

Outreach as a Tool to Combat Human Trafficking: A Review of Current Outreach Activities in the U.S.

**International Rescue Committee
&**

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Front Cover Image: European Union Police Mission in Bosnia and Herzegovina,
<http://images.google.com/imgres?imgurl=http://www.eupm.org>

Executive Summary

This report serves to inform anti-trafficking organizations who conduct outreach, as well as the broader community, of the current trends in outreach methods, and whether or not these implementations have been successful. In addition, the aim is to highlight organizations with effective methods and tools, which can be replicated in diverse communities, and have a high impact in reaching trafficked persons. The following points are explained in detail in this report:

1. Based on varying objectives and differing understandings of how to conduct more effective outreach, organizations target different populations in their anti-trafficking efforts.
2. Providing information about the crime of human trafficking and the assistance available to the victims of the crime remains central to the task of the various organizations. It is not simply about finding the victims it is about creating a society more alert to the crime.
3. Determining the effectiveness of outreach activities remains a challenge for many organizations, as they face the constraints of limited staffing and limited funding, as well as the challenge of the difficulty of identification of victims.
4. There is a general disjointedness between the anti-trafficking efforts of the organizations and the anti-trafficking efforts of the law enforcement agencies. Their collaboration is not always a mutually-reinforcing one.

The data gathered for this report stems from the successful completion of 27 interviews. It is evident that the organizations are split on whether indirect or direct outreach serves trafficked persons best. The findings show that all of the organizations use at least one of the following: hands-on tools, printed materials, and media tools. In addition, innovative outreach materials were discovered such as incense sticks, prayer cards and local theatre productions.

Finally, there is pervasive misinformation regarding the crime of human trafficking resulting from the limited discussion of the distinction between smuggling and human trafficking. This misinformation must be redressed in order to enable the general public and federal and local law enforcement to identify and serve trafficked persons.

There are six areas for which members of the anti-trafficking community can make programmatic improvements:

Tracking Case Generation

Many organizations do not track case generation through any sort of an internal monitoring system, which may hinder their ability to conduct successful outreach. Other organizations seem unable to attribute case generation to their outreach because oftentimes, their outreach is not targeted towards the victims themselves, but instead to first responders and the public at large. Organizations need to record case generation not only for the grantor, but also to continually make improvements to their outreach methods, to see if their methods are achieving their goals, and to ensure that their overall program is effective.

Creating National and International Networks

Most organizations are constrained by insufficient funding and a limited staff. The limitations they face erode the effectiveness of programs due to scarce resources. On the national level, organizations can alleviate these constraints by creating a network that shares in the outreach and service provision work.

Currently, there is little networking between US-based and international outreach groups. US-based organizations can expand their knowledge of outreach by sharing information with other anti-trafficking organizations abroad. While most trafficking occurring within the United States stems from illegal immigrants entering the country on false pretences, it may be beneficial for US-based organizations to work with organizations that are based locally in areas of the victims' origin. This form of international networking may alleviate the volume of victims being trafficked.

Utilizing the Media

Media plays a significant role in the outreach community, and has proved to have a positive impact on outreach. Most participants in this study confirmed that media serves as an important tool in helping organizations to raise awareness about trafficking to the general public, as well as being a tool to directly reach out to trafficking victims. One way organizations can increase the effective use of media is to change methods of running infrequent television or radio programs about the issue, to creating commercials that may be viewed and heard on a consistent basis.

Educating Youth

It is understood that all of the outreach organizations in this study share the same goal of educating the public about trafficking. One organization mentioned speaking to university and high school students, as well as parents of elementary school children about the issue. This organization's approach can be successfully replicated by other anti-trafficking organizations. In addition, theatrical productions and/or games may be a creative and positive way to raise children's awareness about the issue.

Empowering Local Community Leaders

Many participants expressed the crucial role that local community members play in conducting outreach, especially in identifying victims within their own communities. Outreach organizations can provide trainings to local community members and empower them to create their own outreach organizations. These local groups can then solidify a network and coalition with the already established outreach organizations.

