



Human Trafficking Data-Collection Activities, 2020

The Combat Human Trafficking Act of 2015 (CHTA) (34 U.S.C. § 20709(e)(2)(B)) requires the director of the Bureau of Justice Statistics (BJS) to prepare an annual report on human trafficking. The report must include information on the following:

- the number of arrests for human-trafficking offenses by state law enforcement officers
- the number of prosecutions of individuals in state courts for human-trafficking offenses

- the number of convictions of individuals in state courts for human-trafficking offenses
- sentences imposed on individuals convicted in state courts for human-trafficking offenses.

BJS examined options to modify its existing data collections and implement new approaches to collect the data required by CHTA. In addition, BJS assessed the availability of data on human trafficking among criminal justice agencies at the state and local levels.

ONGOING AND COMPLETED DATA COLLECTIONS DURING 2019 AND 2020

The **2018 Survey of State Attorneys General Offices, Human Trafficking (SSAGO-HT)** is BJS's first data collection on the roles of state attorneys general in combatting human trafficking. BJS conducted the SSAGO-HT from January to July 2019. The survey received responses from attorneys general offices in 43 states, the District of Columbia, American Samoa, Guam, and the Northern Marianas Islands, for an overall response rate of 84%.

The 2018 SSAGO-HT asked state attorneys general to provide information on—

- charging practices for sex- and labor-trafficking cases
- characteristics of offenders and victims of human trafficking
- how cases are referred to state attorneys general for review and possible prosecution
- case outcomes for cases prosecuted by state attorneys general.

Attorneys general offices reported receiving referrals of human-trafficking cases from a variety of sources. More cases were referred by local police and state police than by any other source. Of the 47 offices responding to the survey, 3 reported closing at least one case of labor trafficking with a guilty defendant, while 16 reported

closing at least one case of sex trafficking with a guilty defendant.

Attorneys general were asked about the resources they had available to investigate and prosecute cases of human trafficking. Among the respondents, 31 offices had access to crime analysts, and 37 had access to computer forensics experts who could provide specialized case support as either staff or consultants. Of the 47 responding offices, 44 indicated that they participated in at least one federal, regional, or state task force combatting human trafficking. In addition, most attorneys general offices had victim advocates (41) and victim service providers (VSPs) (35) to support victims, including victims of sex or labor trafficking.

For more information about the 2018 SSAGO-HT, see the BJS report *Human-Trafficking Offenses Handled by State Attorneys General Offices, 2018* (NCJ 254803, BJS, March 2021), available at <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=7266>.

In 2013, the Federal Bureau of Investigation (FBI) established the **Human Trafficking (UCR-HT)** data collection as part of its Uniform Crime Reporting (UCR) Program. State UCR programs and local law enforcement agencies that participate in this collection provide counts of offenses, case clearances, and arrests

for two types of human trafficking: commercial sex acts and involuntary servitude. Law enforcement agencies document these human-trafficking offenses in their record management systems (RMS). Participating agencies then report that information to their state UCR program. State UCR programs aggregate the data submitted by participating agencies in the state, then send those data to the FBI.

Not all state UCR programs or local law enforcement agencies are able to collect data on human trafficking through their RMS. Data collected by the FBI represent only human-trafficking offenses and arrests submitted by states and agencies with the ability to record and report them. Consequently, the information available through the UCR-HT collection likely underrepresents the full scope of human-trafficking offenses known to state and local law enforcement.

Over the past 5 years, participation in the UCR-HT collection has grown, with the number of reporting states increasing from 37 in 2015 to 45 in 2019 (figure 1).

