HUMAN **TRAFFICKING** COMMISSION

Formal Report on Data Collection Practices and Findings on Human Trafficking in Ohio

Submitted by:

Ohio Attorney General's Human Trafficking Commission Research/Gap and Data Analysis Subcommittee

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Executive Summary

Ohio has yet to accurately measure the number of individuals being trafficked in the state —though the state has taken important steps and invested resources to address this critical question. Without an accurate measure, we are unable to understand the scope of trafficking in Ohio. This impacts our ability to make informed policy, resource distribution and practice decisions. It ultimately impedes our potential to intercede and implement measures aimed at prevention.

The most recent prevalence study involved compiling existing agency data from several state and local agencies, including state agencies and regional coalitions, child welfare agencies, law enforcement, legal system, and the juvenile justice system (Anderson et al., 2019A). Results indicated that between 2014 and 2016, 1,032 identified victims of human trafficking were estimated in the state along with an additional 4,209 individuals at risk for human trafficking. (Anderson et al., 2019A).

To date, Anderson and colleagues' study provides the most comprehensive analysis of human trafficking prevalence and the data infrastructure in Ohio. They identified that many agencies had limited capacity to share data due to agency restrictions and many victims may not be reached by these reporting agencies and therefore remain uncounted in formal estimates (Anderson et al., 2019B). Further, integrating data across sources has been indicated as a challenge due to missing information, non-sharable data, and barriers for victims accessing formal social or legal services (Anderson et al., 2020). This research also identified that these issues may, in part, be due to variations in how human trafficking is defined (Anderson et al., 2020). This was especially true for "at risk" cases — agreeing on definitions of what constitutes human trafficking and what vulnerabilities constitute "at-risk" were inconsistently applied across state and local agencies. Taken in totality, the current prevalence estimates in the state indicate that human trafficking is a serious issue but are likely conservative due to gaps in data coverage and research capacities.

The lessons learned from the recent Ohio human trafficking prevalence study anchored our starting point. Existing data systems are not currently set up for comprehensive data sharing across agencies and that even when the agencies do collect data, the data type and level of detail differ (Anderson et al., 2019A). The Human Trafficking Commission Research/Gap Analysis and Data Subcommittee ("Subcommittee") supports the lessons learned as well as the recommendations from Anderson and colleagues' study to create a uniform reporting system t includes socioeconomic characteristics and specified core items related to trafficking victimization. We recognize the importance of individual victim privacy and protections, but also recognize the need to collect and link data across agencies in a systematic and unified manner.

The Subcommittee adds the following to the recommendations established in the [2019 Ohio human trafficking prevalence study](#):

1) Create a uniform reporting system
2) Centralize data collection on prevalence
3) Socialize the reporting system to all agencies that serve victims of human trafficking, not just those that are mandatory reporters
4) Adopt a standard screening tool
5) Create a database that tracks vulnerabilities which indicate areas of higher risk for trafficking
6) Continue to work with the Attorney General's Commission's Healthcare Subcommittee as they work to develop a tracking system

Introduction

In 2020, the Ohio Attorney General's Human Trafficking Commission (HTC) established several subcommittees to ascertain a snapshot of what is currently happening among the disaggregated efforts of numerous stakeholders around the state, and to establish a pipeline of information directed toward state level efforts. What follows in this document is the information compiled by the Research/Gap Analysis and Data Subcommittee ("Subcommittee") which was comprised of a diverse membership that can be found in the last appendix of the report (Appendix E).

This Subcommittee established the following goals for its two-year commitment:

1. Conduct an analysis on available data on human trafficking in Ohio and identify the inconsistencies/gaps
   a) Identify end users of the data and their needs/potential use of the data
   b) Establish criteria to discern what constitutes credible research
   c) Parse current data availability by database, accessibility, etc. to determine if that data is collected but not shared or not collected and why
   d) Produce recommendations to fill those gaps with credible data needed by end users
2. Determine the way to use this data going forward to dispel myths and introduce critical thinking skills that inform credible research/publications/decision-making
3. Focus more attention to data availability and analysis on labor trafficking

The following report outlines our findings to date.

Definition

Drawing from the report by Anderson and colleagues, we started at the crux of building a unified reporting system — the definition of human trafficking (Appendix A). Key to their study is the addition of "at-risk" individuals, a category that includes data from Ohio Revised Code sections other than those specifically naming human trafficking, such as pandering sexually oriented material involving a minor, along with a combination of risk factors correlating to trafficking victimization. For instance, they settled on four of the general indicators such as substance use, neglect, runaway and truancy to place an individual into the at-risk category for trafficking. The study found agreeing on definitions of what constitutes human trafficking and what vulnerabilities constitute "at-risk" are inconsistently applied in the state. The type of data gathered is also inconsistent. See Table 1 on page 8 at Appendix B from their study, which demonstrates the different definitions and their application.

Of the sources reviewed by Anderson et al., trafficking type, minor status, and gender were consistently reported. Others that were common were victim status, age, race and year identified as victims. Many did not report nationality, citizenship and vulnerability factors. These issues reflected different screening and assessment methods within different agencies.

While the legal definitions give many practitioners a standardized definition from which to work, there are many nuances in interpretation and application, particularly when considering the outcomes of interest for identifying someone as a trafficking victim. When you add the attempt to measure an "at-risk" population, it becomes even more difficult to standardize across the State. **Members of this Subcommittee found that there is no system-wide agreement on how victims in need of services are defined. There is also variability in how definitions are operationalized regarding data collection and standardization across disciplines.**

Databases

Again, starting with the work done by Anderson et al., we identified several additional databases that report human trafficking incidents in the state. One major issue identified with existing databases is that they are all reported separately and to different state entities. The data is often not shared between agencies[1] and the information that is provided may not be helpful to those serving the population. Outside of these formal systems, there are a few informal systems that collect data but either report it to a national organization but not the state, such as the National Hotline data, or only use it internally. We have identified the following systems that collect data (but may or may not report it outside of their agencies):

