

Literature Review

The Child Sex Trafficking Victims Support Initiative

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Introduction:

As the University of Maryland School of Social Work (UMSSW) moves forward to select and pilot a tool to identify child victims of sex trafficking across Maryland, staff are reviewing existing tools and approaches being implemented in other locations to identify this population. This literature review provides a brief summary of some tools and approaches used by other organizations and government agencies to identify child victims of sex trafficking.

Through our investigation, we identified considerations that can be generalized across the selection and implementation process of such tools. Specifically, tools that are delivered as a standalone survey or assessment will likely require the following:

- Additional training for frontline staff on how to use the tool effectively;
- Additional training for frontline staff on how to handle and respond to victims of sex trafficking;
- Addressing staff and organizational motivation to implement an additional tool (i.e. avoiding the feeling of "more paperwork"); and,
- Efforts to promote the use of a tool that is not already required by federal, state, or local laws.

Note: Not all resources describing the tools outlined in this document provided comprehensive information about their development, structure, and instructions. Gaps in information are explained in the description of each tool.

Tool/Project Name: Human Trafficking Interview and Assessment Measure/HTIAM-14¹ Lead Agency: Covenant House New York (CHNY)

Development/ Background Notes

CHNY tested this tool with 185 youth experiencing homelessness and seeking services at CHNY. HTIAM-14 was validated by first comparing the responses from 60 youth participants who were flagged as possible victims of sex trafficking with an independent determination from a lawyer or law student. Once validated, interviewers employed a shortened version of the HTIAM-14 to prescreen participants. Youth answering in the affirmative to any question during the prescreening were then administered the entire survey.

Based on the pilot study, CHNY developed techniques for promoting fewer false negatives caused by the framing of some questions. Staff gave questions "softening" lead-ins to diminish interviewees' perception of judgement during the interview. For example, the question, "Have you or anyone else ever received anything of value, such as money, a place to stay, food, drugs, gifts or favors, in exchange for performing a sexual activity?" was given the following opening sentences to promote more honest responses: "Sometimes young people who are homeless or who are having difficulties with their families have very few options to survive or fulfill their basics needs, such as food and shelter. Sometimes they are exploited or feel the need to use their sexuality to help them survive."

An interviewee providing feedback indicated that regardless of the tool's content, respondents will not answer honestly (if at all) unless they like the interviewer. For this reason CHNY encourages lengthy and ongoing contact with clients to promote stronger relationships.

Tool Structure

HTIAM-14 is comprised of five (5) sections, a section for interviewer notes on nonverbal indicators, and a scoring box. The five (5) sections include:

- Section A Personal Information
- Section B Immigration Status

¹ Covenant House New York. (2013). *Homelessness, survival sex and human trafficking: As experienced by the youth of Covenant House New York.* Retrieved from http://center.serve.org/nche/downloads/cov-hs-trafficking.pdf

	 Section C – Psychological/Financial Coercion Section D – Control Section E – Sexual Exploitation Total question count: 20 (This total includes personal information such as name.)
Instructions for Use	 The interview guide is designed to be delivered in a 1:1 setting with the interviewer and interviewee. Responses indicating a youth may be trafficked should immediately initiate a referral to social services.
Advantages	 This tool is short and provides clear instructions. There is no indication that this tool requires training. The tool includes questions related to work and migration trafficking in addition to sexual exploitation.
Challenges/Other Notes	 The interviewer must be well-versed in addressing issues of trafficking to ask these questions in a sensitive manner. To administer this standalone tool, an organization must be motivated to deliver it consistently in addition to other screening/intake tools. Implementation of this tool may require interviewers to undergo additional training such as how to ask questions in a sensitive manner, what the laws and policies in their area state about victims of sex trafficking, etc.

Tool/Project Name: Trafficking Victim Identification Tool (TVIT)² **Lead Agency: Vera Institute of Justice**

Development/ Background Notes

The Vera Institute of Justice collaborated with eleven (11) victim services organizations in California, Colorado, New York, Texas, and Washington along with law enforcement experts and administered the full TVIT with 180 potential victims. The tool was validated, accurately identifying victims of sex trafficking using several statistical methods.

The Vera Institute of Justice website and documentation did not provide details on the evaluation methods used in this study apart from the funding source through the National Institute of Justice.