Bringing Law Enforcement into the Community

Lastly, almost all of the study participants attest to the paramount significance of law enforcement's role in identifying victims and bringing them to safety. It is often difficult because most victims often have a psychologically engrained fear and stigma about law enforcement. While this fear comes from a variety of factors, most prominently from the traffickers, it should be the goal of outreach organizations to help break this stigma and eradicate such understandable fear by educating communities on the positive effects law enforcement brings to these situations. In addition, bring law enforcement into community's increases the level of trust between potential trafficked persons and law enforcement.

I. Introduction/Background

Outreach is an important topic within the anti-trafficking field and has been further developed by organizations to better address and counter the difficulties that the crime of human trafficking present. Moreover, the general awareness and understanding of human trafficking in the United States is fairly new, and has only recently been addressed with Federal legislation through the adoption of the Trafficking Victims Protection Act in 2000. To address the growing problem of human trafficking in the United States, anti-trafficking organizations have devised outreach methods aimed at more effectively identifying, approaching, and bringing trafficked persons to safety and providing them with the services available to them. The significance of outreach and its impact in reaching victims is the focus of this report.

The International Rescue Committee (IRC) is the first to take on the task of analyzing currently-implemented methods, examining their progress, identifying trends, and presenting ideas for improvement. This report serves as an educational tool for those conducting outreach, and has been developed with the intention of providing pertinent information to the anti-trafficking community, especially outreach groups, about currently-used outreach methods. This allows the groups to compare and contrast their own methods, and identify most effective methods.

A trafficked person is entitled to protection under U.S. law. In 2000, the Congress passed the “Victims of Trafficking and Violence Protection Act” (TVPA). The TVPA aims to protect trafficked persons, to prosecute perpetrators, and to provide funding and support to non-governmental organizations, shelters, and healthcare providers within the anti-trafficking field.

The TVPA defines severe forms of trafficking in persons as follows:

Sex trafficking is a commercial sex act that is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or 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.¹

In keeping with its objective of providing protection to trafficked victims, the TVPA also established a new nonimmigrant visa category, the T-visa. Obtaining T-visa status allows trafficking persons to remain in the United States in legal immigration status and to be eligible to apply for permanent residence status. However, despite U.S. legislation, identifying trafficked persons remains an extremely difficult task. Fear of reprisals and lack of information regarding their options lead many trafficked persons to not obtain the assistance available to them.

¹ Trafficking Victims Protection Act of 2000.

II. Methodology

Organizations across the United States were identified that conduct outreach to trafficking persons and first responders. Fifty-four organizations were selected from this listing for interview.² Those requested to participate in the study primarily received federal funding for outreach through either the U.S. Department of Health and Human Services' Office of Refugees and Resettlement (ORR) or the U.S. Department of Justice's Office for Victims of Crime (OVC).

A questionnaire was drafted to guide the team in conducting a phone interview to provide the requisite information to fulfill the studies main goals: to identify types of outreach methods being implemented, to gather pertinent information regarding outreach materials and tools being utilized, and measure outreach success, specifically through generation of new cases.³

The interview process took approximately six weeks to complete. From the 54 organizations originally selected, 27 agreed to participate in the study. Due to issues of confidentiality in addition to the lack of numbers kept by the participants, it was often difficult to collect the information. Also, certain participants were just beginning their outreach activities while other organizations funding was complete.

Due to the small sample size, both anecdotal and quantifiable data are used in synthesizing the findings. This report provides an overall analysis of the current trends in outreach methods and presents recommendations that may improve current methods in the field. The information is aggregated pictorially and anecdotally to highlight the frequency of the methods used, the impact of the outreach methods, and the innovativeness of the methods.

The report highlights exemplary outreach models in four case studies: The first two look at *ALERT's* and *Lucha's* methods in determining communities to target. The third focuses on *Coalition of Immokalee Worker's* method of peer worker-to-worker outreach; the fourth looks at a Washington, D.C.- based organization that creatively extracted seven women from an exploitive domestic work situation.

² See interview contact list in Appendix A.

³ See interview questionnaire in Appendix B.