Statewide Services

1) At the state level, the Governor's Task Force Report compiled data from five agencies but found similar limitations to Anderson et al. — not including the whole population, double counting victims, and privacy issues with data collection and sharing. The Ohio Network of Children's Advocacy Centers (ONCAC), Statewide Automated Child Welfare Information System (SACWIS), ODJFS State Refugee Coordinator, the AG and the HHS Grant Partnerships provided information for their report. https://humantrafficking.ohio.gov/data-reports.html, https://humantrafficking.ohio.gov/OhioHumanTraffickingTaskForceReport0119.pdf and https://humantrafficking.ohio.gov/links/2020OhioHumanTraffickingDatafromStateSources.pdf

   Ohio Department of Jobs and Family Services (ODJFS)

   Statewide Automated Child Welfare Information System (SACWIS) is the system through which ODJFS, partnering with 88 county public children services agencies in the state, collect data to assist with caseload management. These agencies are mandatory reporters and the data has not been made available except in the overview on the Ohio Governor's Human Trafficking Task Force site and their summary reports.

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[1] These are often reported in aggregate by agencies with limited detail. It is unknown the extent to which more detail exists in any one data source.

The Ohio Network of Children's Advocacy Centers (ONCAC)

This data was included in the Governor's Human Trafficking Task Force Data in a very general way during the period of grant funding but was shared with us in great detail. We wanted to highlight it here because of the wealth of information it contains. Though only available to other member CACs currently, we have approached them to initiate sharing the data and they have received approval to do so. ONCAC has collected data that comes up through their system of CACs. The data they collect is *type of exploitation, offender relation, arrest type, gender, race, ethnicity, referral source, law enforcement involved, arrest type, arraignment type, high risk factors, runaway, homelessness, truancy, juvenile court involvement, internet based, CPS involvement/determination, court type, trial outcome, residence, drug, psych, multi-partner and STI among others*.

Under a two-year grant ONCAC produced several reports. The latest is the 2018-2019 Human Trafficking Report, that surveyed CACs to better identify those at high risk for trafficking and create a case profile from those results. They also created a risk factor composite profile that would be very informative in defining the risk factors we need to look at for youth. In fact, they note that several are potentially predictive. Unfortunately, there are only 34 CACs (27 Accredited and 7 Developing Centers) in Ohio, so not all counties are represented. **However, this is by far the most variable-rich set of data found by this committee with the most valuable potential to use actual cases and risk factors to ascertain outcomes with enough statistical probability to truly inform prevention.** They are able to do weighted profiles on how frequently each risk factor corresponds to a confirmed case of sex trafficking for instance, and by doing so can see how predictive it might be by comparing it to the rest of the data set. They plan to add proximal risk factors to future data collection and do predictive regularization with machine learning to get the weighted score for each factor and provide a screening tool for future use based on this information. However, because they are not available in every county, the application is limited.

HHS, through "The Combating Trafficking in Persons" in Ohio grant program, previously reported assistance to foreign nationals. This grant has ended but a group of other agencies have picked up these efforts through 2020 under the "Look Beneath the Surface" grant. (Governor's Ohio Human Trafficking Task Force Report, 2019, p. 34)

The Governor's Human Trafficking Task Force caveats the data provided on their website and in the report by saying "Ohio has made notable progress in data collection efforts since HB 262 passed in 2012**. However, given the relative newness of state laws (and awareness of the federal law) and well-documented complexities resulting in underreporting and identification of trafficking victims, there is much work to be done in reliably determining the prevalence of the crime both in Ohio and the United States.** The available data are not meant to act as a prevalence estimate within the systems that are reporting, but rather an

indicator of screening and identification within the systems. The data compiled in Table 1 *{see p. 33 of the report and https://humantrafficking.ohio.gov/data-reports.html for the table}* are the first step in creating a statewide overview of the number of victims identified and referred for services in local communities." (Governor's Ohio Human Trafficking Task Force Report, 2019, p. 34) The only data identified in this report are *age, gender, and type of trafficking*.

2) In 2012, the Attorney General's Office was mandated to publish statistical data on trafficking in persons as per Ohio Revised Code 109.66. In 2019, the Attorney General's Human Trafficking Initiative team stepped into the role of gathering the yearly data submitted by law enforcement through the Ohio Law Enforcement Gateway (OHLEG) system. The Human Trafficking Initiative team has been working to improve that reporting and has recently launched a new version that will provide better understanding by law enforcement on exactly what data to report and under what circumstances. The goal is to make it easier to use, thereby increasing its use and accuracy of input. Data gathered includes *gender; age and race of victims, traffickers and johns; social/economic factors; and methods of transportation.* Legislation, law enforcement activity and training are also reported. https://www.ohioattorneygeneral.gov/Files/Reports/Human-Trafficking-Commission-Annual-Reports/2020-Human-Trafficking-Annual-Report OHLEG is only accessed by law enforcement and completely reliant on the users to input data. This is a voluntary state law enforcement system.

3) Another source of law enforcement data on human trafficking and related crimes is the Ohio Incident-Based Reporting System (OIBRS) that flows to the Department of Public Safety. This data system is the state level system of the National Incident-Based Reporting System managed by the Federal Bureau of Investigations (FBI), which collects standardized crime information from law enforcement agencies across the United States. Although reporting to OIBRS is voluntary, roughly 84% of the state's population is covered by reporting agencies, and so are represented in OIBRS data. Human trafficking, along with other crimes under the Ohio Revised Code, are reported by law enforcement agencies through incident reports. An incident is "one or more offenses committed by the same offender, or group of offenders, acting in concert at the same time and place." https://ocjs.ohio.gov/oibrs/links/Data_Specs.pdf

For each incident, participating law enforcement agencies report segments on:

- Administrative information
- Offense-related information
- Property information (when applicable)
- Suspect information
- Victim information
- Arrestee information (when applicable)
- Subject and Officer information related to use of force incidents

Each of the above-mentioned segments includes different data elements related to the segment topic. For example, the victim segment includes the *type of victim (e.g., individual, business, society, etc.), demographic information, type of injury, gender, race, ethnicity, and victim/suspect relationship along with details of the incident*. OIBRS does not include personally identifying information such as names and addresses of the individuals identified as victims. The OIBRS Data Collection and Specification Manual provides a comprehensive overview of what OIBRS is and the data elements that are accessible through the database.

