

NENA Protocol for Handling Calls Regarding Human Trafficking Information Document

Abstract: This document provides a recommended procedure for handling calls concerning human trafficking victims.



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National Emergency Number Association (NENA) PSAP Operations Committee, Standard Operating Procedures Subcommittee, Human Trafficking Working Group



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1 Executive Overview

This document was originally developed at the request and through the efforts of the Joint Working Group on Call Center Best Practices in Cases of Human Trafficking and NENA. The Joint Working Group was created when a need to connect potential human trafficking victims and/or credible community tips to first responders was first identified in the Greater Houston Metropolitan Area.

This document provides a recommended procedure for handling calls concerning human trafficking victims and/or credible community tips. Guidance is provided relating to the collection of information by Telecommunicators, which is vital to the speedy rescue of human trafficking victims in life threatening situations or in need of immediate rescue. Guidance is also provided on recommended procedures for handling information reporting of human trafficking situations.

This NENA Information Document provides a baseline Standing Operating Procedure (SOP) for handling human trafficking related calls that Public Safety Answering Points (PSAP) can utilize to develop an agency-specific SOP.

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2 Document Conventions

NENA: The 9-1-1 Association improves 9-1-1 through research, standards development, training, education, outreach, and advocacy. Our vision is a public made safer and more secure through universally available state-of-the-art 9-1-1 systems and better-trained 9-1-1 professionals. Learn more at <https://www.nena.org>.

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2.2 Reason for Issue/Reissue

NENA reserves the right to modify this document. Upon revision, the reason(s) will be provided in the table below.

Document Number	Approval Date	Reason For Issue/Reissue
NENA INF 56-508	09/22/2009	Initial Document
NENA-INF-022.2-2017	07/13/2017	Document refresh
NENA-INF-022.2.1-2023	07/18/2023	Minor update; updated references and URLs.

3 Operational Description

Effective response by a 9-1-1 Call Center to calls regarding human trafficking is much like that of any other crime against a person. Therefore, policies and practices need to be developed for human trafficking cases in cooperation with law enforcement agencies, Crime Stoppers and federal task forces.

3.1 Problem Scope and Employee Awareness

Human trafficking is a form of modern-day slavery where fraud, coercion and force are utilized to control individuals for the purposes of engaging in commercial sex trafficking or to force them to provide labor services against their will. Human trafficking is not an issue isolated to specific communities. It spans all demographics; however, there are some circumstances that lead to more susceptibility of victimization and human trafficking. Examples such as:

- Large sporting events that create a substantial increase in tourism for a city but also a demand for sex trafficking services
- Large entertainment events such as music festivals where the presence of illegal drug usage may cause an increase in criminal activity such as human trafficking
- Blue-collar worker camps, known as “man camps,” that create a large influx of migrant workers to work for a limited time period
- Day labor hubs where workers seek immediate cash employment
- Homeless/transient hot spots where coercion and physical abuse are used to survive on a daily basis
- Communities that have limited or no access to technology create situations where individuals are isolated and unaware of resources available to help them
- Communities that have complicated jurisdictional responses such as overlapping or concurrent jurisdiction could make detection of human trafficking within a community difficult and advantageous to criminals when there’s no clear delineation of responsibilities to enforce laws, such as states along the nation’s borders
- Situations of heavy use of illegal drugs where individuals may be forced into prostitution or may force their children into prostitution in exchange for drugs or to pay the debt associated to buying drugs
- Use of undocumented workers for domestic or childcare services within private homes

3.2 Human Trafficking Defined

The Federal Trafficking Victims Protection Act of 2000 **Error! Reference source not found.** was passed to combat trafficking on both a domestic and internal scale. As defined under U.S. law (see Section 5 References), victims of human trafficking can be divided into three areas:

- Children under age 18 induced into commercial sex.
- Adults aged 18 or over induced into commercial sex through force, fraud, or coercion.
- Children and adults induced to perform labor or services through force, fraud, or coercion.