III. Results

Organizations Conducting Outreach

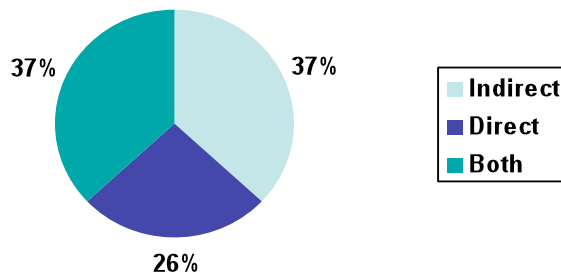
Of the 54 identified participants, five do not conduct outreach. However, these participants provide social and/or legal services to trafficked persons, and are referred by affiliated organizations that conduct outreach. From the remaining 49 participants, 27 interviews were successfully completed.

Targeted Communities

The 27 outreach organizations target different groups, including: first responders, service providers, at-risk communities,⁴ trafficked persons, and the general public. For the purposes of this analysis, these groups are divided into two categories: direct outreach and indirect outreach.

Direct outreach refers to methods that directly target trafficked persons and at-risk communities. **Indirect outreach** directs its focus on reaching first responders (law enforcement and medical personnel), social and legal service providers, and the broader public. Of the 27 interviewed organizations, 10 conduct indirect outreach, 7 conduct direct outreach, and 10 conduct both direct and indirect outreach.

Chart 1: Frequency of Targeted Population Outreach



Organizations determine which groups and communities to target based on various factors. Two exemplary models are *Arizona League to End Regional Trafficking (ALERT)*, *Lucha: A Women's Legal Project* at the *Florida Advocacy Center*.

⁴ At-risk communities are defined as areas where there is a high potential for trafficked workers. Often these are lower-income neighborhoods with high immigrant populations.

ALERT places emphasis on past cases to see if it can recognize trends. In Arizona, trafficked persons work primarily in construction and agriculture, so *ALERT* targets farmworkers' organizations. It is still trying to obtain a protocol to target the construction industry because it is a primarily unionized industry. Most significantly, *ALERT* keeps track of numbers, situations, and areas to see if there is a trafficking geographical area being created in Arizona.

In addition, *ALERT* has ongoing trainings with other NGOs, faith-based organizations, and CBOs that may come in contact with the population they serve. These are line staff that are out in the field serving communities that may contain elements of trafficking.

In its partnership with *Florida Freedom Partnership*, *Lucha* interviews trafficking survivors about the particular circumstances of their trafficking experience, in order to determine which places or people to target when conducting outreach. After several women related to *Lucha* staff members that even though they were strictly guarded they were allowed to do wash at laundromats, *Lucha* learned that these are places to target with flyers. In addition, *Lucha* has conversations with survivors about who they have been in contact with such as hospital and emergency room workers. Because social workers have a connection with the hospitals, *Lucha* now conducts trainings to reach those in the medical and health community.

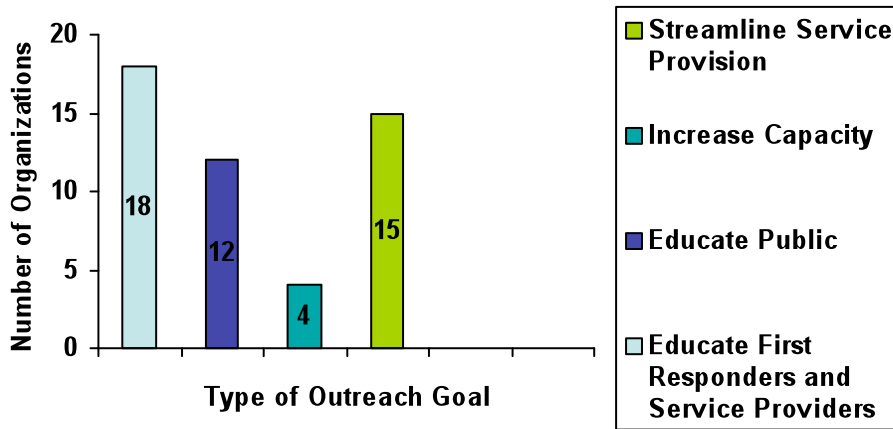
Of the 27 interviewed, 13 participants volunteered information regarding the specific ethnic communities they target, including Vietnamese, South Asian (Indian and Pakistani), Mexican, Russian, Chinese, Korean, Somali, Asian Pacific Islanders, Thai, former USSR countries, Spanish, Creole and Mayan speakers.

