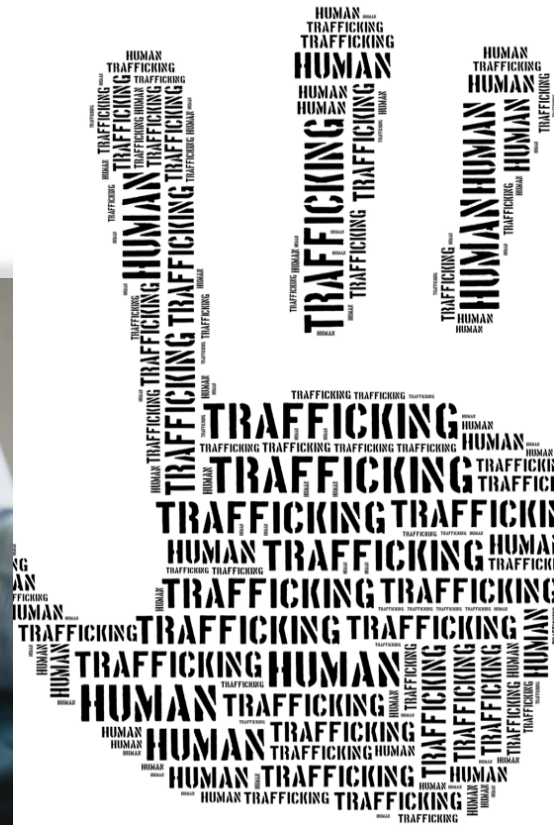


Southern Nevada Human Sex Trafficking Gap Analysis 2023



Report Date:
1/31/23



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¹ NOTE: Members of the Steering Committee offered a unique perspective on the topic of human trafficking and the contents of this report do not necessarily reflect the views and opinions of each Steering Committee member.

Executive Summary

Gaps in southern Nevada's human (sex) trafficking² response were identified through a planned research agenda that targeted specific stakeholders in Nevada and across the nation. Stakeholders included a strategic planning committee, community partners, service providers, law enforcement agencies, court personnel, and adult survivors. The research methodology for gathering qualitative data from these participants included both personal interviews and focus groups. Overall, participants expressed a strong sentiment that Nevada has not accomplished enough in the fight against sex trafficking, specifically in southern Nevada, where the largest number of Nevada residents reside (Las Vegas; Clark County). The participants generally believed that more could be done not only to prevent sex trafficking from occurring in Nevada in the first place, but also to better assist victims that have already been trafficked. The survivors interviewed for this project were adults, some of whom engaged in prostitution, and some who are former child victims who engaged in sex work; so, the Continuum of Care section in this report primarily addresses the needs of all adult victims and survivors. However, other than the questions asked of the adult survivors, the focus group moderator guide and interview schedule for all other stakeholders focused mainly on sex trafficking related to minors, as this gap analysis is centered around children and juvenile victims of sex trafficking in southern Nevada (namely, Clark County).

Themes around *demand and prevention* emerged throughout the interviews and focus groups with participants. There was a general consensus among participants that tourism is a primary contributing factor in the occurrence of human sex trafficking in Nevada. Many participants believed that the nature of Las Vegas (i.e., its city slogan, "What happens in Vegas, stays in Vegas!") indirectly enables sex trafficking activities to persist. More specifically, participants frequently expressed the sentiment that Nevada, as a collective whole, does not do enough to let its visitors know that prostitution with adults, let alone sex trafficking of minors, is illegal in Las Vegas (Clark County), even though prostitution is still legal in some rural counties in Nevada. Several community service providers, law enforcement, and court personnel identified gaps in Nevada laws. A law enforcement officer explicitly mentioned at least one Nevada statute that was specifically meant to allow only victims and survivors to expunge their records was instead, inadvertently protecting the traffickers' criminal record as well. Participants also expressed a common attitude that revisions to the laws that hold buyers ("Johns") and traffickers ("Pimps") more accountable, with harsher penalties, were necessary.

There was also a general belief among participants that there is a need for more *education and awareness* of human trafficking in Nevada. Many participants believed that a lack of education and awareness in the entire community about *who* the victims are, *what* sex trafficking is, *how* victims are identified and groomed, as well as *when* and *where* sex trafficking occurs, allows human trafficking to persist in Nevada.

² Human trafficking refers to either labor trafficking or sex trafficking. For clarity, the focus of this gap analysis is sex trafficking, and "sex trafficking" and "human trafficking" are used interchangeably throughout this report.

Themes around *intervention and treatment* also emerged via communication with participants. Participants discussed how they were trained to identify victims of sex trafficking. Though identification of signs varied depending on the industry to which they belonged, there was consensus that the ability to identify victims of sex trafficking is key to assisting them. According to several interviewees and focus group participants who were all trained in identifying the key signs of victimization, the main reason for this is that victims rarely and willingly disclose their victimization.

Lastly, there was general agreement among participants that much more needs to be done to better *assist and support victims and survivors of sex trafficking*. Additionally, there is *insufficient funding* to provide services to victims and survivors. Some of the services mentioned most frequently as being needed by all participants include both transitional and stable housing, trauma-informed mental health and substance abuse treatment, and transportation. Furthermore, there are *not enough evidence-based models* for organizations to follow best practices in support of trafficking victims and survivors, CSEC (Commercial Sexual Exploitation of Children) “best practices” are a misnomer, claims one participant, who is also a member of the Nevada CSEC Coalition, and expressed the sentiment that there are really only “promising practices, as no one [state] is doing a great job.” However, a best practice manual does exist to offer some guidance: *National Advisory Committee on the Sex Trafficking of Children and Youth in the United States: Best Practices and Recommendations for States September 2020*.³ In addition, other best practice guidelines and resources provided by the National Council of Juvenile and Family Court Judges (NCJFCJ) can be found on their website.⁴

Aside from the National Advisory Committee’s best practice manual and the NCJFCJ’s child sex trafficking treatises, only a few organizations nationwide have even attempted the development of a standardized evaluation methodology concerning the states’ effectiveness in their efforts to fight sex trafficking. Some examples include state report cards by Shared Hope International and the Polaris Project.⁵ Furthermore, the metrics used by these organizations for these report cards may have standardized coding schemes by their developers, but the reliability, validity, and fidelity of their own

³ https://www.acf.hhs.gov/sites/default/files/documents/otip/nac_report_2020.pdf

⁴ <https://www.ncjfcj.org/child-welfare-and-juvenile-law/domestic-child-sex-trafficking/ncjfcj-resource-center-for-courts-on-child-sex-trafficking/>
<https://www.ncjfcj.org/publications/how-to-facilitate-a-discussion-about-child-sexual-exploitation-in-your-community-a-facilitation-guide/>
<https://www.ncjfcj.org/wp-content/uploads/2022/12/PDF-Print-Final-Child-Trafficking.pdf>
<https://www.ncjfcj.org/wp-content/uploads/2023/01/NCJFCJ-OnRamps-CST-2.pdf>

⁵ Shared Hope International provides a full Nevada Law Analysis report regarding Child and Youth Sex Trafficking on its website at <https://reportcards.sharedhope.org/year2022/nevada/> and the Polaris Project, in conjunction with the Survivor Reentry Project, developed a report card on Nevada’s criminal record relief for trafficking survivors (specifically victims of human trafficking arrested or prosecuted as adults) at: <https://polarisproject.org/wp-content/uploads/2019/10/2019-CriminalRecordRelief-Nevada.pdf>

evaluation tools have not yet been evaluated.⁶ However, Shared Hope International revamped its toolkit using new standards in 2022.⁷

Nevertheless, these are some of the only standardized evaluation procedures that currently exist, and therefore, the only measures that can be used to determine where states stand in this fight against sex trafficking. According to the report cards provided by Shared Hope International, Tennessee, the state with the highest grade nationwide in its efforts to combat sex trafficking, only received a 'B'⁸ (with 'A' being the highest grade and 'F' being the lowest). Therefore, this gap analysis attempts to identify those gaps in Nevada's current efforts at harm reduction for juvenile sex trafficking victims that will inform future efforts toward a more desirable end state in Nevada's anti-sex trafficking response.

Guidelines and best practices from organizations that do exist nationwide and globally should be consulted concerning any future planning dealing with child and juvenile anti-sex trafficking efforts in Nevada, especially with respect to legislation and criminal provisions. Some organizations include: the National Human Trafficking Hotline, the Polaris Project, Shared Hope International, Blue Campaign, The National Advisory Committee on the Sex Trafficking of Children and Youth in the United States, and the National Council of Juvenile and Family Court Judges.

The section of this report related to Nevada is structured based on all but one⁹ of the categories of the Shared Hope International report card: 1) Criminal Provisions; 2) Identification of and Response to Victims; 3) Continuum of Care; 4) Tools for a Victim-Centered Criminal Justice Response; and 5) Prevention and Training. This report does not include a comprehensive policy analysis surrounding all of Nevada's sex trafficking policies.¹⁰

⁶ In fact, one participant expressed concern over the use of Shared Hope as the primary frame of reference for how well states are doing in the area of child and youth sex trafficking, stating "they are one outside agency that puts together a subjective report-there is no outcome related data to demonstrate that what they determine are a State's strengths are actually creating positive outcomes for our victims and survivors."

⁷ The methodology report for the revamped toolkit can be found at: https://reportcards.sharedhope.org/wp-content/uploads/2022/10/SHI_2022Toolkit.pdf

⁸ See Tennessee's Report Card in Appendix I.

⁹ The category missing from this report based on the Shared Hope International report card is "Access to Justice for Trafficking Survivors." This category is simply not included because there was not enough data gathered from the focus groups or interviews to address any of the issues under this category. However, Polaris' criminal record relief report card referred to in the footnote above gives some insight into Access to Justice for Trafficking Survivors. For example, Nevada scored an 8 on "range of relief" because its statute provides a vacatur of convictions.

¹⁰ For more detail information regarding Nevada's legislative policies and statutes surrounding sex trafficking see Nevada's Legislative Counsel Bureau's Legislative and Research Divisions at: <https://www.leg.state.nv.us/division/lcb/index.html>

A summary of recommendations based on the identified gaps from focus group members, interview participants, community stakeholders, the steering committee, data collected from various publicly and privately available data sets, and research conducted by the research team include:

1. **Awareness, prevention, and education**—To reduce demand in Nevada, awareness, prevention, and education of the *entire* public is key, including stakeholders at all levels (i.e., K-12 schools, airports, grocery stores, bus stations, malls, hotels, casinos, restaurants, and all businesses). As part of its awareness campaign, educating tourists on what is legal in Clark County and what is not is necessary; educating buyers concerning the differences between prostitution and sex with minors is also necessary. Las Vegas is already working with a UK Anti-Human Trafficking Company, the “It’s a Penalty” Campaign for the 2024 Super Bowl, and developing such educational materials could begin with this marketing campaign, if not sooner, through other citywide or statewide marketing efforts.
2. **Funding**—Increased funding needs to be provided and secured to better Nevada’s ability to fight against sex trafficking and support such trafficking victims and survivors. Fiscal notes should be attached to legislative bills that are passed for human trafficking for progress in Nevada. Fines from buyers and traffickers could be used to pay for victim and survivor services. Funding could also be used to support a state-wide human trafficking database.
3. **“Wrap-Around” Services**—Services and interventions available to victims of sex and survivors of trafficking should be designed such that they are “wrap-around,” meaning comprehensive services. Wrap-around services should encompass immediate needs such as physical and mental health care (e.g., therapeutic interventions focusing on trauma-informed care, substance use disorder treatment), legal (e.g., victim advocacy in court and vacatur, i.e., setting aside a court order), and both transitional and stable housing (e.g., shelters/safe facilities). The debate that exists among stakeholders with respect to open access versus secure facilities will exist until a comprehensive evaluation is conducted on the efficacy of both types of facilities. Wrap-around services should also encompass assistance with reintegration into society after survivors have exited “the life.” This could be accomplished through job development and vocational training services.
4. **Training for Service Providers**—Service providers need to be adequately trained to be in contact with sex trafficking victims and survivors. This can be accomplished through mandatory trainings that are led and facilitated by

survivors of sex trafficking and leading experts in the field. Further, training should be provided through trauma-informed and victim-centered lenses.

5. **Training in Various Sectors**—Trainings, in person and online, related to the identification of and response to sex trafficking victims should be mandatory for various sectors that have increased chances of encounters with sex trafficking victims. These sectors include but are not limited to hotels/casinos, education (e.g., K-12 and higher education), transportation (e.g., buses, planes, trains, and trucking industries), conventions, sporting events, concerts, and other entertainment venues.
6. **Demand**—Demand must be addressed in policy, advocacy, and prevention work. For instance, buyers should begin to be punished for buying sex, and businesses (e.g., illicit massage parlors and hotels/motels) should be held criminally responsible for the facilitation of trafficking. Higher fines/penalties for buyers and traffickers and harsher sentencing were recommended by several study participants.
7. **Housing/Shelter**—Increased access to specialized and secure housing, including both transitional and stable housing/shelter for victims and survivors of sex trafficking (adults and minors) needs to be available.
8. **Collaborative and Evidence-Based Models**—A collaborative model effort among organizations, stakeholders, and other actors is necessary to create and maintain evidence-based models (or at least evidence-informed models) that are conducive to the rehabilitative success of sex trafficking victims.
9. **Centralized Information Management**—The creation of a centralized management information system for human trafficking that can be accessed by stakeholders (e.g., service providers and law enforcement) would be useful. This system could enable identifying the pipelines for sex trafficking (e.g., from youth in foster care to being sex trafficked), which would enhance stakeholders' abilities to understand and thus better support sex trafficking victims. Such a system would also provide all that have access to the system information about sex trafficking data in Nevada. Further, it could be used to ascertain what is and is not working as it pertains to prevention and intervention. The State of Nevada already uses CMIS/HMIS (Community and Homeless Management Information System) for a variety of services, including a community response to substance abuse, homelessness, and mental health. Perhaps these systems could be revamped to integrate continuity of care and follow-up for trafficking victims.
10. **Judicial Procedures**—The creation of victim-centered procedures in the legal system, specifically in court, is recommended. For example, juvenile victims of sex trafficking should not be made to testify in person for a number of reasons, notwithstanding the re-traumatization of the victim as a primary concern. There

should be other avenues of delivering a testimony, such as a pre-recorded testimony or the delivery of testimony through an online video platform (e.g., Zoom) or depositions to decrease the trauma, stress, and physical and emotional burden on youth victims. It is also more difficult to prosecute a case if a victim is required to testify.

11. **Awareness Campaigns During Major Events**—As Nevada prepares for the 2024 Super Bowl (February 11, 2024) and the 2023 Formula One Race (November 16-18, 2023), it is recommended that an anti-trafficking, multi-pronged approach be developed by key stakeholders and led by the Las Vegas Athletic Commission, key community groups and conveners (the NFL and Formula One Racing, respectively). Evidence-informed strategies such as influencer/athlete engagement and speaking out, public-facing awareness campaigns, trainings in key industries such as transportation and hoteling, educational events, and the use of technology are recommended to be put into place before and during these large events. Further, it is important to evaluate the success of efforts beyond numbers, with greater attention placed on trafficking disruption and measurable social and financial impacts.

Introduction

An International and National Problem

The United Nations Office on Drugs and Crime (UNODC; 2020) identified 48,478 victims of human trafficking worldwide in 2018; however, the U.S. Department of State (2020) suspects that at least twenty-five million people worldwide are being held by force. In the fiscal year 2021, the Department of Justice formally opened 577 human sex trafficking cases in the United States. Notwithstanding, it should be noted that cases opened do not equate to the number of victims. The travesty of human trafficking is severely unrecognized and underreported. Accordingly, given the scope and complexity of the issue of human trafficking, knowledge of an accurate number of victims of human trafficking in the United States is improbable.

The 2000 United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons defines human trafficking in persons as “the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.” It is important to note that a person does not need to be transported from one location to another for it to be considered human trafficking.

Why Is a Gap Analysis on Human Trafficking Necessary in Southern Nevada?

Sex trafficking is the most common form of human trafficking in southern Nevada. Currently, Nevada has the second highest rate of human trafficking in the United States (World Population Review, 2023). Further, reported cases have been steadily rising over the years, and the Nevada rate for human trafficking is higher than that of the national rate. This high rate of sex trafficking is thought to be associated with the tourism and hospitality industry prevalent in Las Vegas, Nevada (Paraskevas & Brookes, 2018).








Despite the known presence of sex trafficking in southern Nevada, the true prevalence of sex trafficking is unknown. This is thought to be due to a common conflation of prostitution and sex trafficking. That is, when sex trafficking victims are encountered, they are often assumed to be doing voluntary sex work, and thus, they are treated as prostitutes rather than human trafficking cases. Moreover, the conflation is enabled by the legalization of prostitution in rural parts of Nevada. Each of these elements (i.e., the prevalence of sex trafficking, tourism and hospitality, and the conflation between sex trafficking and prostitution) will be discussed throughout the report.

A gap analysis on human trafficking is important, as statistics demonstrate a high prevalence of sex trafficking in southern Nevada. The purpose of this gap analysis report is to identify the gaps between the current human trafficking prevention and treatment

efforts in southern Nevada (specifically Clark County) and a desired end state of human trafficking mitigation, as well as the identification of best practices in prevention and intervention efforts. According to Shared Hope International, Nevada has a Human Trafficking Report overall grade of 'F' (see Image 1) for 2022¹¹. Once the gaps are identified, all stakeholders can take steps within their respective fields to close them.

Image 1. Nevada Human Trafficking Report Card
Shared Hope International

The gap analysis has several objectives with corresponding methods to achieve each of the objectives. First, the study was undertaken to understand the scope of the problem through a review and compilation of existing publicly available data on the number and type of human trafficking cases in southern Nevada. Second, the study sought to identify public, private, and nonprofit entities engaged in the mitigation and/or treatment of human trafficking in southern Nevada, including the law enforcement and judiciary agencies working in this field through the use of an asset inventory compiled through interviews and focus groups with stakeholders. Third, the study determined the characteristics, actors, and processes of a desired end state by identifying and researching three-to-five national exemplar jurisdictions on which the Steering Committee agreed, offered best practices and the most potential for replication in whole, or in part, within southern Nevada. Fourth, the study sought to understand access to service provision and resources available for human trafficking victims and survivors through individual interviews.

