



# Statewide Human Trafficking Response Director 2019 Annual Report

*Executive Order 01.01.2018.19 B*

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December 1, 2019  
MSAR #11842

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# Introduction

Executive Order 01.01.2018.19 B, *Statewide Human Trafficking Response Director*, created the Statewide Human Trafficking Response Director (Director) position within the Governor's Office of Crime Control and Prevention (Office).<sup>1</sup> In this role, the Director shall:<sup>2</sup>

- Serve as the Governor's coordinator for human trafficking issues and provide information and policy guidance to the Governor, the Governor's Cabinet, and the Executive Director of the Office;
- Collaborate with State units, local governments and departments of social services, child advocacy centers and other nonprofit entities, law enforcement agencies, and other appropriate parties identified by the Director to:
  - Promote statewide coordination of:
    - Supportive services and resources for victims of human trafficking;
    - Law enforcement responses to human trafficking;
  - Collect, maintain, and disseminate to stakeholders information about human trafficking and related supportive services in Maryland;
  - Map current local supportive services and resources that provide care to victims of human trafficking; and
  - Establish statewide best practices for serving victims of human trafficking;
- Monitor and pursue, on behalf of the State, federal funding for efforts to combat human trafficking;
- Serve as the Governor's liaison to the Maryland Human Trafficking Task Force; and
- Serve as the Governor's liaison to the Crime Research and Innovation Center at the University of Maryland to assist its efforts to provide research to the State about human trafficking, including best practices in collecting data to identify victims of human trafficking.

Pursuant to Executive Order 01.01.2018.19 B, the Director shall submit a report to the Governor by December 1 of each year as it relates to the status of the following: (1) progress made in establishing statewide best practices for serving victims of human trafficking; (2) a summary of State and federal funding available to serve and support victims of human trafficking; (3) an update on the work of the Crime Research and Innovation Center at the University of Maryland related to human trafficking; and (4) recommendations for administrative, regulatory, or statutory changes that would further the State's efforts to address human trafficking.

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<sup>1</sup> The State of Maryland, Executive Department. (2018). [\*Executive Order 01.01.2018.19: Statewide Human Trafficking Response Director\*](#).

<sup>2</sup> Ibid.

# Background

In October 2018, and pursuant to Executive Order 01.01.2018.19, the Office hired Maryland's first Anti-Human Trafficking Director (Director) to help combat human trafficking in the State of Maryland, and to coordinate supportive services for victims and law enforcement activities as they relate to human trafficking. Later, in 2019, the State of Maryland enacted several pieces of legislation to combat human trafficking (*as illustrated below*).

- Chapters [22](#) and [21](#) of 2019 ([Senate Bill 690/House Bill 871](#)), *Criminal Law - Human Trafficking and Prostitution Offenses*, classifies sex trafficking as a specific crime.<sup>3</sup> It also codifies felony sex human trafficking as a crime of violence which will provide prosecutors with another tool to penalize those who use force, threat, coercion, or fraud to manipulate victims.
- [Chapter 559 of 2019 \(House Bill 827\)](#), *Child Abuse and Neglect - Sex Trafficking - Services and Investigations (Child Sex Trafficking Screening and Services Act of 2019)*, requires a law enforcement officer or a local department of social services, who has reason to believe that a child is a victim of sex trafficking, to notify a regional navigator to ensure that services are provided for youth victims of sex trafficking up to age 24.
- [Chapter 24 of 2019 \(Senate Bill 689\)](#), *Criminal Law - Labor Trafficking (Anti-Exploitation Act of 2019)*, establishes the criminal offense of labor trafficking as a felony punishable with a sentence of up to 25 years in prison and/or a fine up to \$15,000. This Act will also help Maryland extract human trafficking data as it relates to the prevalence of labor trafficking, and the intersection between sex and labor trafficking.
- [Chapter 223 of 2019 \(Senate Bill 146\)](#), *Commercial Driver's Licenses - Recognition, Prevention, and Reporting of Human Trafficking*, requires commercial driver's license training schools to include training on the recognition, prevention, and effective reporting of human trafficking. It also requires the Motor Vehicle Administration to update its manual with the appropriate information and provide an applicant renewing a commercial driver's license with the information.