There is potentially some overlap between data reported in OHLEG and OIBRS. Keeping in mind that OIBRS collects all crime data, the human trafficking incidents that are reported into OIBRS likely meet some level of evidentiary needs to report the incident under ORC 2905.32.

OIBRS data is primarily summary data. It doesn't have identifying information such as names or details of the case, is delayed (i.e., agencies report primarily on a quarterly basis), and is often not updated once it's submitted to DPS (i.e., if an arrest is made after an incident is submitted as "pending investigation," each reporting agency is responsible for resubmitting data to update the incident).

4) Ohio Department of Youth Services (DYS) serves youth who are in the Ohio juvenile corrections system and has a separate database which looks at youth throughout the state at various levels of involvement in the justice system. There will likely be some overlap between this, law enforcement, child welfare services and court data.

5) Court system data (Juvenile, Specialty Docket and otherwise) are generally only available in detail by contacting the individual courts. Some data were included in the Anderson et al. study but only for two individual courts and one legal clinic. The Supreme Court has an Ohio Courts Network that centralizes data and provides informative dashboards but the granularity is not there. Most of what we are looking for is rolled up under a general "criminal" category. The network reports specific cases and some detail (mainly people and courts), but it is not mandatory they provide charge or conviction detail. It is used to indicate that their "John Doe" has cases in other courts. As with law enforcement reporting, specific ORC section-related reporting is not standardized across the system.

Healthcare

The Attorney General's HTC Healthcare Subcommittee is also working on how to best gather data on victims or at-risk individuals that may raise a flag when they are seen in a healthcare setting. There are International Classification of Diseases (ICD) codes for human trafficking but they are rarely used. At times this is intentional (e.g., to avoid having the information printed in data sent home with a patient); at other times, it is simply because someone is not aware the codes are available. Some hospitals use independently devised systems to track trafficking. Hospitals that have forensic nurses are more likely

screen, but there is no consistent system and no one point to forward the data if it is collected. The collection of data within the healthcare environment is further complicated by privacy and electronic record concerns that need to be balanced with the need for continuous tracking for repeated visits by a victim. Another area of concern, which is now very familiar, is the type of data that needs to be collected.

Along with ongoing conversations around these issues, the Healthcare Subcommittee is in the process of developing a pilot of one large, one medium and one small hospital to test data gathering and tracking options, and possible scalable implementation. Based on the outcome of this pilot, next steps will be considered.

Labor Trafficking

Besides the HHS grant listed above that focused on labor trafficking, most of the databases do break labor trafficking out as a category to differentiate it from sex trafficking or to offer a third option when they are combined. Anderson et al. found that approximately 10% of those reported as trafficking victims in her study data were trafficked for labor purposes. Harold D'Souza, a member of this Subcommittee, is working with us and has been conducting his own informal studies through his agency Eyes Open International. He notes that there is not enough data being reported to make any concrete assumptions. Very few victims will identify because of immigration status and fear of deportation. Due to the hidden nature of most of these victims, many times only someone like Harold, who is trusted in their communities, can get the information needed to better understand prevalence and their needs.

Local and Regional Nonprofits

Data collected by different nonprofit agencies that interact with trafficking victims differs widely, if it is collected at all. This was made clear during a survey, conducted by members of our Subcommittee, of existing Ohio anti-trafficking coalitions to which nine responded. (See Appendix C for the full response.) Of the nine respondents, two coalitions collect data. (Most are not direct service but have an education and awareness focus.) Of the seven that do not collect data, four coalitions stated that member agencies do collect data, and one coalition stated that the organization is in the process of developing a protocol to collect data.

Coalitions

In terms of the type of data collected by Ohio anti-trafficking coalitions, one coalition categorizes data by *identified victims and suspected victims,* indicating *only sex trafficking, only labor trafficking, both sex and labor trafficking, gender,* and *age*. Of the coalitions that collect data, one coalition has data that is not duplicated by outside agencies. Both coalitions separate data by juveniles and adult, and utilize Excel to store data. Other systems used to collect data are Microsoft Word and Google Forms.

Member Agencies within Coalitions

Member agencies that collect human trafficking data vary on the type of information gathered. The data range from "all demographic data" to number of victims assisted annually. Some include the number of sex and labor trafficking clients served as well as gender and age, while one agency tracks the services provided based on grant requirements (i.e., race, gender, age). All agencies separate data by juveniles and adult individuals. Regarding duplicated data, one agency stated their information was not reported with another organization; two were unable to give a definitive answer; and one stated their data is reported to grant funders. One agency provided the system utilized in collecting data, VSTracking.

Data is also collected by the Salvation Army as part of its national hotline. The data on victims calling in need of services consists of the *type of trafficking, country of origin, language, ethnicity, gender and age*. This data is reported up to the national hotline at Polaris but not aggregated or broadly shared with other state agencies or organizations. (https://humantraffickinghotline.org/state/ohio)