Those concerned with conducting indirect outreach tend to form and develop relationships with natural allies (law enforcement and service providers) with whom they share similar goals, interests, and objectives, and with whom they had previously collaborated. Anecdotally, many participant interviewees explained that first responders are natural allies because they are the most likely people to have the initial contact with a trafficked person seeking help. By collaborating with these groups, the organizations have a better chance of reaching victims and providing for their needs. Working with law enforcement has a dual purpose, "to serve the communities of victims and survivors by increasing the awareness of law enforcement and second to embolden their ability to represent those survivors."

Goals of Outreach Methods

The organizations' principal outreach goals are: 1) increase awareness and education regarding human trafficking to first responders, service providers, and the general public; 2) increase capacity for identifying and reaching potential victims; and 3) streamline service provision for trafficked victims. Despite targeting different groups, through direct or indirect outreach, the set of interviewed organizations share similar goals.

Chart 2: Frequency of Cited Outreach Goals



Tools and Methods of Outreach

Based on each organization's specific goals and targets, the following outreach methods have been identified and implemented:

- Training sessions – Usually targets first responders, service providers (including attorneys and medical personnel), and the general public and aim to provide instruction on how to best identify and assist victims of trafficking.
- Information sessions – Aims to provide essential information about what defines trafficking and how it differs from smuggling, what elements comprise the crime, and how to identify victims and report trafficking.
- Supporting community-led anti-trafficking initiatives – Understanding that reaching trafficking victims requires the interest and attention of the victims' immediate communities, organizations aim to empower local initiatives that are able to gain more direct access to potential victims, more effectively recognize victims, and help bring them to safety.
- Peer worker-to-worker outreach⁵ - Disseminates information to peers from peers. This is particularly effective in reaching trafficked persons, as it is likely that victims will be in more direct contact with other workers (who may not necessarily be trafficked persons themselves) that may serve as conduits of information.
- Leadership meetings/Development of community leaders – Fosters the development of community leaders to be involved in local anti-trafficking initiatives, as well as being trained to conduct outreach nationwide. The community leaders are able to have greater access to targeted populations because, as a member of the community, there is a level of trust since they are not an outsider.

⁵ Coalition of Immokalee Workers case study

- Network with coalition partners and volunteers – Serves to strengthen and broaden a task force composed of multidisciplinary organizations equipped to provide a variety of services. An example of this is some type of task force which includes members of service provision organizations and first responders.
- Open legal clinics – Refers to a public forum for victims and other interested parties to seek legal advice and services. Legal Aid Foundation of Los Angeles uses this method and has been very successful in identifying and servicing trafficked individuals.
- Collaboration with law enforcement – Allows for organizations to work on taskforces with local law enforcement agencies. This collaboration enhances an anti-trafficking organizations ability to help trafficked persons through increased cooperation across sectors. For one organization, collaboration entails being called in during a federal raid to interview victims and identify them as trafficked.
- Hotline – Some organizations have set up phone lines available 24 hours a day, 7 days a week to enable trafficked persons to seek and access help.

Coalition of Immokalee Workers Peer Worker to Worker Outreach:

CIW stresses that they do not confine their work to general labor outreach, and instead focus on the broader context of the immigrant community. *CIW* is part of a peer community, not just victims, with over 3,000 members affiliated who are low-wage workers. One of their main methods is peer outreach where workers have discussions at community meetings. *CIW* also has leadership meetings where workers are trained to conduct outreach nationwide.

The peer-to-peer approach leads to a more trustworthy environment. While *CIW*'s unionizing model is not one that can be replicated by all organizations, the idea of targeting a specific trafficking population and utilizing this method is one that that can be replicated by other organizations that target specific groups such as sex workers. This is an approach that empowers trafficked persons and increases solidarity.