Tool Structure

- The tool is a 30-topic questionnaire available in long form and a shortened version.
- The tool comes paired with a user guide focused on the following:
 - o Setting up the interview;
 - o Developing trust and demonstrating respect during interviews;
 - o Maintaining confidentiality;
 - o Understanding the effects of trauma and victimization;
 - o Additional considerations for law enforcement;
 - o Considerations when asking these questions;
 - o Frequently asked questions; and
 - o Advice on using the Trafficking Victim Identification Tool (TVIT).
- The tools is divided into five (5) sections:
 - o Section 1: Screening Background
 - o Section 2: Personal Background
 - o Section 3: Migration
 - o Section 4: Work
 - o Section 5: Living and/or Working Conditions

² Vera Institute of Justice. (2014). *Screening for human trafficking: Guidelines for administering the Trafficking Victim Identification Tool (TVIT)*. Retrieved from http://www.vera.org/sites/default/files/resources/downloads/human-trafficking-identification-tool-and-user-guidelines.pdf

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	o Total question count: 53 (long version); 20 (short version)
*	o Resource Section: Training and Other Resources
Instructions for Use	 The questions in this tool can be integrated into normal intake assessments or the tool can be administered on its own in subsequent visits. The interviewer may reword or paraphrase questions to avoid a "mechanical" feeling during the interview. The instructions for the tool indicate that making these adjustments may improve the effectiveness of the tool. The questions in the tool should be asked in a 1:1 setting with the interviewee. To determine if an interviewee should be flagged as a possible victim of sex trafficking, the interviewer must review the totality of the responses, not any single response.
Advantages	 Offering a long and a short version of the tool allows the flexibility to choose between infusing some questions into the initial intake with the client and conducting an interview that explores a victim's experience more deeply. Professionals may use either or both based on need. The Vera Institute of Justice has resources available, some specifically geared toward law enforcement.
Challenges/Other Notes	 The short TVIT may be the same as the HTIAM-14 used by CHNY. The literature was unclear. This tool has not yet been validated to identify sex trafficking victims with disabilities or who are LGBTQ. However, it is not clear that other tools have been validated for these populations either. The interviewer must be well-versed in addressing issues of sex trafficking to ask the tool's questions in a sensitive manner. Administering this tool as a standalone tool or as a part of other intake processes requires motivation on the part of the agency to ensure it is used consistently. Implementation of this tool may require interviewers to undergo additional training related to working with victims of sex trafficking.

Tool/Project Name: Toolkit to Combat Trafficking in Persons: Chapter 6 – Victim Identification³ Lead Agency: United Nations Office on Drugs and Crime, Anti-Human Trafficking and Migrant Smuggling Unit

Development/ Background Notes

The Toolkit to Combat Trafficking in Persons is focused on developing a victim-centered approach to identifying and meeting the needs of trafficking victims as well as addressing the root causes and perpetrators of human trafficking. This tool falls within *Chapter 6: Victim Identification*. The toolkit includes the following chapters:

- Chapter 1: International Legal Framework
- Chapter 2: Problem Assessment and Strategy Development
- Chapter 3: Legislative Framework
- Chapter 4: International Criminal Justice Cooperation
- Chapter 5: Law Enforcement and Prosecution
- Chapter 6: Victim Identification
- Chapter 7: Immigration Status of Victims and Their Return and Reintegration
- Chapter 8: Victim Assistance
- Chapter 9: Prevention of Trafficking in Persons
- Chapter 10: Monitoring and Evaluation

No information on evaluation or validation was immediately available on the website.

Tool Structure

Chapter 6: Victim Identification contains a series of guidelines for working with victims of human trafficking as well as checklists for what to look for and what to do.

