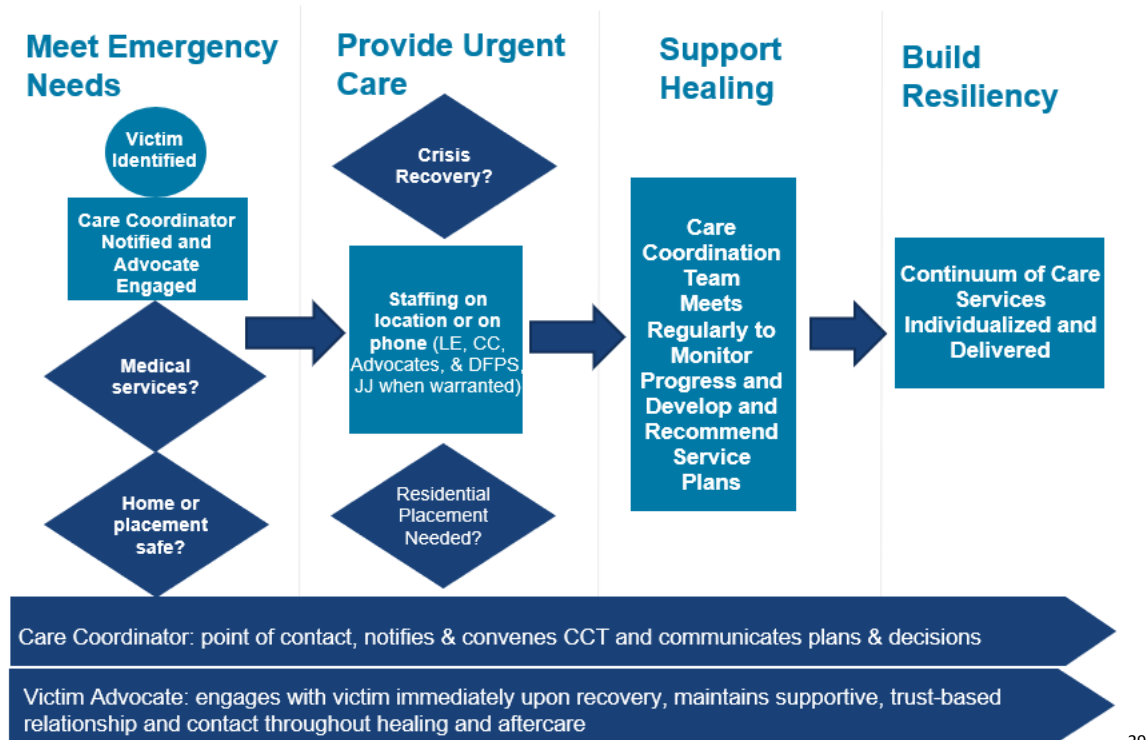
PROVIDE SUPPORT STRATEGY 8: Develop Local Care Coordination Teams to Coordinate Crisis Recovery, Long-Term Support, and Delivery Of Services

Facilitated multi-disciplinary teams (MDTs) addressing human trafficking has been recognized as a best practice by the Department of Justice, the International Association of Chiefs of Police, the National Criminal Justice Training Center, and many states, including Texas. There are only two MDTs in the State of Texas that currently function as a team to address the needs of adult and labor trafficking victims: Heart of Texas Human Trafficking Coalition in Waco and the Montgomery County Human Trafficking Coalition in Conroe. The state could realize value from the efforts of these two and from multi-disciplinary care coordination teams for CSEY. The Coordinating Council will strategize building upon these current MDTs to develop care coordination for adult victims.

“Care coordination” is the term used to describe the collaborative process that CSTT, in partnership with the Children’s Advocacy Centers of Texas and DFPS, is developing statewide to coordinate services for child sex trafficking victims under 18 years of age. Care coordination unfolds from the initial recovery or identification of a child victim by law enforcement, DFPS investigators or emergency medical personnel, through initial crisis assessment and stabilizing service delivery and continuing through long-term healing. Care coordination protocols are developed locally with guidance from the local Children’s Advocacy Centers (CAC) and with leadership from local law enforcement and other first responders, urgent and emergent care medical and private service providers, the District Attorney’s Office, juvenile justice, DFPS, CSEY advocacy agencies, and judges. The goal of care coordination is to ensure effective victim-centered and trauma-responsive care for minor victims by all members of the care coordination team (CCT) while supporting the investigation and prosecution of exploiters. Six counties have launched care coordination: Harris, Dallas, Tarrant, Bexar, Montgomery, and Comal. Seventeen additional counties are in the process of developing care coordination for launch in 2020 or 2021.

A simplified flowchart depicting the standard care coordination response is below. Individual CCT’s may choose to reflect local gaps and strengths in resources by customizing the flowchart accordingly. Supporting this flowchart is a protocol document that reflects commitments among the CCT members to each other and to victims and survivors they may serve.

Survivor Care Coordination



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PROVIDE SUPPORT STRATEGY 9: Remove Barriers to Information Sharing to Improve Collaboration

Information sharing must occur across professional disciplines, systems of care and other engaged domains, such as medical and residential services. This is key to the successful coordination of care at every stage, from crisis response through long-term restorative services. It is important to remove all potential barriers to information sharing to improve collaboration between survivors, investigator partners, and victim service providers.

²⁹ Office of the Texas Governor.

CONCLUSION

In its efforts to combat human trafficking, Texas has created multiple task forces, working groups, research groups, stakeholders, service providers and survivor focus groups to address this issue, but has not previously created a single entity focused solely on coordinating these efforts and combatting trafficking. Calls for coordination of human trafficking prevention programs and services administered by the state resulted in the creation of the Coordinating Council.

In accordance with Texas Government Code Section 402.034, the Coordinating Council has developed and implemented the initial phase of a five-year strategic plan for preventing human trafficking in Texas. Given the nature and breadth of the issue, the Coordinating Council determined efforts would be more focused and effective through a multi-phased, integrative approach.

Phase I created and distributed a statewide comprehensive survey to not only inventory programs but to gather information that will help state officials determine the efficacy of these programs and services. More than 2,000 respondents completed the survey, yielding a substantial volume of data that is currently undergoing analysis. While data is still being evaluated, a preliminary review of each state agency's contributing efforts identified:

- Current programs and services
- Common themes for service delivery improvement and coordination of efforts
- Program and service delivery and financial resource gaps
- Need for statewide data collection and information sharing

Subsequent phases will address the organization and classification of current programs and services, evaluation and efficacy of service delivery improvement, statewide coordination efforts, evaluation of strategic funding and support, and the possible creation of a statewide data collection repository and information sharing mechanism to enhance and strengthen Texas's fight against human trafficking.

Never before has Texas created a coordinated, multi-system strategy to combat human trafficking. This Strategic Plan is a historic step in charting an end to human trafficking in Texas.

APPENDIX



EXISTING INFRASTRUCTURE

The Coordinating Council has taken significant steps to inventory and evaluate all human trafficking programs in the state of Texas. In the spring of 2020, a statewide survey was disseminated to develop a complete picture of the state's current human trafficking infrastructure, with specific attention to state agencies, institutions of higher education, and political subdivisions. More than 2,000 respondents completed the survey, yielding a substantial volume of data that is currently undergoing analysis. While data is still being evaluated, a preliminary review of each state agency's contributing efforts is as follows.