In addition to these statutory efforts, the Director works with stakeholders on various initiatives geared around: [best practices to serve victims](#); [available funds to support victims](#); [work related to human trafficking](#); and [recommendations to further combat human trafficking](#) (*as described in greater detail on following pages*).

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<sup>3</sup> It is important to note that the former criminal statute for human trafficking encompassed both sex and labor trafficking.

# Establishing Statewide Best Practices to Serve Victims

The Director continues to collaborate with various public safety partners, victim service providers, the statewide Maryland Human Trafficking Task Force, and local task forces to identify and gather information on efforts within the State to address human trafficking. Through this process, and in coordination with our local, State, and federal partners, the Office provides information on, and aids in, the establishment of best practices when serving victims of human trafficking.

## Human Trafficking Regional Navigator Program

In 2019, Governor Hogan signed the [Child Sex Trafficking Screening and Services Act of 2019](#) into law which established the [Human Trafficking Regional Navigator Program Grant \(RNPG-VOCA\)](#). The primary purpose of this program is to develop a network of regional navigators to coordinate and/or provide identified or confirmed child sex trafficking victims with specific services, as outlined in the Act. These services include:

- Safety planning
- Basic living needs, not include housing
- Trauma counseling and mental health services
- Drug and alcohol treatment
- Legal services
- Victim advocacy
- Case management

The program will also require law enforcement and local departments of social services, who have reason to believe a certain child is a victim of sex trafficking, to notify a regional navigator in their jurisdiction to obtain needed services for the child. In addition, and prior to the development of a statewide program, the Office will conduct a pilot program in three pilot jurisdictions to evaluate program development, performance measures and data reported by pilot jurisdictions on the prevalence of child sex trafficking, program effectiveness, and ways to improve the program for future funding opportunities. In doing this, the Office will create and implement a method to evaluate and report gaps in services in regional navigator's jurisdiction; and will compare the number of children served in those jurisdictions, both before and after program implementation, to determine its effectiveness.

This program is currently in its initial pilot stage. In 2020, the Office will begin to evaluate the pilot program to determine its efficacy, and prior to its expansion to other jurisdictions in FY

2021. The Office anticipates a full statewide roll-out of the program by January 1, 2022, as required by the Act.

## Human Trafficking Training

### **Entrance-Level Police Training & In-Service Police Training**

The Office coordinates with the Maryland Human Trafficking Task Force Training and Law Enforcement subcommittees to improve statewide training efforts for first responders. Specifically, the Office trains first responders, particularly law enforcement, firefighters, and emergency medical service providers on best practices when encountering and recovering a suspected victim of human trafficking. This training complies with §3-207 of the Public Safety Article which requires entrance-level police training and in-service level police training to include a special focus on the application and enforcement of human trafficking.<sup>4</sup> To ensure statewide compliance with this standard, the Office will develop a statewide monitoring system to track the successful completion of this mandatory in-service police training. Specifically, the Office's Human Trafficking Training Coordinator (Coordinator), will track the number of police officers trained in human trafficking for in-service hours through the Maryland Police Correctional Training Commission (MCTC). The Coordinator will also, on a biannual basis, reach out to MCTC to verify the number of police officers trained on this topic. Although §3-207 of the Public Safety Article does not require the Office to serve as the governing body for in-service training, or tracking those trained, the Office will continue to train law enforcement by request, and will monitor and promote compliance.

### **Training for Multiple Disciplines**

The Office also makes training available to multiple disciplines on various human trafficking issues. In prior trainings, the topics included, for example: an introduction to human trafficking, human trafficking and the hospitality industry, human trafficking for first responders, human trafficking and substance abuse, human trafficking legislation, and the Governor's initiatives to reduce human trafficking in Maryland. In 2019, from January until November, the Office trained over 1,000 individuals from various disciplines, ranging from clinicians to law enforcement to the general public.