Most organizations conduct direct outreach to at-risk communities and trafficked persons but not always in the same manner. In most cases, different tools are used to achieve their goals. The most unique tools used are incense sticks, lipstick cases and prayer cards. The tools mimic everyday possessions. The purpose is to provide information to trafficked persons without arousing their traffickers' suspicions.

Printed and Media Tools:

- Pamphlets/brochures/flyers/posters – These materials are targeted towards first responders, service providers and the general public. They are an “at-a-glance” look at trafficking with general information, statistics and organization contact information.

Billboards – Recently launched as a campaign tool against human trafficking, of a woman’s hands bound by an airplane luggage ticket, and a large slogan saying, “Human Trafficking is Modern Day Slavery” in three different languages.

Washington D.C. based organization

One Washington D.C. based organization was able to successfully extract 7 domestic workers from a trafficking situation within a housing complex. The women who were employed by the families living within the housing complex were from the same country of origin. The organization was able to identify, through observation of this site, that there was the possibility of trafficked persons working within the complex. They also noted that the women were carefully guarded by their employers but they had access to the housing complex park. Members of this organization posed as individuals visiting the park and carefully struck up conversations with the women. They passed out sticks of gum which had linguistically specific contact information. There was a 24 hour hotline set up for this particular extraction which was also linguistically specific.

• **Hands-on Tools:**

Discrete Tools:

- Prayer cards – Wallet-sized cards with a picture of the Virgin Mary or other religious figures (saints). On the reverse side is a prayer that contains a hotline number within the prayer for victims to call.
- Lipstick cases – Another hands-on tool which inconspicuously has an organization’s contact information.
- Incense sticks – Material is ethnically specific to South Asian communities based on this community’s religious and cultural aspects. It would not be unrealistic for these individuals to have these items in their possession.
- Comic books – Pamphlets have illustrations depicting trafficking persons. These were created for those individuals that may not be able to read or speak the language.
- Bracelets – Modeled after the Lance Armstrong rubber bracelets. Looks like other popular bracelets in the market allowing for this tool to also be inconspicuous. A hotline number is printed on the inside of the bracelet.
- Match books – These are everyday inconspicuous materials with contact information on the fold of the matchbook
- Book markers – They are small and thin and can be placed in reading materials. This is another inconspicuous tool that many organizations are using.
- Gum sticks – Another inconspicuous tool which contains linguistically specific contact information to help suspected trafficked individuals seek services and help.

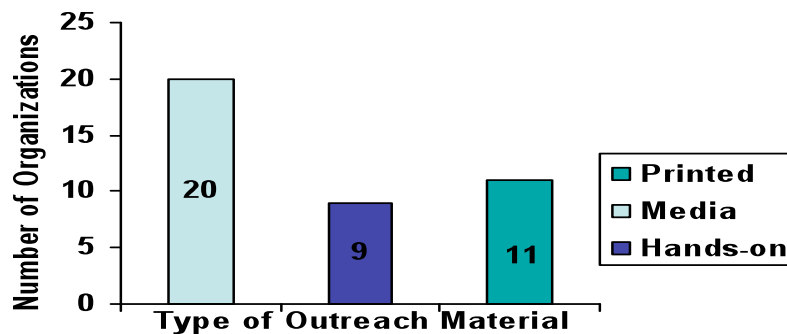
Public Awareness Tools:

- Local theatre productions – Project aimed at increasing community awareness of trafficking. Produced the play in three different languages to target diverse immigrant populations.

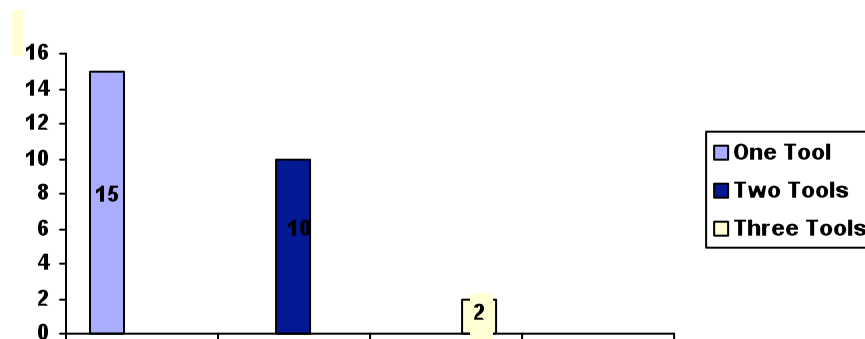
Organizations conducting outreach with first responders and service providers frequently left literature for display in their partners’ offices. One organization interviewed advised that they had created a checklist for first responders and service providers to enhance their capacity to identify victims.