Issue	Grade	Score
 1. Criminal Provisions	F	7.5 17.5
 2. Identification of and Response to Victims	F	9.5 27.5
 3. Continuum of Care	D	9 15
 4. Access to Justice for Trafficking Survivors	C	11.5 15
 5. Tools for a Victim-Centered Criminal Justice Response	C	7 10
 6. Prevention and Training	F	4.5 15
EXTRA CREDIT	 Youth	2
	 Child Labor Trafficking	2
OVERALL GRADE TIER II		F 53

human trafficking victims and survivors

Structure of Report

This report is organized in the following manner: A background section opens the report with definitions and estimated incidences of human trafficking around the world and data that are specific to what is known in Southern Nevada. The next section describes the study methods followed by an overview of what is known in Nevada regarding

¹¹ A more detailed report card is available in Appendix F. Shared Hope International revamped their toolkit using new standards in 2022, providing at least one explanation as to why Nevada went from an "A" grade in 2019 to an "F" grade in 2022. The methodology report for the new toolkit can be found at https://reportcards.sharedhope.org/wp-content/uploads/2022/10/SHI_2022Toolkit.pdf

human trafficking—Nevada in Context. The next section provides an evaluation of exemplar programs in various states. Following the evaluation of exemplar organizations, an identification of gaps based on data garnered through interviews and focus groups is discussed. These identified gaps are organized using the categories evaluated by Shared Hope's Report Card in Image 1 above, including: Criminal Provisions, Identification of and Response to Victims, Continuum of Care, Tools for a Victim-Centered Criminal Justice Response, and Prevention and Training.

Study Methods

All study participants were recruited through snowball sampling to participate in the focus groups or individual interviews. Focus groups and survivor interviews were conducted via the online video conferencing platform, Zoom. Six personal interviews were conducted in person, and four personal interviews were conducted remotely. Moderator guides and interview guides were developed specifically for this project. They included the three broad topic areas, specific topic questions, and follow-up questions. All moderator and interview guides are available in Appendices A-E. The University of Nevada, Reno, Institutional Review Board, deemed the study as exempt.

Procedure

An asset inventory was collected before interviews and focus groups were conducted in order to gain an objective perspective of where Nevada stood in the fight against sex trafficking. The asset inventory was focused on ascertaining the rate of sex trafficking in Nevada and was conducted through the collection and analysis of federal and local government statistics including: the Federal Bureau of Investigation (FBI) Uniform Crime reports, Nevada Uniform Crime Reports, and the National Human Trafficking Hotline. After the asset inventory was conducted, the research team conducted focus groups and personal interviews.

Focus groups and personal interviews were conducted by experienced and trained interviewers and moderators and were audio and video recorded via the Zoom platform. Some interviews conducted in person were only audio recorded. Focus groups lasted approximately 90 minutes each and interviews lasted approximately 60 minutes. All discussions were facilitated using moderator and interview guides. Each focus groups' moderator guide was tailored to participants' specific role in the human trafficking space (e.g., community partners, law enforcement, service providers, etc.). Each personal interview guide was also tailored to the particular participant's organization, and all survivor interviews were conducted using the same interview guide. All participants were presented with a broad topic area and then asked to address specific questions. The final recordings of these discussions were transcribed for coding and analysis. All data were securely stored on a secure network server that protects personally identifiable information.

Participants

A total of 33 participants were recruited from different sectors of southern Nevada. Participants included that of 10 community partners (i.e., casino/hotels, consulting, education, human trafficking committee board members, massage certification board, and transportation, service providers, CSEC coalition members), 6 law enforcement personnel (i.e., local, federal, and juvenile), 3 juvenile justice services court personnel, 1 prosecutor, 4 exemplar organization representatives, 3 service providers, and 6

survivors. Four focus groups were conducted with the following Clark County groups: community partners, the steering committee, law enforcement, and service providers. Participants were largely recruited through snowball sampling, cold emails/calls, and warm hand offs (specifically for survivors). Survivor participants received \$50 Tango gift cards that were redeemable at over 50 retail stores.

Transcription and Coding

Focus groups, personal interviews, and survivor interview video and audio recordings were transcribed by three different research assistants and a transcription software, Rev, as well as NVivo for content analysis, and were reviewed through several phases of analysis. A preliminary review of these responses was conducted to get a general sense of the data. Next, a more detailed review was performed to determine the general themes that emerged for each question asked. Finally, research assistants, principal investigators, and the consultant coded the data as a single document per sector interviewed (i.e., exemplar organizations, survivors, judges, law enforcement, service providers, and community partners). The researchers independently coded the data and then arrived at a consensus about the emergent themes.

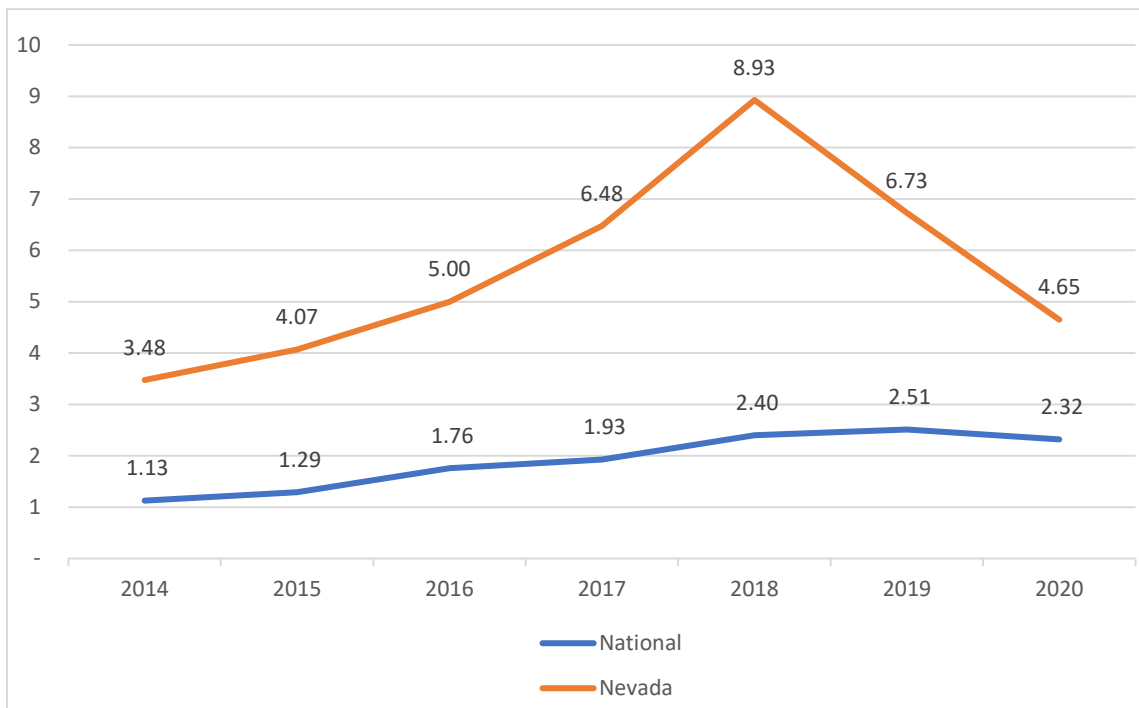
Limitations

The study involved snowball sampling approaches, which limit the ability to generalize the findings beyond the sample. The other limitation is that instances of human trafficking tend to be underreported and there is no evidence to date on what constitutes "exemplar" services or organizations, except through grade report cards. Furthermore, the metrics used by Shared Hope International and the Polaris Project for these report cards may have standardized coding schemes by their developers, but the reliability, validity, and fidelity of their evaluation tools have not yet been examined.

Southern Nevada in Context

Nevada currently has the second highest rate of sex trafficking in the United States (World Population Review, 2023). On average, there are about 5.84 trafficking victims in Nevada for every 100,000 civilians. Nevada is the only state in the United States with legalized prostitution. Prostitution has been legal since 1971. Nevada is also considered a destination state for engagement in the sexual exploitation of children (Impact NV, n.d.). Figure 1 details the rate of human sex trafficking in the nation and Nevada. As depicted, the Nevada rate is higher than that of the national rate.

Figure 1. Rates of Sex Trafficking in the Nation and Nevada (Per 100,000) ¹²



At the moment, Nevada as a state does not systematically collect information about human trafficking victims' ethnicity/race, sexuality, and socioeconomic status. In fact, a common theme that was expressed by some steering committee members is that there are no evidence-based programs with measurable outcomes, no common data information systems that can be tracked statewide, and no single governing leadership body for collaboration on the issue of sex trafficking in southern Nevada. One steering committee member provided an example: "I can honestly say I'm not sure what is working, because I've never seen the like...the quality assurance. I've never seen the outcomes. I've never seen, like, you know, one program saying, "You know we have this success rate for helping identified victims of getting high school diplomas. We have this success rate of getting identified victims." This issue is not unique to Nevada, however. These problems were experienced nationwide. In fact, one of the "exemplar"

¹² National Human Trafficking Hotline. (2023). *National statistics*. <https://humantraffickinghotline.org/en/statistics>

organizations we interviewed admitted that they do not keep track of how often their youth victims return or do not for services. They had no real way of measuring “success.” And, as a steering committee and research group, we had no way of defining what organizations were “successful” and could be deemed “exemplars” based on evidence-based, measurable outcomes. In fact, the exemplar organizations selected for this report were simply suggestions from the steering committee based on the work that the committee members knew these organizations were doing outside of Nevada.

Aside from not having comprehensive, complete data for Nevada, national research shows that human trafficking disproportionately affects racial minorities, members of the LGBTQIA+ community, and those of lower socioeconomic status (Polaris, 2019; U.S. Department of State, 2020; The White House, 2021). As such, it can be assumed that the same trend is occurring in Nevada. No one is exempt from being trafficked. Men, women, and children of all ages and ethnic backgrounds are victimized. Despite this diverse population of victims, not everyone has an equal risk of being recruited into human trafficking. The U.S. Department of State (2020) has identified those most vulnerable to human trafficking as runaway and homeless youth, those in the LGBTQIA+ community, immigrants, members of the disabled community, and racial minorities. Furthermore, although still primarily a gendered crime with the majority of victims being females, males are increasingly recognized as victims of all forms of human trafficking.

Laws

A thorough policy analysis was not included as part of the scope of work for this project; however, it is important to recognize the existing laws regarding juvenile survivors of human trafficking in southern Nevada.

Below is a compilation of three categories of laws that Nevada has on its books as it relates to prostitution, sex trafficking, and solicitation. This is by no means a comprehensive list of Nevada legislative policy surrounding human trafficking. For more information, see the Nevada Legislative Counsel Bureau’s website.¹³

¹³ For more detailed information regarding Nevada’s legislative policies and statutes surrounding sex trafficking see Nevada’s Legislative Counsel Bureau’s website (“Legislative Counsel Bureau – Divisions”) at: <https://www.leg.state.nv.us/division/lcb/index.html>

Figure 2. Prostitution/Sex Trafficking/Solicitation Laws in Nevada

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
Nevada	<p>NRS 201.354 (2) (a)(b) (c)/ (6) (a)(b)(c)</p> <p>Excerpt of Law</p> <p>Prostitution or solicitation, unless in a licensed house of prostitution is illegal. It is illegal to solicit a child, peace officer presenting as a child for prostitution. An individual who solicits a child for prostitution is guilty of a category D felony and fines.</p>	<p>NRS 201.300 (2) (I, II, III)/ (3)/ NRS 201.301 (2)(b) NRS 201. NRS 200.710 (1)(2) NRS 200.720 (1)(2)</p> <p>Excerpt of Law</p> <p>A person is guilty of sex trafficking if the person harbors, recruits, or transports a child to engage in prostitution by threats, violence, force, or coercion.</p>	<p>NRS 201.354</p> <p>Excerpt of Law</p> <p>Solicitation includes offering or agreeing to exchange money for sex acts. This is a misdemeanor offense and results in fines and incarceration.</p>

Three categories of laws were examined—prostitution and sex trafficking laws focused solely on minors and solicitation laws that hold the buyer and/or pimps responsible. The laws in the table above pertain to different aspects of child trafficking and prostitution. *Nevada Revised Statutes* (NRS) 201.354 prohibits prostitution or seeking prostitution as a whole unless it is in a designated house of prostitution. Moreover, NRS 201.300 protects minors from being transported, recruited, or provided for the purpose of sexual acts. This includes the use of force, threats, and violence. *Nevada Revised Statutes* 201.301 makes it a crime to order for the transportation of an individual for the purpose of prostitution and other sexual conduct, while NRS 200.710 and NRS 200.720 protect minors from forcefully performing sexual acts.

Immunity and diversion laws were created to divert juvenile survivors of human trafficking from the criminal justice system (Williams, 2017). Immunity and diversion laws provide prosecutorial immunity for certain illegal activities and divert juveniles to survivor services (Williams, 2017). Such laws are meant to protect juveniles from being re-traumatized by the justice system. Furthermore, they inhibit the accruing of a criminal record that would prevent the juvenile from success in the future. As of 2017, 20 states have adopted immunity laws, 29 states have adopted diversion laws, and 18 states have adopted both immunity and diversion laws (Williams, 2017). Nevada currently practices the act of diversion but does not practice the act of immunity.

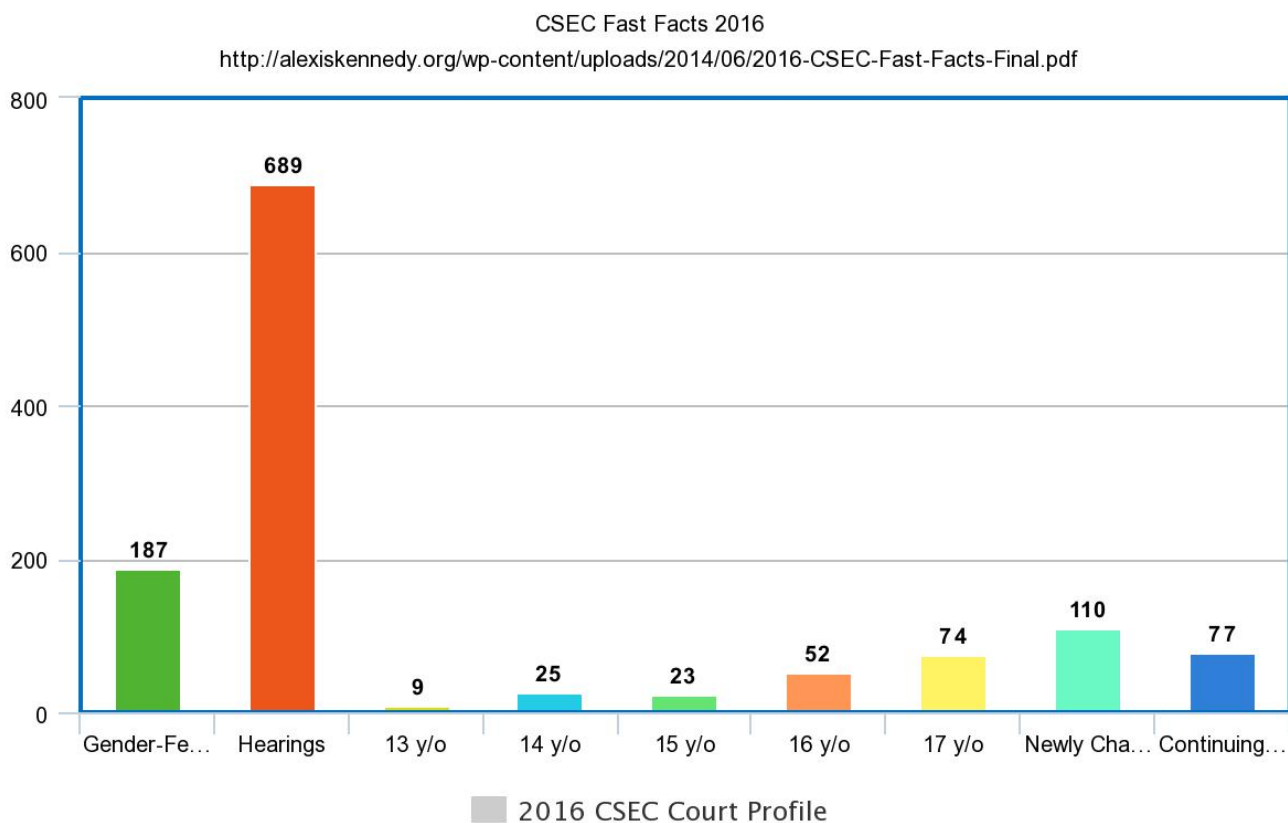
In 2016, the Nevada Coalition to Prevent Commercial Sexual Exploitation of Children (CSEC Coalition) was created to diminish instances of juvenile sex trafficking. That CSEC Coalition was disbanded in 2018 and a new CSEC Coalition was resumed in 2020 under the auspices of the Nevada Division of Child and Family Services (DCFS).

Commercial Sexual Exploitation of Children (CSEC)

The Commercial Sexual Exploitation of Children (CSEC) is the sexual abuse of a child for some type of gain, whether monetary or non-monetary. Sex trafficking uses force, fraud, or coercion to obtain some kind of labor or commercial sex act. In Nevada, CSEC and trafficking victims are currently aggregated together. Accordingly, the following section of the report is focused on the commercial sexual exploitation of children rather than sex trafficking. More specifically, the next section of the report focuses on statistics related to the commercial sex trafficking of children.

Figure 3 below displays demographic information regarding minors who have been detained in Clark County, Nevada in 2016 for their connection to commercial sexual exploitation. All CSEC statistics were provided by the Center for Crime and Justice Policy, Alexis Kennedy's website at the University of Nevada, Las Vegas (UNLV). These data were collected in 2016-2018 under the auspices of the CSEC Coalition before the Coalition was disbanded in 2018 and resumed again in 2020. Every minor in this data set was in the Girls' Court Calendar and was seen and adjudicated by Judge William Voy (Kennedy, 2017). The first set of statistics for 2016 shows that there were 689 court hearings comprised of 187 female youth. Of those females, nine of them were 13 years old, twenty-five were 14 years old, twenty-three were 15, fifty-two were 16, and seventy-four were 17 years of age. Thus, the average age was 15.9 years old. During the year of 2016, there were 110 female juveniles newly charged, resulting in a large percentage (59 percent) of new additions to the calendar. Seventy-seven minors were *continuing minors* and already on the calendar. Forty-three were follow-ups, meaning that they did not have any new charges that were related to sexual exploitation, while 34 of the females faced new charges or violations and were detained in 2016. Most of the children (85 percent) were provided with assistance and advocacy from the Embracing Project.