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<sup>4</sup> Section 3-207(a)(6) of the Public Safety Article indicates that, "for entrance-level police training and at least every 3 years for in-service level police training conducted by the State and each county and municipal police training school, that the curriculum and minimum courses of study include special training, attention to, and study of the application and enforcement of: (i) the criminal laws concerning rape and sexual offenses, including the sexual abuse and exploitation of children and related evidentiary procedures; (ii) the criminal laws concerning human trafficking, including services and support available to victims and the rights and appropriate treatment of victims; (iii) the contact with and treatment of victims of crimes and delinquent acts; (iv) the notices, services, support, and rights available to victims and victims' representatives under State law; and (v) the notification of victims of identify fraud and related crimes of their rights under federal law."

## **Child Advocacy Center Standards for Accredited Member Programs**

In 2019, the Director served as a member of the executive review committee that drafted and published the first adapted *Child Sex Trafficking Protocols*, based on the National Children's Alliance standards for Child Advocacy Centers (CACs) in the nation. Moving forward, the Office will continue to work with the Maryland Children's Alliance, the Department of Human Services, and the Office's Juvenile Justice Unit to promote the protocols and train CACs on these standards.

## **Human Trafficking-Related Initiatives**

### **Maryland Criminal Intelligence Network**

At Governor Hogan's direction, the Office developed the [Maryland Criminal Intelligence Network \(MCIN\)](#) in 2017 to combat criminal gang enterprises and repeat violent offenders responsible for terrorizing Maryland citizens and participating in violent crimes throughout the State. Through this grant program, MCIN enables law enforcement to identify, disrupt, and dismantle violent criminal networks through collaboration and comprehensive data sharing. MCIN works to dismantle gun trafficking, drug trafficking, gangs, and human trafficking.

### **Handle With Care Model**

At Governor Hogan's direction, the Office is implementing the [Handle With Care](#) model across the State to increase trauma-informed approaches, and to address adverse childhood experiences to prevent future victimization and/or justice system involvement. Through this model, if a law enforcement officer encounters a child during a call, that child's name and the words, "handle with care," will be forwarded to the child's school/child care agency before school starts the following day. The school implements individual, class, and whole trauma-sensitive curricula so that traumatized children are handled with care. If a child needs more intervention, on-site trauma-focused mental healthcare is available at the school. This program is available to minor victims of human trafficking if a child is picked up as a victim of human trafficking, or if a law enforcement agency is dismantling a human trafficking organization and recover a child victim. This type of victimization and trauma would fall under the of Handle With Care model. Handle With Care will help keep the child victim engaged in school, and will help mitigate the disruption the victimization had on the child's life. In the next year, the Handle With Care Coordinator will work with the Director to bring further education of Handle With Care to the anti-human trafficking community.

## **Additional Initiatives**

The Office offers training for individuals who work for school systems on warning signs of human trafficking in students, and how to report suspected abuse. The Office is also able to provide trainings to minors and young adults on human trafficking, based on their age and developmental psychology. In addition, the Office provides resources for parents on how to talk to children about human trafficking, based on what is appropriate for their age. Furthermore, the Office is partnering with Baylor University, the Department of Human Services, and the Department of Juvenile Services to compile this information.

In addition, and in an effort to coordinate victim services at the State level, the Office will continue to:

- Develop and make accessible a statewide resource map for victim service providers and law enforcement across jurisdictions with help from victim service partners and data collected from the Human Trafficking Regional Navigator Program;
- Research and develop strategies to provide emergency and long term housing for adult and minor victims;
- Continue to train substance abuse counselors on what human trafficking is and the needs of victims with co-occurring disorders;
- Continue to partner with the Maryland Human Trafficking Task Force steering committee to sponsor and coordinate quarterly meetings with the heads of local human trafficking task forces around the State to promote a uniform statewide standard of care to human trafficking victims, and troubleshoot jurisdictional issues that arise;
- Research outcomes of specialized programs targeting individuals who have been trafficked, or are at a high risk for trafficking, to include, but not limited to:
  - Involvement in commercial sex work;
  - Homelessness;
  - Substance use disorders;
  - Domestic violence victimization; and
  - Youth who have experienced trauma.