STATE AGENCIES

DEPARTMENT OF FAMILY AND PROTECTIVE SERVICES (DFPS)

The **Human Trafficking and Child Exploitation Division** (HTCE) of DFPS strives to serve children and youth by strengthening continued compliance with all federal and state human trafficking mandates, developing best practices in the prevention of trafficking, and improving DFPS capacity to identify, report, recover and support victims of trafficking in their restoration journey. HTCE achieves this goal through the development of policy, practices and identification of services that are survivor-informed, trauma-responsive, victim-centered, and evidence-based, where possible. HTCE researches models of service and programs for child and youth victims, and facilitates prevention and intervention training of DFPS personnel, contracted providers, and youth in foster care. HTCE develops strategies for wrap-around and long-term service provision and partners with DFPS programs and community stakeholders including but not limited to law enforcement; city, county, and state government; advocacy agencies; and faith-based organizations.

DEPARTMENT OF PUBLIC SAFETY (DPS)

DPS Victim Services licensed counselors are co-located with DPS investigators across the state. The counselors are trained in serving victims of crime and other traumatic events, including human trafficking. Counselors provide crisis intervention, advocacy, safety planning, emotional support throughout the criminal justice process, assistance in accessing Crime Victims' Compensation benefits, referrals, and trauma-informed therapy. The Victim Services program extends its resources to other local, state, and federal law enforcement agencies that do not have victim assistance resources, particularly in rural areas.

The **Interdiction for the Protection of Children** (IPC) Program works with local, state, and federal partners to form a multidisciplinary approach to train first responders and protect children. Documented results of the training prove officers enhance their ability to identify human trafficking victims, missing children, technology-facilitated crimes against children, high-risk threats against children, and registered sex offender violations after receiving the IPC training.

The **iWatch Program** is operated by DPS Intelligence and Counterterrorism Division. The program allows members of the public to report suspicious activities or behaviors that may indicate criminal or terrorist activity, including human trafficking. Reports can be made by phone, online, or through a mobile app.

The **Real-Time Watch Center** (Watch) unit powers the Texas Fusion Center. The Watch is a 24/7 unit that works with federal, state, regional, and local law enforcement and serves as the state repository for homeland security information and incident reporting. It provides real-time intelligence support to law enforcement and public safety authorities. The Watch consolidates information and data on suspicious activities and threats from all jurisdictions and disciplines as well as from the public. During emergencies or periods of an increased threat, the Watch may ramp up to receive and process additional information.

APPENDIX A EXISTING INFRASTRUCTURE

DEPARTMENT OF STATE HEALTH SERVICES (DSHS)

The **DSHS Regional Human Trafficking Work Group** focuses on increasing awareness through education, identifying possible high-risk individuals through screening in their public health clinics, and partnering with community stakeholders. Comprised of a central office coordinator and regional points of contact in each of the eight public health regions across the state, the work group comes together to coordinate and collaborate on activities by developing shared goals and best practices. Education and trainings are provided for internal and regional DSHS staff, external stakeholders, and their communities.

HEALTH AND HUMAN SERVICES COMMISSION (HHSC)

The **Texas Human Trafficking Resource Center** connects HHSC staff, healthcare providers, stakeholders, and potential victims of human trafficking to local, state, and national resources to identify and help people affected by human trafficking. The center helps educate health care practitioners on the health impact of human trafficking, victim identification, assessment, and response.

OFFICE OF COURT ADMINISTRATION (OCA)

OCA provides training to judges and other criminal justice professionals related to the reporting of protective orders to the Texas Crime Information Center. These reports help protect human trafficking victims. OCA is also in the process of creating the Protective Order Database (POD) as required by the Texas Legislature. POD will expand the amount of information available to current justice system stakeholders and provide limited access to protective order data with the consent of the protected parties. This project will also include the development of training to be made available for all users.

OFFICE OF THE ATTORNEY GENERAL (OAG)

As tasked under Texas Government Code Chapter 402, the OAG serves as the substantive leader and formal Chairperson of both the **Texas Human Trafficking Prevention Task Force (Task Force)** and the **Coordinating Council**. The OAG was assigned these responsibilities because the agency has a comprehensive approach to the issue of human trafficking, working on cases involving sex and labor trafficking, child and adult victims, and international and domestic trafficking. The OAG was specifically provided personnel to facilitate the Coordinating Council and carry out mandates of the Texas Legislature.

The **Human Trafficking and Transnational/Organized Crime Section** (HTTOC) was established in 2016 under Texas Government Code Section 402.038. This section investigates and prosecutes human trafficking crimes, provides victims with needed resources, facilitates state collaboration, and engages the public through training and special initiatives, such as the widely-distributed [Be the One](#) training video. OAG attorneys may serve as District Attorneys *Pro Tem* or provide prosecutorial assistance, by request, to local prosecutors. In addition to criminal prosecutions, the Human Trafficking Section of the OAG also pursues civil litigation against traffickers and businesses under Civil Practice and Remedies Code Section 140A.003. This statute affords the agency original jurisdiction in such cases.

The **Crime Victim Services Division** (CVSD) assists victims of human trafficking in several ways. The **Crime Victims' Compensation Program** provides reimbursements for crime related expenses, such as medical costs, rent and relocation expenses, loss of wages, and counseling. The **Address Confidentiality Program** provides a substitute post office box for victims of certain violent crimes, including human trafficking, and mail forwarding services to increase victim security. CVSD is also instrumental in providing grants to counties to fund positions such as crime victim coordinators and crime victim liaisons. Grants are also awarded to rape crisis centers.

Under the **Law Enforcement Division**, the **Human Trafficking Unit** investigates both adult and minor sex and labor trafficking with local, state, and federal authorities. The **Child Exploitation Unit** serves as the Southern Texas Internet Crimes Against Children Task Force, investigating child pornography and online solicitation cases across South Texas. The

APPENDIX A EXISTING INFRASTRUCTURE

Digital Forensics Unit supports both these units and preserves evidence collected from digital storage devices such as phones, tablets, and computer systems.

OFFICE OF THE GOVERNOR (OOG)

The **Child Sex Trafficking Team (CSTT)** in the **Public Safety Office** provides grants to first responders and service providers. Certain law enforcement agencies receive grant funds to assist with investigations, enforcement, and prosecution. In the past, the OAG has received such grant dollars specifically for anti-human trafficking activities and currently receives funding for a specialized sexual extortion (sextortion) unit as well as the Internet Crimes Against Children Taskforce. Victim services are also promoted by the OOG through the awarding of grants to state agencies, local governments, and non-profits for the provision of services. Examples of such grants include grants to Texas Juvenile Justice Department for Trust-Based Relational Intervention® for trafficking victims identified within their youth population, Harris County District Attorney's Office for a dedicated team that identifies young adult victims of trafficking and prosecutes exploiters, and numerous rape crisis centers, domestic violence shelters, children's advocacy centers, and specialized advocacy/case management programs for exploited youth.

Additionally, the **CSTT** leads collaborative efforts with governmental and non-governmental organizations (NGOs) statewide to build sustainable capacity and implement coordinated and continuously improving efforts to prevent and address commercial sexual exploitation of youth. These efforts include developing interagency, multi-disciplinary care coordination teams and processes in conjunction with children's advocacy centers, building a continuum of care for survivors in each of 5 regions in the state, (North, South, East, West, and Central Texas) and supporting specialized CSEY advocates/case managers across the state that can provide ongoing support to survivors up to 22 years of age.

OFFICE OF THE SECRETARY OF STATE (SOS)

The **Corporations Section** of the SOS oversees the Human Trafficking Prevention Business Partnership Program, which recognizes the anti-trafficking efforts of corporations or private entities. The program provides a certificate of recognition to those corporations and private entities that meet certain requirements.