Figure 3. Alexis Kennedy CSEC Fast Facts 2016 ¹⁴

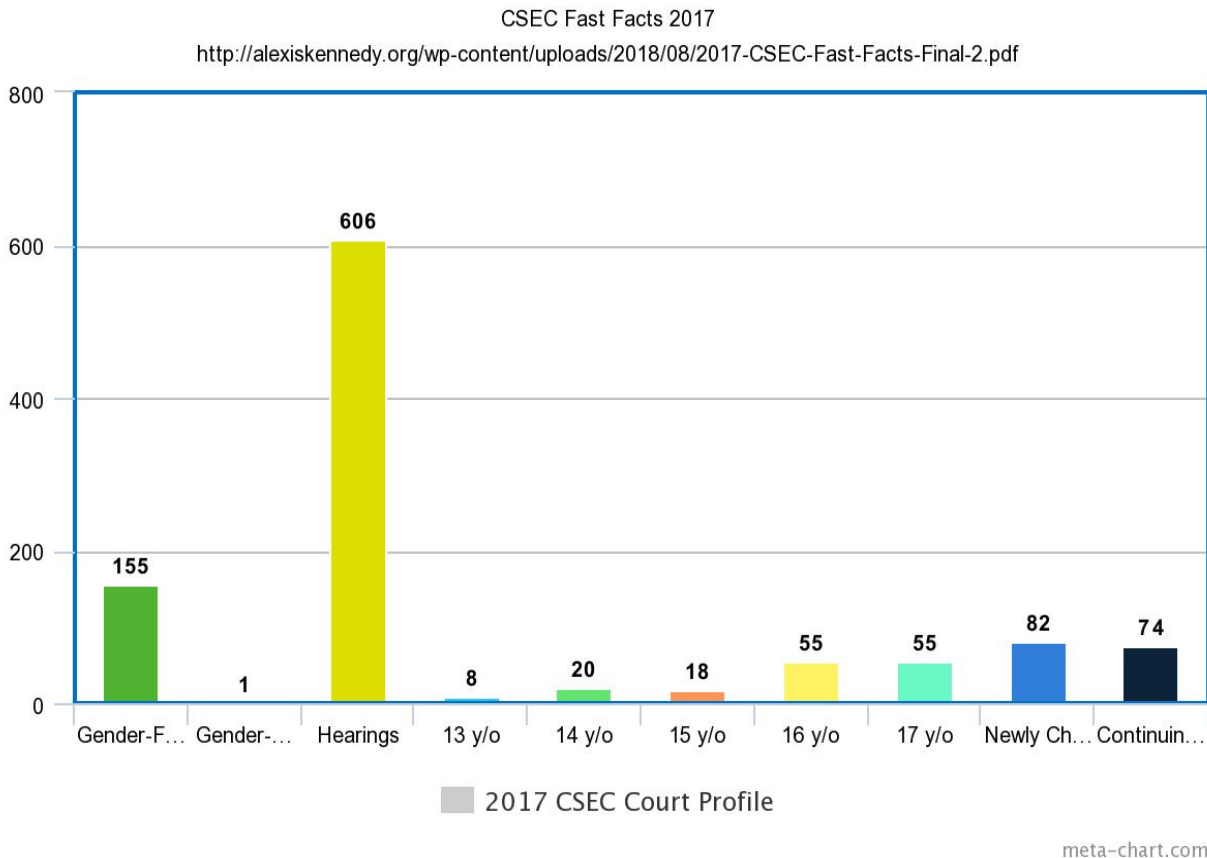


meta-chart.com

Figure 4 below illustrates demographic information for commercially sexually exploited children who have been detained in Clark County, Nevada, in 2017. The Specialty Juvenile Court provided these data. The court holds weekly adjudications for all delinquency cases that involve commercially sexually exploited children (CSEC). In 2017, there were 606 hearings in the Girls’ Court Calendar that involved 156 juveniles. Of those 156 juveniles, all were female except for one 16-year-old male who is a victim of CSEC. Of these juveniles, eight were 13, twenty were 14, eighteen were 15, fifty-five were 16, and fifty-five were 17 years of age with an average age of 15.8. In 2017, 82 minors were newly charged, and 79 females and one male were added to the new calendar with a single charge of a prostitution related offense. Additionally, two girls were arrested for prostitution charges on more than one occasion in 2017. Seventy-four of the juveniles were *continuing minors*, meaning that 55 of the minors were follow-ups and did not have any new charges in relation to sexual exploitation in 2017. Sixteen of the females were continuing, but had violation of probation charges, although nothing related to prostitution. Finally, three girls had prostitution related charges in both 2016 and 2017. Of these youth, 100 of the 156 on the calendar were locals from Nevada. Eighty-one percent were in the child protection information system in Nevada, and 14 percent of the reports did not reach the point of investigation (Kennedy, 2018).

¹⁴ Kennedy, M. A. (2017). *CSEC fast facts 2016*. Center for Crime and Justice Policy. <http://alexiskennedy.org/wp-content/uploads/2014/06/2016-CSEC-Fast-Facts-Final.pdf>

Figure 4. Alexis Kennedy CSEC Fast Facts 2017 ¹⁵



In addition to these CSEC data that were collected in 2016-2018, more recent court data were received from the Clark County Family Court, Juvenile Division, and specialty court program in 2022. The court holds weekly adjudications for all CSEC delinquency cases. The data presented below in Figures 5 and 6 illustrate the most common charges in which juvenile victims of commercial sexual exploitation were charged and later adjudicated. The first chart, Figure 5, depicts the charges for which victims were originally arrested and charged. As noted, the most common charge (20 percent) for which victims were originally charged was “engaging in or solicitation of prostitution.” The second most common charge (18 percent) for which victims were originally charged was “obstructing a public officer” (Clark County Department of Juvenile Justice Services, 2022). The second chart, Figure 6, displays the charges for which victims were adjudicated. As depicted, the most common charge for which a victim was adjudicated was “obstructing a public officer.” The second most common charge for which a victim was adjudicated was “engaging in or solicitation of prostitution” (Clark County Department of Juvenile Justice Services, 2022) As such, the charges appear to remain consistent from arrest to adjudication. However, based on current data provided

¹⁵ Kennedy, A. (2018). *CSEC fast facts 2017*. Center for Crime and Justice Policy. <http://alexiskennedy.org/wp-content/uploads/2018/08/2017-CSEC-Fast-Facts-Final-2.pdf>

by the court, we are unable to determine whether the charges of solicitation or prostitution were eventually dropped.

Figure 5. Proportion of Arrest Charges ¹⁶

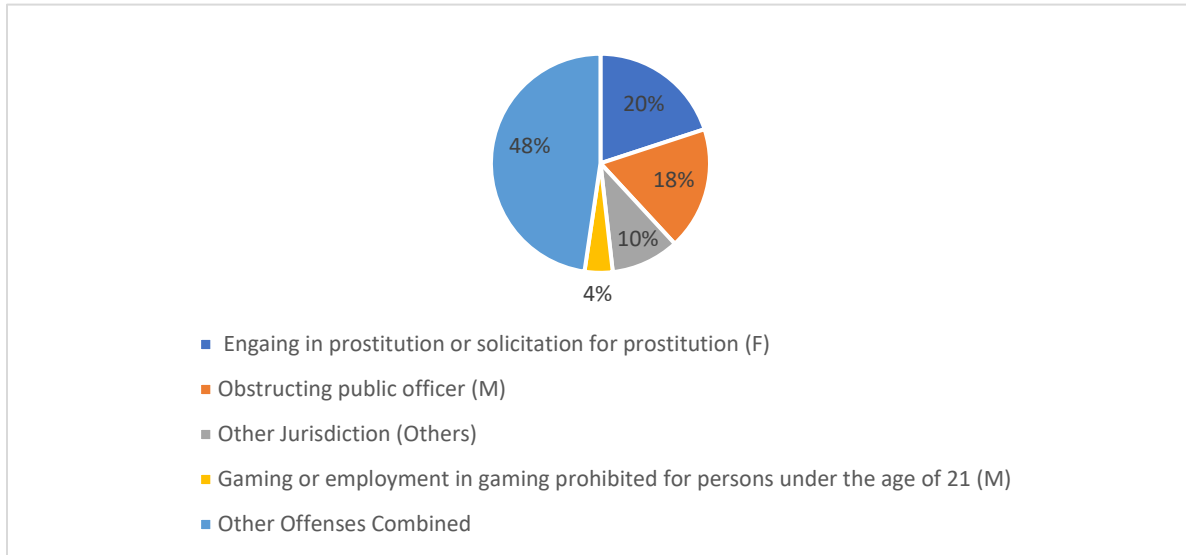
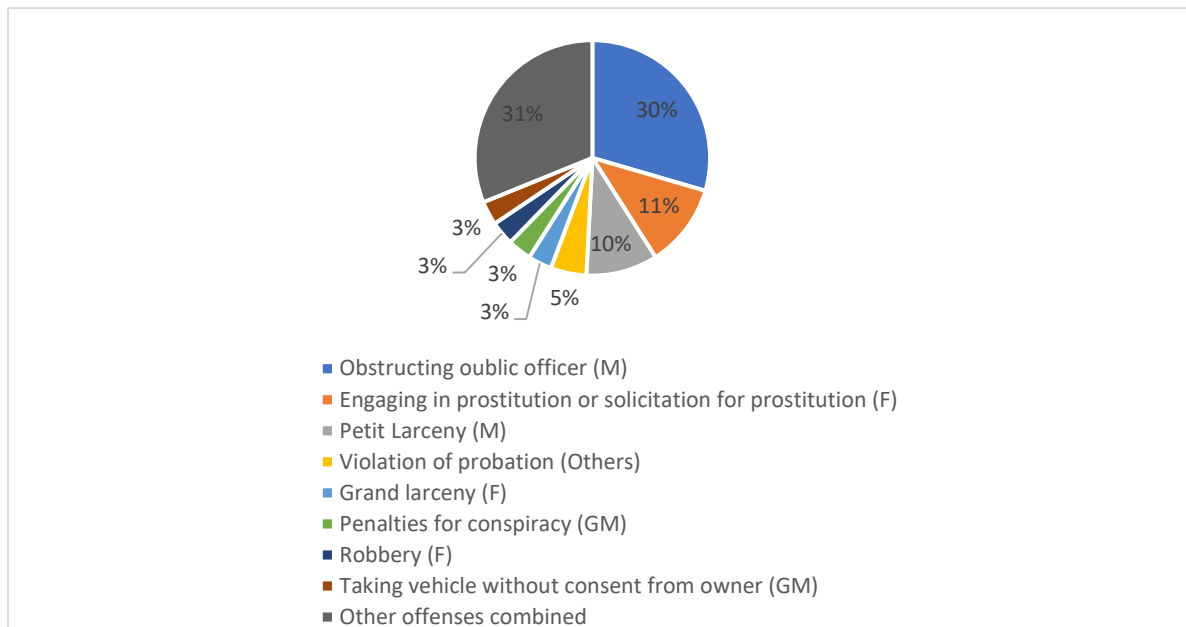


Figure 6. Proportion of Adjudicated Charges ¹⁷

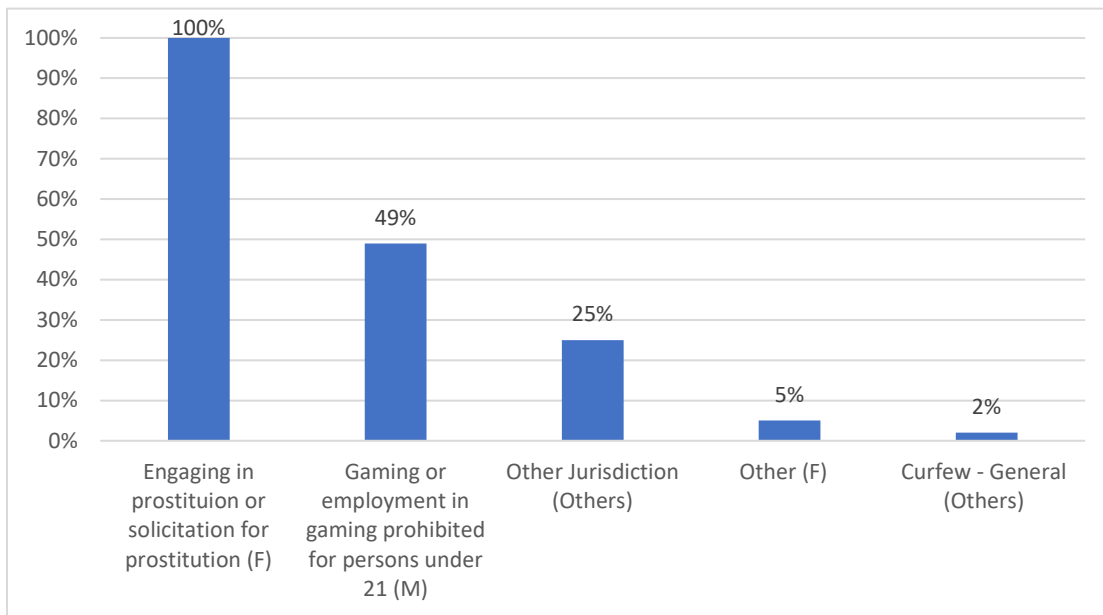


¹⁶ Clark County Department of Juvenile Justice Services. (2022). *Commercially sexually exploited children arrest and adjudication data, 2018-2019*. [Unpublished raw data].

¹⁷ Clark County Department of Juvenile Justice Services. (2022). *Commercially sexually exploited children arrest and adjudication data, 2018-2019*. [Unpublished raw data].

The data presented below illustrate a comparison of the charges that juvenile victims of sexual exploitation typically incur with all juvenile charges incurred in general. The first chart, Figure 7¹⁸, depicts the charges for which all juveniles were originally arrested and charged. As depicted, sexually exploited youth make up 100 percent of the “engaging in or solicitation of prostitution” charges. Additionally, they make up 49 percent of the “gaming or employment in gaming prohibited for persons under the age of 21” charges (Clark County Department of Juvenile Justice Services, 2022). The second chart, Figure 8, depicts the charges for which all juveniles were adjudicated. As depicted, sexually exploited youth make up 100 percent of the “engaging in or solicitation of prostitution” and “attempt to use or under the influence of schedule I, II, III or IV controlled substance” charges. Additionally, they make up 50 percent of the “obstructing a public officer” charges (Clark County Department of Juvenile Justice Services, 2022). As such, the data show that sexually exploited youth are engaging in some behavior that is distinct from other juveniles engaging in illegal activity.

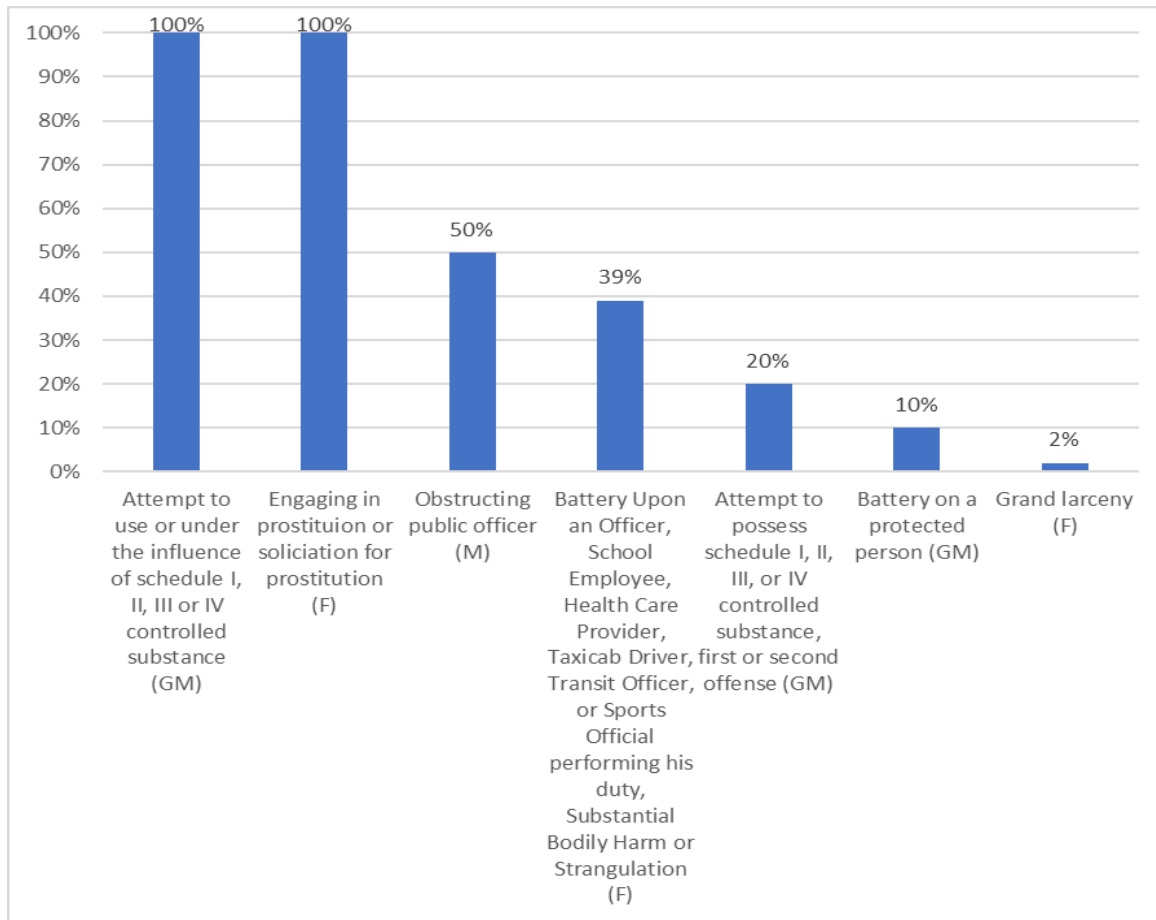
Figure 7. Proportion of CSEC Charges to General Juvenile Charges ¹⁹



¹⁸ Figures 7 and 8 illustrate the portion of juvenile charges that were accrued (i.e., charged and adjudicated) by CSEC victims. For instance, when examining adjudicated charges, CSEC victims make up 100 percent of the “attempt to use or under the influence of schedule I, II, III, or IV controlled substance” adjudicated charges, while only making up only 39 percent of “battery against an officer” adjudicated charges. That is, for all adjudicated juvenile charges between 2018-2019, CSEC victims were responsible for all “attempts to use or under the influence,” but only a portion of the “battery against an officer” adjudicated charges.

¹⁹ Clark County Department of Juvenile Justice Services. (2022). *Commercially sexually exploited children arrest and adjudication data, 2018-2019*. [Unpublished raw data].

Figure 8. Proportion of adjudicated CSEC Charges to General Juvenile Charges²⁰



Together, the data demonstrate that sexually exploited youth are commonly arrested and charged for similar illegal activity, namely sexual misconduct – engaging in or solicitation of prostitution. It also demonstrates that sexually exploited youth are being caught in gaming establishments (i.e., casinos) - gaming or employment in gaming prohibited for persons under the age of 21. The data also demonstrate that sexually exploited youth often engage in resisting arrest – obstructing a public officer. Lastly, the data demonstrate that sexually exploited youth are using illegal substances in conjunction with their victimization - attempt to use or under the influence of schedule I, II, III or IV controlled substance.²¹ Again, the data appear to demonstrate that the charges remain consistent from arrest to adjudication, but based on the current data provided by the court, we are unable to determine whether the charges of solicitation or prostitution were eventually dropped.