## **Available State and Federal Funds to Support Victims**

Our Office remains committed to providing funding for human trafficking victims with direct services such as emergency shelter, 24-hour talk-line, trauma-informed therapy, peer groups, support services (housing assistance, job training, life skills, economic empowerment, GED, and vocational training), assistance obtaining a driver's license or transportation to and from appointments and court appearance, legal advocacy, victim advocacy and system navigation, and street outreach. Our Office also encourages direct service providers and nonprofit organizations



to apply for any open and available State and federal grant funding source, to include the following:

- [Maryland Victims of Crime Fund \(MVOC\)](#): Provides for advocacy and support services to victims of crime through the creation of new ideas and the enhancement of existing programs in Maryland.
- [Victims of Crime Act \(VOCA\)](#): Helps to improve the treatment of victims of crime by providing victims with the assistance and services necessary to aid their restoration after a violent criminal act, and to support and aid them as they move through the criminal justice process. Victim assistance includes services such as crisis intervention, counseling, emergency transportation to court, temporary housing and criminal justice support, and advocacy.
- [STOP \(Services \\* Training \\* Officers \\*Prosecutors\) Violence Against Women Formula Grant Program \(STOP VAWA\)](#): Encourages the development and strengthening of effective, victim-centered law enforcement, prosecution, and court strategies to combat crimes against women.
- [Human Trafficking Regional Navigator Program Grant \(RNPG-VOCA\)](#): Develops three pilot programs in three separate jurisdictions. The pilot programs will require law enforcement and local department of social services, who have reason to believe a certain child is a victim of sex trafficking, to notify a regional navigator in their jurisdiction to obtain needed services for the child.

In 2019, and through a competitive process, the Office awarded emergency VOCA funds, in the amount of \$42,149, to the Salvation Army Central Command of Maryland. This specialized grant award will help Salvation Army expand its anti-human trafficking housing and wrap-around service program statewide, and open a safe house on the Eastern Shore.

Specifically, funds were used to purchase a 12 passenger van to transport survivors from their current location in the State, to Salvation Army's primary location in Baltimore City for short- or long-term housing, and service coordination to assist victims in their recovery. Moving forward, and given the anticipated decrease in VOCA funds, the Office will seek specialized grant opportunities to combat human trafficking. When such opportunities become available, the Office will circulate this information to major stakeholders in the appropriate disciplines.

## **Crime Research and Innovation Center**

Since its establishment, the Crime Research and Innovation Center (Center) has launched efforts to identify and leverage the expertise from the University System of Maryland, as well as industry partners, to work side-by-side with the Office to combat crime, to include human trafficking. The University of Maryland's School of Public Policy created a designated position

to integrate the work of all the University System of Maryland Schools and industry. The objective is to conduct interdisciplinary research to inform policies, and to help develop holistic enforcement solutions, victim services, prevention efforts, and other criminal justice programs.

Currently, the Center is partnering with the Office, and the University of Maryland Support, Advocacy, Freedom, and Empowerment (SAFE) Center on a project to identify trafficking victims in two counties. The purpose of this project, *Using a Respondent Driven Survey to Identify Trafficking Victims in Prince George's and Montgomery Counties*, is to gain a better understanding of human trafficking and commercial sex in this region, including how people begin exchanging sex for money, material goods, housing, or another item of value; and how this can lead to sexual violence. Survey responses will be used to help design better services and programs for people who are engaged in commercial sex and who are at the highest risk for human trafficking. This improved understanding will be conveyed to State and local organizations, and other key stakeholders, so that programs and services can be designed to support individuals who have been trafficked, or who have been involved in commercial sex and are at risk of being trafficked. This information will be useful to stakeholders in Maryland and other states in the country that are trying to create better programs, services, and laws that best support the needs and experiences of people in the commercial sex industry. Survey respondents will also be asked to provide recommendations for improving services, programs, and laws.