Prevention/Vulnerabilities/Screening

We noted earlier that many organizations collect data on vulnerabilities that put someone, particularly a youth, at high risk for human trafficking. Another study done during the period of this report was conducted by students at Ohio State University. Eyes Up Appalachia, an anti-human trafficking initiative focused on Appalachian Ohio, was invited to be a problem sponsor for The Ohio State Rapid Innovation for Public Impact class run out of the Battelle Center for Science, Engineering and Public Policy at the John Glenn College of Public Affairs. The problem posed: "How might we predict potential populations/target areas of human trafficking victims in order to help Eyes Up Appalachia focus awareness/prevention efforts in the most needed areas of Appalachian Ohio." They created a database of vulnerabilities[2] and converted it to a standardized form and assigned a risk score[3]. This is done for each vulnerability then combined for an overall risk analysis of the region. There is still work to do on this concept, such as weighting the vulnerabilities, but it presents a model that, when used with actual data like that found by ONCAC, can truly help predict where we should focus our efforts. **It is important to collect geographically diverse information and not allow urban studies to be the sole driver of our understanding geographically or economically. Building capacity and research infrastructure in rural areas of the state should be a priority for future research.**
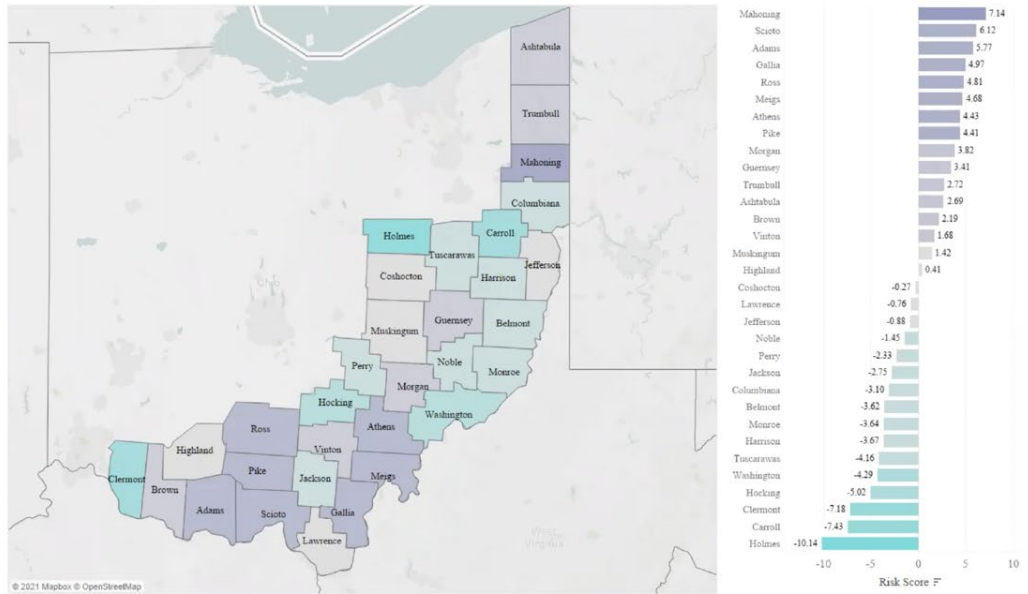
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[2] Vulnerabilities were identified through a series of interviews.

[3] Scores were calculated using means and standard deviations with higher scores indicating more vulnerabilities.

Appalachian Ohio Sex Trafficking Risk Scores

[ARIA Final Report. OSU PUBAFRS 5620 Spring Semester 2021](#). Eyes Up Appalachia project.

Another means of identifying at-risk youth is a screening tool created and validated by the University of Toledo's Human Trafficking and Social Justice Institute, called the Human Trafficking Risk Interview to Screen Kids (HTRISK) Assessment Tool. The institute, which received funding from the Ohio Department of Education and the Governor's Ohio Human Trafficking Task Force, worked in 2016-17 with the Ohio departments of Youth Services, Rehabilitation and Correction, and Mental Health and Addiction Services to create the tool.

It was developed following a thorough review of the literature and after interviews and focus groups with survivors of sex trafficking, direct-service practitioners who work with survivors, and teens. Once the tool was created, another series of interviews and focus groups were conducted. The language on the tool was altered based on this feedback. The tool was then given to 450+ youth ages 12-17. It was analyzed by Dr. James Andretta, a researcher, statistician, and creator of a tool currently used in the Washington. D.C., juvenile court system. The result is a tool to determine which youth are at risk for sex trafficking. It is an indicator to also identify those youth that may be at risk for labor trafficking or are likely being trafficked.

The tool consists of 19 questions and is written in fifth-grade language, enabling youth to self-administer the survey; if a youth appears to have problems with reading comprehension, a professional could read the questions aloud. The tool is suitable for juvenile justice institutions — such as probation offices, detention centers and courts — and for agencies and individuals focused on child welfare, including case workers, foster parents, group homes, residential care centers, schools, mental health and substance abuse agencies, after school programs, and anywhere youth 12-17 congregate. Simple scoring instructions provide reviewers with potential actions to take. By understanding when a youth is at risk of being trafficked, we are better able to provide services and interventions.

Recommendations

The need for state-supported data collection is apparent. The differences in the type of data collected, the siloed nature of reporting, and the lack of data sharing limits how we can use the current data for research and evaluation purposes. Data is collected at the direct service level and reported to several different state agencies, one national agency, and is otherwise kept in-house and not shared or shared in a way that is too general for use for research analysis, informed policy decisions or programmatic needs. Anti-trafficking coalitions, with the exceptions of those funded for the National Human Trafficking Hotline, do not consistently collect data, and those that do are not collecting data in a standardized way or reporting to a central repository. Without the ability to aggregate data from a central point, and continue to do so in a sustainable manner, it is impossible to draw valid conclusions from the data as it presents currently. Along with prevalence data, the vulnerabilities that put someone in an "at-risk" category are captured by more agencies and made public more frequently but not compiled specifically as indicators for human trafficking in any one place.

Coalitions recommended that the basic type of data that is important to collect includes: *type of trafficking (sex/labor/both), race, gender, age, location, total number of cases, number of juvenile and adult victims, number of local and federal cases, as well as identified and potential victims*. Other recommendations include having standards for data collection and specific guidelines across the board to ensure that organizations are collecting the same information and reporting consistent data to the Attorney General's Human Trafficking Initiative. **To begin to address the gap in prevalence data, we first need to have all this information reported up to one agency or repository in the state.** Certainly, it should adhere to all privacy/confidentiality concerns. Use of a centralized repository might be limited by multi-system reporting, but it would be an important starting point. Standards for data collection and security should be developed and disseminated to agencies that collect, store and/or analyze data.