The law further defines trafficking:

- Sex trafficking is the recruitment, harboring, transportation, provision, or obtaining 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. Examples include prostitution and pornography.
- Labor Trafficking is 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. Examples include service industries such as restaurants, housekeeping, domestic/childcare, agriculture, and construction industries.
- An individual that is smuggled into the United States, while entering unlawfully, is not considered a victim of human trafficking unless the individual was forced, defrauded, or coerced into entering the country illegally. If the individual paid someone for assistance in entering the country and was free to live without coercion, then they are considered smuggled, not trafficked. The fine points of trafficking versus smuggling are beyond the scope of this document; however, incidents should be handled similarly.

3.3 Indicators of Human Trafficking

Telecommunicators need to be aware of trafficking indicators and information that helps identify human trafficking victims as part of an overall strategy for victim identification and assistance. The list below is a brief list of possible indicators and may not be present in every situation.

- Unfamiliar with area/surroundings
- Unable to voluntarily leave their current location
- Does not have access to personal documents, i.e., passport, green card, identification
- Unwilling to cooperate with dispatcher/responders
- Indicates fear of emergency responders, particularly law enforcement

Victims of human trafficking often suffer from serious trauma and isolation. Initial questions properly posed by the Telecommunicator may reveal human trafficking.

Conveying a sense of safety to victims is of paramount importance. Telecommunicators need to know methods for effective response and information gathering.

3.4 Information Collected

There are protocols that describe the information that needs to be collected by Telecommunicators handling various kinds of human trafficking cases. That information is not unlike what is needed for any major case and should not place an unusual burden on Telecommunications staff. That protocol is also recommended for use for cases of human trafficking victims under the age of majority. (See Appendix A)

All information should be simultaneously entered, as it is obtained by the Telecommunicator, into an electronic format (when available) that will feed/populate any directed messages which will be sent to emergency responders, law enforcement, Crime Stoppers and/or law enforcement human trafficking Point of Contact (POC).

3.4.1 Quick Assessment Questions

This protocol is for the first 3 minutes of a Human Trafficking Call.

Telecommunicators must be able to ask questions that will help determine if certain red flags and trafficking indicators (see Appendix A) are present. Telecommunicators will be doing intake on four different types of human trafficking emergency calls:

- Call from a VICTIM of human trafficking
- Call from a credible tip about a human trafficking situation
- Calls from either a victim and/or credible tip involving MINORS (under the age of majority)
- Other Human Trafficking Related Calls

The information gathered in the first 3 minutes of a call from a VICTIM is crucial. Location information and possible callback number is crucial to obtain in emergency situations handled by 9-1-1 Telecommunicators.

These comprehensive assessment questions are provided as “questions to consider” or to be used as a guide to orient 9-1-1 Telecommunicators to the crime of human trafficking. In reality, the Telecommunicator should narrow the trafficking assessment questions down, as they deem most appropriate, in order to make a quick assessment of whether or not the call falls under the heading of a potential trafficking victim (adult or minor) or tip. In most cases, detailed questions will be asked by federal and local law enforcement authorities. However, if more information is required to determine the appropriate response, then the Telecommunicator should feel free to utilize the detailed list of comprehensive assessment questions.

There are two different approaches for these questions:

- Phrase all questions as verbatim questions that can be read straight to a potential trafficked person.
- Phrase all questions as “general questions to keep in mind” for people to be thinking about and answering in their own heads, but not ever to be read directly to victims (Note: Not every single question needs to be answered to assess trafficking).

3.4.2 Human Trafficking Assessment Questions for 9-1-1 Telecommunicators

1. Location/Phone Number
 - a. Where is the emergency?
 - Request exact physical location of the incident/victim (structure addresses, street names, intersections, directional identifiers, mile posts, apartment numbers, etc.) and callback information, if it is safe for the caller to do so.
 - If specifics are not known, additional helpful questions:
 - Landmarks or estimated proximity to landmarks such as large buildings, highways, railroads
 - Are they in a residential, commercial, or industrial area?
 - Any unique sounds or smells?
 - Are there any documents nearby, such as mail, which might provide an address?
 - b. What is the phone number that you are calling from?
 - c. Tell Caller and any witnesses to remain at current location (unless determined unsafe) until help arrives.
2. What is the Emergency?