The UCR-HT also tracks the number of arrests made for both types of human-trafficking offenses. From 2015 to 2019, the number of arrests for involuntary servitude reported by participating law enforcement

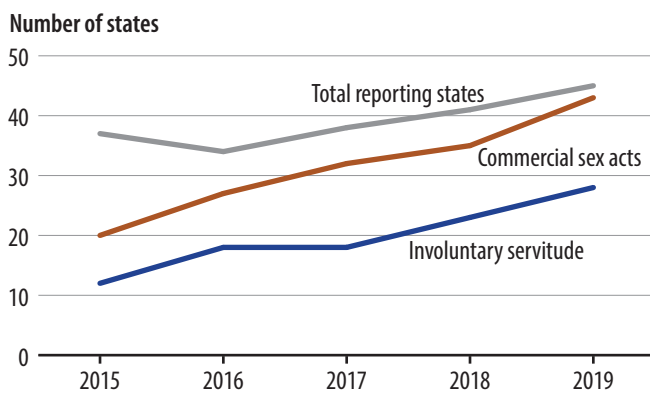
agencies increased from 66 to 146 (figure 2). Arrests for commercial sex acts fluctuated between 2015 and 2017, reaching a peak in 2016, but have been stable from 2017 to 2019. Participating agencies reported 562 arrests for commercial sex acts in 2019.

The FBI UCR Program is transitioning from a summary-based system of offense counts to an incident-based system. Agencies will report crime data, including data on human-trafficking offenses, to the FBI's National Incident-Based Reporting System (NIBRS). The deadline for law enforcement agencies and states to transition to NIBRS was January 1, 2021, and NIBRS data for calendar year 2021 will be available in 2022.

NIBRS collects much more detailed information on human trafficking than the summary-based UCR-HT. This will enable the examination of many details of human-trafficking incidents, including—

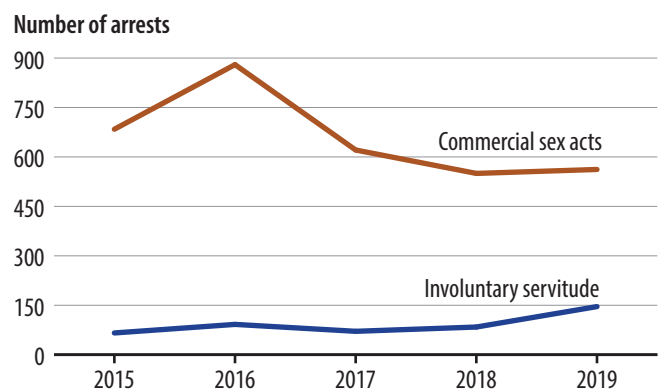
- the number and demographic characteristics of victims
- where and when the incidents occurred
- whether any weapons or injuries were associated with the offense(s)
- information about persons arrested in connection with human trafficking.

FIGURE 1
State participation in FBI human-trafficking data collection, by offense type reported, 2015-2019



Note: Excludes submissions from territories and from states in which data were submitted by the Bureau of Indian Affairs only.
Source: Bureau of Justice Statistics analysis of data from the FBI's Human Trafficking reports, 2015-2019.

FIGURE 2
Arrests for human-trafficking offenses, by offense type, 2015-2019



Note: Excludes submissions from territories and from states in which data were submitted by the Bureau of Indian Affairs only.
Source: Bureau of Justice Statistics analysis of data from the FBI's Human Trafficking reports, 2015-2019.

The **Criminal Cases in State Courts (CCSC)** collection gathers data on the number and attributes of cases closed in state trial courts of general jurisdiction. The CCSC is a new effort for BJS, aimed at collecting case information from electronic court records. BJS will use this collection to produce national estimates of activities in state courts and to provide an understanding of case characteristics and outcomes.

Through the CCSC, BJS is requesting case-level data extracts from case management systems maintained by state courts. These case-level data contain detailed information about the matter before the court, including defendant demographic information, the type of legal representation of the defendant, the court charges at the time of both case filing and disposition, information about the adjudication status of the case, and the sentence imposed (when applicable). The detailed data can be used to answer a variety of questions about the work of state courts and the administration of justice in those institutions.

After the initial collection, BJS will be able to assess the extent to which the CCSC can provide information on prosecutions, convictions, and sentences imposed by state courts for human-trafficking offenses. BJS will also examine the feasibility of identifying the non-trafficking criminal charges most commonly associated with human trafficking cases.