- Each subsection of this chapter includes tools for various professionals who may encounter victims of sex trafficking along with resources, checklists, suggestions for next steps, and considerations for interviewing and collecting information from potential victims. Tools within this chapter include:
 - o Tool 6.1: Non-criminalization of trafficking victims;

³ United Nations Office on Drugs and Crime. (2008). *Toolkit to combat trafficking in person: Global programme against trafficking in human beings*. Retrieved from http://www.unodc.org/documents/human-trafficking/HT Toolkit08 English.pdf

- o Tool 6.2: Considerations before identification;
- o Tool 6.3: Guidelines on victim identification;
- o Tool 6.4: Indicators of trafficking;
- o Tool 6.5: Initial interview;
- o Tool 6.6: Screening interview form of the International Organization for Migration for the identification of victims of trafficking;
- o Tool 6.7: Checklists to facilitate victim identification;
- o Tool 6.8: Health-care providers' tool for identifying victims;
- o Tool 6.9: Interviewing tips for health-care practitioners;
- o Tool 6.10: Law enforcement tool for victim identification;
- o Tool 6.11: Interviewing tips for law enforcement;
- Tool 6.12: Ethical and safe interviewing conduct;
- o Tool 6.13: Victim certification; and,
- o Tool 6.14: Training material.
- This tool provides robust instructions for the identification and support of victims; however, some instructions would benefit from providing greater detail. For example:

Tool 6.6 Screening interview form of the International Organizations for Migration for the identification of victims of trafficking does not provide instructions or guidance related to how to talk to the victim. It only provides plain language and direct questions, many only requiring single-word or very short responses. This tool does not indicate how the interviewer could ask questions in a manner that promotes trust during the interview (ex. "Were any of the following means used to control the individual? Physical abuse Yes/No. If Yes, who by? Recruiter/Transporter/Harbourer/Receiver/Other" p.273).

Instructions for Use

The toolkit's instructions indicate that advocates should use the associated checklists and other parts of the toolkit to identify possible victims using the instructions within each section. Step-by-step instructions as to when and how to use individual tools and checklists are not provided.

Without further instruction, it can be assumed that the authors leave the use of these additional resources

	to the discretion of the interviewer.
Advantages	The screening tools come equipped with additional checklists, background information, and resources on how to assist victims and prevent future trafficking.
Challenges/Other Notes	 This tool was created by an internal office of the United Nations. Background research and information on further training for advocates was not immediately available on the website. The interviewer will need the skills and/or practice to be able to ask the questions in the tool in a relaxed and conversational manner. The interviewer must be well-versed in addressing issues of sex trafficking to ask these questions in a sensitive manner. To administer this standalone tool, an organization must be motivated to deliver it consistently in addition to other screening/intake tools. Implementation of this tool may require interviewers to undergo additional training related to working with victims of sex trafficking.

Tool/Project Name: Resources: Screening Tool for Victims of Human Trafficking^{4, 5} Lead Agency: Administration of Children and Families, Office of Refugee Resettlement

Development/ Background Notes

This tool is part of the Rescue and Restore Project housed within the Administration of Children and Families, Office of Refugee Resettlement. The resource on identifying trafficking victims offers little instruction regarding how to ask the questions, but it does state that responses to these questions can be used as evidence by law enforcement.

The resource appears to have been written as a question bank to support law enforcement in identifying possible victims of trafficking. The resource does not explicitly identify human trafficking victims as sex trafficking victims.

No information on evaluation or validation was immediately available on the website.

Tool Structure

This resource lists 48 questions divided into the following sections:

- Fraud/Financial Coercion Questions
- Physical Abuse Questions
- Freedom of Movement Questions
- Psychological Coercion Questions

No questions specifically mention sexual contact or abuse.

Instructions for Use

This resource does not offer explicit instructions on how to use it nor does it identify training that users should receive to apply it effectively. If responses to the questions in this resource indicate to law enforcement that the interviewee may be trafficked, users are instructed to call the Human Trafficking Resource Center.

⁴ Administration of Children and Families. (2012). *Resources: Screening tool for victims of human trafficking*. Retrieved from http://www.acf.hhs.gov/sites/default/files/orr/screening questions to assess whether a person is a trafficking victim 1.pdf

⁵ Additional resources found here: http://www.acf.hhs.gov/programs/orr/resource/rescue-restore-campaign-tool-kits

Advantages The resource is short and written in bulleted format that may make it simple to read. The questions are written in plain language that may support ease of use. Challenges/Other Notes The interviewer will need the skills and/or practice to be able to ask the questions in the tool in a relaxed and conversational manner. The interviewer must be well-versed in addressing issues of trafficking to ask these questions in a sensitive manner. To administer this standalone tool, an organization must be motivated to deliver it consistently in addition to other screening/intake tools. Implementation of this tool may require interviewers to undergo additional training related to working with victims of sex trafficking. It is unclear how effective this tool may be for identifying potential victims.