SUPREME COURT OF TEXAS PERMANENT JUDICIAL COMMISSION FOR CHILDREN, YOUTH AND FAMILIES (Children's Commission)

The Children's Commission provides information and training to judges and attorneys responsible for child welfare cases. The Children's Commission's efforts raise awareness about human trafficking as it impacts children and youth involved with the child welfare system. The Children's Commission also partners with key stakeholders to prevent and address sexual exploitation of children and youth in foster care, and to develop strategies to improve judicial handling of child welfare cases where children or youth are at high risk of becoming trafficking victims.

TEXAS ALCOHOLIC BEVERAGE COMMISSION (TABC)

TABC regulates every aspect of the alcoholic beverage industry. The agency investigates alleged violations of the Alcoholic Beverage Code and other applicable laws. TABC is the third largest state law enforcement agency and is dedicated to investigating violations of public safety with human trafficking as its number one priority. TABC investigators work to identify and recover victims who may be trafficked at TABC licensed businesses, arrest the traffickers, and shut down the establishment. With dual authority to take administrative action against an establishment as well as the criminal authority to arrest violators, TABC is positioned to be highly effective in the fight against human trafficking. TABC also developed several training presentations and wallet-sized carrying cards for personnel working in the alcoholic beverage industry. The agency works with distributors and wholesalers across the state to train hundreds of their employees on the most common warning signs of human trafficking. Certain TABC license holders are also required by law to post a sign advertising the National Human Trafficking Hotline Number.

APPENDIX A EXISTING INFRASTRUCTURE

TEXAS DEPARTMENT OF CRIMINAL JUSTICE (TDCJ)

The **Victim Services Division** provides services to victims and their families when an offender has been sentenced to TDCJ Correctional Institutions Division or is on parole/mandatory supervision. Services include revising, distributing, and collecting statistics on the Victim Impact Statement form, operating the Integrated Victim Services System (IVSS) and IVSS user portal, offering training and resources statewide to victim advocates and criminal justice professionals, and providing oversight for victim-offender mediation.

TEXAS DEPARTMENT OF LICENSING AND REGULATION (TDLR)

TDLR's **Anti-Trafficking Unit** works in conjunction with **Field Operations** staff to identify signs of human trafficking through the onsite inspection process within TDLR's regulatory population. The Anti-Trafficking Unit focuses on identifying human trafficking in illicit massage businesses (IMB), while Field Operations staff are tasked with conducting periodic, unscheduled inspections of various facilities throughout the state. Through this process, the TDLR has identified and reported suspected trafficking to the National Human Trafficking Hotline, resulting in information sharing with other agencies such as the Department of Homeland Security and the OAG's Human Trafficking and Transnational/Organized Crime Section.

TDLR also promotes public education on human trafficking. Inspection staff carry information cards that contain the National Human Trafficking Hotline number and list important human trafficking indicators. Additionally, TDLR organized a human trafficking training for Texas communicators and has worked with the Polaris Project to develop an IMB training for TDLR staff.

TEXAS DEPARTMENT OF TRANSPORTATION (TxDOT)

In 2019, TxDOT launched an internal and external communications initiative to raise awareness of human trafficking in Texas. TxDOT created informational materials for employees to better understand how to identify and subsequently report suspected trafficking. These materials included wallet cards, posters, flyers, and quick-reference guides for TxDOT vehicles. In accordance with Senate Bill 1593, passed by the 86th Texas Legislature in 2019, TxDOT also makes human trafficking training available to all its employees, and has incorporated the training in the department's new employee orientation. Completion of this training by new employees is required within the first 30 days of employment and includes viewing the OAG's "[Be the One in the Fight Against Human Trafficking](#)" training tool.

In addition, TxDOT partnered with the Office of the Governor and the Texas Governor's Commission for Women to provide human trafficking posters and flyers in the restroom stalls of the state's Safety Rest Areas and Travel Information Centers. TxDOT's Maintenance, Government Affairs, and Travel Divisions are currently working with the OAG to develop human trafficking services and assistance signs for Texas transportation hubs, as mandated in Senate Bill 1219 passed by the 86th Texas Legislature. TxDOT materials are designed to help victims of human trafficking reach out for help. These materials are available online to download.

TEXAS EDUCATION AGENCY (TEA)

Effective November 6, 2019, TEA amended the child abuse prevention, mandatory reporting, and training rule requirements to include human trafficking and align them with updated state laws concerning the definition of child abuse and neglect. As a part of this policy update, districts and open-enrollment charter schools are required to include human trafficking in their child abuse prevention policy and mandatory reporter training. The policy must be included in handbooks provided to students and staff and address the following: prevention techniques and warning signs; how to seek assistance; and available counseling options for impacted students, parents, and staff. To support the implementation of these new requirements, TEA created a free training module that will be available in Spring 2020 in the Texas Gateway for all local education agencies, which can be used in coordination with existing child abuse prevention training or in collaboration with training by local community partners.

APPENDIX A

EXISTING INFRASTRUCTURE

Additionally, the 86th Texas Legislature passed House Bill 403, creating mandatory training on human trafficking for superintendents and school board trustees. New rules are in process with the State Board for Educator Certification to require the demonstration of training compliance for superintendent certificate renewal. The State Board of Education adopted administrative rules governing trustee training at its January 2020 meeting, and these administrative rules are scheduled for implementation on September 1, 2020.

TEXAS JUVENILE JUSTICE DEPARTMENT (TJJD)

TJJD offers a wide array of programs across Texas to help juveniles that are in the agency's care. TJJD maintains five secure facilities and six halfway houses, which offer programs and services to meet the individual needs of the youth. Trained staff assess all youth upon their admission to TJJD to identify potential victims of human trafficking and commercial sexual exploitation. TJJD provides training to all employees on early identification of human trafficking, reporting guidelines, and trauma-informed care for survivors of trafficking. The agency offers support services for victims of sexual exploitation, including mental health counseling. TJJD also works with local community partners to establish wrap-around services for trafficking victims.

TEXAS PARKS AND WILDLIFE DEPARTMENT (TPWD)

Game Wardens and Parks Police Officers take part in law enforcement efforts to deny, disrupt, and capture individuals involved in human trafficking.

TEXAS WORKFORCE COMMISSION (TWC)

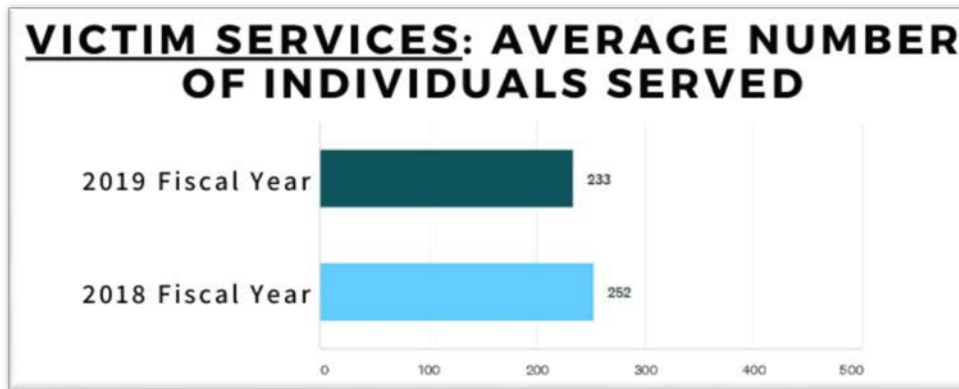
The **Office of Investigations** investigates child labor complaints and conducts on-site compliance inspections of employers. TWC's 28 **Workforce Development Boards** utilize available training and resources to help identify potential victims and recommend appropriate next steps once identification has occurred. TWC provides employment training services to victims of trafficking and referrals to resources and service providers specifically geared toward working with victims of trafficking.