²⁰ Clark County Department of Juvenile Justice Services. (2022). *Commercially sexually exploited children arrest and adjudication data, 2018-2019*. [Unpublished raw data].

²¹ More data with respect to the characteristics of sex trafficking cases in Nevada reported to the National Human Trafficking Hotline in 2021 can be found at <https://humantraffickinghotline.org/en/statistics/nevada>, and see also <https://polarisproject.org/wp-content/uploads/2020/07/Polaris-Analysis-of-2021-Data-from-the-National-Human-Trafficking-Hotline.pdf>

Anti-Trafficking Organizations

Victims of sex trafficking should have access to resources provided by anti-trafficking organizations, regardless of arrest or contact with the legal system. Table 1 contains the names of alleged “anti-trafficking” organizations in Nevada. This is not an exhaustive list, and we did not research each of these organizations to validate the services they do or do not provide to sex trafficking victims in Nevada. Nevertheless, these organizations collectively provide an array of services including but not limited to case management, crisis response, housing assistance, mental health services, substance abuse counseling, and transportation. For an additional list of human trafficking resources, see the Nevada Office of the Attorney General’s website for their Human Trafficking Resource Guide.²² The Attorney General’s website also provides a list of other victim resources.²³ This report is focused on child and juvenile victims, so it is important to note that the vast majority of the anti-trafficking organizations listed cater to the adult victim and survivor population. Those in Southern Nevada that specifically cater to child or juvenile victims (e.g., Signs of Hope, St. Jude’s Ranch for Children Healing Center, and The Embracing Project) were interviewed. Their interviews are detailed later in the report.

Table 1. Anti-Trafficking Organizations in Nevada

Anti-Human Trafficking Organizations
Awaken
Bamboo Bridges
Be a S.H.E.R.O
The Cupcake Girls
Dignity Health
The Embracing Project
Hookers for Jesus
New Hope Foundation International
The Rape Crisis Center
Refuge for Women
RubiesLV
S.A.F.E. House
Safe Embrace
Safe House Project
SafeNest
Salvation Army/Seeds of Hope
The Shade Tree
Signs of Hope
St. Jude’s Ranch for Children Healing Center
Unshakeable
Worth Fighting For LV

²²https://ag.nv.gov/uploadedFiles/agnv.gov/Content/Human_Trafficking/2019_NV_Statewide_Human_Trafficking_Resource_Guide...pdf; https://ag.nv.gov/Human_Trafficking/HT_Home/

²³https://ag.nv.gov/uploadedFiles/agnv.gov/Content/Hot_Topics/Victims/Nevada%20Statewide%20Resource%20Guide%20Edition%202.pdf; https://ag.nv.gov/Human_Trafficking/HT_Help/s

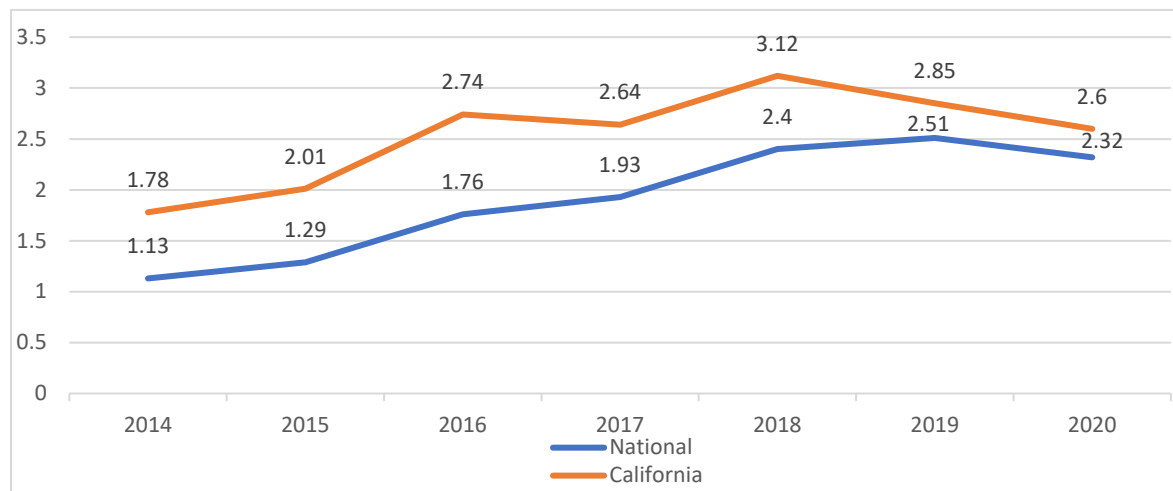
Exemplar Organizations

The following is a summary and description of findings from three exemplar organizations in the United States, representing California, Georgia, and the nation (Shared Hope International). While the organizations are considered “exemplar” organizations as suggested by members of the steering committee (and are the focus of this section) the state laws for each of these organizations are also addressed because the report cards provided by Shared Hope International and the Polaris Project focus on the states rather than the organizations themselves. Direct and confidential quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of participants’ viewpoints. The exemplar organizations identified both their strengths and gaps. Furthermore, a corresponding letter grade report card (Shared Hope International) is provided for each organization’s applicable state.

California

The state of California currently has the 6th highest rate of human trafficking in the United States (World Population Review, 2023). On average, there are about 3.34 trafficking victims in California for every 100,000 civilians. Los Angeles is one of the main points of entry for sex trafficking in the United States largely because of its diversity (i.e., it is a hub for immigrants; Farzad, 2015). Traffickers also use San Joaquin County as an entry point because of its inland port, regional airport, and its connection to several major freeways (San Joaquin County, 2016; Velazquez, 2016). Figure 9 below details the rate of sex trafficking in the nation and California. As depicted, the California rate is higher than that of the nation. California has several laws on their books to address the issue of sex trafficking in the state.

Figure 9. Rates of Human Sex Trafficking in the Nation and California (Per 100,000)²⁴



²⁴ National Human Trafficking Hotline. (2023). *National statistics*. <https://humantraffickinghotline.org/en/statistics>

Laws

Below is a compilation of laws California has on its books as it relates to prostitution, sex trafficking, and solicitation.

Figure 10. Prostitution/Sex Trafficking/Solicitation Laws in California

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
California	<p>CPC 266 CPC 267 CPC 288.3 CPC 288.4</p> <p>Excerpt of Law</p> <p>A person who inveigles or entices a person under 18 years of age... for the purpose of prostitution is punishable by imprisonment and/or a fine</p> <p>Taking a person under the age of 18 from a legal guardian for the process of prostitution is punishable by imprisonment and/or a fine</p> <p>Known communication with a minor with the intent to commit a sex crime is punishable by imprisonment and/or a fine</p>	<p>CPC 236.1 (a)(b)(c) CPC 266j</p> <p>Excerpt of Law</p> <p>Depriving another human being of their personal liberty or violated that person's personal liberty, AND When you did so, you intended to obtain forced labor or services When you did so, you intended to commit one of a specified list of crimes: pimping, pandering</p>	<p>CPC 647 (b) 1-3</p> <p>Excerpt of Law</p> <p>Trafficking for commercial sex acts Rape of a child, pursuant to § 39-13-522 Aggravated sexual exploitation of a minor, pursuant to § 39-17-1004</p>

There are three categories of laws that were examined—prostitution and sex trafficking laws focused solely on minors and solicitation laws that hold the buyer and/or traffickers responsible. *California Penal Code* (CPC) 266 makes it a crime for a minor to be tempted or allured into a brothel with the intention of prostitution. Moreover, CPC 267 ensures that a person who takes away a minor from a guardian for prostitution is punished. *California Penal Code* 288.3 and 288.4 makes it a crime to approach or arrange to meet with a minor with the purpose of committing sex crimes. In addition, CPC 266j makes it a crime to purposely offer, transport, or provide anyone under 16 years of age for the purpose of sexual acts. Finally, CPC 647(b) 1-3 makes it a crime to seek, agree to, or engage in prostitution in exchange for something of value.

Orange County Human Trafficking Task Force

Two Orange County Human Trafficking Task Force representatives agreed to individual confidential personal interviews. The Orange County Task Force started in 2004 and Waymakers is currently serving as the co-leadership of the Orange County Anti-Trafficking Task Force along with the Anaheim Police Department. A representative from Waymakers as well as a representative from the Anaheim Police Department were interviewed. Usually, regional task forces are assigned leadership through government offices, District Attorney (DA) offices, or law enforcement. The task force's core composition is the DA's office (prosecutors), social services agencies, and federal and local law enforcement including the probation department. According to the Anaheim Police Department representative, the order that these are mentioned is also the order in which they joined the task force. Also in the task force are community-based organizations, victim services and other stakeholders, including homeless initiatives. One interviewee described their organization as a "wrap-around taskforce." Waymakers leadership primarily fills the role of lead victim service provider for the task force as well as administrative and supervision duties. Services include assisting victims with the criminal justice system, providing emergency service, victim advocacy and crisis intervention. The task force has serviced over 1400 victims since it began in 2004.

Image 2. California Human Trafficking Report Card, Shared Hope International ²⁵

Issue	Grade	Score
 1. Criminal Provisions	D	10.5 17.5
 2. Identification of and Response to Victims	F	13 27.5
 3. Continuum of Care	D	9.5 15
 4. Access to Justice for Trafficking Survivors	C	11 15
 5. Tools for a Victim-Centered Criminal Justice Response	C	7 10
 6. Prevention and Training	B	12.5 15
EXTRA CREDIT		
 Youth		3
 Child Labor Trafficking		4
OVERALL GRADE		C 70.5
TIER I		

One member of the Orange County Human Trafficking Task Force who is also a law enforcement officer in the Anaheim PD and a self-proclaimed experienced leader in the development of jurisdictional specific anti-human trafficking trainings, recommended the following in order to fight human trafficking in Nevada:

1) Emphasize in trainings from the beginning that this is not "just a prostitution issue" but an issue about the human sex trafficking of minor victims; at the same time, the victim is not being "rescued," but they must use a victim-centered approach; their job is to arrest the buyers and the traffickers.

2) Ninety percent of the human trafficking cases are no longer in 'neighborhood' tracts, they are on the "tracts of the internet;"

²⁵ A more detailed report card is available in Appendix G.

combatting social media online grooming is key; technology such as Thorn's Spotlight, is "indispensable" to their investigations (see Appendix M).

- 3) Using a collaborative model is key; Nevada just received a grant through the Office for Victims of Crime (OVC) awarded to the NCJFCJ, to help achieve this goal, and because Nevada is a national hub for human trafficking, if Nevada gets on board, so will other states.

Strengths identifying this group as an exemplar organization are that they are able to provide victim services from emergency/crisis response to reintegration back into the community. They follow a collaborative model that works extremely well. A member of the Anaheim PD suggested with respect to this collaborative model, "Las Vegas is key to the rest of the nation getting on board with this entire approach, and I mean in terms of collaboration. I'll give you a hint of how well we work as a collaborative, how much better that's made me as a supervisor. How much better that's made my investigators! You know all this stuff, and then, apart from your law enforcement, it needs to fit your laws and everything else. But it's all that. They are key, because they are a national hub for all this."

The Orange County Human Trafficking Task Force also offers basic and advanced training to organizations that are also focused on victim services and a victim-centered approach. This is identified as critical because there is a high turnover rate for providers, especially case managers. and one of the reasons they have identified is the lack of training. In addition to services and training, they have been successful at prosecution and refining the law. In fact, most of the referrals for services are through the DA's office which indicates a strong collaboration, and that law enforcement sees the value in strong social and mental health support. Finally, they have been able to pilot innovative projects. As a task force, they have been open to new ways of preventing, intervening, and awareness raising including following a victim-centered and trauma-informed approach.

The largest barrier and identified gap for assisting survivors of sex trafficking is the lack of specialized housing. For example, there is a need for specialized housing for commercially sexually exploited children because children tend to be chronic runners and providers need to know how to handle that. There is also limited housing for adult victims and the funding to support not only housing but legal services, job development and daycare. Other areas where there are gaps include providing services for trafficking victims impacted through gang affiliation and onsite mental health services increasing accessibility to victims and survivors. Another large barrier to their work is the high turnover rate of staff and providers due to job burnout, which is based both on high caseloads but also due to the unique nature of case management, where victims need more time, attention, and services. In their experience, it takes about a year to fully understand and get comfortable with anti-trafficking work. Unfortunately, this contributes to the high turnover rates. This also contributes to the need for more

collaboration between entities and stakeholders in this space. In identifying the barriers, the representatives provided suggestions to strengthen the response to victims of sex trafficking.

The representatives suggested including stronger training to increase collaboration and knowledge sharing. The hope is that this will also mitigate the rates of provider burnout. They also emphasized that in addition to being trained to provide services, workers should also have institutional knowledge. Additionally, the task force also felt that a curriculum in institutions of higher education training social workers, therapists, case managers, and other health and human service providers should be standardized so that there is a baseline of knowledge when new providers come into this work. A final suggestion was to increase access to funding as well as broaden inclusion to more organizations including those that are smaller and/or less well-known when it comes to opportunities. Currently, the task force believes there is too much competition between organizations for too little resources.

Georgia

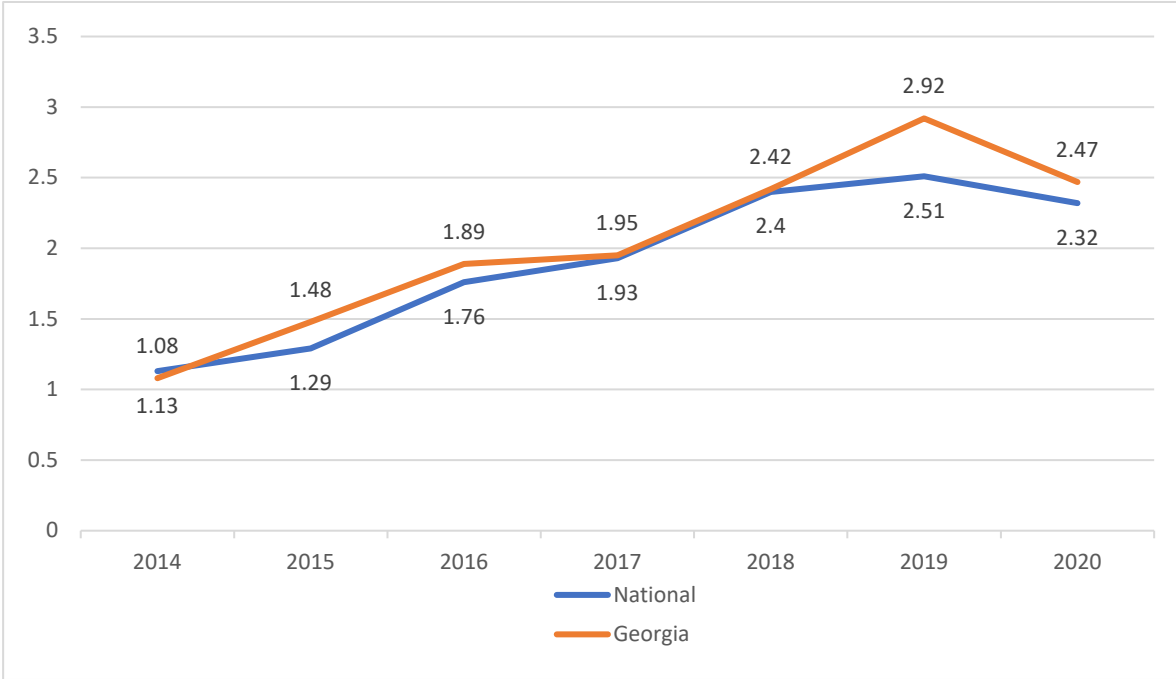
Image 3. Georgia Human Trafficking Report Card, Shared Hope International

Georgia currently has the 11th highest rate in human trafficking in the United States (World Population Review, 2023). On average, there are about 3.10 trafficking victims in Georgia for every 100,000 civilians. Georgia is home to the busiest airport in the nation, Hartsfield-Jackson Atlanta International Airport, with approximately 260,000 travelers passing through each day (Hartsfield-Jackson Atlanta International Airport, 2022). Through Georgia, there is also access to four major interstates (i.e., I-85, I-75, I-20, and I-285), which enables the shuttling and selling of victims. These avenues of travel enable sex trafficking in Georgia, and it is estimated that 5,000 girls are at risk of being trafficked there (End Slavery Georgia, 2016). Figure 11 details the rate of sex trafficking in the nation and Georgia. As depicted, the Georgia rate is on the cusp of being higher than that of the nation. Georgia has several laws on their books to address the issue of sex trafficking in the state. According to Shared Hope International, Georgia has an overall grade of F (see Image 3).²⁶

Issue	Grade	Score
 1. Criminal Provisions	B	15.5 17.5
 2. Identification of and Response to Victims	F	6 27.5
 3. Continuum of Care	F	4.5 15
 4. Access to Justice for Trafficking Survivors	C	11 15
 5. Tools for a Victim-Centered Criminal Justice Response	F	5 10
 6. Prevention and Training	F	3 15
EXTRA CREDIT	 Youth	1
	 Child Labor Trafficking	3
OVERALL GRADE		F 49
TIER II		

²⁶ A more detailed report card is available in Appendix H.

Figure 11. Rates of Sex Trafficking in the Nation and Georgia (Per 100,000)²⁷



Laws

Below is a compilation of laws that Georgia has on its books as it relates to prostitution, sex trafficking, and solicitation. There are three categories of laws that were examined, prostitution and sex trafficking laws focused solely on minors, and solicitation laws that hold the buyer and/or pimps responsible. The laws in the table pertain to different aspects of child trafficking and prostitution. The *Official Code of Georgia Annotated* (O.C.G.A) 16-6-9 makes it a crime of prostitution when sexual acts are performed (i.e., sodomy, intercourse) for anything of value. Moreover, O.C.G.A 16-6-11 defines the crime of pimping as arrangement of, obtaining, transporting, commands, or receives money for prostitution. In addition, O.C.G.A 16-5-46 (d) (e) defends crimes against the person who are trafficked for labor or sexual subjection and O.C.G.A 16-3-6 defines *coercion, deception, sexual crime, and sexual servitude*. A person cannot be charged with a sexual crime or servitude if coerced or deceived. Finally, O.C.G.A 16-6-2 allows for the punishment of pandering if a person solicits a person to partake in prostitution, whether it be for them personally or as recruitment for another party.