Tool/Project Name: INTERVENE in Practice: A guide for the successful use of the INTERVENE screening tool to identify and serve trafficked youth in the juvenile justice system (INTERVENE In Practice Guide)^{6, 7, 8, 9} Lead Agency: Shared Hope, adapted by TurnAround, Inc. and Maryland Department of Juvenile Services

Adapted tool employed by the Maryland Department of Juvenile Services. Received via email.

Development/ Background Notes

Shared Hope, an international nonprofit organization focused on addressing sex trafficking and the issues that arise from it, developed the INTERVENE tool to identify victims of sex trafficking. In the state of Maryland, TurnAround, Inc. (a Baltimore-based nonprofit focused on addressing intimate partner violence and sexual abuse) and the Maryland Department of Juvenile Services (DJS) partnered to apply the INTERVENE tool to the work DJS was doing to identify and meet the needs of sex trafficking victims. They developed a supplemental guide with additional guidance regarding training and procedures for staff working with this population.

DJS' role in the administration of this tool includes training case managers to administer the tool and training frontline staff to work with this population. TurnAround, Inc.'s role was to serve as the referral agency that links identified victims to care and services.

DJS requires all case managers to attend a 3.5 hour training on using the INTERVENE tool and new case managers are required to attend an additional half day training on the topic of sex trafficking.

TurnAround, Inc. requires its staff to attend the DJS training on using the INTERVENE tool. Additionally, staff build their skills to identify and serve sex trafficking victims by seeking out general professional development on this topic. TurnAround, Inc. staff observe one another using the tool and debrief their experiences together to conduct quality control on their interviewing and identification skills when using this tool.

⁶ D. Mohler, personal communication, June 10, 2015.

⁷ TurnAround. (n.d.). *INTERVENE in practice: A guide for successful use of the INTERVENE screening tool to identify and serve trafficked youth in the juvenile justice system.* Baltimore, MD: TurnAround, Inc. and Maryland Department of Juvenile Services.

⁸ Shared Hope International. (n.d.). *DMST Screening Interview: Tier one*. Vancouver, WA: Shared Hope International.

⁹ INTERVENE resources can be found here: http://sharedhope.org/what-we-do/prevent/training/

DJS measured the tool's success by tracking an increase in the number of youth that were identified as potentially trafficked and were then linked to care and services. **Tool Structure** INTERVENE consists of 11 questions linked to risk factors of sex trafficking, demographic and case management questions, and a notes section. The questions are written in plain language and in a tone that can be read directly to interviewees in a conversational manner. Follow-up and additional materials included in the guide are branded as TurnAround, Inc. products. These products support interviewers in collecting/releasing records regarding identified victims as well as developing case plans and making referrals. **Instructions for Use** While the INTERVENE screening tool was developed as a standalone tool to be delivered after attending extensive training from Shared Hope, the INTERVENE in Practice Guide was developed to aid in describing a robust and clear process for preparing for, identifying, and linking sex trafficked youth to appropriate services in the Baltimore area. The handbook outlines the different stages of administering the tool within the context of this guide: • Implementation: preparation of facility staff to administer the tool; Screening: the criteria used to identify possibly trafficked youth; • Interviewing: the process of assessing the identified youth; Responding: development of a safety assessment for identified victims and case management; and Referrals: the process of linking identified youth to specialized community-based providers and other support services. **Advantages** • Compared to other tools, this guide provides a robust description of the supports needed to adequately respond to the needs of sex trafficking victims. DJS has fully integrated 101- and 102-level trainings on sex trafficking for all case workers administering this tool. Case workers administer the INTERVENE tool at the same time they conduct the state's standard intake procedure which includes asking mental and physical health questions. When staff flag youth as possible victims of sex trafficking, DJS refers them to TurnAround, Inc. who

then links them to care and advocacy services.
 Implementing the trainings, delivering the INTERVENE tool and executing referral services did not result in additional costs to DJS.
 Challenges/Other
 Sustaining the system for referrals and linkages to care and services relies on maintaining a relationship with the community agency TurnAround, Inc. Staff at DJS do not perceive any direct challenges maintaining this relationship. However, the relationship does require ongoing cooperation between these two agencies.