This collection is ongoing, and data and analyses from this effort are forthcoming.

In 2019, BJS administered the 2019 **Census of Tribal Law Enforcement Agencies (CTLEA)**, the first BJS data collection focused solely on tribal law enforcement agencies. The CTLEA collected data from all known tribally operated law enforcement agencies; police agencies operated by the Bureau of Indian Affairs; and the Alaska State Police, which reported for the Village Public Safety Officers, who provide services to Alaska Native villages that are under the jurisdiction of the Alaska State Police. The CTLEA captured information on the policies and practices of tribal law enforcement agencies, including—

- whether the agency has jurisdiction over criminal cases
- staffing, officer training, and sources of funding
- officer workload and number of arrests

- whether the agency has access to and participates in regional and national justice database systems, including domestic-violence and protection-order registries
- whether the agency is responsible for monitoring sex offenders on tribal lands pursuant to the Sex Offender Registration and Notification Act.

CTLEA-responding agencies were also asked to indicate whether they had made any arrests for sex trafficking or labor trafficking during the previous year, reporting that information separately for both types of human-trafficking arrests.

The reference year for the 2019 CTLEA was 2018. Data collection began in August 2019 and ended on December 31, 2019 with a 92% response rate among all tribal law enforcement agencies and a 100% response rate among federal and state police programs. Data and analyses from the CTLEA are forthcoming.

The **National Survey of Victim Service Providers (NSVSP)**, conducted in 2019, was administered to a nationally representative sample of VSPs. This inaugural effort gathered data from a broad array of VSPs, a relatively understudied source of information on victims of crime and the services available to assist them. Based on the practices and experiences of their organizations during the previous year, VSPs were asked to provide information on—

- organizational resources required to provide services to crime victims
- the types of services provided to crime victims
- characteristics of victims who received services
- characteristics and background of staff who provided services to victims
- organizational policies and practices of VSPs.

In addition, VSPs provided data on how many sex-trafficking and labor-trafficking victims received services and the demographic characteristics (sex, race, Hispanic origin, and age) of the trafficking victims served.

VSPs are a primary source of data on how victims are referred for services (e.g., from the police, a hospital, or other sources), the services victims sought and received, the cost of those services, and the source that funded service delivery. Collecting

empirical information on the staffing, funding, and resource allocation of VSPs is essential to describing the types and level of support available for crime victims. Administrative data from VSPs also provides information on some characteristics of hard-to-reach victim populations (e.g., victims of hate crimes or human trafficking), such as the types of services requested and received by those victim groups and the number of victims receiving services.

The NSVSP sample was selected using a single-stage stratified design to produce national estimates, state-level estimates for the states with the largest

number of VSPs, and subnational estimates based on geographical U.S. Census Bureau regions. The sampling frame was constructed from an initial list of VSPs from the National Census of Victim Service Providers (NCVSP).¹ Using data from NCVSP, VSPs were classified into five major types: government-based; nonprofit or faith-based; hospital, medical, or emergency; campus or educational; and tribal. Data and analyses from the NSVSP are forthcoming.

¹For more information on the NCVSP, see *Victim Service Providers in the United States, 2017* (NCJ 252648, BJS, November 2019), available at <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=6729>.

OTHER PROGRAMMATIC ACTIVITIES DURING 2019 AND 2020

The **National Corrections Reporting Program (NCRP)** collects offender-level administrative data annually on state prison admissions and releases, year-end custody populations, and parole entries and discharges in participating jurisdictions. The NCRP has updated its standardized set of state offense codes to reflect a new code for human trafficking (code 181 in the updated database). This change was made to improve measurement of the number of individuals incarcerated in state prisons for a human-trafficking offense.

BJS analyzed the state offense codes included in the NCRP and determined the following:

- 46 states reported at least one offense code related to human trafficking.
- 266 state codes would be recoded to human trafficking.
- Most states had fewer than 10 state offense codes that could be recoded as human trafficking.
- The number of offense codes related to human trafficking per state ranged from 1 to 28.
- Most state offense codes included the crimes of human-sex trafficking or transport, child prostitution, forced-labor trafficking, or human trafficking.