SURVEY DATA: SYSTEM SECTIONS

The Coordinating Council has taken significant steps to inventory and evaluate the human trafficking programs in Texas. More than 2,000 respondents completed the Texas Human Trafficking Prevention Coordinating Council Survey, yielding a substantial volume of data that is currently undergoing analysis. While data is still being evaluated, a preliminary review of the system-specific data results is shown below.

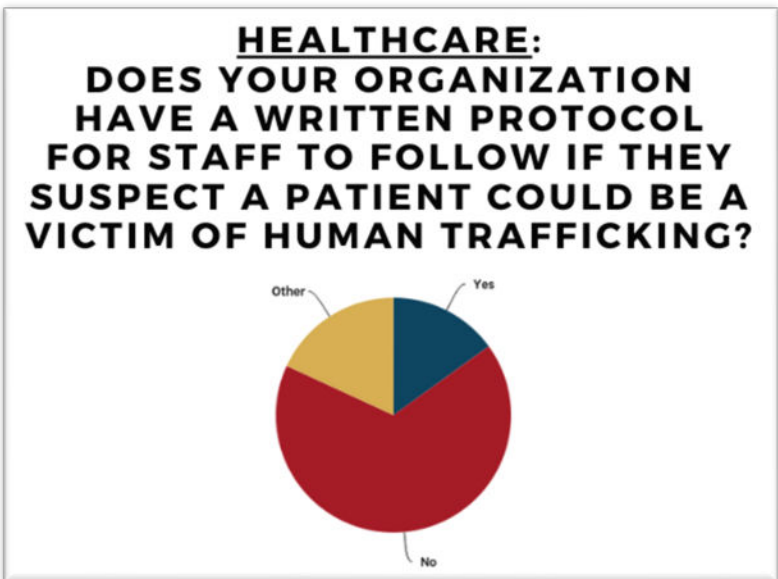
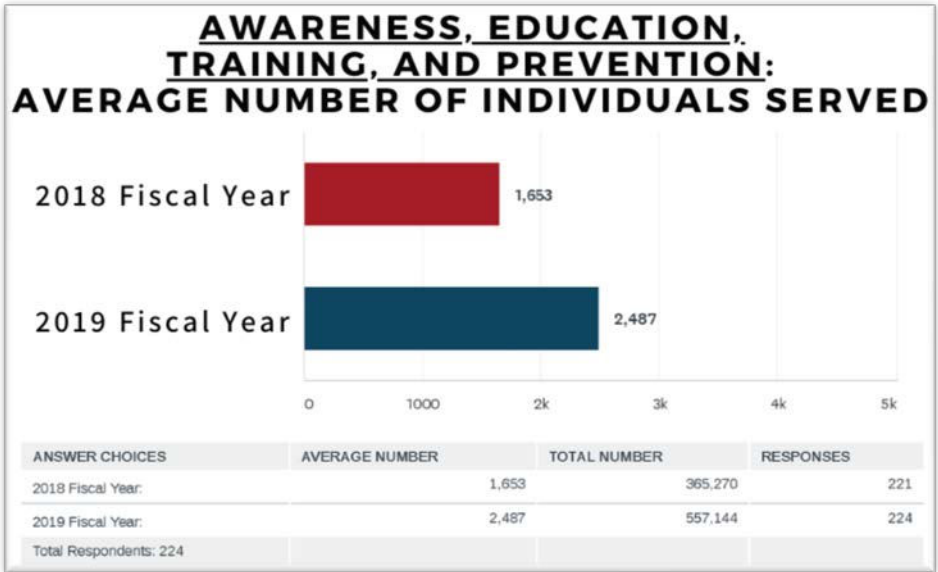
After demographic questions, the survey guided respondents through separate sections dedicated to different systems: state agency, victim services, prosecution, law enforcement, healthcare, awareness, education, training, and prevention, policy advocacy, and higher education. Each of these sections began with a “screening question” asked of all respondents to assess whether or not they participated in this system. Each screening question also provided some necessary definitions, common examples, and/or framing context to clarify the intent of each section. If respondents answered “Yes,” the survey advanced them to that section’s set of survey questions. If respondents answered “No,” the survey skipped that section altogether and navigated them to the next system’s screening question.

Therefore, each individual section pertaining to each system has a different total responding sample, depending on how many of the total survey respondents answered “Yes” to that section’s screening question.³⁰



³⁰ The data displayed in this section is generated from information submitted in the Texas Human Trafficking Coordinating Council Survey. This data represents the answers submitted by the 2,188 survey respondents. While the data displayed in this section represents the answers submitted by survey respondents, it is not a comprehensive report of all human trafficking programs in Texas.

APPENDIX B
SURVEY DATA: SYSTEM SECTIONS



HUMAN TRAFFICKING LEGISLATIVE HISTORY

LEGISLATIVE HISTORY – FEDERAL

Trafficking Victims Protection Act (2000)

The Trafficking Victims Protection Act (TVPA) of 2000 was passed by the 106th U.S. Congress, which addressed the prevention, protection, and prosecution of both sex and labor trafficking cases in America. The TVPA was reauthorized through the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003, 2005, 2008, and 2013.

Preventing Sex Trafficking and Strengthening Families Act (2014)

The Preventing Sex Trafficking and Strengthening Families Act of 2014 was passed by the 113th U.S. Congress and is aimed at protecting children and youth at high risk for sex trafficking, improving opportunities for children in foster care and supporting permanency, improving adoption incentives, and establishing a National Advisory Committee. This law requires state child welfare agencies to collect information regarding instances of sex trafficking and report those instances to law enforcement. State child welfare agencies must also collect information regarding sex trafficking victims or at-risk youth and report those numbers to the U.S. Department of Health and Human Services, who in turn report these numbers back to Congress.

Justice for Victims of Trafficking Act (2015)

The Justice for Victims of Trafficking Act (JVTA) of 2015 was passed by the 114th U.S. Congress and contains amendments to improve the response to trafficking, including enabling the prosecution of buyers of commercial sex, making them as equally culpable as traffickers. This law also expands human trafficking training for Department of Homeland Security personnel, health care professionals, and federal government personnel and creates a survivor-led U.S. Advisory Council on Human Trafficking.

Stop Enabling Sex Traffickers Act (SESTA) and Allow States and Victims to Fight Online Sex Trafficking Act (FOSTA) (2018)

The Stop Enabling Sex Traffickers Act (SESTA) and the Allow States and Victims to Fight Online Sex Trafficking Act (FOSTA) of 2018, known collectively as SESTA/FOSTA, were passed by the 115th U.S. Congress. Prior to the passage of SESTA/FOSTA, the Section 230 safe harbors of the Communications Decency Act protected websites from liability for content posted by their users. SESTA/FOSTA created a new federal criminal offense, *Promotion or Facilitation of Prostitution and Reckless Disregard of Sex Trafficking* (18 USC §2421A) and clarified that the Communications Decency Act should not act as a bar to federal prosecution of websites for this offense. SESTA/FOSTA also gave states authority to create their own versions of this law and enforce them through both criminal and civil proceedings.

LEGISLATIVE HISTORY – STATE OF TEXAS

Trafficking of Persons: Texas Penal Code, Chapter 20A (2003)

Following the passage of the TVPA in 2000, Texas was one of the first states in the nation to pass a human trafficking law when the 78th Texas Legislature passed House Bill 2096 in 2003. This statute, *Trafficking of Persons*, is found in Chapter 20A of the Texas Penal Code.