## **Recommendations**

Pursuant to Executive Order 01.01.2018.19 B, the Director is charged to provide recommendations for administrative, regulatory, or statutory changes to further the State's efforts to address human trafficking. Given this charge, the Director continues to focus on legislative efforts that align with your goals to combat human trafficking. This focus also includes recommendations to enhance already enacted bills to drive the State towards A Safer Maryland that combats human trafficking (*as illustrated below*).

### **Enhance Already Enacted Bills**

#### **Bodywork Establishments & Massage Licensure**

[Chapter 761 of 2019 \(Senate Bill 554\)](#), *State Board of Massage Therapy Examiners - Massage Therapists - Authority to Regulate*, authorizes the county executive or any governing body of a county, after consultation with the State Board of Massage Therapy Examiners to adopt ordinances or regulations relating to massage establishments and verification, inspection, and display of licenses. It also authorizes a law enforcement officer in any county to demand proof of licensure or registration. Furthermore, local health officers and local law enforcement have the

authority to carry out the provisions of ordinances and regulations adopted under the bill. Chapter 761 of 2019 took effect July 1, 2019.

A similar approach could be considered with bodyworks establishments. Bodyworks means the practice of using one's hands or another part of the body to apply pressure on an individual's fully clothed body or bare feet to affect the electromagnetic energy, energetic field, or energy meridians of the human body, including reflexology or acupuncture. These businesses are often "pop-up shops" where sex and labor trafficking frequently occur.

### **Lifetime Tier III Sex Offender**

Based on the human trafficking criminal statute used to convict a trafficker, all traffickers must register as a Tier I or Tier II sex offender, with penalties of 15 or 25 years mandatory registration, respectively. Because of this, the Office recommends that those convicted of felony human trafficking (trafficking of a minor or trafficking with force, fraud, or coercion) be moved to a Tier III, or lifetime, sex offender. This will harshen penalties on traffickers, and will have a deterrent effect - similar to the outcome of making felony human trafficking a crime of violence.

## **Conclusion**

The Office remains committed to further the State's effort to combat human trafficking. Given the State's three major airports, inexpensive bus transportation, train service along the east coast, large sporting events, casinos, large concert and event venues, and pockets of both poverty and disposable income, Maryland is an attractive destination for traffickers. Because of this, the Office will continue to coordinate human trafficking efforts across the State by:

- Improving **enforcement** efficacy through best-practice policies, supportive technologies, key partnerships, and data sharing;
- **Preventing** future cases of human trafficking by addressing risk factors, as well as root causes of victimization, and working with law enforcement to reduce recidivism of traffickers; and
- Uplifting **victim services** that utilize best practices, trauma-informed care, and a research-based approach to meet the unique needs of human trafficking victims, and to increase the safety, self-sufficiency, and access to information of victims.

The Office maintains an internal Anti-Human Trafficking Strategic Plan to identify anti-human trafficking strategies that are geared around enforcement, prevention, and victim services. Specifically, this Anti-Human Trafficking Strategic Plan serves to coordinate a uniform response, statewide, to better serve victims of human trafficking while holding offenders accountable. It also identifies our current efforts, areas of improvement, and specific steps needed to achieve this goal. By following and keeping current the Anti-Human Trafficking

Strategic Plan, detailing the accomplishments and current initiatives of the Office, the Office remains committed to promoting A Safer Maryland by continuing to serve victims of human trafficking with a prompt and streamlined response that provides culturally-appropriate and trauma-informed crisis assistance and emergency response, and working to ensure traffickers are held accountable for their actions and the harm they cause.