²⁷ National Human Trafficking Hotline. (2023). *National statistics*. <https://humantraffickinghotline.org/en/statistics>

Figure 12. Prostitution/Sex Trafficking/Solicitation Laws in Georgia

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
Georgia	<p>O.C.G.A §16-6-9 O.C.G.A §16-6-11</p> <p>Excerpt of Law</p> <p>Providing or receiving sexual intercourse/ sexual conduct in return for money or other items of value. If the individual providing the acts of sex are a minor, Anyone who agrees to secure, or offers a prostitute for sexual conduct, transfers, and receives compensation for sexual conduct is guilty of pimping in the state of Georgia.</p>	<p>O.C.G.A. §16-5-46 O.C.G.A. §16-5-46 (d) O.C.G.A. §16-5-46 (e) O.C.G.A. §16-3-6</p> <p>Excerpt of Law</p> <p>CSEC, Commercial Sexual Exploitation of Children, DMST, Domestic Minor Sex Trafficking, or Child Sex Trafficking. Sex trafficking entails abuse in a sexual nature of a juvenile in return for cash, shelter, food, narcotics, etc., in exchange for sex. Knowingly coercing, recruiting, or transporting a person for the purpose of sex is punishable by law.</p>	<p>O.C.G.A. §16-6-12</p> <p>Excerpt of Law</p> <p>Solicitation is considered a sex offense that carries serious criminal charges and could result in hefty fines and possible jail time. A person commits the crime of pandering when they "solicit a person to perform an act of prostitution on their behalf."</p>

City of Refuge

We discussed sex trafficking with a representative of the non-profit organization City of Refuge. The City of Refuge started eight and half years ago in Atlanta, Georgia and since then have serviced over 850 (adult) women. At the time of the confidential interview, they were preparing to expand their services to include minors. They currently provide wrap-around services including safe houses, trauma-informed long-term care, and transitional housing as victims transition back into society. They are one of the only organizations that offer this type of specialized housing model based on where victims are in their healing process. Further, they offer mental health services, family reconnection, integration skills training, vocational training and education, health and wellness programs, and an optional spiritual component. They also offer practical services such as a salon where victims can get their hair and nails done and access clothing. While they offer intensive case management, they do not offer substance abuse active detoxification services. Instead, they refer this service out to partners. The

City of Refuge leads a Collective Impact Model that brings together stakeholders from all aspects of the field while they serve as the backbone organization.

The variety of housing options that are located in Georgia is one of the City of Refuge's biggest strengths. They have over 400 beds and continue to grow. The ability to offer varied housing sets them apart, even when the housing is still not large enough to house everyone that needs it. They are the only national organization that provides housing this widely. What they do have is a clear template for what and how housing should/could be provided. It is one of the initial priorities they have identified that victims need to stabilize and move forward in their healing process. The other two strengths are trauma-informed care and vocational training. City of Refuge measures its success 12 months after victims have stabilized (it normally takes victims 6-18 months to "graduate" through the program). Their completion rate is high at 68 percent, with about 90 percent participating of their own free will and 10 percent being mandated by law enforcement to participate. Most clients that finish the program are still stable in their recovery at the one-year mark. To support their work, they have a strong donor base and are not too focused on having to raise funds.

Gaps and barriers that were identified by the City of Refuge included survivor recidivism. Their average rate of recidivism is comparable to the rest of the United States such that it takes about 6-7 times for victims before they get "out of the life" permanently. One of the key factors to getting victims to stay in the program and complete it is the trusting relationships they build with providers. The challenge here is the high turnover of providers, particularly case managers. This challenge is exacerbated by the need for more security for the victims. The interviewee described the level of danger (from perpetrators) that should be considered when victims seek help. Otherwise, other gaps have to do with the process of victim services. For instance, how does the identification of victims move from a majority being referred to them through law enforcement? Further, they need more services in terms of nationwide housing, mental health services, and addressing addiction.

Suggestions from City of Refuge begin with a more macro vision in terms of policies and laws. They feel that increased charges against perpetrators will go a long way to mitigating human trafficking. To address the gaps, more focus should also be placed in expanding mental health services for victims. Additionally, they are willing to provide examples and training to other organizations in terms of trauma-informed services (micro), community building (mezzo) and cash flow processes for their organizations (macro).

Shared Hope International

Shared Hope International is physically located in both Washington, D.C. and Washington State, but of all three exemplar organizations, it is the only organization that is both domestic and global. They started in 1999 and are focused on "prevention,

restoration and justice” work. Namely, their work is widespread across a large number of international and domestic service providers falling in the following categories:

1. Prevention: training and awareness;
2. Restoration: programs, services, and 3rd party providers (which are given grants from Shared Hope International to carry out their services at a local level); and
3. Justice: Research, training, and advocacy.

Shared Hope International’s strengths include its wide and in-depth offerings. The organization is notable for its unique programs, such as:

- Report cards on child and youth sex trafficking (see appendixes F-K for the Report Cards on Nevada, California, Georgia, Tennessee, Washington D.C., and Washington);
- Grantor program for service providers: This small grant-making entity provides funds to direct service providers in the United States and abroad instead of providing the services themselves. They find this change model serves local needs with the most impact;
- Faith in Action: Engages individuals nationwide who are looking for a biblical perspective through campaigns such as 30 days of Prayer, continued Prayers of Hope, and monthly emails providing tools to protect children through their churches and communities;
- Research on long-term restoration: Includes programs such as housing, medical care, vocational training therapy, and relationships with third-party providers (organizations outside of their network);
- Downloadable trafficking materials, including webinars and training videos; and
- Specific to Nevada, Shared Hope International created a video program called, “Chosen” which provided toolkits to Clark County schools, third parties, and community resources that highlighted the issue of “demand.”

One of the biggest gaps and barriers identified by Shared Hope International was what they called the “societal tolerance for commercial sex that resulted in a *just a prostitution issue*” mentality, which they felt opened the door for more vulnerability to sex trafficking. As an exemplar organization, they are similar in trajectory to organizations who started in the late ‘90s when the field was nascent and have gone through a journey of identification, awareness, and social norming. Shared Hope International believes how the issue of human trafficking is framed and how victims are identified can also provide a number of challenges in prevention efforts especially when there is a lack of understanding by stakeholders such as by the criminal justice system on the nuances (from politics to victim experiences) of sex trafficking.

To address these gaps and barriers, Shared Hope International advocates for more training and education. They feel this is especially important in areas where there is little knowledge, research, or training that exists such as in cyber trafficking and internet safety. Another area where more work has to be developed and that will have an impact is addressing victim protections at all levels from law enforcement to relationship building. Victim protections should also be included in general awareness-raising campaigns and training for providers. Similar to the other exemplar organizations, Shared Hope International was concerned with the high turnover rate of those that work within the anti-trafficking movement (at all levels - not just with direct service providers). They feel that more training and engaging in prevention at all levels (i.e., academic, interactive, and awareness-raising) would be beneficial.

Identified Gaps

The next section of the gap analysis report details the analysis of the qualitative research. The analysis has been semi-structured to address the report card categories cultivated by Shared Hope International. More specifically, the analysis follows the categories of: 1) criminal provisions; 2) identification of response to trafficking victims; 3) continuum of care; 4) tools for a victim-centered criminal justice response; and 5) prevention and training.

Criminal Provisions

This section is concerned with the existence of clear laws related to buyer and trafficker (i.e., person and business) accountability regarding child and youth sex trafficking in Nevada. For a more detailed look at these Nevada statutes regarding Criminal Provisions see the Shared Hope International full Nevada Law Analysis report at: <https://reportcards.sharedhope.org/year2022/nevada/>. The Polaris Project also includes a report card on Nevada's criminal record relief for trafficking survivors (specifically victims of human trafficking arrested or prosecuted as adults) at: <https://polarisproject.org/wp-content/uploads/2019/10/2019-CriminalRecordRelief-Nevada.pdf>. The National Council of Family and Juvenile Court Judges also has myriad information regarding best practices as it relates to juvenile victims of sex trafficking.²⁸

According to the Shared Hope Nevada report card regarding criminal provisions: “[Nevada’s] Policy goal [was] accomplished related to decoy defenses. Gaps remain in areas related to buyer accountability under the trafficking law, buyer and trafficker accountability under state CSEC laws, mistake of age defenses, business entity liability under the trafficking law, and financial penalties.”

Provided below is a summary and description of participants’ opinions about the criminal provisions related to sex trafficking in Nevada. Direct quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of participants’ viewpoints.

The following law enforcement and other justice personnel participated in a confidential focus group or a personal interview:

- Las Vegas Metropolitan Police Department (“Metro”);
- Homeland Security Investigations (HSI);
- Nevada Office of the Attorney General (NOAG);
- Anaheim Police Department;
- Federal Bureau of Investigation (FBI);

²⁸ See Footnote 2 above.

- Clark County District Attorney's Office; and
- Clark County Department of Juvenile Justice Services Personnel.

Do you think there needs to be laws/statutes that are explicitly for human trafficking or are there any laws that need to be changed with respect to human trafficking (in Nevada)?

Do you feel there are gaps in any laws that would help you do your job better if that statute existed?

-
- no demand, no supply
 - buyer enforcement; can't arrest for a misdemeanor crime (AB 440)
 - need a bill that separates NRS 201.355 from NRS 201.354
 - laws to arrest the buyers with probable cause for solicitation of a minor; gets rid of 'mistake of age' defense
 - specific statutes for human trafficking
 - no shielding or sealing of records for traffickers/abusers
 - higher penalties for buyers and traffickers
 - get rid of 'sting' or 'entrapment' defense
-

When asked about laws in Nevada that should be changed, there was consensus among a number of law enforcement and court personnel about issues related to the demand side, specifically buyers, with respect to minors. Two comments from different court personnel illustrate the issue succinctly: "The problem is that there is a demand and a venue," and "No demand, there'll be no supply."

For example, one Metro police officer specifically addressed buyer enforcement and AB 440 in 2019: "We as law enforcement 100 percent support [AB 440]." This Metro officer noted that the purpose of AB 440 was that buyers would face a stiffer penalty and it would deter the demand; however, it was not separated under the NRS. "AB 440 also fell under some of the other bills when it came to misdemeanor crimes; if a law enforcement officer came across someone that committed a misdemeanor crime, the first step is a citation, buyers fell under that misdemeanor citation. Most of the time it is their first offense, and we cannot take them to jail; in that AB bill, the second offense is a gross misdemeanor, the problem is that another bill went through that was intended for the female victim. Well, these solicitation charges are staying with them, and we want to be able to seal their records. Law Enforcement is good with that, but now buyers are also sealing their records [and so] we cannot arrest them for a second higher penalty because it looks like they never had a first penalty. We are totally fine with [only] giving [the victim] a ticket; we have our service providers so she will get any resources or help right there on scene. The buyers we want to take to jail right

away.” This officer also emphasized that the purpose of this bill was to allow the victim to seal their records, but since the buyers are not separated from the victims in the law, buyers are also able to seal their records within one year. Another court personnel interviewed separately from this law enforcement officer in essence agreed with this sentiment by mentioning a gap in the federal laws, stating: “Federal Rules of Evidence are relaxed with respect to the abuser. We need no shielding.”

“We’re talking about modern day human slavery to the extreme and there should be no tolerance for that, I’m sorry.”

The Metro officer also noted that AB 440 also needed to separate the buyers from the regular solicitation demand (for adult prostitution), stating, [In Nevada, we need] “a law to arrest the buyers (right now for an adult it is the same law as for the purpose of NRS 201.354); this is currently just straight solicitation for the purpose of prostitution; specifically, we need laws for online luring of a minor.” This quote was in reference to their online sting operations. As an example, for clarity, in Orange County, California, one Anaheim police officer mentioned that buyers only have to “attempt” to have sex with a minor, even if that minor is an undercover police officer. Federal rules are stricter. For jurisdiction specific areas (counties/cities), a buyer can be arrested on probable cause, and they bring the case to attorney, and they just go to court to try and prove it; they do not have to prove that the pimp/trafficker knew she was a minor (Federally, they do have to prove it; they don’t/can’t arrest on probable cause). This officer further explained, “we need a bill that separates 201.355 (pertains to buyers) so that they are not allowed the same capabilities than those who were arrested under 201.354.” These “capabilities” refer to the ability for buyers to be able to seal their records.

Another court personnel said, “[we need] a set of specific statutes for this behavior; it cannot just be generalized. This clearly should be on the books. We have a combination of statutes that could be an adequate set of punishments and consequences that should stop it from happening or to adequately punish them.” When asked about laws that could exist to help them do their job better, a different court staff member stated, “It’s always about services. And what happens to the Johns? Why aren’t we educating them? I mean, it’s technically illegal to use a prostitute here in Clark County, but nothing’s ever done to them. Why aren’t we educating them about, ‘Hey, is a person you’re hiring underage? Where’s your responsibility in all this?’ There’s a statute on it. We’re not equally looking at all our statutes. And so I think that’s probably ... As far as ... That’s not an opinion, there’s just statutes out there. They’re not all being enforced equally. So just food for thought.” Finally, a different court personnel interviewee stated, “Align Nevada’s definition of solicitation with the federal definition, takes age defense away from the John – ‘I didn’t know she was underage’; take away the sting defense, ‘this is entrapment’.”

However, related to this is an uptick in violence related to grand larceny trick rolls. One Metro PD Officer explains in more detail: "But we can't prosecute the John because the act of solicitation is a misdemeanor when not committed in the presence of law enforcement; and no penalty for the girls so these pimps are telling the girls to go steal; so the female undercover are learning from the traffickers that they want them to steal from the Johns. Now we have a John who is a victim; now there is no appetite for some penalties on this; so now the Johns are attacking the girls; we have had a lot of violence; pimps rushing into the rooms; had 287 grand larceny trick rolls that we investigated in 2021 and now we are at over 400 year-to-date."

Guidelines and best practices from organizations that do exist nationwide and globally should be consulted with respect to any future planning dealing with child and juvenile anti-sex trafficking efforts in Nevada, especially with respect to legislation and criminal provisions. Some organizations include: the National Human Trafficking Hotline, the Polaris Project, Shared Hope International, Blue Campaign, The National Advisory Committee on the Sex Trafficking of Children and Youth in the United States, and the National Council of Juvenile and Family Court Judges.

KEY TAKEAWAYS - CRIMINAL PROVISIONS

- Get rid of demand
- No "shielding" of traffickers and buyers in laws
- Lack of trafficker and buyer accountability in practice
- Get rid of entrapment defense
- Get rid of mistake of age defense

Identification of and Response to Victims

This section is concerned with identifying all sex trafficking victims and survivors, as well as victim-centered and trauma-informed responsiveness. See the Shared Hope International full Nevada Law Analysis report regarding Identification of and Response to Victims at: <https://reportcards.sharedhope.org/year2022/nevada/>.

According to the Nevada report card regarding Identification of and Response to Victims: "[Nevada's] policy goal [was] accomplished related to third party control. Gaps remain in areas related to foreign national victims, screening through child welfare and the juvenile justice system, non-criminalization for prostitution offenses, expanded non-

criminalization, juvenile court jurisdiction, child abuse definitions, and non-familial trafficking cases.”

A summary and description of participants’ confidential opinions about the identification of and response to sex trafficking victims in southern Nevada are provided below. Direct quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of participants’ viewpoints.

Nine community partners from southern Nevada were interviewed with regard to how they were trained to identify and respond to victims of sex trafficking. Six partners were a part of a focus group, and three partners were individually interviewed. Community partners were part of non-victim services providing businesses, but some were still part of the service industry, including casinos, hotels/motels, massage licensing board, and sports entertainment. Other agencies who participated included: consulting, education, human trafficking committee board members, and the trucking industry.

What are some signs that you have been taught to look for with respect to a potential victim of human trafficking?

- No identification
- Avoiding contact
- Denial of being a victim

When asked about signs they have been taught to recognize in instances of sex trafficking, one participant stressed that there is variation in signs for adult and child victims. Accordingly, if one was taught to identify victims only using an adult framework, one runs the risk of missing the signs of a child sex trafficking victims. This comment suggests that training should include clear delineations of the different types of signs for each age group. Nevertheless, all participants provided an extensive list of indicators that they had been taught. One of the most common signs discussed was lack of identification – “you want to see that they don't have documents like the ID, Social Security, birth certificate.” Another common sign was the avoidance of contact – “avoiding eye contact, avoiding security.” The last most common sign of sex trafficking was a consistent denial of being a victim despite other signs identifying them as such. Participants noted other signs such as malnutrition, lack of proper hygiene, lack of stable housing, scantily clothed, participation in criminal activity, and appearing as if one’s life is packed in a suitcase.

The biggest issue in identifying and responding to a victim is the victim’s denial of being a victim of sex trafficking. One hundred percent of the participants stressed that victims of sex trafficking are rarely reaching out for help. In fact, one participant said that victims are not coming forward saying “Oh, yeah, help me, please. I'm a victim of

human trafficking.” Another participant noted that victims reaching out only occurs in “.05 percent of cases.” Participants highlighted that denial by youth is likely connected to them trying to “protect their trafficker or perpetrators.” Furthermore, there are the elements of “a lot of fear and trauma bonding” and “difficulty in recognizing power and control that the trafficker displays.” Moreover, identification and response to sex trafficking victims might be impeded by the action of their traffickers.

One participant noted that some traffickers are “mindful” of the signs taught for the identification of sex trafficking victims. Consequently, some traffickers will provide the victims shelter and food. It was stated that a “trafficker provides a stable home because they know that it is a red flag that is going to be looked upon.”

Does your organization have a good working relationship with the police? If so, what police departments?

- Las Vegas Metropolitan Police Department
 - Reno Police Department
 - Federal Bureau of Investigation
-

When asked about their relationships with law enforcement, 100 percent of participants said they had good working relationships with local and federal law enforcement. The most common law enforcement agencies listed were the Las Vegas Metropolitan Police Department, the Reno Police Department [i.e., Human Exploitation and Trafficking (HEaT) Team], and the Federal Bureau of Investigation (FBI). It should be noted that some of the participants work with several law enforcement agencies. One participant stated, “We have a great working relationship with all law enforcement, including the Reno PD, Sparks PD, the sheriff’s Department, Highway Patrol, Metro down in Vegas, and the sheriff’s department down in Vegas.” Another participant noted that they also work with the Department of Homeland Security on sex trafficking matters as well.

Though law enforcement is responding to reports of suspected sex trafficking, they are also building relationships with community partners through continuous meetings outside of investigations. A participant shared that there is continuous contact with law enforcement agencies – “We have a number of different meetings at different levels of security with our law enforcement partners, where local, State and Federal agencies are all part of [...] meeting with different security components within the resorts.” Furthermore, one participant shared that they train law enforcement officers twice a year in the cities of Reno and Las Vegas. Participants also shared that there are correspondences with law enforcement agencies through email and phone calls, highlighting the congenial relationships between the different entities.

The relationship between the community partners and law enforcement agencies has actively aided in the discovery of gaps related to responding to human trafficking victims. For instance, a resort representative shared that it was discovered that law enforcement was taking too long to respond to reports of suspected sex trafficking at resorts. The participant shared that "it could be up to three, four hours [before police responded], and in that time the victim changes their mind and leaves." The security department of the Resort Association worked with law enforcement to remedy the response issue. Here is how they responded: "We trained our security dispatch and the 911 dispatchers that if the resort security is saying that it involves human trafficking and there's a victim that 911 makes that a priority one call, and then that call for service is moved up in the queue, and they respond immediately to that call."