Next, we need consistent identification and tracking of those vulnerabilities determined to be the most relevant for identifying someone at risk of being trafficked. On that note, youth might be the most logical group to address first based on previous research and funding priorities. One way this could be done is through a shared risk assessment tool. Below we outline suggestions for future research on prevalence and risk assessment.

Prevalence Recommendation - Data Centralization

There are agencies in the state that have data analytics departments that compile data that would be informative to these suggestions. The Department of Public Safety and the Attorney General both have departments that compile statistics and do analysis. It is unrealistic to expect the state agencies that currently report this data (such as law enforcement agencies) to report it directly to anyone other than a state agency. However, InnovateOhio offers a platform (*https://innovateohio.gov/wps/portal/gov/innovate/platform*) that will allow a public and secure method for state agencies to share specific datasets. The DataOhio Portal

(DOP) displays the platform's public datasets and facilitates the request, approval and delivery of secured datasets. With the ability to easily browse and view data, the portal allows the public to access information with transparency and ease, thereby improving customer interactions with state agencies and institutions. Each dataset provides state leadership, policymakers and communities with new insights that can be used to facilitate innovative solutions to the complex problems that Ohioans face.

The DOP launched in December 2020 and was adopted extensively by the Ohio Department of Health with more than 193 datasets in their initial launch. Participation by Ohio Department of Health, Department of Rehabilitation and Correction, Department of Youth Services, Department of Education, Department of Higher Education, Department of Developmental Disabilities, and Department of Natural Resources results in more than 200 datasets available to the public or restricted users. State agencies govern what data sets are made available, either publicly or privately. Analysts can aggregate, merge, and visualize datasets to produce reports that will better inform leadership on practice and policy to eventually build into predictive modeling. (See *https://data.ohio.gov/wps/portal/gov/data/* for examples of the data available.) The submitting agency dictates what is published and how. Data use and data sharing agreements are facilitated by the InnovateOhio platform staff and agencies to use the portal and any matching, merging or development of visualizations. RecoveryOhio is leading an effort to centralize and develop new reports on the data portal. A draft of their Data Council Overview is here. This overview is almost exactly the format we would suggest be adopted, led by the Attorney General's Office, in coordination with the organizations that currently provide human trafficking and at-risk data at the state level. That consolidation would go a long way to prevalence reporting in the state.

If this information is collected in the DOP, sanitized for identifying or other non-sharable data, it can then be exported to a nonprofit agency that can collect the other nonprofit service providers' information and can report a "whole state" outcome. The University of Toledo's Human Trafficking and Social Justice Institute is willing and capable of housing human trafficking related data. They can create a database that will allow agencies and programs to electronically submit information. This would give agencies full control of scrubbing their datasets of information that should not be shared prior to submitting. Once submitted, researchers at the institute will be able to analyze data, create reports, and provide responses to inquiries about human trafficking from state government offices and agencies, non-profit agencies, and anti-trafficking coalitions. Given there is limited time, money and resources, it is advantageous for both government and non-government entities to target areas and populations disproportionately affected and at risk for human trafficking. Data will allow all to target and respond more effectively. Appendix D provides more detail on specific requirements for implementation.

As a note moving forward, Anderson has co-authored a book chapter which will be informative for those compiling the data. It is linked under the title "Agency Records as a Method for Examining Human Trafficking." A final informative article, "Integrating Human Trafficking Data: A Case Study of Conceptual and Operational Variation in Ohio" will also prove helpful as these recommendations are put into practice. By adopting and utilizing accepted best practices to improve the quality of the data and the infrastructure to collect and analyze it, we will be in a much better place to make valid policy and practice decisions.

Prevention/Risk Assessment Tool

It is the recommendation of the Subcommittee that the Human Trafficking Commission create a campaign and encourage all members of the commission, the network of anti-human trafficking coalitions, other nonprofits serving this population and the Governor's Human Trafficking Task Force agency members to use an already developed and tested tool to identify youth, ages 12-17, that are at risk for human trafficking or that are currently being trafficked.

The University of Toledo's Human Trafficking and Social Justice Institute has hard copy versions of the tool, but has agreed to create an accessible online and fillable electronic version of the form. Any agencies or entities that implement use of the form could keep and use the data for their own treatment and funding purposes, but would also send their data to the institute, which would create an electronic portal for all data to be collected. HTC and all its subcommittees, along with anyone else in the state, could request and receive periodic analyzed reports on the data collected. Using a common tool across the state would advance our initiatives in three important ways:

(1)   It would create consistency across the state allowing the Research/Gap Analysis and Data Subcommittee to better assist the state in understanding the number of youths at risk and the number that are likely being trafficked.

(2)   It would provide specific agencies with a better understanding of those within their systems that are at risk and being trafficked, allowing them the opportunity to pivot programming in ways that lower risk and are responsive.

(3)   It would provide the state with opportunities to leverage federal funds, to support laws that are data-driven, and to encourage the Governor's Human Trafficking Task Force and the Attorney General's Commission to respond in strategic ways across the state to lower risk and respond to trafficked youth.

<u>Work to Adopt Common Human Trafficking Focused Assessment Questions Within and Across Key Ohio Systems</u>

It is also our recommendation that a collaborative committee, made up of members of this Subcommittee, a designated representative from the Governor's Human Trafficking Task Force and a designated representative from the Attorney General's HTC, be established.

The committee's charge would be to establish several common human trafficking related questions to be asked across all systems controlled by the Ohio Attorney General and Governor along with the establishment of key questions specific to each discipline. Responses would be incorporated into a central state-controlled database. This would allow research trained Subcommittee members to use their skills to fulfill their charge of assisting HTI to better understand various elements of human trafficking across the state. This would allow the Ohio Attorney General's Office to share the data with local entities to better respond to human trafficking in a data-driven, informed, and strategic manner. Further, data would be

made available to the Governor's Human Trafficking Task Force to also be used to inform and improve responses and service delivery to trafficked and at-risk individuals. This data could be published in the current publications put out by the Attorney General's HTI and the Governor's Task Force.