While also adhering to agency policy, the following information should be obtained, at a minimum, to assist the dispatcher with initiating a dispatch response.

- a. What’s happened? Is it occurring now?
- b. Is this happening to you? If not, are you a witness or have you witnessed?
- c. Are you or someone else in immediate danger? Is the person that is hurting or keeping you from leaving still there?
- d. Are you free to leave? Can you stay on the phone? Can you take the phone with you?
- e. If the caller indicates that they are free to leave, instruct the caller to take the phone with them (if possible) and get to a safe location.
- f. Are you being held against your will? Are there locks on the doors/windows so you cannot get out?
- g. How many persons are being held against their will? Are they at the same location?
- h. Are there weapons present? If yes, what kind? Where are weapons located?

- i. How many persons have weapons or are making threats?
 - j. Any dangerous animals present?
 - k. Does the residence/business have any kind of surveillance? What kind?
 - l. Is anyone ill or hurt?
 - The dispatcher should follow agency policy regarding the dispatching of emergency medical services.
3. Description of Suspect
- a. Is the suspect present?
 - Is he/she in the same room? Can he/she hear you?
 - Do you know the suspect's name?
 - b. Physical Descriptors
 - Race
 - Sex
 - Age
 - Height
 - Weight
 - Hair
 - Eyes
 - Complexion
 - Physical (Marks, Scars, Tattoos, Limp, etc.)
 - c. Clothing Descriptors
 - Head to Foot, Outer to Inner
 - d. Language spoken by suspect (if known).
 - e. Vehicle description (C.Y.M.B.A.L.S. – Color, Year, Make/Model, Body style, Additional Information, License Plate, State of License Plate)
 - f. Direction of travel, if it applies
 - g. Is there more than one (1) suspect? If so, try to obtain as much information on each individual suspect if possible.
4. Caller Information
- a. Victim
 - What is your name?
 - How old are you and the other victims?
 - If not obvious, ask the caller his/her:
 - Sex
 - Race
 - To help responders differentiate between suspect and victim, additional descriptor information may be necessary:
 - Height
 - Weight
 - Hair

- Eyes
 - Complexion
 - Physical (Marks, Scars, Tattoos, Limp, etc.)
 - Clothing Descriptors
 - Head to Foot, Outer to Inner
- b. Witness
- What is your name?
 - Where are you calling from?
 - If further information is needed:
 - How did you become aware of situation?
 - Do you know the victims and/or suspects?
 - Can you describe the victims?
 - Any other details about the victim that can be provided?
 - Telephone number (DO NOT have anyone try to call the cell phone. This information needs to be immediately forwarded for investigative follow-up.)
 - How long have they been in this situation?
5. Supplemental Information (in no particular order, ask as needed)
- a. What is your age?
 - b. Are children present? How many? Ages?
 - c. Is anyone pressuring you to do anything you do not want to do?
 - d. Do you have your identification documents in your own control?
 - e. Does the caller (victim) have family in the immediate area?
 - f. Does the caller (victim) have contact with any family members?
 - g. Does the caller (victim) know how long he/she has been held?
 - h. How did the caller (victim) meet the suspects?
 - i. Any areas where people are hidden? Is there a security door?

3.5 Dispatching Criteria

3.5.1 General Criteria

- If in Progress, broadcast available information to patrols and follow agency policy for appropriate notifications.
- If in Progress, keep Emergency Medical Service (EMS) responders updated on patient(s) condition and scene security, if applicable.
- It is recommended that the call taker maintain telephone contact with Caller until officer arrives at the scene, if able, and it does not threaten the caller's safety.
- Look up appropriate contact numbers for additional agencies that may need to be notified, such as Homeland Security taskforces, Human Trafficking Hotline, victim assistance, Red Cross, and local hospitals.