Outreach tools are divided into three categories: media tools, hands-on material, and printed material. Media tools consist of culturally and linguistically specific radio shows, public service announcements, television and print media. Hands-on materials refer to tactile, inconspicuous materials containing pertinent information (i.e., phone numbers, addresses, etc.) with the intent of referring victims to appropriate agencies and services. Printed material includes pamphlets, flyers, and brochures.

Chart 3: Frequency of Outreach Tools Utilized



Of the interviewed organizations, 15 use only one tool, ten use two different tools and only two organizations use all types of tools.



Services provided to trafficked persons

A key component of extracting trafficked persons is the ability to provide a variety of services to these individuals. Organizations provide different services to victims and are able to provide these services based on their area of expertise. For example, some organizations are able to provide legal services, some counseling for trauma, medical and dental services, food and clothing. In this study, the services provided to trafficked victims have been divided into three categories: direct services, emergency services, and partnership services. Direct services are defined as the requisite legal, social (including education, job placement, cultural orientation, etc.), and medical (mental and physical) services provided to victims of trafficking. Emergency services satisfy the more immediate needs of trafficking victims for food, shelter, clothing, and finance. Finally, partnership services refer to instances when organizations refer victims to partner organizations that are better equipped to provide the various services available and required by the victim.

The study showed that 18 organizations provide direct services to victims, 9 provide emergency services, and 19 refer cases to partner organizations. Of these, 14 organizations provide more than one service

Case Generation

Determining case generation data that directly correlated to the various organizations' outreach methods posed a significant challenge. Most participants found it difficult to trace case generation to outreach methods, making the task of keeping numbers almost impossible. Additionally, for organizations focusing on indirect outreach that aims to build awareness, it was even more difficult to quantify increased knowledge about the problem.

Of the 27 that participated in the study, seven stated that they could not keep case generation numbers but that they believed there had been seen a significant increase in new cases. However, these new cases could not be directly traced to their outreach methods as many had been referred to them by others. Of those who did keep some type of case generation information, six generated what they estimated to be 1-10 new cases, two generated 11-20 new cases, and five generated 20+ new cases. One participant attributed 1/3 of new cases generated to its outreach efforts, but did not quantify that amount. Two obtained referrals from law enforcement, not through their outreach, and three simply did not keep numbers.

Of the five that generated 20+ new cases, one of them attributed an increase in the number of calls to a television show on human trafficking in which a caption displaying a hotline number was inserted at regular intervals during the course of the show. This participant benefited from a national anti-trafficking ad-campaign and saw a subsequent increase in number of cases.

Two of the top five case generating organizations have methods that have proven to be effective. *CIW*'s success in case generation is a result of peer workers taking a proactive approach in reaching out to fellow workers who might be trafficked, holding leadership meetings, and having van transportation drivers constantly on the look out for possible trafficked persons throughout the country in a nationwide search. The *Legal Aid Foundation of Los Angeles* sees its success as a result of trafficked persons attending the open legal clinics, and also by receiving referrals from clients' friends.

IV. Analysis

Highly constrained by outside factors, including funding, under-staffing, and the overall difficulty of their task, organizations face tremendous challenges in implementing outreach methods and seeing concrete results of these efforts. Nevertheless, it is important to remember that their work is highly significant in addressing growing human trafficking within the United States.

- Why is the distinction between smuggling and trafficking a pertinent issue?