The results of this tool would roll up to a state repository as well. It could be housed within an existing government agency or a university setting (e.g., the University of Toledo's Human Trafficking and Social Justice Institute). Making data available and accessible will better inform anti-trafficking efforts throughout the state.

Vulnerability Mapping

Along with the information gathered through the assessment tool, a project such as that done on a short-term basis by Ohio State students to map vulnerabilities in Appalachian Ohio could be housed at one central point. It could pull the publicly available data that is already generated by other agencies on the vulnerabilities that we determine are the primary risk factors for human trafficking, and compile it for analysis. It would need to be standardized and, once we get some of the other prevalence data, can be weighted to give us a better ability to predict what populations in what areas have the highest probability of being trafficked. Additionally, it would help us initiate programs that work to prevent trafficking and help us track our success. This is currently being considered as a joint project between the University of Toledo's Human Trafficking and Social Justice Institute and Ohio University's Ohio Alliance for Innovation and Public Health. Another possibility is to team in some manner with those in the statistical analysis division located in the Attorney General's Office as they are currently pulling data that informs their understanding of opioid use in the state — which is going to be a key factor in this database as well.

Government agencies, during the first decade of developing human trafficking responses, relied heavily on information reported by Polaris Project. However, the quality of data collected has been deteriorating due to many of the states or agencies implementing their own hotlines and local response systems. What once was a central source for statistical data is now not an accurate measure. In Ohio, one of the most significant limitations to identifying the number of individuals subjected to human trafficking is the need for a centralized and standardized database. Priority should be given to funding to build or access the infrastructure necessary to collect and house the data and the capabilities to analyze it.

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Appendix A: **Definitions of Human Trafficking**

Human trafficking is defined following the Trafficking Victims Protection Act of 2000 (TVPA), as well as its respective reauthorizations. In the TVPA, Trafficking in Persons is defined as:

a) Sex trafficking in which a 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; or

b) 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. (22 U.S.C. § 7102(9))

Ohio defines Trafficking in Persons as:

(A) No person shall knowingly recruit, lure, entice, isolate, harbor, transport, provide, obtain, or maintain, or knowingly attempt to recruit, lure, entice, isolate, harbor, transport, provide, obtain, or maintain, another person if either of the following applies:

(1) The offender knows that the other person will be subjected to involuntary servitude or be compelled to engage in sexual activity for hire, engage in a performance that is obscene, sexually oriented, or nudity oriented, or be a model or participant in the production of material that is obscene, sexually oriented, or nudity oriented.

(2) The other person is less than eighteen years of age or is a person with a developmental disability whom the offender knows or has reasonable cause to believe is a person with a developmental disability, and either the offender knows that the other person will be subjected to involuntary servitude or the offender's knowing recruitment, luring, enticement, isolation, harboring, transportation, provision, obtaining, or maintenance of the other person or knowing attempt to recruit, lure, entice, isolate, harbor, transport, provide, obtain, or maintain the other person is for any of the following purposes:

(a) For the other person to engage in sexual activity for hire with one or more third parties;

(b) To engage in a performance for hire that is obscene, sexually oriented, or nudity oriented;

(c) To be a model or participant for hire in the production of material that is obscene, sexually oriented, or nudity oriented. (ORC Sec. 2905.32)

Appendix B: **Table 1 from Anderson Study (2020) p. 8**

Table 1. Frequencies of definitional and variable coverage for individual data sources (N = 8).

Variable	N (%)
Definition	
ORC	4 (50%)
TVPA	3 (37.5%)
Not Specified	1 (12.5%)
Year Coverage	
2014	7 (87.5%)
2015	8 (100%)
2016	8 (100%)
2017	4 (50%)
2018	1 (12.5%)
Victim Status	
Known Victim	7 (87.5%)
At-Risk	5 (62.5%)
Age Status	
Exact Age	5 (62.5%)
Minor/Adult Status	8 (100%)
Gender	8 (100%)
Trafficking Type	
Sex	8 (100%)
Labor	4 (50%)
Sex and Labor	2 (25%)
Race	7 (87.5%)
Ethnicity	4 (50%)
Nationality	
Domestic Citizen	1 (12.5%)
Foreign National	3 (37.5%)
Citizenship Status	2 (25%)
Vulnerability Factors	
Justice Involvement	6 (75%)
Foster Care	4 (50%)
Runaway	3 (37.5%)
Homeless	2 (25%)

ORC = Ohio Revised Code; TVPA = Trafficking Victims Protection Act.

Appendix C: **Data from Coalition Survey**

There are currently 22 anti-human trafficking coalitions in Ohio. Twenty coalitions were contacted to gain information on their data collection efforts. The Collaborative to End Human Trafficking was not contacted during these efforts due to the organization's role in the process. Also, Appalachian Voices Unite (AVU) – Scioto County Coalition – was not initially contacted, as the organization was added to the Human Trafficking Task Force website after the survey corresponding had begun.

There were three rounds of contact; each round included a phone call and email. The first email was sent March 17, 2021, and the first round of phone calls took place March 29-April 1, 2021. The second email was sent April 6, 2021, and the second round of phone calls took place April 14-15, 2021. The third email was sent April 22, 2021, and the third round of phone calls were made April 29, 2021. AVU was contacted by email only, on May 13, 2021. Through these interactions, nine coalitions submitted responses for the Data Subcommittee's survey. The responses were provided by Lucas County Human Trafficking Coalition; Mideast Ohio Rescue and Restore Coalition; Northeast Ohio Coalition Against Human Trafficking; Northwest Ohio Rescue and Restore Coalition; Pickaway Human Trafficking Coalition; Pike County Coalition to End Human Trafficking; Southeast Ohio Human Trafficking Coalition; Summit County Collaborative Against Human Trafficking; and Wayne Anti-Human Trafficking Coalition.