3.5.2 For Victim Calls In Progress

Patrol officers should be dispatched on all cases of human trafficking victims for every incident reported if a dispatchable location is available. The dispatcher should, when warranted, give a human trafficking incident call the same priority as any other life threatening call and should, whenever possible, dispatch officers to the scene in addition to immediately contacting the local law enforcement human trafficking POC officer, if applicable. Once on the scene, Telecommunicators should make appropriate notifications as requested by the on-scene officer.

3.5.3 For Non-Emergency Victim Calls

If the caller does not wish to speak with a law enforcement officer, the call should be referred to the National Human Trafficking Hotline at 1-888-373-7888 or to a local hotline if one is available. The call should be appropriately documented to indicate action taken.

3.5.4 Transferring Calls

When transferring the Caller to a second party, the call taker should clearly articulate who the second party is and what type of assistance they will be providing (i.e., please stay on the line while we connect you to emergency assistance). If in progress, the call taker should stay on the line with the Caller throughout the duration of the call and call transfer. Commonly, a language or foreign language service may need to be made available to calls from victims of human trafficking.

Examples:

- A potential human trafficking victim calls looking for services outside of your jurisdiction
- Any human trafficking calls outside of the 9-1-1 Call Center jurisdiction from any region of the United States.

3.5.5 For Credible Tip Calls

Call takers receiving credible tip calls from third parties involving potential cases of human trafficking should follow local agency policy, i.e., transfer to a local or national hotline and appropriately document action taken.

3.5.6 For All Potential Human Trafficking Calls Involving Minors

When it has been determined that a call received in a 9-1-1 Call Center involves a potential minor victim of human trafficking, the following protocol should be followed for reporting purposes:

- Immediately dispatch officers to the scene.

- Immediately contact the local law enforcement human trafficking POC officers, if exists.

Additionally, on-scene officers may ask the Telecommunicator to make the following additional contacts:

- Local Federal Bureau of Investigation (FBI).
- NCMEC: for minor victims of human trafficking who are U.S. citizens
- Office of Refugee and Resettlement (ORR) at the Department of Health and Human Services (DHHS) for minor victims of human trafficking who are foreign nationals.
- National Human Trafficking Hotline.

3.5.7 For all other non-emergency human trafficking related calls

All other non-emergency human trafficking related calls not falling into one of the categories above should be referred to the National Human Trafficking Hotline at 1-888-373-7888 or to a local hotline if one is available. Refer calls when:

- A Caller is looking for service provider referrals – the National Human Trafficking Resource Center (NHTRC) can provide referrals across the United States in any of the following areas – anti-trafficking organizations; legal; health; mental health/case management; immigration services; shelter/housing assistance.
- A Caller is looking for general information on human trafficking; human trafficking trainings and technical assistance; information on how to get involved/volunteer opportunities.

3.6 Telecommunicator Support Roles

3.6.1 Victim assistance

Telecommunicators need to know generally about the services available to victims of trafficking and the assistance provided by non-governmental organizations (NGOs), e.g., Red Cross, Salvation Army.

3.6.2 Foreign language services

Telecommunicators need to know that foreign language services may need to be made available to victims of trafficking. The services may include subscription interpreter services or a pool of interpreters available within the agency and/or community.

3.6.3 Local/State/Federal Resources

Telecommunicators need to know about the mission, scope, and services provided by the National Human Trafficking Hotline in order to appropriately direct calls to the hotline at 1-888-373-7888.

Telecommunicators need to have an awareness of how to contact federal authorities designated to support local law enforcement. Telecommunicators may be asked by responders to make contact with these authorities on their behalf as part of the law enforcement response.

Telecommunicators need to have an awareness of Crime Stoppers (or its local equivalent) and its role in intelligence gathering and solving crimes of human trafficking in partnership with citizens, media, and local law enforcement.

3.7 Impacts and Considerations

3.7.1 Operations Impacts Summary

This information document defines best practice protocols in the handling of 9-1-1 calls reporting potential human trafficking incidents. PSAPs should have local SOPs that govern the minimum information to collect for dispatching emergency responders to human trafficking victims or to investigate tips of human trafficking. PSAPs should review their local policies annually, at a minimum, to ensure that they reflect current best practices. Training programs may need to be updated to include protocols that help a Telecommunicator identify a human trafficking incident.