Legislation subsequently passed in 2007, 2009, 2011, 2017, and 2019 amended Chapter 20A, making substantive and technical changes to improve prosecutions of human trafficking crimes. The offense is now a second-degree felony for adult victims of both labor and sex trafficking and a first-degree felony for child victims of both labor and sex trafficking. This offense is also a first-degree felony if the offense results in the death of an unborn child of the trafficked victim or results in the death of the trafficked victim.

APPENDIX C HUMAN TRAFFICKING LEGISLATIVE HISTORY

Texas Human Trafficking Prevention Task Force: Texas Government Code, Chapter 402 (2009)

The Texas Legislature passed House Bill 1121 in 2007, which required the Office of the Attorney General of Texas (OAG) to issue a report regarding the laws on human trafficking. In response to House Bill 1121, in 2008 the OAG published the first report on human trafficking in the state, titled *The Texas Response to Human Trafficking*. The report focused on how Texas laws impact trafficking prosecutions, investigations, and service provisions for victims. It subsequently recommended the creation of a statewide multi-agency human trafficking task force.

In 2009, the 81st Texas Legislature passed House Bill 4009, formally creating the Texas Human Trafficking Prevention Task Force (Task Force) to address the growing crisis of human trafficking in the state. The 81st Texas Legislature designated the OAG as the presiding officer of the Task Force.

The Task Force now contains more than fifty member organizations, including state agencies, local law enforcement agencies, district attorney's offices, and NGOs. The Task Force serves as a collaborative multidisciplinary body aimed at coordinating anti-human trafficking efforts across local, state, and federal levels. It is a communication hub, drawing together the state and regional coalitions and providing coordination, consistent messaging, and sharing of best practices. This has resulted in an expanded network of local and regional efforts focused on educating the public to recognize human trafficking, identifying victims and directing them to services, and ensuring traffickers are investigated and prosecuted.

The Task Force is required under Texas Government Code §402.035 to collect data, provide training, report to the Legislature, and develop legislative recommendations that will enhance the state's efforts to address the crime of human trafficking. Since 2010, the Task Force has made 84 recommendations to the Legislature to address human trafficking. Of the 84 recommendations made, 76 have become law. These legislative enhancements, along with specialized training, have equipped law enforcement and prosecutors with the tools needed to effectively pursue traffickers and seek justice for victims.

Liability for Trafficking of Persons: Texas Civil Practice & Remedies Code, Chapter 98 (2009)

The 81st Texas Legislature also passed House Bill 533 in 2009, which created a private cause of action for victims of trafficking pursuant to Texas Civil Practice and Remedies Code Chapter 98. Under this statute, victims may be awarded a judgment against their traffickers for damages, including actual damages, damages for mental anguish, exemplary damages, costs of court and attorneys' fees.

Continuous Trafficking of Persons: Texas Penal Code, Chapter 20A (2011)

Based on the recommendation of the Task Force, the 82nd Texas Legislature passed House Bill 3000 in 2011, which created the new offense of *Continuous Trafficking of Persons*, in Texas Penal Code Chapter 20A. This offense is defined as two or more instances of human trafficking within a period of thirty days or more and includes both labor trafficking and sex trafficking. This offense is a first-degree felony, and the penalty for this offense ranges from a minimum sentence of 25 years to a maximum sentence of 99 years or life in prison. In 2015, House Bill 10 passed by the 84th Texas Legislature specified that a person commits the offense of continuous trafficking if the person trafficked one or more victims.

Civil Racketeering Related to Trafficking of Persons: Texas Civil Practice and Remedies Code, Chapter 140A (2013)

In 2013, the 83rd Texas Legislature passed House Bill 3241, granting the OAG authority to bring civil suits against individuals and entities that engage in human trafficking. The remedies provided by Texas Civil Practice and Remedies Code Chapter 140A include monetary damages of up to \$250,000 per victim of human trafficking (paid to the state or local law enforcement, and the Crime Victims' Compensation Fund) and an injunction that prohibits a person or business from continuing operations in the State of Texas. The statute also authorizes the OAG to issue civil investigative demands, which allow the state to gather evidence prior to filing suit and without alerting alleged traffickers. The OAG has statewide jurisdiction over these types of civil cases but must give notice to local prosecutors prior to initiating an investigation.

APPENDIX C HUMAN TRAFFICKING LEGISLATIVE HISTORY

Human Trafficking and Transnational/Organized Crime Section, Office of the Attorney General of Texas: Texas Government Code, Chapter 402 (2015)

The 84th Texas Legislature passed House Bill 11 in 2015, which amended the Government Code by mandating the establishment of border checkpoints to curb human trafficking and requiring that the OAG create a division focused on transnational and organized crime and human trafficking. Pursuant to Texas Government Code, §402.038, the OAG established the Human Trafficking and Transnational/Organized Crime Section (HTTOC) in January 2016. This Section is tasked with assisting local law enforcement and prosecutors on human trafficking cases, identifying and helping to line up assistance to victims of trafficking, and developing initiatives to enhance the state's support and coordination of human trafficking efforts, including increased collaboration between federal, state, and local law enforcement and prosecutors. In addition to criminal prosecutions, the OAG Human Trafficking Section also pursues civil litigation against traffickers and businesses using the state civil racketeering statute.

Child Sex Trafficking Team, Office of the Texas Governor: Texas Government Code, Chapter 772.0062 (2015)

In 2015, the 84th Texas Legislature also passed House Bill 10, which contained the recommendations made by the Task Force and created the Child Sex Trafficking Team (CSTT) at the Office of the Texas Governor (OOG). This new statute directs CSTT to assist other state agencies in leveraging and coordinating state resources directed toward the prevention of child and youth sex trafficking and to facilitate collaboration among state agencies. CSTT is also tasked with developing recommendations for improving state efforts to prevent child sex trafficking, which are submitted to the Texas Legislature. The overall mission of the CSTT is to build sustainable capacity, enhance expertise, promote policies, and create new and leverage existing collaborations to: protect children from sexual exploitation, help the public recognize signs of sexual exploitation, help victims recover, support healing, and bring justice to those who exploit children.

Texas Human Trafficking Prevention Coordinating Council: Texas Government Code, Chapter 402.034 (2019) While the Task Force coordinates state agencies, local law enforcement, and NGOs to fight human trafficking, Texas legislators expressed a need for more coordination and collaboration among state agencies to ensure an effective and efficient use of appropriated funds for human trafficking programs and efforts across the state. In 2019, the 86th Texas Legislature passed Senate Bill 72, establishing the Coordinating Council to develop and implement a five-year strategic plan for preventing human trafficking in Texas. Participating agencies are also members of the statewide Task Force.

Texas Human Trafficking Data Collection: Texas Code of Criminal Procedure, Chapter 2.305 (2019)

Additionally, the 86th Texas Legislature passed House Bill 3800, which mandates all Texas law enforcement agencies and county and district attorney' offices to report data and information relating to human trafficking cases to the OAG. In collaboration with a university partner, the data obtained will be analyzed to provide a better picture of human trafficking investigations and prosecutions in Texas. This data will provide policy makers evidence-based information to determine what tools law enforcement and prosecutors need to attack human trafficking. The data and information collected will also be used to inform the ongoing work of the Coordinating Council.