Survey Findings

Of the nine respondents, seven coalitions do not collect data and two collect their own data. Of the seven that do not collect data, four coalitions stated that their member agencies do collect data, and one coalition stated the organization is in the process of developing a protocol to collect data.

In terms of type of data collected, one coalition categorizes data by *identified victims and suspected victims,* indicating *only sex trafficking, only labor trafficking, both sex and labor trafficking, gender,* and *age.* Of the coalitions that collect data, one coalition has data that is not duplicated by outside agencies. Both coalitions separate data by juveniles and adult, and utilize Excel to store data. Other systems used to collect data are Microsoft Word and Google Forms.

Member agencies that collect human trafficking data vary on the type of information gathered. The data ranges from "all demographic data" to number of victims assisted annually. Some include the number of sex and labor trafficking clients served as well as gender and age, while one agency tracks the services provided based on grant requirements (i.e., race, gender, age). All agencies separate data by juveniles and adult individuals. Regarding duplicated data, one agency stated their information was not reported with another organization; two were unable to give a definitive answer; and one stated their data is reported to grant funders. One agency provided the system utilized in collecting data, VSTracking.

The need for state supported data collection was apparent. Coalitions stated the need for 1.) established guidelines for collecting data; 2.) funding for data collection software and staff or contractors so coalitions can effectively collect data; or a centralized data system. The type of data that is important to collect includes: type of trafficking (sex/labor/both), race, gender, age, location, total number of cases, number of juvenile and adult victims, number of local and federal cases, as well as identified and potential victims. Recommendations include having standards for data collection and specific guidelines across the board to ensure organizations are collecting the same information and reporting consistent data to the Attorney General's Human Trafficking Initiative.

Conclusion

Most anti-trafficking coalitions in Ohio need assistance in terms of collecting data, and many rely on outside agencies for this information. Established protocol is necessary to ensure that the coalitions are collecting and reporting the same type of data and that the occurrence of human trafficking in Ohio is accurately depicted. Coalitions and their member agencies working to prevent human trafficking would benefit from a centralized data collection platform.

Data and contributing member agencies can be accessed here

Appendix D: **Prevalence Data Collection Consolidation**

The University of Toledo's Human Trafficking and Social Justice Institute is willing and capable of housing human trafficking related data. They will create a database that will allow agencies and programs to electronically submit information. Once submitted, researchers at the Institute will be able to analyze data, create reports, and provide responses to inquiries about human trafficking from state government offices and agencies, non-profit agencies, and anti-trafficking coalitions. Given there is limited time, money and resources, it is advantageous for both government and non-government entities to target areas and populations disproportionately affected and at risk for human trafficking. Data will allow all to target and respond more effectively.

What is needed to be successful:

1. Questions Asked: Two to three mandated questions to be inserted into existing assessment tools across systems under the governor's control. (See previous recommendations.)
2. Data Entered: Mandated periodic submissions of data by government run offices and agencies under the Governor's control.
3. A request from the Ohio Governor's Office and Ohio Attorney General's Office for nonprofit agencies, anti-trafficking coalitions, and other entities to ask assessment questions and submit data.
4. $12,000 per year for a graduate level student intern in the institute to run the database, fulfill requests from state offices, nonprofit agencies, and pursue data from those agencies that failed to provide it.

What the Human Trafficking and Social Justice Institute will provide:

1. Training and supervision of each year's graduate intern.
2. Development and maintenance of the database and online system to receive ongoing data.
3. Analyzed data on the risk factors and vulnerabilities for human trafficking and targeted locations, populations, and types of human trafficking.
4. The development of reports for the Governor's Human Trafficking Task Force and the Ohio Attorney General's Human Trafficking Initiative on human trafficking and those at risk.
5. Data for Ohio's nonprofit agencies and/or anti-trafficking coalitions to use to inform communities, design targeted responses, and submit winnable proposals to federal agencies, foundations, corporations, and state supported grants.

Appendix E: **Bios for Attorney General's Human Trafficking Initiative Research/Gap Analysis and Data Subcommittee**

<u>Jesse Bach, PhD – Co-Chair</u>

Dr. Bach is the founder and director emeritus of The Imagine Foundation, a non-profit in Cleveland dedicated to ending human trafficking. He specializes in the research of power and control with an emphasis in human trafficking and exploitation and the role that education holds in rectifying those situations.

<u>Christi Scott Bartman, MPA, JD, PhD – Co-Chair</u>

Dr. Bartman has been involved in anti-human trafficking efforts in Ohio for more than a decade. Working in areas such as law, legislation and advocacy, she saw the need for even more dedicated effort. To do that, she left her position as director of Public Administration, Public Policy and Legal Studies at American Public University System and now operates as a compassionate catalyst to push for better ways to address human trafficking and the vulnerabilities that underlie it – specifically poverty and lack of education. She is the founder of Eyes Up Appalachia, an anti-human trafficking initiative in Appalachian Ohio. Dr. Bartman also teaches as an adjunct in the John Glenn College of Public Affairs at The Ohio State University.

<u>Celia Williamson, PhD</u>

Dr. Williamson's research focus has been in the area of human trafficking with particular attention to domestic minor sex trafficking. She has published numerous articles on the subject, and has delivered more than 200 presentations and been the keynote speaker at more than 20 conferences. She also studies prostitution, vulnerable women, and drug abuse. She teaches social work practice courses and a human trafficking course. She founded the first anti-trafficking program in Ohio in 1993. She opened the Human Trafficking and Social Justice Institute in 2015 to further the mission of combating human trafficking and supporting victims of this crime through research, education and engagement. Most recently she founded Emancipation Nation, a community of advocates working for freedom and justice that includes almost 1,000 members from worldwide.

<u>Harold D'Souza</u>

Harold D'Souza is a survivor, spokesperson and advocate. He is a co-founder of Eyes Open International, a founding member of the National Survivor Network, sits on the board of directors for Justice at Last, and is very active in local anti-trafficking organizations. President Obama appointed him to the U.S. Advisory Council on Human Trafficking in 2015, and his service continued under President Trump. He is an expert consultant to the Department of State's Office to Monitor and Combat Trafficking in Persons. Originally from India, D'Souza received a Master of Commerce degree and a Legum Baccalaureus degree from Maharaja Sayajirao University in Vadodara, India.