3.7.2 Security Impacts Summary

Telecommunicators may need access to sensitive data to assist emergency responders in identifying victims and/or suspects involved in human trafficking incidents, e.g., National Law Enforcement Telecommunications System (NLETS), Computer-Aided Dispatch (CAD) history data, Records Management System (RMS) offense data, social media networks, and regional databases. Appropriate security measures, such as connectivity and access privileges to sensitive data sources should be taken by PSAP management.

3.7.3 Recommendation for Additional Development Work

Additional development work should encompass a periodic review of the call handling procedures developed within this document to ensure that the procedures remain relevant.

3.7.4 Cost Factors

This effort will require staff time dedicated to developing policies and practices consistent with this Information document about those policies and practices will need to be integrated in training for staff delivered by NENA, by Association of Public Safety Communications Officials (APCO), by International Academies of Emergency Dispatch (IAED), and by other emergency call protocol development entities. The National Human Trafficking Hotline (NHTH) can provide tools and training materials to support those training efforts.

4 Abbreviations, Terms, and Definitions

See the NENA Knowledge Base (NENAb) [1] for a Glossary of terms and abbreviations used in NENA documents. Abbreviations and terms used in this document are listed below with their definitions.

Term or Abbreviation (Expansion)	Definition / Description
APCO (Association of Public Safety Communications Officials)	APCO is the world’s oldest and largest not-for-profit professional organization dedicated to the enhancement of public safety communications. Ref: https://www.apcointl.org/
Coercion	The intimidation of a victim to compel the individual to do some act against his or her will by the use of psychological pressure, physical force, or threats. The crime of intentionally and unlawfully restraining another's freedom by threatening to commit a crime, accusing the victim of a crime, disclosing any secret that would seriously impair the victim's reputation in the community, or by performing or refusing to perform an official action lawfully requested by the victim, or by causing an official to do so. A defense asserted in a criminal prosecution that a person who committed a crime did not do so of his or her own free will, but only because the individual was compelled by another through the use of physical force or threat of immediate serious bodily injury or death.
Credible Tip	A report from a tipster (confidential, anonymous, or otherwise) that contains information sufficient for law enforcement to initiate an investigation, obtain corroborating evidence, and possibly effect a felony arrest.
Crime Stoppers	An organization that provides a method for people to provide secure and anonymous tips about crimes not in progress, as well as, information that may lead to the arrest of criminals.

Term or Abbreviation (Expansion)	Definition / Description
DHHS (Health and Human Services)	A United States federal agency whose mission is to enhance and protect the health and well-being of all Americans. They fulfill that mission by providing for effective health and human services and fostering advances in medicine, public health, and social services. Ref: https://www.hhs.gov/about/index.html
FBI (Federal Bureau of Investigation)	A United States federal agency whose mission is to protect the American people and uphold the Constitution of the United States. Ref: https://www.fbi.gov/
Force	Threats of serious harm to, or physical restraint against, that person or another person; and/or by means of any scheme, plan, or pattern intended to cause the person to believe that, if the person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint; or by means of the abuse or threatened abuse of law or the legal process.
Fraud	A false representation of a matter of fact—whether by words or by conduct, by false or misleading allegations, or by concealment of what should have been disclosed—that deceives and is intended to deceive another so that the individual will act upon it to her or his legal injury.
HTRA (Human Trafficking Rescue Alliance)	A Texas alliance that is a collaboration of local, state, and federal law enforcement agencies working together with area social service organizations. Since its inception, membership has grown, becoming recognized as a national model for its partnerships and effectiveness in identifying and assisting the victims of human trafficking and effectively identifying, apprehending, and prosecuting those engaged in trafficking offenses. Ref: https://htratx.org/