APPENDIX D
LEGISLATIVE HISTORY - STATE OF
TEXAS TRAINING REQUIREMENTS

LEGISLATIVE HISTORY – STATE OF TEXAS TRAINING REQUIREMENTS

Task Force: Texas Government Code, Chapter 402

During the 83rd Texas Legislature, House Bill 1272 added requirements that the Task Force should work with the Texas Education Agency, the Department of Family Protective Services, and the Health and Human Services Commission to develop a standardized curriculum and train doctors, nurses, emergency medical services personnel, teachers, school counselors, school administrators, and personnel from the Department of Family and Protective Services and the Health and Human Services Commission to identify and assist victims of human trafficking.

Law Enforcement: Texas Occupations Code, Chapter 1701

House Bill 4009 passed by the 81st Texas Legislature amended the Occupations Code for Law Enforcement Officers, Chapter 1701 to include education and training programs on trafficking of persons for officers licensed on or after January 1, 2011. The training program consisted of at least four hours of training and review of certain sections of the Texas Penal Code. House Bill 4009 also made it a requirement for officers seeking intermediate or advanced proficiency certificates on or after January 1, 2011 to complete basic education and training on the trafficking of persons.

In 2019, House Bill 292 amended Section 1701.253 of the Occupations Code adding the requirement that all officers complete the four-hour basic education and training program on trafficking of persons no later than the second anniversary of the date the office is licensed.

Judges: Texas Government Code, Chapter 531 and Chapter 22

In 2009, House Bill 4009 required the Health and Human Services Commission, with assistance from the Office of Court Administration of the Texas Judicial System, the Department of Public Safety, and local law enforcement agencies, to create training programs specifically designed to increase the awareness of judges, prosecutors, and law enforcement personnel of the needs of domestic victims, the availability of services, and potential funding sources for those services.

House Bill 10, passed by the 84th Texas Legislature, added the requirement that judicial instruction by the Supreme Court and Court of Criminal Appeals include training information related to trafficking of persons.

Juvenile Correctional Officers: Texas Human Resources Code, Chapter 221 and 242

In 2013, the 83rd Texas Legislature passed Senate Bill 1356 that requires each juvenile correctional officer be trained on the signs and symptoms of human trafficking in addition to trauma-informed care. Additionally, Senate Bill 1356 provided that trauma-informed care training for probation officers, juvenile supervision officers, and court-supervised community-based program personnel.

Department of Family and Protective Services: Texas Government Code, Chapter 402 and Texas Family Code, Chapter 264

House Bill 1272, passed by the 83rd Texas Legislature, requires the Task Force to develop and conduct training for personnel from the Department of Family and Protective Services and the Health and Human Services Commission on methods for identifying children in foster care who may be at risk of becoming victims of human trafficking and develop a process for referring identified human trafficking victims and individuals at risk of becoming victims to appropriate entities for services.

In 2017, Senate Bill 11 passed by the 85th Texas Legislature added that community-based care implementation plans must identify any training needs and include long-range and continuous plans for training and cross-training staff, including plans to train caseworkers using the standardized curriculum created by the Task Force.

APPENDIX D
LEGISLATIVE HISTORY - STATE OF
TEXAS TRAINING REQUIREMENTS

Schools: Texas Education Code

- **School Personnel (Section 38.0041)**

House Bill 111 passed during the 86th Texas Legislature (2019) explicitly required that “sex trafficking” be included in school policies to address sexual abuse and other maltreatment of children. These policies must address methods for increasing staff, student, and parent awareness of these issues.

To increase awareness, the policy is required to include training to all school district and open-enrollment charter school employees on factors indicating and likely warning signs that a child is at risk for sexual abuse, sex trafficking, or other maltreatment. The policies must also train employees on internal procedures for seeking assistance and techniques for reducing a child’s risk of for sexual abuse, sex trafficking, or other maltreatment.

- **School Board Trustees (Section 11.159)**

The 86th Texas Legislature added a requirement that the State Board of Education require all trustees to complete at least one hour of training on identifying and reporting potential victims of sexual abuse, human trafficking, and other maltreatment of children in House Bill 403.

- **Superintendents (Section 21.054)**

House Bill 403 also requires that continuing education for superintendents must include training on identifying and reporting potential victims of sexual abuse, human trafficking, and other maltreatment of children.

Cosmetologists: Texas Occupations Code, Chapter 1602

In 2017, House Bill 2552 passed by the 85th Texas Legislature required licensed Cosmetologist receive information on activities commonly associated with human trafficking, how to recognize potential victims, and methods for assisting victims as a part of their continuing education requirements.

Commercial Driver’s License: Texas Transportation Code, Chapter 52 and Texas Education Code, Chapter 130 and Chapter 132

The 85th Texas Legislature passed House Bill 29 adding a requirement that the Department of Public Safety provide informational materials regarding the recognition and prevention of human trafficking for distribution to commercial driver's license applicants.

House Bill 29 and Senate Bill 128 during the 85th Texas Legislative Session both added provisions to require all Commercial Driver’s License Training Programs in the state include education and training on the recognition and prevention of human trafficking.

Texas Department of Transportations: Texas Transportation Code, Chapter 201

Senate Bill 1539, 86th Texas Legislative Session, added training on the recognition and prevention of smuggling and trafficking of persons courses for all employees of the Department of Transportation. The training course content is to be established in collaboration with the Office of the Attorney General. Additionally, the new employees must be notified of the availability of this training on the date they begin employment.

Abortion Facility Employees and Volunteers: Texas Health and Safety Code, Chapter 171

The 84th Texas Legislature passed House Bill 416 which provided rulemaking authority to the executive commissioner of the Health and Human Services Commission to require that all employees, volunteers, or those performing services under contract with an abortion facility or certain ambulatory surgical centers and have direct contact with patients at these facilities receive training on identifying and assisting victims of human trafficking. The training program must use standardize curriculum created by the Task Force and be made available to each facility.