Instances shared and discussed demonstrate the relationship between Nevada's community partners and law enforcement exists and is beneficial for all.

Who are the un-served and under-served victims of human trafficking in your community?

- Foster care children
 - LGBTQIA+
-

When asked to identify un-served and under-served victims of sex trafficking, participants were able to list several vulnerable communities. The most common responses included children in the foster care system and youth who identify as LGBTQIA+. Other communities listed included homeless youth, refugees/international victims, racial minorities and males.

Participants discussed the vulnerabilities of children in the foster care system. One participant specifically highlighted the plight of racial minority children in this system. They stated, "we place kids that come from certain communities to homes that their culture is not being validated." Circumstances such as these can cause children to act out and/or runaway, heightening their chances of contact with the world of sex trafficking. A participant noted that a common pipeline is "the foster care system into juvenile justice, into homelessness, into human trafficking." Another participant highlighted the reality of foster care children who aged out of the system. One participant stated, "all the children that are being aged out of foster care. There's nowhere for them to go, and so they end up on the street, and that's just candy to a trafficker." Lastly, another participant highlighted foster care parents facilitating sex trafficking - Therefore, there should be greater resources afforded to children in the foster care system; such resources could act as protective factors against sex trafficking.

“[A common pipeline is] the foster care system into juvenile justice, into homelessness, into human trafficking.”

Participants discussed the lack of resources available to victims of sex trafficking that identify as part of the LGBTQIA+ community. One participant stated, “We don't have specialized services just in general, specialized for LGBTQIA+.” One participant was specifically concerned about the lack of responsiveness to harm caused to persons who identify as transgender; they stated, “It's like a huge, huge gap.”

What are the most needed services for human trafficking survivors or victims in your service community?

- Housing/Shelter
 - Adequately trained staff
-

When asked about services for sex trafficking victims and survivors, participants discussed at length the lack of resources and services available to victims of sex trafficking. One hundred percent of the participants agreed that a huge cause of this lack of resources and services is a lack of monetary funding – “the problem is that um, there is no funding.” For instance, a lack of monetary funding impedes “adequate safe places or housing [for sex trafficking victims],” “we're missing housing that is, um trained to deal with children with this type of trauma,” and “appropriate shelter.” “That's the biggest need always, and that doesn't exist.” Along the same lines, another participant discussed the need for specialized foster care – “it's specialized foster care with training for the parents and the schools.” This would ensure that those who are interacting with the child/youth survivor are prepared to do so. This would increase the survivors’ chances of recovery.

Two participants discussed the lack of adequately trained personnel to assist sex trafficking victims. This is thought to be an issue of lack of funding as well as an issue of lack of standardization. Because of the lack of standardized training in Nevada, people can decide to work with sex trafficking victims on a whim – “anybody who wants to work with um trafficking survivors, they just say, Oh, I want to do this, and they just do it.” One participant made the following analogy: “If I had to do brain surgery. I would go to a brain neurologist, you know. I won't go to a mechanic. I will take my car to a mechanic. But with this population, you know, you have good intentions and a good heart.” Participants agreed that good intentions and a good heart are not enough because of the physical, psychological, and emotional toll working with this population can have on an individual. As such, education and training are absolutely vital when working with sex trafficking victims. Lastly, one participant also highlighted the lack of evidence-based models with measurable outcomes.

KEY TAKEAWAYS - IDENTIFICATION OF AND RESPONSE TO VICTIMS

- Lack of training specifically identifying youth victims
- Existence of relationships between law enforcement agencies and community partners
- Lack of attention toward foster care and LGBTQIA+ community youth members
- Lack of transitional and stable housing
- Lack of adequately trained staff
- Lack of evidence-based models with measureable outcomes

Continuum of Care

This section is concerned with services provided to victims and survivors and their effect on recovery and rehabilitation. For more detail regarding Nevada policies regarding Continuum of Care, see the Shared Hope International full Nevada Law Analysis report at: <https://reportcards.sharedhope.org/year2022/nevada/>.

According to the Nevada report card regarding Continuum of Care: “[Nevada’s] Policy goals [were] accomplished in areas related to community-based services and services through the juvenile justice system. Gaps remain in areas related to MDT [multi-disciplinary team] responses, services through child welfare, extended foster care services, and appropriations.”

Provided below is a summary and description of service providers and adult survivors’ confidential opinions about the continuum of care afforded to sex trafficking victims in southern Nevada. Direct quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of the participants’ viewpoints.

Three service providers from Clark County were interviewed regarding their services for underage clients who are human trafficking survivors. Two service providers were a part of a focus group and one provider was individually interviewed.

What are the barriers for your organization in providing victims of human trafficking with the services they need?

- Funding
 - Housing/Shelter
 - Insufficient staffing
 - Transportation
-

Funding for organizations was a barrier brought up by the service providers. They talked about how the lack of funding interferes with the number of youth trafficking victims they can serve in terms of staffing capacity. They are also unable to expand their existing services or create new services. One provider stated, "In fact, the funding across the board in all areas has been reduced significantly and that was before even the impact of COVID." Another provider stated, "Federal funding, like not getting our fair share as a state, you know, I mean, meaning-- not like our fair share, but like, we don't tend to be pretty progressive as a state to do like good strong applications or joint applications or things like that for federal funding. Match requirements on federal funding are hard. So, on every federal grant, there's generally a 25 percent match requirement."

The service providers reported that there are insufficient or safe shelters for these youth survivors in the community. They also mentioned how shelters are not always geared toward the special needs of survivors. One service provided stated "I think some of the barriers are the shelters that we work with. Sometimes clients have been exited out of shelters, and so trying to get them to a safe location when they've been exited out can be really difficult. We don't want to put clients up in hotels." Another service provider stated, "So, when we talk about shelter and housing for youth victims of even sexual violence, a lot of the shelters... [organization name] and [shelter name]. Those are shelters for any homeless youth. So, we might have sexually exploited youth in that program with teens or younger adults who are homeless as well, but also, they have a variety of different issues." The same participant also noted, "There isn't adequate housing for youth. We do have some obviously youth-based shelters here. They're not CSEC (Commercial Sexual Exploitation of Children) specific. At the [organization name], we do have a small shelter type program, but even that is only for six youth at a time. So, six youth out of many, many, many is not... It's a drop in the ocean. So, what we see a lot is that obviously youth don't come through services programming by accident."

The third common barrier observed by service providers was insufficient staff and volunteers at their respective organizations. Staff members had to work extra hours to run the various services available. For instance, one of the providers spoke about maintaining a 24-hour hotline operational. "Volunteers I would say have dwindled since

COVID as well because there was the concern about contact and things like that. I know [organization name] with their hotline... They have a 24/7 hotline that is majority staffed by staff who then maybe sometimes have to go in the next day. And we say to the 1:00 AM person, "An advocate will follow up in the morning." It might be [staff member] telling the 1:00 AM person and then it's [same staff member] at 9:00 AM following up." The same provider went on to say, "Is it adequate to have seven people provide services to that many people? Absolutely not. But do we provide the services to that many people? Yes, we do, because we can't afford to drop the ball or let things slip through the crack because for a lot of the kids it's life or death and not just in the way that they might die, which is sometimes the consequences of this issue, but also we want them to have the ability to have a life and not be in survival mode all the time and struggle all the time."

Transportation was another barrier reported by the service providers. It was noted that public transportation was not safe for these young people, especially at night or in dangerous neighborhoods. They said that they would have preferred to drive the youth to where they needed to go instead of having them use the city bus, but they could not because they did not have the staff for it. One provider shared "There's not enough of us to transport every single victim and survivor in Las Vegas. Between all of the programs, there is not enough. I would say that's a huge barrier. If you're trying to worry about how you're going to get to your appointment, huge barrier. I would like to see that barrier removed." They continued, "And also depending on what side of town you're on, for far north, over where the [facility name] and stuff is, there's one bus that only comes like every hour sometimes. And also, there's [sic] buses where you have to walk 45 minutes to get to the bus stop, and sometimes the kids, or adults, are working at night or trying to get around at night. It's about to get dark in Vegas at 4:00 PM. Even I don't feel safe."

Other barriers identified by the providers were youth living in low-income communities, their basic needs not being met (i.e., clothing, hygiene, food, etc.), lack of employment, and lack of legal services.

What are the easiest services or resources to connect victims or survivors to and why?

- Case management
 - Counseling
-

The most common services mentioned by providers included the provision of case management and counseling. They also spoke about how they tried to meet the needs of their youth as much as possible. In addition to having inadequate staffing numbers, they expressed a lack of training for staff to meet the unique needs of human

trafficking survivors, as intervening with the youth is not a “one size” approach as they require a variety of services. One provider stated, “And we provide comprehensive and intensive case management services to victims of human trafficking. So, it looks very different because it's very much client led. And so, the needs of clients are very

“A lot of the kids have different mental health challenges that they're going through and some of the kids are still actively out on the street. Some of them are still being exploited or in homes that are chaotic and violent and that does not make an ideal student, so they were getting suspended or just not showing up for school.”

different. So, it's not kind of like a one size fits all. It's very broad in the services that we provide. So, we do a lot of court advocacy, crisis response coordinating, emergency, shelter. We assist with legal support.” Another provider stated, “A lot of the kids have different mental health challenges that they're going through and some of the kids are still actively out on the street. Some of them are still being exploited or in homes that are chaotic and violent and that does not make an ideal student, so they were getting suspended or just not showing up for school. So, we started the school at our office where kids can go all the way through graduation because, again, we're seeing kids who have zero credits at 16 and 17 years old. The chances of them being able to go through traditional education and graduate is pretty slim.” The same provider stated, “The easiest resource is connecting them to another human being, a case manager or an advocate. It's the other things, the tangible resources like the basic needs, clothing, hygiene, things like that. We as agencies rely on either grants or the kindness of donations. Food definitely is on the difficult side. But yeah, I'd say the easiest resource is connecting them with a case manager or a person who's going to assist them. And then it's that person's job to figure out all the other stuff [the youth victim's need].”

What do you feel are the areas in human trafficking awareness and prevention that we as a community should prioritize?

- Education
 - Support
 - Community relations
-

Awareness for these providers meant making the community aware of the services that they provide and educating the public on what sex trafficking looks like and how it can come across as something else (i.e., sex work). As for prevention, they mentioned how

it is imperative that we start early in schools and especially with those children in foster care. One service provider stated, "We do a lot of work in the community. Like I said, we're on the task force, so I do feel like our program director does do tremendous work to put our services out there and let the community know that we're there." Another service provider stated, "As far as intervention, I echo what [other service provider] said, it's the lack of education of what the issue actually is." The issue of disproportionality with respect to youth of color being vulnerable to sex trafficking was also mentioned. A service provider noted, "a lot of the kids that we work with are from minority populations, whether that's Black, African American, multiracial, Hispanic, things like that. It is disproportionately those kids from those communities and ethnicities who have been victimized."

"As far as intervention, I echo what [other service provider] said, it's the lack of education of what the issue actually is."

Another service provider noted that prevention has to start very early, she stated, "Well, I think the top priority for prevention is the five-year-old that's already living in foster care... not because she's being trafficked yet. Not yet. I know. But she's five. She's probably already been sexually abused by mom's boyfriend and mom, you know, like the same list of stereotypical things. And then she's already in her second foster home. And then she goes back home to mom. And that doesn't work."

The providers mentioned that building family support would prevent the youth from being sex trafficked in the first place. One service provider stated, "I would say access to just safe and stable housing, I think. And I think just being able to assist the family as a whole. It's not just assisting a youth, but in order to assist the youth, we have to be able to assist the family." Another service provider stated, "Sometimes family doesn't have time when they're trying to do everything all at once. When you have a 16-year-old, you're kind of like, 'Okay, you're kind of independent. You can kind of do things on your own. I have to focus on the little ones, or I've got to make sure that this house doesn't collapse.'" The last service provider stated, "The most vulnerable, the pipeline to the streets is-- broken-hearted kids and... kids get broken-hearted when their moms and dads can't take care of them, when their moms and dads can't pay their bills. That-- in my mind, we are not going to address this problem if we don't have a courageous conversation about how this happens."

"If you want to prevent the onboarding into this issue, you have to start so early...We are waiting too long."

The providers mentioned the importance of improved mental health for those at risk (both parents/guardians and children) and access to counseling services. If we could

intervene early with families having substance misuse and mental health challenges, we could prevent many of the problems that lead to children becoming vulnerable to human trafficking in the first place. One service provider said, "A lot of work with families, if we had good drug treatment and good mental health services, and -- most parents really want to take care of their kids. Most parents really want a good life for their kids. Most parents really do. I mean, I think our stats here in Clark County show that like something like 80 percent of all kids in foster care are in foster care for neglect." Another service provider stated, "And we ask them [the parents/guardians], "Have you ever had counseling?" "Oh no, never had." "What?" Or "Is there anything you need in your home?"... "How did we let it get this bad?" "And for me, that's the focus. If you want to prevent the onboarding into this issue, you have to start so early. It shouldn't take us getting to the point of intervention to try and fix what happened for the last 17 years, for the last, [other service provider] program, for the last 45 years, for some women, 30 years, all of these things. We are waiting too long. We are waiting too long."

The providers commented that youth living in low-income areas or in high crime neighborhoods increases the likelihood of these youth being trafficked. One provider shared, "Sometimes we're putting kids in a neighborhood where they might have been assaulted, where they might have been jumped on the corner. Where that school that they go to, a hundred of the kids in there bullied them." They also mentioned how affordable housing was important because if the youth see their parent(s) struggling financially, they may want to help to support the family and consequently become vulnerable to human traffickers. One provider shared their own financial struggle highlighting that if they are struggling, others are too, "And I need two jobs, because there's no affordable housing. I mean, so like the odds are stacked against families. And if you happen to be a family-- or a young-- or a mom, who had generational trauma, and you were in foster care, and your mom was in foster care, breaking that cycle is really hard. So, from a prevention place, I think we have to think about addressing sex trafficking, not starting when sex trafficking has happened, because by the time my girls get here, and they've been trafficked, that's the 15th way they've been exploited. Right?"

The importance of community relations was also something that was talked about by all service providers. They mentioned how having these connections in the community helps them better serve their clients. One provider stated, "There's so many great agencies here, but altogether we still don't have enough resources to meet the needs of everybody. And I know because we partner with [service provider] and [organization name] and they do a fantastic job and we are meeting the needs of as many people as we possibly can, but it still leaves people who aren't getting the things that they need because there's not enough." Another provider stated, "Yeah, so we work very closely with the [organization name]. The [organization name] is an organization here that works solely with youth. So, we work very closely with them. So, because we're on the task force with law enforcement, we get the initial call when it's a youth victim. We also

will send the information to the [organization name] and then we work as a team to provide supports and resources to the youth and their families.” The last provider stated, “Well, we already have relationships with the county, right. So [organization name], because of federal changes and child welfare laws, we know that child welfare is going to become responsible for the care of these children. Whereas before, if it was non-familial trafficking, they wouldn't touch it. But now they [child protective services] will have to.”

Six adult survivors were confidentially interviewed regarding resources and services for human trafficking survivors. Survivors were individually interviewed using semi-structured interviews. It should be noted that these were adult survivors; however, it is believed that some of their plights have been and will be experienced by youth victims of sex trafficking if Nevada does not better its ability to assist victims of sex trafficking. For example, these comments and suggestions by adult survivors will unfortunately also be relevant to juvenile victims as they age out of the foster care system if they do not receive the services they need while they are still a minor.

How easy was it for you to access the services you needed?

- Hard time accessing services
 - Unaware of services
-

Survivors spoke about how accessing resources was not easy and that there were many barriers, which included not falling into a particular category (e.g., not being old enough to qualify for services, not having children, or not being homeless). One survivor shared, “Like I said, it's kind of funny out here, I noticed you really have to be like, low and homeless, pretty much. I'm trying not to use the word [get your] a** out. But that's almost how I feel like hopeless when all that stuff was going on.” Another survivor shared, “It's just-- it's a whole bunch of stuff and then also with the people, they, the 211 people did not seem to be as well as trained on, on the resources that they had. So, I was given numbers to the wrong places. I was given wrong addresses; I was given places that were shut down. I was given places that were for strictly 65 and older people. So, it's like these things I only found out because I had to find out myself, I had to reach out, I had to go to the place like I was denied a lot of times because I didn't have kids, you know? Or wasn't actually on the street, you had to be actually homeless to get some assistance?” Another survivor shared, “Well, it took me awhile to find out about them. I mean, being a sex worker is still a stigmatized industry. So, you can't exactly go into [organization name] and say, hey, are there charities that can help people in my position? Thankfully, I was aware of the [organization name] and they pointed them out [organization that is currently helping]. They were not sure if they would help me because I was trans. It turns out that they were more than happy to

help me especially." Another survivor shared, "Just I mean, everyday thing. I mean, you know, just it's been hard to get services... Or they're not accessible."

Survivors reported that they were mostly unaware of the resources available to them in their community. They did not know where to start looking for help. One survivor shared, "I don't know that it's easy for victims to access the services, because I think one, a lot of them don't know they're victims. Two, a lot of them don't know where to go." Another survivor shared, "I've only received one place that like I said, it's been very hard to receive services, I don't even know, you know, what's out here? Or who's out here? Or anything? And like I said, it's been very, very, very hard to get services." Another survivor shared, "Not easy. It was someone just a friend of mine at the time, let me know about them [organization name currently helping them]. And it helped me but before that, I didn't know anything about it. Or anyone, you know, doing that type of work."

Did you have to go to multiple places to receive the help you needed?

- Visiting multiple places for assistance

The survivors talked about having to go to multiple places to meet their needs. Some did not like this because they didn't want their personal information to be shared around, and others said that the level of care was inconsistent between organizations. One survivor shared, "So, like, you have to go here for counseling or here for housing, or some organizations have a partnership. So, you have case management under one, like, umbrella, and then your housing services are under another umbrella. And then if you have children, then you have to get like their WIC and their things through another agency. So, there's not like, one spot that you can go to." Another survivor shared, "Yeah, so that's the thing with them with this organization, I'm not really fond of outside, like, that's what I don't like is how they're so quick to try to, you know, tell you, well, you know, we can find some resources like outside resources. You guys are supposed to be an organization to help us now. And I understand you guys have like, sister organizations or whatever, that help you help us."

What type of services did you receive?