Term or Abbreviation (Expansion)	Definition / Description
Human Trafficking	All acts involved in the transport, harboring, or sale of persons within national or across international borders through coercion, kidnapping, deception, or fraud for the purpose of placing persons in situations of forced labor or services such as domestic servitude, factory, or agricultural work; or Sex trafficking in any commercial sex act induced by force, fraud, or coercion. It is always considered a severe form of trafficking if the person induced to perform the sexual act is under the age of majority, regardless of whether the elements of force, fraud, or coercion are involved.
ICE (Immigration Customs Enforcement)	A United States federal agency that enforces federal laws governing border control, customs, trade, and immigration to promote homeland security and public safety. Ref: https://www.ice.gov/mission
IAED (International Academies of Emergency Dispatch)	A non-profit standard-setting organization, formerly known as NAED, promoting safe and effective emergency dispatch services world-wide. Ref: https://www.emergencydispatch.org/

Term or Abbreviation (Expansion)	Definition / Description
NENA (National Emergency Number Association)	<p>The National Emergency Number Association is referred to as The 9-1-1 Association, which is fully dedicated to the continued improvement and modernization of the 9-1-1 emergency communication system. NENA's approach includes research, standards development, training, education, certification, outreach, and advocacy through communication with stakeholders. As an ANSI-accredited Standards Developer, NENA works with 9-1-1 professionals, public policy leaders, emergency services and telecommunications industry partners, like-minded public safety associations, and more. Current NENA activities center on awareness, documentation, and implementation for Next Generation 9-1-1 (NG9-1-1) and international three-digit emergency communication systems. NENA's worldwide members join with the emergency response community in striving to protect human life, preserve property, and maintain the security of all communities.</p> <p>Ref: https://www.nena.org/</p>
NCIC (National Crime Information Center)	<p>NCIC (National Crime Information Center) is an electronic clearinghouse of crime data that can be tapped into by virtually every criminal justice agency nationwide, 24 hours a day, 365 days a year. It helps criminal justice professionals apprehend fugitives, locate missing persons, recover stolen property, and identify terrorists. It also assists law enforcement officers in performing their duties more safely and provides information necessary to protect the public.</p> <p>Ref: https://le.fbi.gov/informational-tools/ncic</p>



Term or Abbreviation (Expansion)	Definition / Description
NCMEC (National Center for Missing and Exploited Children)	The National Center for Missing & Exploited Children® is the nation's clearinghouse and comprehensive reporting center for all issues related to the prevention of and recovery from child victimization, NCMEC leads the fight against abduction, abuse, and exploitation. Opened in 1984 to serve as the nation's clearinghouse on issues related to missing and sexually exploited children. Ref: https://www.missingkids.org
NGO (Non-Governmental Organization)	A not-for-profit organization that is independent from states and international governmental organizations. They are usually funded by donations, but some avoid formal funding altogether and are run primarily by volunteers. NGOs are highly diverse groups of organizations engaged in a wide range of activities, and take different forms in different parts of the world. Some may have charitable status, while others may be registered for tax exemption based on recognition of social purposes. Others may be fronts for political, religious, or other interests. Ref: https://en.wikipedia.org/wiki/Non-governmental_organization
NHTH (National Human Trafficking Hotline)	A national anti-trafficking hotline and resource center serving victims and survivors of human trafficking and the anti-trafficking community in the United States. Ref: https://humantraffickinghotline.org/
ORR (Office of Refugee and Resettlement)	Under the United States Department of Health and Human Services ORR helps new populations maximize their potential in the United States by linking them to critical resources that assist them in becoming integrated members of American society. Ref: https://www.acf.hhs.gov/orr
POC (Point of Contact)	A person or a department serving as the coordinator or focal point of an activity or program.

Term or Abbreviation (Expansion)	Definition / Description
PSAP (Public Safety Answering Point)	A physical or virtual entity where 9-1-1 calls are delivered by the 9-1-1 Service Provider.
Smuggling	As it relates to human trafficking, every act whereby an immigrant is assisted in crossing international borders and this crossing is not endorsed by the government of the receiving state, either implicitly or explicitly.
TVPA (Trafficking Victims Protection Act of 2000)	An Act to combat trafficking in persons, especially into the sex trade, slavery, and involuntary servitude, to reauthorize certain Federal programs to prevent violence against women, and for other purposes. Ref: https://www.state.gov/international-and-domestic-law/#laws
Victim	As is relates to human trafficking, this is also known as the trafficked person, trafficking victim, or witness – refers to the individual who was subjected to trafficking and is now participating in the criminal justice system as a witness for the government against the trafficker.