- The interviewer must be well-versed in addressing issues of trafficking to ask these questions in a sensitive manner.
- To administer this standalone tool, an organization must be motivated to deliver it consistently in addition to other screening/intake tools.

Tool/Project Name: Child and Adolescent Needs and Strengths (CANS) Assessment Lead Agency: University of Maryland School of Social Work

Development/ Background Notes

CANS was developed as a free, open-source tool to address the mental health needs of youth and their families. The tool was designed to support professionals in the assessment and case management of system-involved youth. CANS is available in various versions including those designed to be used with youth who have developmental disabilities, and youth in the juvenile justice or child welfare systems.

In accordance with federal mandates for child welfare systems to assess and track youth outcomes related to physical and mental health, the State of Maryland uses the CANS tool to collect data on youth involved in social services. The state emphasizes compliance and training for administering the tool and entering the data in a statewide database.

Staff at the University of Maryland School of Social Work are in the process of identifying and testing risk factors for sex trafficking that the CANS already collects. Preliminary results are promising. The existing tool offers an adequate and reasonably objective tool for flagging these youth as being at-risk for sex trafficking.

Tool Structure

CANS is divided into nine (9) sections containing risk factors youth may experience as well as a Likert scale where zero (0) indicates a low level of risk and three (3) indicates a high level of risk. The sections are as follows:

- Life Domain Functioning
- Child & Environmental Strengths
- Child Behavioral/Emotional Needs
- Child Risk Behaviors

¹⁰ University of Maryland School of Social Work. (2015). *The child and adolescent needs and strengths (CANS) assessment*. Retrieved from https://theinstitute.umaryland.edu/topics/sat/cans.cfm.

¹¹ A. Rubinstein, personal communication, June 9, 2015.

- Acculturation
- Trauma Experiences (lifetime)
- Current Caregiver Needs & Strengths
- Permanency Plan #1: Caregiver Needs & Strengths
- Permanency Plan #2: Caregiver Needs & Strengths

Instructions for Use

- After working with a youth, case managers complete the tool using information they collect about that client and enter it to the statewide database as they normally would with any case.
- Once the data are entered, the CANS Research & Training Specialist identifies youth who indicate the affirmative to two (2) risk factors for sex trafficking (Criteria 1 and 2). Affirmative responses on Criteria 1 and 2 indicate a need for additional follow-up and services.
 - o **Criterion #1:** A youth is considered at-risk for sex trafficking if they have a CANS rating of two or greater ($2 \le$) on the Runaway item, as well as a score of 2 or greater ($2 \le$) on any of the following items:
 - Depression/Mood Disorder
 - Reckless Behavior
 - Sexual Abuse
 - Physical Abuse
 - Neglect
 - Judgement/Decision Making
 - Substance Abuse
 - Delinquent Behavior
 - Sexual Development
 - Criterion #2: A youth is flagged for being at risk of sex trafficking if they have a CANS rating
 of two (2) on any of the following items (these do not need to be combined with any other
 item):
 - Sexually Reactive Behavior
 - Exploitation
 - Acculturation: Gender Identity

	The referral process is being developed at this time.
Advantages	 Case managers are already trained to administer the CANS and expected to enter these data into the state's database system. Using this existing tool to identify youth at risk for sex trafficking would not require case managers to complete additional paperwork or take additional steps. To sustain this effort, the CANS Research & Training Specialist position/role must be maintained, whereas other tools require a number of other staff to administer additional tools. Maintaining one position to analyze the data may be more sustainable than retaining and training many professionals. Because the case manager completes the tool based on their interaction with the youth, the tool does not rely on self-reported data from the client. Other tools rely on interviewees' responses to interview questions. Case managers who complete the tool and input the data are not required to have specific sex trafficking training/expertise, though it would be helpful. As the CANS tool is already funded by the State of Maryland to track youth needs, identifying victims of sex trafficking would not incur much additional cost to the state or individual counties across Maryland.
Challenges/Other Notes	 Because the case manager completes the tool based on his or her interaction with the youth, the tool is reliant on the case manager's accurate perceptions of their client's experiences. The follow-up process for addressing the needs of identified youth has not yet been established.