A central issue, which is problematic throughout the entire field is the distinction between smuggling and trafficking. Aside from the general public, who is greatly unaware of the crime of trafficking, many first responders (such as law enforcement and border patrol) are also unaware of the distinction. During his interview, Richard Galindo of *ALERT* explained that because his organization is located so close to the border, when some hear the term “trafficking,” they assume that it is a reference to the movement of drugs, guns, or smuggling. However, once the public becomes aware of the crime of human trafficking and are able to distinguish between smuggling and trafficking, they are more willing to participate in combating the crime.

Educating law enforcement officers is critical with respect to this issue because they are likely to come across the crime as it is occurring. By understanding that the activity being seen at two in the morning may be human trafficking and not smuggling, officers can identify more victims and bring them to safety. As evidenced through the findings, many organizations believe that targeting outreach towards first responders, especially law enforcement, is the most effective way to obtain more trafficked persons. Thus, it is crucial that precise knowledge and training be attained by law enforcement in making a clear distinction between smuggling and trafficking.

- What populations are targeted?

Members of the anti-trafficking community grapple with the decision of conducting direct, indirect, or a combination of both forms of outreach. They often question whether it is more effective to train first responders, service providers, or the public in how to identify and assist trafficked persons; or whether it is best to target at-risk communities and suspected trafficked persons; or whether focusing on both forms of outreach is best. As clearly depicted in Chart 1, the interviewed anti-trafficking organizations are divided on this issue.

While it is important to extract victims from exploitative circumstances, it is equally important to educate first responders, service providers, and the public as they tend to be the populations that have the initial and, perhaps, most direct contact with trafficked persons. Reflected in an interview, Gabrielle Villareal of *Safe Horizon* notes that the decision to conduct indirect outreach was based on the understanding that “it is difficult to get word directly to people who are trafficked because of the nature of the crime and language issues . . . Getting to social service providers and officers was a key decision.” Given the constraints created by limited government funding and potential understaffing within organizations, targeting first responders and service providers seems the easiest way to conduct outreach, allowing for more people to be informed about this crime. Additionally, it is recognized that targeting multidisciplinary organizations with varying clienteles allows for relevant information to reach broader populations.

The majority of organizations focusing on indirect outreach see the education of Federal, state and local law enforcement as paramount in creating anti-trafficking allies. Bill Bernstein, Deputy Director for *Mosaic*, emphasized that only by educating law enforcement can more cases come to the surface. In addition, Mr. Bernstein suggested that the “ICE has to start checking its mental box for cases that might be trafficking” in order to better recognize and process potential trafficked persons.

When conducting indirect outreach it is equally important to target community organizations such as local schools and religious institutions. These are excellent conduits to increase the general public’s awareness and knowledge of the crime of human trafficking. Many religious institutions provide social services to lower income populations. Community based organizations are able to create a trusting relationship with people residing within the community. Trust is a key component to successfully reach and provide services to trafficked persons.

- What are the goals for outreach?

Those interviewed noted the principal outreach goals as: increasing their capacity for identifying and reaching potential victims, increasing awareness about trafficking, and improving the provision of services to trafficked victims. Given these goals, the following questions arise:

- Are these goals realistic? If not, then what can happen to make them realistic?
- Do they address the problems that these organizations are trying to fix?

Organizations begin their work faced with the challenge of identification. Who are the trafficked persons? Then, they encounter an additional hurdle, since the problem of trafficking remains a yet “undiscovered” crime within the greater populace, rendering it even more invisible. Subsequently, the lack of information among the general public, as well as for the victims, makes providing adequate services and assistance to victims even more difficult. The above stated general goals directly correlate to the real challenges faced by the anti-trafficking community. Information (about the crime and about the assistance available) is imperative in addressing the problem of human trafficking. In recognition of this, these organizations’ goals, though they may not directly lead to a sudden wave of rescues and prosecutions, do address the problem of lack of information, and misinformation pervasive in the population. It is important to emphasize that targeting communities is difficult because people do not want to recognize that, as Mr. Galindo asserts: “slavery might be right under their nose.”

- Should there be increased capacity or knowledge-sharing on the part of the organizations?