5 References

- [1] National Emergency Number Association. "NENA Knowledge Base Glossary." Updated June 16, 2022. <https://nenawiki.org/wiki/Category:Glossary>.
- [2] Victims of Trafficking and Violence Protection Act of 2000, 22 U.S.C. § 7101 (2000), <https://www.govinfo.gov/content/pkg/PLAW-106publ386/pdf/PLAW-106publ386.pdf>.
- [3] Trafficking Victims Protection Act of 2017, 34 U.S.C. § 10101 (2018), <https://www.congress.gov/115/plaws/publ393/PLAW-115publ393.pdf>.
- [4] "International and Domestic Law - United States Department of State." U.S. Department of State. U.S. Department of State, January 9, 2021. <https://www.state.gov/international-and-domestic-law/#laws>.

6 Appendix A – Recommended Training Material for Handling Calls Regarding Human Trafficking

Telecommunicator training programs should include material that contains:

- Broad understanding of the types of human trafficking
- Basic understanding of the signs of human trafficking and slavery
- Challenges in handling emergency calls involving human trafficking, including those with children
- Knowledge of resources available at the local, state, and federal level
- Knowledge of the agency's policies and procedures in handling human trafficking incidents

The information provided in this appendix is a sample of material that could be incorporated into a PSAP's training program. It is recommended that PSAPs develop a training program that encompasses the basic ideas presented within this document.

PSAPs should consult the National Human Trafficking Hotline at 1-888-373-7888 for additional information.

6.1 Recognizing a potential Human Trafficking Call

When you encounter circumstances that raise suspicion, remain vigilant for the possibility of human trafficking. Ask specific questions for greater assessment of the situation. Due to the fear that traffickers instill in their victims, it may be necessary to ask questions creatively, listening for signs that indicate fear; a lack of freedom; use of force, fraud, or coercion. Telecommunicators must be trained to recognize the information provided by the Caller as trafficking, despite the fact that a potential victim will likely never refer to him/herself as a trafficking victim.

Telecommunicators should be aware of the special vulnerability and needs of trafficking victims. Special care must be taken when communicating with a victim of human trafficking. The methods of control used by the traffickers and daily realities for the victims may make it especially challenging for you to establish trust and get honest answers.

Victims may be reluctant to answer questions because they:

- Fear for their safety and that of their families
- Fear or mistrust law enforcement
- May not perceive themselves as victims because they do not know their rights
- May not be aware of what human trafficking is and will not necessarily identify themselves as trafficking victims
- Feel shame about the type of work they were forced to do
- Feel ashamed to admit victimization

- Believe that they have a contractual obligation to pay a debt despite the use of force and abuse
- View their situation as temporary, surviving on the hope that once a certain amount of time has passed they will be free
- May not speak English
- Victim may not know what country they are in
- Victim may have suffered extreme, prolonged emotional distress
- Victim will not know that they are protected under U.S. law
- Likely to lie or use a rehearsed story initially

6.2 Human Trafficking RED FLAGS

- Have few or no personal possessions
- Travel through town frequently
- Have few or no personal financial records
- Ask about their whereabouts and/or do not know what city they are in
- Are not in control of their own identification documents (ID or passport)
- Owe a large debt and are not able to pay it off
- Have their communication restricted or controlled. They may not be allowed to speak for themselves, a third party may insist on translating, or they may seem watched or followed.
- Have an attorney representing them that they don't seem to know or didn't seem to agree to representation
- Have injuries, signs of physical abuse, and/or signs of torture
- Have signs of malnourishment
- Have been "branded" by a trafficker with the trafficker's name
- Lack the freedom to leave working or living conditions
- Exhibit behaviors including fear, anxiety, depression, submission, tension, and/or nervousness
- Are unpaid, paid very little, or paid only through tips in their work environment
- Are not in control of their own money
- Work excessively long and unusual hours
- Are not allowed breaks during work
- Exhibit a lack of health care for a prolonged period of time
- Are under 18 and are providing commercial sex – de facto
- Live in locations with peculiar security including barbed wire, guarded compounds, bars on outside of windows, or opaque boarded-up windows
- Claim to be "just visiting" an area but are unable to articulate where they are staying or to remember addresses
- Have numerous inconsistencies in their story
- Exhibit unusually fearful or anxious behavior after bringing up "law enforcement"