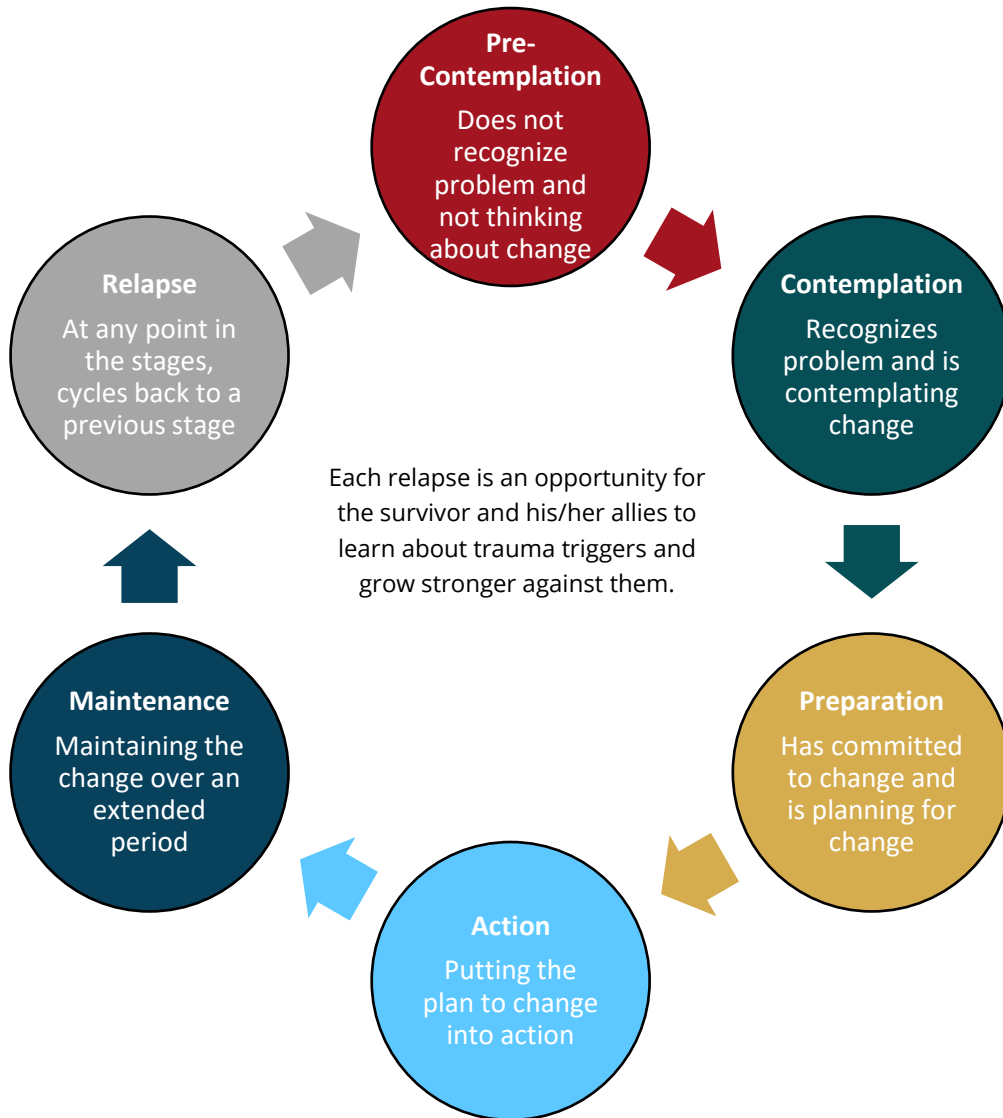
APPENDIX D
LEGISLATIVE HISTORY - STATE OF
TEXAS TRAINING REQUIREMENTS

Healthcare Practitioners: Texas Occupations Code, Chapters 116, 156, and 301

During the 86th Texas Legislative Session, House Bill 2059 was passed and created new Chapter 116 in the Occupations Code. Chapter 2059 requires that health care practitioners, other than physicians or nurses, successfully complete a training course approved by the Health and Human Services Commission on identifying and assisting victims of human trafficking. The training just be completed as a condition for renewal of a license.

House Bill 2059 requires that physicians and nurses complete a human trafficking prevention course, as approved by the Health and Human Services Commission, as a part of their continuing medical education or continuing competency program, respectively.

STAGES OF CHANGE MODEL



The SCM³¹ is a method for audiences to understand the cyclical path taken by most trafficked persons through law enforcement investigations, child welfare placements and treatment services. This model can be used as a framework to understand and serve victims.

The SCM also forms the backbone of the intervention model, Motivational Interviewing, which addresses the ambivalence of making hard changes, including those needed to exit from exploitation. This internationally recognized, evidence-based model is used to strengthen commitment and motivation to change.³² Trainings continue to be delivered in cities across the state with the evaluation report due to CSTT at the end of FY 2020.

³¹ See James O. Prochaska & Carlo C. Diclemente, Stages and Processes of Self-Change of Smoking: Toward an Integrative Model of Change, *Journal of Consulting and Clinical Psychology* 390–395 (51st ed. 1983).

³² In 2019, CSTT awarded a grant to Baylor University (BU) to develop, implement and evaluate a customized CSEY MI training model.

CSEY ADVOCACY/CASE MANAGEMENT PROGRAMS

NORTH

- [Traffick911](#) (Collin, Dallas, Denton & Tarrant)
- [Unbound Fort Worth](#) (Tarrant)
- [For the Silent](#) (Smith & Gregg)

EAST

- [BCFS Common Thread](#) (Harris & contiguous counties)
- [Harvest House](#) (Jefferson)
- [Refugee Services of Texas](#) (Harris)
- [The Landing](#) (Harris)
- [Unbound Houston](#) (Brazoria & Galveston)
- [YMCA International](#) (Harris & contiguous counties)

WEST

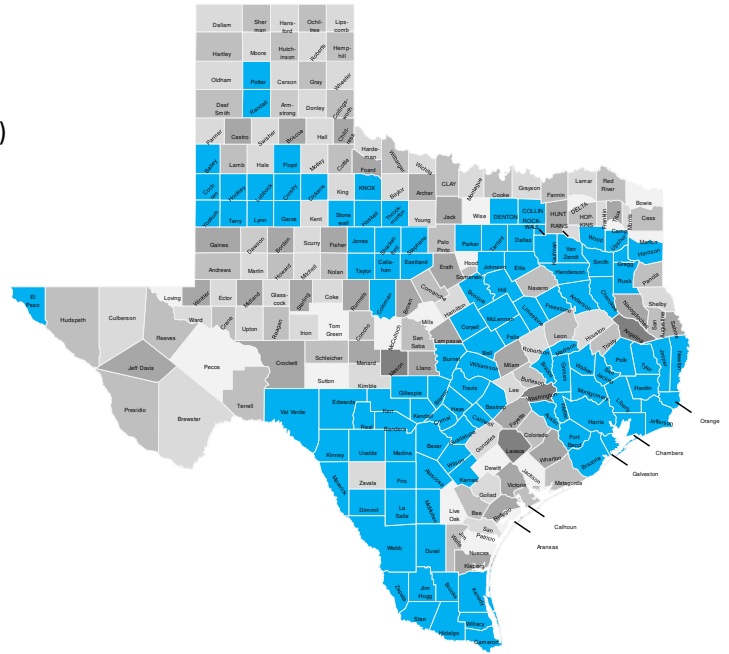
- [Family Support Services](#) (Potter & Randall)
- [Paso del Norte Center of Hope](#) (El Paso)
- [Regional Victim Crisis Center](#) (Taylor)
- [Voice of Hope](#) (Lubbock & 11 nearby counties)

CENTRAL

- [Alamo Area Rape Crisis Center](#) (Bexar)
- [AWARE Central Texas](#) (Bell)
- [BCFS Common Thread](#) (I-35 Corridor: San Antonio to Killeen)
- [SAFE](#) (Travis)
- [Unbound Waco](#) (McLennan & 5 nearby counties)
- [Refugee Services of Texas](#) (Travis)

SOUTH

- [BCFS Common Thread](#) (RGV)
- [Refugee Services of Texas](#) (Cameron & nearby counties)



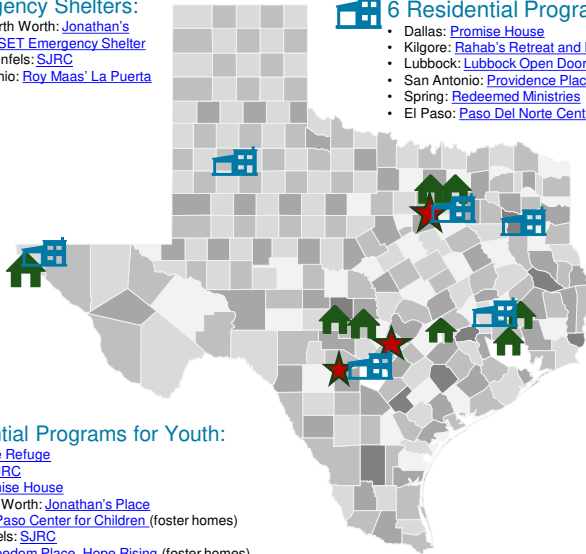
APPENDIX G RESIDENTIAL PROGRAMS & COMMUNITY PROGRAMS SUPPORTED BY CSTT

RESIDENTIAL PROGRAMS AND COMMUNITY PROGRAMS SUPPORTED BY CSTT

RESIDENTIAL PROGRAMS

- ★ **3 Emergency Shelters:**
- Dallas/Forth Worth: [Jonathan's Place RESET Emergency Shelter](#)
 - New Braunfels: [SJRC](#)
 - San Antonio: [Roy Maas' La Puerta](#)