Tool/Project Name: Human Anti-Trafficking Response Team (HART)^{12,13,14,15} Lead Agency: Connecticut Department of Children and Families

Development/ Background Notes

The HART Project, housed within the State of Connecticut's Department of Children and Families, works in partnership with public and private service providers, the judicial system, emergency medical services (EMS), schools, hospitals, and law enforcement. The project has benefitted from stable leadership that is highly motivated to address sex trafficking across the state.

According to Tammy Sneed, Director of Girls' Services at the Connecticut Department of Children and Families, HART was built primarily by connecting existing infrastructure used by mandatory reporters with a system of in-kind training and support networks across the state. From there, HART produced a decision-making map for assessing possible victims and a guide that outlines next steps for addressing victims' needs.

As described below, the primary mechanism for identifying trafficked youth relies upon a mandatory reporter reporting suspected sex trafficking and initiating the state's response system.

The HART Project has increased identification and social service responses to victims and potential victims of sex trafficking.

Tool Structure

The general structure of HART includes:

 Consistent training on sex trafficking for all social workers and more intensive training for social workers working with adolescents, annually and during pre-service training.

¹² T. Sneed, personal communication, June 18, 2015.

¹³ Human Anti-Trafficking Response Team (HART). (2014). *Practice guide for intake and investigative response to human trafficking of children.* Hartford, CT: Connecticut Department of Children and Families.

¹⁴ Human Anti-Trafficking Response Team (HART). (2014). *Domestic minor sex trafficking decision and practice map.* Hartford, CT: Connecticut Department of Children and Families.

¹⁵ Connecticut Department of Children and Families. (2015). *Human Anti-Trafficking Response Team (HART)*. Retrieved June 18, 2015, from http://www.ct.gov/dcf/cwp/view.asp?a=4743&Q=562246

- Identification of trafficking cases through mandatory reporters' interaction with youth and their subsequent reporting to the state's Careline, the mandatory reporting line for all reports of abuse and maltreatment.
- Established HART Liaisons in six regions across the state that coordinate service providers with interventions in that area.
- A guide outlining appropriate steps to meet victims' needs.

Instructions for Use

Because HART efforts do not rely on a single tool, the way the state identifies and then meets the needs of trafficked or highly at-risk youth can be roughly described as a four-stage process.

- **Stage 1:** All social workers receive training about youth victims of sex trafficking and how to identify them. Included in the training are the warning signs, risk factors, and indicators of trafficking. Requirements are as follows:
 - All social workers, regardless of the population they serve, receive two hours of pre-service training on sex trafficking.
 - o Social workers working specifically with adolescent populations receive a full-day pre-service training on sex trafficking.
 - o An additional annual two-hour professional development training on sex trafficking is available to any social worker.
- **Stage 2:** If a social worker or other mandatory reporter suspects a client is being trafficked, they report it via the Careline. The Careline is the state's standard mandatory reporting line. The Careline then links trafficking-specific cases to HART Liaisons located in one of six regions across the state.
- **Stage 3:** The HART Liaison will use a one-page tool called the Decision Map to triage the suspected trafficking case as "confirmed," "high risk," or "at-risk" for trafficking.
- **Stage 4:** Based on the outcome of the Decision Map, the HART Liaison will monitor the case using the guidelines described in the "Practice Guide for Intake and Investigative Response to Human Trafficking of Children" for the next 90 days. Even if a case is not confirmed as a trafficking case, the client may remain in the system to receive care and services.

Advantages

- High-level statewide buy-in from leadership and across agencies ensures the widespread use of the Careline to meet the needs of trafficking victims.
- Consistent pre-service and ongoing training for all social workers, with added emphasis on social workers serving adolescents, improves awareness and buy-in among frontline staff to address child sex trafficking.
- The use of the existing Careline provides a built-in mechanism that is familiar to mandatory reporters. The Careline is already funded and mandatory reporters are trained to use it.
- The state codified sex trafficking as a reportable offense which further supports and motivates mandatory reporters to contact the Careline when it is suspected.

Challenges/Other Notes

- The training that HART relies upon to educate mandatory reporters and raise awareness of sex trafficking is provided in-kind by a network of various agencies and organizations around the state. This level of collaboration may indicate a strong network of support. However, given the high level of buy-in needed to sustain this kind of training, changes in leadership or other priorities could undermine its sustainability.
- While the training and response networks are well defined, the identification of trafficked youth relies on the individual judgement of the mandatory reporter to accurately identify these youth and then report it.