Based on the NCRP data collection in 2018, the most recent year available, BJS found that—

- 35 states reported at least one human-trafficking offense code across all NCRP cohorts

- 550 state prison admissions were for a human-trafficking offense
- 385 persons were released from state prison after serving a sentence for a human-trafficking offense
- 1,504 persons were in the custody of a state prison serving a sentence for a human-trafficking offense
- 157 persons who had been imprisoned for a human-trafficking offense began a term of post-custody community supervision
- 88 persons who had been imprisoned for a human-trafficking offense exited their term of post-custody community supervision.

The updated set of state offense codes will be available upon release of the 2018 NCRP archive file and has been applied to NCRP data back to 1999.

The **National Crime Statistics Exchange (NCS-X) Initiative** is a collaboration between BJS and the FBI to increase the number of law enforcement agencies reporting detailed crime data to NIBRS. NCS-X is enrolling an additional 400 scientifically selected agencies to report to NIBRS, including all of the largest agencies in the United States. Once data from the 400 NCS-X agencies are combined with the more than 7,000 current NIBRS-reporting agencies, the U.S. will be able to produce national estimates of crime based on detailed crime information from law enforcement agencies that serve an estimated two-thirds of the American population, including those living and working in the largest cities in the U.S.

NIBRS collects detailed information on 58 criminal offenses, including—

- two types of human-trafficking offenses— commercial sex acts and involuntary servitude
- three types of prostitution-related offenses— prostitution, assisting or promoting prostitution, and purchasing prostitution.

With the full implementation of NCS-X, national estimates of human trafficking can be generated and arrests for human-trafficking offenses can be distinguished from arrests for the prostitution offenses in NIBRS.²

NIBRS data will provide much more information about human-trafficking incidents, such as—

- the percentage of victims who were male, female, or children

²The FBI is required to collect human-trafficking data under the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008. See <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/additional-data-collections/human-trafficking>.

- the location of human-trafficking offenses, including the county and the specific law enforcement agency that recorded the incidents
- the number of victims associated with each type of human-trafficking incident (commercial sex acts and involuntary servitude)
- the percentage of human-trafficking offenses that resulted in injury to the victim(s) involved
- clearances for human-trafficking offenses and prostitution offenses, which will help examine the response of local law enforcement to these types of offenses.

To support the NIBRS transition effort, BJS and the FBI have obligated \$139.4 million for NCS-X activities. The majority of the funds have directly funded and supported state crime-reporting programs and local law enforcement agencies. Funds have also supported training and technical assistance, as well as the development of statistical estimation procedures.

REPORT RELEASED IN 2021

- *Human-Trafficking Offenses Handled by State Attorneys General Offices, 2018*, NCJ 254803, March 2021

PREVIOUSLY RELEASED REPORTS

- *Federal Prosecution of Human-Trafficking Cases, 2015*, NCJ 251390, June 2018
- *Federal Prosecution of Commercial Sexual Exploitation of Children Cases, 2004-2013*, NCJ 250746, October 2017
- *Characteristics of Suspected Human Trafficking Incidents, 2008-2010*, NCJ 233732, April 2011
- *Characteristics of Suspected Human Trafficking Incidents, 2007-08*, NCJ 224526, January 2009
- *Federal Prosecution of Child Sex Exploitation Offenders, 2006*, NCJ 219412, December 2007
- *Federal Prosecution of Human Trafficking, 2001-2005*, NCJ 215248, October 2006



The Bureau of Justice Statistics of the U.S. Department of Justice is the principal federal agency responsible for measuring crime, criminal victimization, criminal offenders, victims of crime, correlates of crime, and the operation of criminal and civil justice systems at the federal, state, tribal, and local levels. BJS collects, analyzes, and disseminates reliable statistics on crime and justice systems in the United States, supports improvements to state and local criminal justice information systems, and participates with national and international organizations to develop and recommend national standards for justice statistics. Doris J. James is the acting director.

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