- 🏠 **6 Residential Programs for Adults:**
- Dallas: [Promise House](#)
 - Kilgore: [Rahab's Retreat and Ranch](#)
 - Lubbock: [Lubbock Open Door](#)
 - San Antonio: [Providence Place](#)
 - Spring: [Redeemed Ministries](#)
 - El Paso: [Paso Del Norte Center of Hope](#)

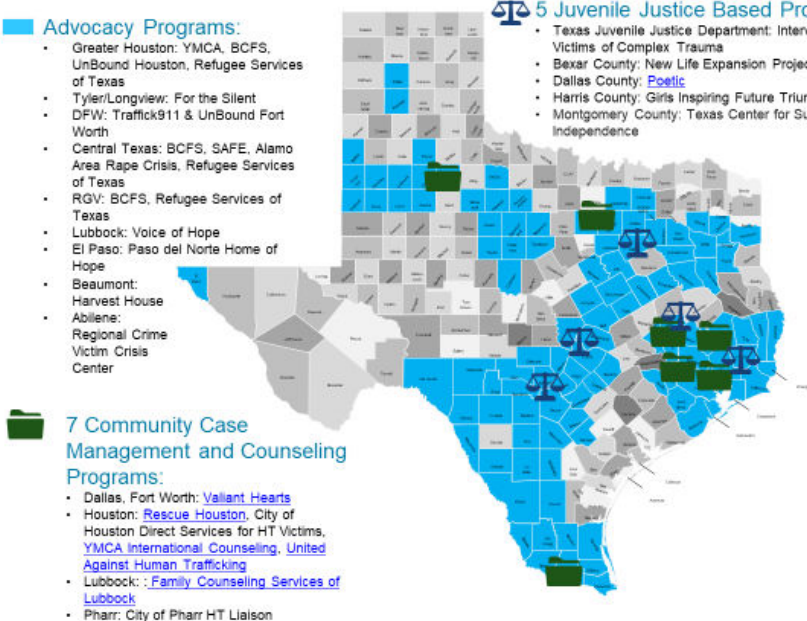


- 🏠 **8 Residential Programs for Youth:**
- Bastrop: [The Refuge](#)
 - Bulverde: [SJRC](#)
 - Dallas: [Promise House](#)
 - Dallas/Forth Worth: [Jonathan's Place](#)
 - El Paso: [El Paso Center for Children](#) (foster homes)
 - New Braunfels: [SJRC](#)
 - Houston: [Freedom Place](#), [Hope Rising](#) (foster homes)

COMMUNITY AND JUVENILE JUSTICE BASED PROGRAMS

- 📋 **Advocacy Programs:**
- Greater Houston: YMCA, BCFS, UnBound Houston, Refugee Services of Texas
 - Tyler/Longview: For the Silent
 - DFW: Traffic911 & UnBound Fort Worth
 - Central Texas: BCFS, SAFE, Alamo Area Rape Crisis, Refugee Services of Texas
 - RGV: BCFS, Refugee Services of Texas
 - Lubbock: Voice of Hope
 - El Paso: Paso del Norte Home of Hope
 - Beaumont: Harvest House
 - Abilene: Regional Crime Victim Crisis Center

- ⚖️ **5 Juvenile Justice Based Programs:**
- Texas Juvenile Justice Department: Interventions for Victims of Complex Trauma
 - Bexar County: New Life Expansion Project
 - Dallas County: [Poetic](#)
 - Harris County: Girls Inspiring Future Triumphs (GIFT)
 - Montgomery County: Texas Center for Success and Independence



- 📁 **7 Community Case Management and Counseling Programs:**
- Dallas, Fort Worth: [Valiant Hearts](#)
 - Houston: [Rescue Houston](#), City of Houston Direct Services for HT Victims, [YMCA International Counseling](#), [United Against Human Trafficking](#)
 - Lubbock: [Family Counseling Services of Lubbock](#)
 - Pharr: City of Pharr HT Liaison

HUMAN TRAFFICKING SUPPORT SERVICES

- **Medical services**
Care responsive to injuries or medical dysregulation including acute and ongoing treatment in inpatient hospital and community-based outpatient clinics. Medical interventions targeting disease or injury that prevents acquisition or resumption of healthy lifestyles and activities of daily living (ADL). Ongoing support for maintenance, achievement of potential/wellness, non-life threatening health conditions, some of which connect survivor to victimization such as tattoo removal.
- **Inpatient and community behavioral health/mental health/substance abuse services**
Both higher (inpatient) or lower (community) acuity settings are needed. Initiates or continues the re-construction of victim's capacity to be safe from self-harming choices and establish/maintain healthy relationships.
- **In-home care and family support**
Skills training and therapeutic services to promote safety, re-integration towards normalcy of family and community living and new trauma-informed parenting skills. Rebuilding damaged relationships, deficient coping skills and capacity for ADL and healthy lifestyle choices.
- **Drop-in programs and street outreach**
Drop in programs meet victims where their needs are, building trusting, healthy relationships by meeting basic needs and emotional, non-therapeutic support. Street outreach provides mentors, advocates, or interested adults to meet basic needs of food, warm clothing, or other concrete assistance without requiring payment in return, to build reliable, healthy relationships. Supports victims who run away and/or leave restorative services while maintaining the thread with systems.
- **Family therapy**
To rebuild damaged relationships, develop support from bio or fictive kin family for survivor (including housing), help everyone to move into a new normal. Create familial systems that can supplement or replace systems of support.
- **Legal representation**
Sex trafficking victims are commonly arrested for prostitution, or other crimes such as possession of weapons, drugs or identity theft, all of which most likely have been orchestrated in some way by their trafficker. Labor trafficking victims can also be arrested for various offenses such as possession of false identification documents, financial crimes or minor crimes like trespassing. Children who are trafficked for sex and/or labor are often charged with status offenses like truancy and running away. Legal needs include assistance with orders of non-disclosure or expunction of records, challenging offenses related to trafficking, establishing documents needed to secure benefits or advance educationally or in career.
- **Support for credit recovery**
Traffickers often force victims to open and run up large balances on multiple credit cards and other revolving retail accounts. This prevents access to employment, housing and secondary education. Credit recovery services work with courts, creditors/collection and credit reporting agencies to promote the survivor's financial stability.
- **Debt issues, and financial security**
Financial counseling and representation with debtors, separating owned from assigned debt (related to trafficker). Promote moving forward with new, non-victim/offender identity, unencumbered by trafficking history.
- **Supportive housing**
Safe, affordable, geographically appropriate: to jobs/educational settings/services, not in area with trafficking activities and enhanced access to supports. When this isn't available, it becomes a primary obstacle to survivors avoiding a return to trafficking.
- **Opportunities for survivor leadership**
Public speaking about their experience, leading trainings, engaging NGO's and other stakeholders on governing or advisory bodies or as paid subject matter experts for program development services, mentoring recently restored victims. Builds agency, empowering them to make something positive from their trafficked experience.



TEXAS
**HUMAN
TRAFFICKING**
PREVENTION
COORDINATING
COUNCIL