- Are performing odd tasks at odd hours (e.g., washing a car at 10pm at night in the cold)
- Avoid eye contact
- Exhibit “hyper-vigilance” or paranoid behavior
- Have a loss of sense of time or space

6.3 Key Differences Between Human Trafficking and Smuggling

In some cases, it may be difficult to quickly ascertain whether a case is one of human smuggling or trafficking. As will be illustrated in the table below, the distinction between smuggling and trafficking are often very subtle, but key components that will always distinguish trafficking from smuggling are the elements of fraud, force, or coercion. However, under U.S. law, if the person is under the age of majority and induced to perform a commercial sex act, then it is considered trafficking, regardless of whether or not fraud, force, or coercion is involved.

TRAFFICKING	SMUGGLING
Must contain an element of force, fraud, or coercion (actual, perceived, or implied unless under 18 years of age involved in commercial sex acts).	The person being smuggled is generally cooperating.
Forced labor and/or exploitation.	There is no actual or implied coercion. They are not victims.
Enslaved, subjected to limited movement or isolation, or had documents confiscated.	Persons are free to leave, change jobs, etc.
Need not involved the actual movement of the victim.	Facilitates the illegal entry of person(s) from one country into another.
No requirement to cross an international border.	Smuggling always crosses an international border.
Persons must be involved in labor/service or commercial sex acts (i.e., must be “working”).	Person must only be in the country illegally or attempting entry illegally.

6.4 General Information to Encourage Disclosure

During the call, the Telecommunicator may need to educate the Caller about human trafficking. Many potential victims are unaware of what trafficking is, and that they are protected under U. S. law. In a suspected case of human trafficking, it is sometimes helpful to educate Callers about trafficking to lessen their anxiety and aid in your assessment of the call. A brief conversation about human trafficking can help potential Victim Callers feel more comfortable answering questions. The following is a suggested approach if you SUSPECT a human trafficking situation but need more information from the caller:

- Tell the Caller that you have heard from other women in the commercial sex industry who have been lied to, threatened, beaten, raped, etc.
- Tell the Caller that you have heard from other men/women who were told that they would be working in a different job, performing different tasks, working different hours, and/or receiving a different wage than they had originally been promised.
- Tell the Caller that you have heard from people who are not able to keep money that they have earned and must turn this money over to someone else (employer, pimp, someone in a position of authority).
- Tell the Caller that you have heard from other people who are fearful of leaving or are unable to leave their job for any of the following reasons – their employer or someone else has taken their documents; they are afraid for their own safety or the safety of their family; they owe money or are in debt to their employer or someone else; and/or they fear they will be arrested or deported if they try to leave.
- Tell the Caller that all of these practices are illegal, and they are PROTECTED UNDER U.S. LAW.

6.5 Additional Considerations:

Most departments cannot 'do it all' when faced with emergency response to a trafficking persons' incident. Action plans, interagency agreements have been developed so that the officer at the scene will have access to a well-established and reliable framework of resources and assistance.

- Contact law enforcement human trafficking POC immediately.
- Consider Incident Command and Mutual Aid requests.
- Consider establishing tactical perimeter posts, if no immediate field command exists.
- Consider establishing a dedicated frequency and dispatcher for the incident.
- Initiate immediate leads / case management system.
- Coordinate resource deployment for field units, i.e., air support, and search dogs (NASAR / USAR).
- Request staging area from Incident Commander to be conveyed to responding officers.

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