- Financial assistance
 - Food
 - Counseling
-

Financial assistance was the most common service mentioned by adult survivors. Financial assistance varied from help with rent, utility, and small transactions. One survivor shared, "Like I said, they help every now and then with my rent, but they're only allowed to give you like, \$200." Another survivor shared, "My energy assistance, the EAP, the Energy Assistance Program. They were able to approve me, so they had applied a credit to my account as of July. Like, I was able to take care of few things. So, I was grateful for that. And I don't have to worry about it, but it's still the big things that I'm worrying about." Another survivor shared, "They're a smaller organization that literally is dependent on public funding, and people, people donating and stuff like that. They helped me with at least \$100 at one point." The same survivor shared, "Well, I've had financial assistance from the [organization name]. So, I just put in what I need, and they will try and they will try and meet it this month, which was very helpful." Another survivor shared, "Just certain help, like with, like, funding and help with things that I needed for the house or just you know, they've been helping me, you know, keep myself together. And so, yeah, I would just say financial aid and resources."

Food assistance was the second most received service reported by the survivors. They reported getting help through food pantries or grocery gift cards, or other government assistance. One survivor shared, "They [organization name] help with groceries." Another survivor shared, "I've also had a few other food places help me as well." The same survivor shared, "I received like food stamps."

Talking to a counselor or going to support groups was the third most received services reported by the survivors. One survivor shared, "So, I do a survivor support group every Saturday with [organization name], which used to help rape survivors. So, they have that. And they offer like counseling... But I think a lot of the services that are offered are bunched in with everything else. And so, it's not necessarily specific to this population." Another survivor shared, "I go to therapy twice a week. So, it just kind of helps me with my like feelings and emotions."

Survivors reported receiving other services such as assistance in terms of legal issues, obtaining clothing, housing, transportation, and other needs. Survivors shared the following: "We were working on getting my background cleared but we haven't got to that." "I [received] legal systems [assistance] to like get my kids back." "Again, that's hard, legal aid are dealing with my visa application, which is nice but finding help with my eviction, and all that kind of thing is a chore because nearly everybody is a private lawyer, and I don't have the money to even pay a private lawyer." "I know a lot of organizations have bus passes, and I know like [organization name] will pay for like Ubers or Lyfts if they [survivors] need them for certain things." "They [organization name] do clothes share on Saturday. So that's a good one I would work with as well." "I'm a diabetic so they give us like needles and stuff."

What type of services do you wish you would have received?

- Housing
 - Education/Life skills
-

The most common desired service reported by the adult survivors was housing. The survivors expressed wanting safe housing, and not wanting to be sent to certain shelters, and desired housing for same gender (e.g., only women). They also spoke about the need for affordable housing. One survivor shared, "Obviously, we need more housing and funding, like we don't even have the capacity to put children and young people in safe places. And a huge at-risk demographic is that that population that's aging out of foster care." Another survivor shared, "More help with housing. Because they send you to [housing complex] houses and other shelters and [housing complex] are like really, really expensive and you put yourself in harm's way in both situations, especially you getting off the drugs and stuff and then like being around other men and some people don't feel comfortable like that. So, I wish there was like some type of housing we could go to or get assistance with, so we can like, become like alone to get our kids back. Because even in [housing facility], some kids can't come there because they [the housing facility] have sex offenders, all parties." The same survivor shared, "I think, like I said, if we had better housing to like, help us become independent, again, not so much a sober living house."

Survivors reported that they also wanted and needed education or life skills classes. They mentioned feeling unprepared for adult life due to the absence of basic life skills such as applying for jobs, paying bills, etc. They also mentioned wanting access to trade schools so that they could start careers. One survivor shared how she did not know how to drive because trafficked very young. One survivor shared, "So, I already knew and had some skill sets, but looking at the big picture, people who are trafficked as children, and then it goes into their adult life. You know, they control everything, their phone bill, their, you know, paying the rent, paying their car...those things depending on their situation. And so like, they don't know how to do things that people should know how to do, because it's, we've never had to do it. So, like life skills." Another survivor shared, "I wish I had received more programs that they use like, what's that word? ... Like life skills and situations. Unfortunately, I didn't have that growing up." Another survivor shared, "So, I think it needs to be more educational help, as well. And like trade school help, that's something that I've been needing help with, as well. So, I've definitely brought that to their attention as a part of the advocacy group like, okay, these are real goals that I need. And, you know, I'm 30 some years old, and I haven't never learned how to drive, you know, I need help with certain things."

Survivors also mentioned that they would like to have access to better mental health services, advocates or peer-to-peer mentoring, and free (or more affordable) branding (i.e., tattoo) removal.

What were your perceptions of the services you received?

- Inconsistency of services/lack of timely assistance
 - No trained staff
 - Follow-Up
-

The survivors mentioned that once someone is deemed by the organization as being “stable,” all services stopped. Other responses included long waiting periods for services. One survivor stated, “Most organizations do [follow-up]. But again, once you're stable, it's a wrap. They're like, oh, she's good, where we need to, because actually, once they get stable, that's probably the hardest part. Because now they make too much money to access resources. And now they have like, they actually probably need just as much if not more support in various ways. Some of it may just be the mental health support or counseling or mentorship support to say, like, keep going, you're gonna level up soon, right.” Another survivor shared, “It took about five months for my housing assistance program to go through. But during that time, I was [getting behind], the fees were adding so therefore my voucher cleared out. And it's kind of like I'm starting over dealing with the same thing because now I am behind for this month's rent.”

When discussing the lack of trained staff, this was the case for two service settings – organizational and clinical. For the organizational setting, survivors reported that there were not a lot of staff that understood what survivors were going through and what their needs were. For the clinical component, the survivors mostly mentioned that the counselors or therapists were not trained in trauma-focused interventions, especially for sex trafficking survivors. One survivor shared, “So, when I exited trafficking. I went into domestic violence. My only way to leave was to go from my trafficker to an abuser, which I knew him, and I loved him, long story short, I spent eight years with my domestic violence abuser. In 2012, I tried to commit suicide, and I went on a 72 hour hold in [facility name], and not once did anybody ask me why they gave me medication. And they called my abuser to pick me up.” Another survivor shared, “If you are trans or you're gay and you're looking for advice or counseling on the matter, nobody's available. The first thing they will give you is a pamphlet and a cup, which is pretty dangerous for people whose families are particularly anti-LGBT. That could improve.” Another survivor shared, “I think mental health is the biggest one, there's a lot of times they can go to somebody it is an intern on her first day of work, or like, there's not enough clinicians that are experienced in enough modalities to be able to help human trafficking or even just trained in human trafficking. And so, you know, a

lot of survivors will say, like, my clinician asked me my story on the first day or my clinician cried." Another survivor shared, "I was supposed to receive counseling, but the counselor was like, like a 19-year-old or, you know, in college that didn't even have a clue what, you know, the victims and stuff go through, you know, so I didn't open up I didn't talk I didn't, you know, plus, I was kind of angry because of the situation I was in, was trying to cry out for help, but didn't know how because I was scared of the person, the traffickers, so...."

How did the staff show or display that they cared about you and your circumstances?

- Mixed treatment by staff
-
-

Some survivors shared positive experiences with staff. For instance, some survivors reported that staff made them feel like they cared about them. One survivor shared, "Oh, my God, my first advocate [advocate name] from the organization. She was so amazing. She was always positive and had like God shots and posts to say. She'd just called just simply to check on me whether it was our time to talk or not. And like, let me know I wasn't alone. They send you a little gift cards and stuff like that. So yes, she was amazing. Like, she helped me start the ball when I was sick when I was going through the lonely stages and I was like giving up she was like, "No, we got this, we got this" because she was fighting cancer. So, I was gonna fight this together. So yes, she was amazing." Another survivor shared, "They just listened. They let me cry when I needed to. They responded to my emails and my phone calls. They listened to my words, and they told me not to worry about how much I asked for. One of the nicest things that happened to me was I went and got a \$25 Smith's card. And they gave me a card." Another survivor shared, "[Staff showed they cared] by listening and honoring my request."

Other survivors shared negative experiences with staff. Some survivors reported that staff treated them badly. They shared that they felt ashamed and stigmatized while interacting with such staff. One survivor said, "I think we carry the shame that others put on us. And I don't know if that's intentional or unintentional. I think that specifically in the state of Nevada for adult survivors and even child because I've heard allies, Metro, like police officers call us like "these girls." Another survivor shared, "So, because prostitution is legal in one part of our state and although it's not legal in Clark County there's this perception that prostitution is a choice. And because of that perception, it does a lot of harm. And there's a lot of shame and a lot of other feelings and emotions, because we're blamed for the situation that we're in. And then with the rise of sex work, like even just that word, normalizes it even more." Another survivor shared, "There were a few people that [were] super rude to me. Complete, you know, a-holes. And it's like, you know, it almost makes you feel like we're less than... which I

know, that's not the case. But like I said, when you got all those feelings and emotions going on, the last thing you need to feel like is that they're judging you or like looking down at you."

What were some of the challenges you faced in accessing services?

- Financial assistance
 - Housing/Shelter
 - Transportation
-

Although financial assistance was the most common service received by the survivors, they also said that it was the most needed. The survivors noted that what they received was inconsistent or not enough. One of the survivors mentioned that traffickers use their information and put a lot of debt under the survivor's name. This puts them in financially difficult situations, hindering their ability to recover from the trauma of sex trafficking. Another survivor shared, "I don't know if they take in consideration, like, my rent had gone up for this year- \$100. Plus, they added on water fees and trash fees, which is the extra \$45. So that's already an extra \$145 to rent that I'm already struggling with." The same survivor shared, "I spent three months with eviction fees just coming in. They charge you 40 percent every day. So, imagine getting a fee every day for three months. Yeah, it was almost, I'm telling you like my whole grant. My whole thing was gone. It covered all of it. I paid the fees, almost \$4,000." Another survivor shared, "And, you know, sometimes I don't have enough money, like, I'll request a certain amount that I need, and they won't have-- you know, enough stuff. And it's like, if they can't help you, then what are you going to do?"

Housing/shelter is another service in which survivors have challenges. Survivors mentioned that shelters are often unsafe for them because that is the first place that their abusers or traffickers go to look for them. If shelters are the only housing they are provided, they also pointed out that they would prefer gender-specific shelters or domestic violence shelters. Survivors also said that they [need] and desire safe and affordable housing. One survivor shared, "I'm gonna go back to the housing thing, because like, if you're not able to go down to housing and you ain't got the advocate to work with your CPS [Child Protective Services] working with you, you can't really get too much done. Like I say, there's another agency they go through, so it's only so much they could do." Another survivor shared, "As for [organization name], I'm still waiting to hear from them. I'm probably going to need to be in a shelter very soon... Would prefer for it to be a domestic abuse-- domestic abuse shelter for obvious reasons."

Survivors also discussed the challenges they experienced with transportation. These challenges include access and safety. A survivor shared, "There were times I needed transportation or something and I couldn't get it, whether it was a bus pass or a ride

because the gap and stuff, but-- and the support was probably not available, because you had to come to them. So yeah, it was times like that." Another survivor shared, "I'm not interested in taking the bus. I don't feel like that's healthy for single women, or the women who have been "in the life." I feel like we need to have—especially in these big trafficking cities, we need to have more of a like girl code type of transportation like Lyft or Uber, but with girls being picked up directly from their home and dropped off and made sure that they're okay." Another survivor shared, "I also think jumping through hoops so like, having to go from this organization to across town to this organization to get other services is a barrier because then there's transportation, there's the frustration of having to tell your situation to this person, to this person, and to that person to get the bare minimum because we simply don't have it."

Survivors also mentioned that they were not receiving medical assistance, professional development opportunities, and childcare.

Did the organization you seek assistance from keep in contact with you or follow-up with you in any way?

- Insufficient follow-up
-

Survivors also had a lot to say about follow-up services, which was deemed as a hit or miss by the survivors. Some said that follow-up was really good while others said that there was none, and they had to call the agency to see what was happening with their case. One survivor shared, "Like I said, I'm still waiting on the [another organization], but I understand why they're busy." Another survivor shared, "No, I wouldn't say they follow up with me about anything unless I had like an issue with something that they've done or a question or I need a grant application. Or other than that, the advocate just makes, you know, certain, like, the days and times that they'll be available to do like a Zoom meeting, like this, to talk, but that's about it."

What suggestions do you have to improve services for human trafficking in Nevada?

- Prioritize prevention
-

The survivors shared the need for more prevention of human trafficking. For instance, the survivors stated that early prevention in the schools, providing more resources to organizations that deal with human trafficking, and general education about trafficking as opposed to sex work, could have prevented their victimization. One survivor shared, "So, we need prevention education in our schools. I think that is prevention education is a start." Another provider shared, "And like more, more things like to push us to go to

school, you know, get more above and community save the younger girls before they get to where we were, and stuff like that.” Another survivor commented, “If the government is serious about fighting it [human trafficking] they need to provide better resources and more money to domestic abuse shelters [and] to sex trafficking charities. They need to not stigmatize intersex people. The problem is that most people are kind of like putting sex trafficking and sex workers almost in the same bracket.”

KEY TAKEAWAYS - CONTINUUM OF CARE

- Lack of transitional or stable housing
- Lack of staff or volunteers
- Lack of safe transportation
- Lack of family support services
- Lack of mental health counseling
- Lack of coordinated, accessible, streamlined care
- Lack of follow-up
- Prevention should be prioritized

Tools for a Victim-Centered Criminal Justice Response

This section is concerned with legal system laws and procedures meant to protect victims. For more detailed information on policies regarding Tools for a Victim-Centered Response, see Shared Hope International’s full Nevada Law Analysis at: <https://reportcards.sharedhope.org/year2022/nevada/>.

According to the Nevada report card regarding Tools for a Victim-Centered Criminal Justice Response: “[Nevada’s] Policy goals [were] accomplished in areas related to alternatives to live, in-court testimony and privileged communications. Gaps remain in areas related to hearsay exceptions and victim supports.”

The following law enforcement and other justice entities participated in a confidential focus group or a personal interview:

- Las Vegas Metropolitan Police Department (“Metro”);
- Homeland Security Investigations (HSI);
- Nevada Office of the Attorney General (NOAG);
- Anaheim Police Department;
- Federal Bureau of Investigation (FBI);
- Clark County District Attorney’s Office; and
- Clark County Department of Juvenile Justice Services Personnel.

Provided below is a summary and description of the participants representing law enforcement sectors providing their opinions about tools for a victim-centered criminal justice response to sex trafficking in southern Nevada. Direct quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of participants' viewpoints.

Do you feel there are gaps in any laws that would help you do your job better if that statute existed?

- Victim testimony needed to prosecute buyers and traffickers re-traumatizes victim
 - Victims are reluctant to testify; difficult to prosecute
 - Material witness hold challenging; not all victims see themselves as victims
-
-

With respect to prosecution of the buyers and traffickers, one of the biggest challenges noted by Nevada law enforcement and court actors is that they must have a victim testify in order to prosecute. Per the interviewees, many victims are reluctant to testify. One law enforcement officer stated, "the biggest challenge we have is that it is a victim crime, we need that child to come forward as a victim and testify as a victim. We only prosecute 50 percent of them, but we actually identify in about the 80-90 percent on who the person is that is trafficking them; but if we cannot corroborate that, they are not going to take the case." This law enforcement officer also discussed the re-traumatization of the victim: "So just imagine the trauma of the victim having to testify on the stand."

"So just imagine the trauma of the victim having to testify on the stand. What if we had a law that said that the child does not have to come into court to say it, that would be a game changer; I don't know if that would ever happen, but that would make a major difference."

When asked about prosecuting on the demand side, one court personnel stated that it was not only difficult to process cases due to a material witness hold, but it was difficult to process cases because the victims do not always see themselves as victims either. Personnel shared, "I guess what I'm getting at is do they see themselves as victims?" Another personnel shared, "Oh, see, that's the problem. Again, historically, about 70 percent of them, they do not. They do not [see themselves as victims]."

Another court personnel commented that the material witness hold (holding the victim until they can testify) is problematic, "When they sign material witness orders, holding the kid in detention, what they're really doing to this child and, ultimately, affecting the state's prosecution, because it turns the kid against the prosecutor. They were friends at first. Now since they sat there in a detention facility for the last couple months, they're pissed off, and they don't want to talk anymore. And when they go into court to testify, they're going to say, "I have no idea what you're talking about." And then they develop this resistant trauma-based attitude with you, which is common, and you're not going to successfully prosecute these cases. And so, that's a huge piece."

However, two other juvenile court/detention center personnel referred to the current system as "catch and release" because there was no way to hold the juvenile long enough to get them the services they need. They shared, "we needed specialized group homes, but also, we needed a safe house, a staff-secure residential therapeutic type environment to hold these kids temporarily, get them out of detention, have them not even go to detention, eventually, that was our plan, and work with them there to start doing the breakdowns that need to occur, the assessments. Kids could stay there anywhere from 24 hours to maybe a couple months, depending on what their issues are. I mean, if we're working with some trauma therapy, for example, on them that we need to break down some barriers, we could hold them there for a little bit. Again, a staff-secure therapeutic type environment, not a lockdown. So basically, the model that we had would have... Juvenile probation officers would be present at the safe house to be able to put hands on the kid and bring them back in if they tried to run from the place."

Other court personnel commented that there was no intermediate services or non-detained services short of them being a ward of the court; "These SEY (Sexually Exploited Youth) kids are not even making it into the system, but at the same time, that's where all of the services are." This same participant commented that there are no services outside of being in the detention system, at least not that they were aware of anyway. This participant felt that the gateway to those services is being picked up and brought to court and then use that hold open as a motivation to get them connected to those services. As long as they do get connected, they do get dismissed or sent back to their state. They are held for 24 hours until they can identify if they are local or not.

But this participant commented that what they needed was a "safe home," a safe residential home.

- "The officers are telling me currently... where do I take them? If I bring them into a shelter, they're going to be gone within an hour."
- "We have no place else to bring them."
- "Another facility to house girls is what they need, one that is gender responsive."
- "The Court has the ability to encourage agencies to develop more services."
- "I would love to be able to send them to some type of safe haven."

- “We've got an underfunded foster care system and group home system here in Nevada that hopefully is going to change this next year, where we don't have enough providers.”
- “Yes we need a secure facility; a facility where we can take them where it is NOT a jail, but where they can't run. If we know that we have that child in 48-72 hours, they won't run back to their trafficker; they also can have a good night's rest, change clothing, get food for them. We will get a lot of information for them; they will start opening up on how it started, who is talking to them, and things like that.”

One court personnel thought the Safe Harbor Laws may have reduced contact with the juvenile justice system, but only because they are running away from foster care and Child Haven. Further, law enforcement officers stopped bothering to bring them in because they thought it was useless because they would just run away in an hour. A receiving center (see Appendix L for the literature on the receiving center that has been written into Nevada's laws) would be an alternative to this because they would be in a secure facility/not jail, but not someplace where they could just run away.