The study also identified an overall disjointedness in terms of information sharing among anti-trafficking organizations. Sharing successes, failures, and methods would to increase their outreach ability to reach trafficked persons. Creating partnerships should be a key factor in the fight against trafficking. Although many organizations should also work with law enforcement and additional service providers, outreach organizations work with each other to ensure that they can assist victims best by revealing their successes and failures. Those groups that do work in partnerships, such as *Lucha*’s partnership with *Florida Freedom Partnership* stress the

importance and effectiveness of working together in strengthening outreach methods and achieving greater case generation.

- Should organizations invest more in tracking outreach effectiveness?

Repeatedly noted in the interviews was the difficulty of gauging the effectiveness of the outreach methods and tools utilized. Though some organizations linked a case generation increase to their outreach activities, most were unable to provide precise numbers evidencing that increase. Despite Federal requirements for keeping accurate and precise results of outreach, most organizations lack an internal system to monitor their outreach impact. This difficulty, however, does not necessarily arise from a lack of interest. When various organizations are engaged in indirect outreach, it is difficult to identify who conducted the outreach that brought the victim into an organization's office. But, although quantifying numeric "success" in activities geared toward increasing awareness may be difficult, it is not unrealistic or impossible. Organizations can monitor change and impact in other ways, such as increases in hotline volume, number of trainings given, requests for trainings, and increases in partnerships with attorneys, first responders or service providers. If case generation numbers are difficult to track, these measures could serve to "quantify" success.

- What challenges do organizations face in collaborating with law enforcement?

There are times when working with law enforcement conflicts with an outreach organization's goals. For the most part, law enforcement agencies are natural allies. In most instances law enforcement plays a key role in identifying and serving victims, while in others their goals are different or they are unwilling to cooperate.

While conducting direct outreach in a New York City neighborhood, a member of the Community Response to Trafficking (CRT) identified that many bars were turning into after-hours brothels. The difficulty the CRT faced was in relation to extraction. Many of the prostitutes were not trafficked but were rather illegal immigrants. Due to the knowledge the CRT gained while working in this neighborhood the CRT further discovered that many residents depended on the additional money these prostitutes contributed to their daily welfare. The community could not support raids to extract the trafficked women since they were fearful of what would happen to the illegal immigrants.

Another organization, *Catholic Charities of Milwaukee*, has made several attempts to meet with their local police force, unsuccessfully. When questioned what might be the reason, they responded that no police officer is assigned to the trafficking department. It is known that the Milwaukee Task Force received a grant in 2004 for \$450,000 to combat human trafficking.⁶

⁶ Vital Voices, December 2004, *Trafficking Alert*, http://www.vitalvoices.org/files/docs/Trafficking%20Alert_December%202004%20US%20Edition.pdf, Accessed, April 30, 2006.

- How do changes in outreach methods improve upon results?

Finally, it is evident that many organizations continue to upgrade their strategies by making ongoing improvements. Many organizations that focus outreach towards first responders and service providers frequently incorporate participant feedback into their presentation style. Other organizations mentioned incorporating additional personal stories into their trainings to bring greater awareness of the horrors of trafficking.

Appendix A: See attached electronic file

Appendix B: Interview Questionnaire

Begin the interview by obtaining the interviewee's name, position, and agency information.

Outreach

1. Do you currently run outreach activities to reach or identify trafficked persons? If not, have you in the past?
2. What are the goal/s of your outreach activities?
3. What methods of outreach do you use, or have you tried before? Please describe.
4. What kind of impact has your outreach had?
5. How do you determine which communities to target?
6. What services does your organization provide to trafficked clients? Do you partner with other agencies to provide additional services to clients?

Outreach Tools

1. What types of outreach tools do you employ (i.e.: flyers, comic books, etc.)? Will you share your materials with us and mail them to the IRC? If you have a flyer, you can email it to us in a PDF format.
2. Do your outreach methods differ between different communities (if you target different communities)? If so, how? (i.e.: type of work or ethnic background)
3. Have you used media strategies to reach trafficked persons (PSAs, radio, local tv)? If so, what strategies have you used?
4. Have your outreach methods changed over time based on experience? If so, what changes have you made?

Case Generation

1. How many new cases has your outreach program generated?
2. How many of the new cases have been referred to law enforcement?