Kathy Chen

Kathy Chen is the owner of Canterbury Cultural Consulting. She previously served as the executive director for Asian American Community Services.

Valerie Anderson, PhD

Dr. Anderson is an assistant professor at the University of Cincinnati. The central focus of her research is to understand juvenile corrections and victimization, and the circumstances and contexts in which these areas intersect. Given that framework, her research program includes two primary substantive areas of inquiry: (1) the juvenile justice system, and (2) the scope and impact of human trafficking. Her examination of these specific topics spans multiple ecological levels of analysis (e.g., individual, relational, environmental, socio-structural) and utilizes quantitative, qualitative, and mixed methods approaches. Dr. Anderson has recently served as the principal investigator on two funded studies: (1) a state-wide human trafficking prevalence study funded by the Ohio Office of Criminal Justice Services, (2) a study examining the health-related characteristics and context of girls in juvenile detention funded through Cincinnati Children's CCTST Partnership Development Grant. She also served as the principal investigator on an American Psychological Association funded public policy grant examining gender-responsive practices in the juvenile justice system. Her research is featured in a variety of criminal justice, public health and psychology journals.

Kristina Nicholson

Kristina Nicolson is a social science research specialist with the Ohio Office of Criminal Justice Services, where she provides evaluation and monitoring expertise for grant programs administered through the Office of Criminal Justice Services and develops internal research initiatives that utilize state sources of law enforcement data. The specific research and evaluation areas that she is interested in include the state's response to sexual violence, such as sexual assault, domestic violence and human trafficking. She previously served as the anti-human trafficking project coordinator. She is also currently the primary evaluator on two federal grant programs: Improving Outcomes for Child and Youth Victims of Human Trafficking, through the Office for Victims of Crime; and Look Beneath the Surface, through the Office on Trafficking in Persons.

Seth Boughton, MSW

Seth Boughton graduated from the University of Illinois at Chicago in 2008 with a BA in psychology and completed his MSW degree in 2013. He is currently completing his PhD at the University of Illinois at Urbana-Champaign, School of Social Work, with a focus on innovative human trafficking interventions and response. His research interests focus on intra- and international aspects of human sex trafficking policy, prosecution measures, and survivor interventions. He is currently exploring the potential utilization of large multi-database analysis to construct instruments to inform stakeholders regarding MDT response strategies. He has provided advanced trainings statewide and hosted the

ONtarget Webinar Series twice, bringing together key innovators and practitioners in the field of anti-human trafficking. His wide-ranging experience — as a published anti-trafficking researcher with a specialization in big-data analysis, and as a crisis worker with direct practice with youth survivors — inform his cooperative efforts to further expand services and build response capacity within the Ohio CAC Network for child/youth survivors of human trafficking.

David Corliss, PhD

With a PhD in statistical astrophysics, David Corliss leads a data science team at Stellantis North American Data Science Center of Excellence. He serves on the steering committee for the Conference on Statistical Practice and is the founder of Peace-Work, a volunteer cooperative of statisticians and data scientists providing analytic support for charitable groups and applying statistical methods in issue-driven advocacy. He presents and has recently published on the Meta-Analysis of Human Trafficking in the United States.

Michelle Hannan, MSW, LISW-S (E)

Michelle Hannan is the Divisional Social Services Director for The Salvation Army's Southwestern Ohio/Northeastern Kentucky Division. In central Ohio, she is responsible for The Army's professional development, workforce development, basic needs, and anti-human trafficking services. In 2007, Michelle was instrumental in working with community leaders to form the Central Ohio Rescue and Restore Coalition, a network of 90 organizations and more 300 individuals working together to combat human trafficking in central Ohio. Michelle is responsible for the development and implementation of The Salvation Army's victim services for trafficked persons in central Ohio, including a 24/7 anti-trafficking hotline, comprehensive case management for trafficked persons, street outreach and a drop-in center for sexually exploited women.

Kirsti Mouncey, LISW-S, LCDCIII

Kirsti Mouncey serves as the president and chief executive officer at the Collaborative to End Human Trafficking. She has been involved in anti-violence work for 20 years in various positions, previously at Cleveland Rape Crisis Center as chief program officer. In these roles she provides organizational leadership and oversees systems change efforts to ensure comprehensive services for victim/survivors through multi systemic collaboration. She has developed innovative programming for the expansion of services in Northeast Ohio, including Project STAR (Sex Trafficking Advocacy & Recovery).

She also serves as a trainer for the Office for Victims of Crime Training and Technical Assistance Center and is an adjunct professor at the Mandel School of Applied Social Sciences at Case Western Reserve University. Mouncey holds a master's degree in social work from Cleveland State University and is a licensed in Ohio as an independent social work supervisor and a licensed chemical dependency counselor.

<u>Ruth Downing, MSN, RN, CNP, SANE-A</u>

Ruth Downing has been a registered nurse for 45 years, a forensic nurse for 22 years and a family nurse practitioner for 15 years. She is co-founder of Forensic Nursing Network Inc. Ruth has provided education and consulting services for healthcare and legal professionals in Ohio, nationally, and for national leaders in Peru. Her focus is on improving the community response to violence including sexual assault, domestic violence, strangulation and human trafficking. She is grateful for the trafficking survivors who have shared their lived experiences and advice on how to provide trauma-informed care for those that may have complex trauma. Ruth shares their advice with healthcare professionals. She serves on many county, state and national committees and councils including the Ohio Attorney General's Human Trafficking Commission, the Central Ohio Reach and Restore Coalition, the Delaware County Against Human Trafficking Coalition, and is chair of the Academy of Forensic Nursing's Human Trafficking Special Interest Group.

HUMAN TRAFFICKING COMMISSION

Formal Report on Data Collection Practices and Findings on Human Trafficking in Ohio

October 2021

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