However, there were mixed comments about a “safe” receiving center and a place to hold them. While some of the juvenile court/services personnel all agreed that there needs to be some safe place to hold them until they can determine what kind of services they need (before they run away), one other court/juvenile detention personnel was of the opinion that these children will come back and stay when they are ready to change. Based on this juvenile services staff member's own research, they were of the opinion that facilities should be looking at different outcomes, such as, how long did they stay when they came back this time, instead of looking out how many times did they run away. One CSEC coalition member trained in trauma-informed care, also specifically agreed in a separate one-on-one interview, that not everyone needs to be secured in a locked facility. In fact, this CSEC coalition member mentioned that Nevada was considering proposing a three-tier system: 1) screening and assessment; can go home and have services in the community; 2) 24-48 hours that child is in a secure area where they cool them down and detox if needed; some kids don't have to be locked up in a secure facility; 3) for those children who need a higher level of care, a residential treatment facility if they are suicidal or need substance abuse, severe mental health or other issues (secure that child until they can move to a facility but that has to be staffed with survivors who should be hired to be part of their staff); and to be effective as a survivor they have to have done their own job of healing.

“Again, a staff-secure therapeutic type environment, not a lockdown.”

And finally, a member of the Anaheim Police Department, who emphasized multiple times during the interview, a “victim-centered approach” agreed with both of these other participants, commenting that in their experience, some of these juvenile victims

run away about 10 times before they decide that enough is enough, and they want help.

If you could say one word or one thing on the top of your priority list in terms of what your law enforcement agency could do to better assist anti-human trafficking efforts what would that be?

-
- Awareness
 - More financial resources
 - Money
 - Urgency
-

KEY TAKEAWAYS - TOOLS FOR A VICTIM-CENTERED CRIMINAL JUSTICE RESPONSE

- Presence of a relationship with law enforcement
- Material witness hold can be detrimental
- Active engagement in a "catch and release" system
- Lack of a safe receiving center; fiscal note not attached

Prevention and Training

This section is concerned with training persons to identify and prevent instances of sex trafficking. See the Shared Hope International full Nevada Law Analysis report regarding Prevention and Training at: <https://reportcards.sharedhope.org/year2022/nevada/>.

According to the Nevada report card regarding Prevention and Training: “[Nevada’s] policy goal [was] accomplished related to training for law enforcement. Gaps remain in areas related to training for child welfare, juvenile justice agencies, prosecutors, and school personnel as well as prevention education in schools.”

Provided below is a summary and description of participants’ representing the community partners in focus groups and through interviews with regards to their opinions about prevention and training for sex trafficking in southern Nevada. Direct quotes from participants are integrated into these narratives to provide the reader with a greater understanding and appreciation of participants’ viewpoints.

Nine community partners from southern Nevada were interviewed with regard to how they were trained to identify and respond to victims of sex trafficking. Six partners were a part of a focus group, and three partners were individually interviewed. Community partners were comprised of individuals from non-service providing businesses, including casino/hotels, consulting, education, human trafficking committee board members, massage, and transportation. Additionally, four juvenile justice court personnel were confidentially interviewed.

What role does your industry play in the prevention of human sex trafficking, if any?

- Education
 - Security
-
-

When asked what the community providers believed the role their industry played in the prevention of sex trafficking, the most common response from participants was that they were to prevent sex trafficking in their respective industries through education. Eighty percent of the community partners mentioned that they are responsible for educating members of their organizations about sex trafficking. One participant responded, "The Resort Association's number one priority is awareness. Especially in the gaming resort industry that human trafficking occurs in the community, and we also provide training tools that can be used by the Resort Association members." Another participant responded, "Our mission is to educate every member that joins our association."

A representative from the Clark County School District (CCSD) mentioned that they work with the assistant superintendents, school principals, local law enforcement, and multiple behavior directors, such as the Harbor, the DAs office, Clark County Department of Family Services (DFS), Department of Juvenile Justice Services, Child Haven, and the Embracing Project. The CCSD takes care of the schooling/education part, assistance with an administrative transfer to another school if necessary, and connection to Juvenile Justice Services. The CCSD also works with the children at St. Jude's through the education services division. The CCSD also helped fund the new St. Jude's Ranch for Children Healing Center that will house a new school to accommodate 60 to 70 children that will be part of the CCSD. This new healing center will help homeless middle school victims and provide basic services such as food, clothing, transportation, and shelter in addition to wrap-around services such as mental health and substance abuse counseling. The school district also a section in the eighth grade sex education health curriculum on human trafficking, but one school district participant stated that there are challenges to teaching this in schools. There is polarization on the issue in terms of those with more conservative values versus prevention. They further stated that [the problem] with the sex ed curriculum is that it is an "opt in" option

versus an “opt out” option. The CCSD is working on the “opt out” option for the curriculum. The CCSD is also looking at a prevention curriculum that will be from the vantage point of survivors.

Are there any human sex trafficking trainings required of employees of the organization or industry you are representing?

➤ Mandatory trainings

When asked about the training requirement of employees, 100 percent of participants noted that their employees were required to take at least one training in human trafficking. It is important to note that Nevada currently does not legally mandate training for certain entities; this might be rectified as one of the representatives noted that a committee in which they belong will be proposing a mandatory training bill for the next legislative session. Nevertheless, the organizations that we interviewed have instituted training requirements for their employees. The representative from the consulting industry mentioned that they “have mandatory training that everybody who works with us has to go through.”

“Our mission is to educate every member that joins our association.”

Despite mandatory trainings, the trainings are not standardized. That is, among and within the industries, there is the provision of different trainings. Representatives for the hotel/casino industry substantiated that by mentioning that there is not a one-size-fits-all training. One representative noted that some trainings are led by and facilitated by survivors while others are led and facilitated by experts with a trauma-informed approach. Furthermore, some trainings differ by department; the representative noted, “you know some of it [trainings] is for every employee on a broad awareness of red flags. There's also again, department-specific training for other areas that are frontline where it's housekeeping to the front desk.” Participants also mentioned that trainings were held by different entities. One representative from the hotel/casino industry noted that “some work closely with the Metropolitan Police Department, while others work with the Department of Homeland Security, American Hotel and Lodging Association, Truckers Against Trafficking, or the R.I.S.E. Program through Signs of Hope.”

What do you feel are the areas in human trafficking prevention and intervention services that we as a community should prioritize?

- Education
 - Accountability for demand
-

When asked what southern Nevada could do better in terms of prevention and intervention services participants overwhelmingly agreed that there needs to be increased education about sex trafficking, availability of resources for sex trafficking victims, and accountability for demand. Participants discussed a lack of education in the community as a whole as well as in the public education system. The community should be made aware of signs of sex trafficking. Further, schools should use an evidence-based trauma-informed curriculum to educate children about sex trafficking. Education personnel should also be trained as well because as noted by one of the participants, “the teachers and even the principals are not trained at all, and they don't know what to do.” One participant stated that “The school districts are not. Um, you know. They just don't have curriculums and materials talking about how to prevent trafficking and how to teach the kids on ‘what are the red flags?’”

One participant noted that there needs to be increased education surrounding the language used to describe and communicate with sex trafficking victims, for example, “using words that are empowering rather than diminishing ... we encourage people, rather than use “rescue” to use “empowering people to leave their situation.”” Another participant shared the same sentiment as they stated, ‘rescue’ and even ‘recover’ are not empowering.” Additionally, there needs to be increased education about the images used to describe sex trafficking. One participant stated sex trafficking is “analyzed with the chains on and all those things, and that's not the reality of the situation.”

“We focus a lot on the traffickers ...but we don't focus on holding accountable the who come and buy children and women and men to have sex.”

Participants discussed that there is an increased need for accountability in the demand of sex trafficking. One participant stated, “We focus a lot on the traffickers ...but we don't focus on holding accountable the people who come and buy children and women and men to have sex.” Another participant echoed the same sentiments, “What happens to the Johns?” Participants agreed that there needs to be penalization for buying sex. Participants suggested that the avoidance of holding Johns (i.e., buyers) accountable is connected to the tourism industry in southern Nevada, specifically Las Vegas. One stated, “[holding those who buy sex accountable] is a big gap that we need

to address. But you know in general, it is not good for business for the State, because we rely a lot on tourism." The slogan, "What happens in Vegas, stays in Vegas" is thought to promote engagement in detrimental behavior, such as buying sex. Another participant stated, "I think people who come from out of town, there's kind of this attitude that it's legal [i.e., prostitution]. It's not, and I don't think that they've educated the tourists. The people that are coming in, they haven't told them that this is illegal here in Clark County." Participants discussed that the acts of buying sex could be counteracted by increasing community awareness. Consequently, community awareness works hand in hand with accountability for demand.

In all, the following themes regarding awareness, prevention, and education in order to reduce demand emerged from all of the focus groups and interviews with all stakeholders: 1) build awareness through all events; sporting events, conventions, etc. 2) educate the entire public, not just locals but all tourists at all businesses, including: schools, airports, grocery stores, bus stations, malls, hotels, casinos, restaurants, (basically, all businesses), 3) educate tourists on what is legal in Clark County and what is not, specifically with respect to prostitution, and especially sex with minors, 4) educate the buyers not just the victims.

KEY TAKEAWAYS - PREVENTION AND TRAINING

- Prioritize awareness, prevention, and education
- Mandatory trainings needed
- Lack of standardized trainings
- Prioritize increasing available resources for victims
- Prioritize accountability for demand

Recommendations

Recommendations based on the identified gaps include:

Gap 1: Lack of education, awareness, and prevention

Recommendation 1: To reduce demand, awareness, prevention, and education of the entire public is key, including: K-12 schools, airports, grocery stores, bus stations, malls, hotels, casinos, restaurants, and all businesses; educate tourists on what is legal in Clark County and what is not, specifically educate buyers respect to prostitution and sex with minors. Las Vegas is already working with a UK Anti-Human Trafficking Company, the "It's a Penalty" Campaign for the 2024 Super Bowl; development of such educational materials could begin with this marketing campaign.

Gap 2: Lack of funding

Recommendation 2: Increased funding needs to be provided and secured to better Nevada's ability to fight against sex trafficking and support such trafficking victims and survivors. Fines from buyers and traffickers could be used to pay for victim services; funding could also be used to support a state-wide human trafficking database.

Gap 3: Lack of adequate services available to victims and survivors

Recommendation 3: Services and interventions available to victims of sex trafficking should be designed such that they are "wrap-around," meaning comprehensive services, and seamless. Wrap-around services should encompass immediate needs such as physical and mental care (e.g., therapeutic interventions, substance abuse treatment), legal (e.g., victim advocacy in court and vacatur, i.e., setting aside a court order), and housing (e.g., shelters/safe facilities). Wrap-around services should also encompass assistance with reintegration into society after survivors have exited "the life." This could be accomplished through job development and vocational training services.

Gap 4: Lack of adequately trained staff

Recommendation 4: Service providers need to be adequately trained to be in contact with sex trafficking victims. This can be accomplished through mandatory trainings that are led and facilitated by survivors of sex trafficking and leading experts in the field. Further, training should be provided through trauma-informed and victim-centered lenses.

Gap 5: Lack of mandatory trainings that could aid in the identification and/or prevention of trafficking instances

Recommendation 5: Trainings related to identification of and response to sex trafficking victims should be mandatory for various sectors that have increased chances of encounters with sex trafficking victims. The sectors include but are not limited to hotels/casinos, education (e.g., K-12 and higher education), transportation (e.g., buses, planes, trains, and trucking), conventions, sporting events, concerts, and other entertainment venues.

Gap 6: Lack of accountability for traffickers and buyers

Recommendation 6: Demand needs to be addressed in policy, advocacy, and prevention work. For instance, buyers should begin to be punished for buying sex, and businesses (e.g., illicit massage parlors, hotels/motels) should be held criminally responsible for the facilitation of sex trafficking.

Gap 7: Lack of housing/shelter options for victims and survivors

Recommendation 7: Increased access to specialized and secure housing, including both transitional and stable housing/shelter for victims and survivors of sex trafficking (adults and minors) needs to be available.

Gap 8: Lack of collaboration among all stakeholders in the fight against sex trafficking

Recommendation 8: A collaborative effort among organizations, stakeholders, and other actors is necessary to create and maintain evidence-based models (or at least evidence-informed models) that are conducive to the rehabilitative success of sex trafficking victims.

Gap 9: Lack of accessible and centralized sex trafficking data

Recommendation 9: The creation of a centralized management information system for human trafficking that can be accessed by stakeholders (e.g., service providers and law enforcement) would be useful. This system could enable identifying the pipelines for sex trafficking (e.g., from foster care to being sex trafficked), which would enhance stakeholders' abilities to understand and thus better support sex trafficking victims. Such a system would also provide all that have access to the system information with sex trafficking data in Nevada. Further, it could be used to ascertain what is and is not working as it pertains to prevention and intervention. The State of Nevada already uses CMIS/HMIS (Community and Homeless Management Information System) for a variety of services, including a community response to substance abuse, homelessness, and mental health. Perhaps these systems could be revamped to integrate continuity of care and follow-up for trafficking victims.

Gap 10: Lack of standardized best practices used in the legal system for victims and survivors

Recommendation 10: The creation of victim-centered procedures in the legal system, specifically in court are recommended. For example, juvenile victims of sex trafficking should not be made to testify in person. There should be other avenues of delivering a testimony such as a pre-recorded testimony or delivery of testimony through an online video platform (e.g., Zoom) to decrease the stress and burden on youth survivors. It also makes it more difficult to prosecute the traffickers if a victim is required to testify.

Gap 11: Lack of standardized anti-trafficking best practices for sporting events

Recommendation 11: As Nevada prepares for the 2024 Super Bowl (February 11, 2024) and the 2023 Formula One Race (November 16-18, 2023), it is recommended that an anti-trafficking multi-prong approach be developed by key stakeholders and led by the Las Vegas Athletic Commission, key community groups, and conveners (the NFL and Formula One Racing respectively). Evidence-informed strategies such as influencer/athlete engagement and speaking out, public facing awareness campaigns, trainings in key industries such as transportation and hoteling, educational events, and the use of technology are recommended to be put into place before and during these large events. Further, it is important to evaluate the success of efforts beyond numbers and with attention to trafficking disruption and measurable social and financial impact.

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Appendix A: Law Enforcement Focus Group Moderator Guide

1. How do you find out about a sex trafficking case?

Probe:

Accidental (Picked up on another charge)

"Sting" Operations

Tips

Victim Calls

Other: Please Describe _____

2. **PROBE: ASK THIS QUESTION HERE INSTEAD OF AT THE END ONLY IF THEY BRING UP THE CRIMES AND THEY ALREADY TALK ABOUT IT:** For the cases involving the "accidental" discovery of victims, **what charges** are the **victims** arrested typically arrested on?

Probe:

Larceny

Loitering

Possession of Drugs

Possession of Weapons

Prostitution

Robbery

Stolen Identity

Other: Please Describe _____

3. **Where** do you encounter the most sex trafficking activity? In other words, in what types of venues?

PROBE:

Athletic Events (e.g., Boxing, UFC, Hockey, etc.)

Casinos

Hotels/Motels

Truck Stops

Other: Please Describe _____

4. Thinking about your typical work week, **how often** would you say that you encounter sex trafficking cases? **PROBE:** Once a week, twice a week, once a day, once a month, etc.

5. **Who** are the typical perpetrators? In other words, is there a prototype or are there common characteristics of the perpetrators in terms of gender, age, race, etc.?

PROBE: Ask about **traffickers** in terms of gender, age, race, etc.?

How about the characteristics of the "**pimps**"?

And what about the "Johns" or the "**buyers**"?

6. If they mention the **victims** as a perpetrator, also ask them about the characteristics of the "victim". **PROBE: ASK QUESTION 18 HERE IF SOMEONE MENTIONS THE VICTIM:** What are some common characteristics of trafficking **victims** here in Nevada?

Probe:

Age

Gender

Race

Sexuality

Other: Please Describe _____

7. If a juvenile is involved on a call, **what** do you look for with respect to a possible human trafficking case?

Investigation

8. For those of you who this might apply to, on average, how long does it take for evidence to be collected and a case to be built if it is a "sting" operation for a sex trafficking case?
9. What software, if any, are you using to aid your investigations? (We're asking because of the increased use of social media as a recruitment tool)
PROBE: There are some organizations that have developed software specifically for law enforcement and homeland security to help them track online human trafficking activity.
10. When an operation is successful such that victims are recovered, what happens to the victims?

Probe:

Arrested

Let go

Taken to an agency for services

Other: Please Describe _____

Legal

11. Are you ever called to appear in court for a sex trafficking case?
12. What are the typical legal outcomes of your sex trafficking case?
- a. **PROBE: (CONTINGENT UPON THEM KNOWING THE OUTCOMES)** Do you think the punishments given are appropriate for the crime?

Laws/Statutes

13. Are there laws/statutes in Nevada that should be revised? Why?

Probe:

Fees and Fines

Sanctions

Sentencing

Other: Please Describe _____

14. Do you think there needs to be laws/statutes that are explicitly for human trafficking?

15. What do you think about Safe Harbor Laws?

a. Are they effective?

b. Have they reduced juvenile contact with the justice system?

Trafficking Victim Characteristics

16. What are some of the **on-ramps** into human trafficking?

Probe:

Familial

Gaming

Internet/Social Media

School

Other: Please Describe _____

17. For the cases involving the "accidental" discovery of victims, **what charges** are the **victims** arrested typically arrested on?

Probe:

Larceny

Loitering

Possession of Drugs

Possession of Weapons

Prostitution

Robbery

Stolen Identity

Other: Please Describe _____

18. How do you work with the school to combat human trafficking?

19. What are some common characteristics of trafficking **victims** here in Nevada?

Probe:

Age

Gender

Race
Sexuality
Other: Please Describe _____

Training

20. What human trafficking-focused training did you receive?

Probe:

Identification
Rapport Building
Treatment
Other: Please Describe _____

21. Who facilitated your training?

Probe:

Federal Law Enforcement (E.g., FBI, Homeland Security, etc.)
Local Law Enforcement (E.g., LVMPD, RPD, etc.)
Local Non-Profit Organization (E.g., Awaken, Embracing Project, Rise, etc.)
National Non-Profit Organization (E.g., national center for Missing and Exploited Children, Shared Hope International, Truckers Against Trafficking, etc.)
Other: Please Describe _____

Victim Assistance

22. What resources/services do you refer the victim to?

Probe:

Health (Physical and Mental) Facility
Residential Home/Shelter
Substance Abuse Facility
Other: Please Describe _____

23. When referring resources/services, do you research the facilities you send them to?

a. If not, how do you know about the resources/service?

Opinion

24. In your opinion, what could law enforcement do to better assist human trafficking victims, if anything at all?

Appendix B: Juvenile Judges/Court Personnel Interview Guide

Case Characteristics

1. How often did you encounter sex trafficking cases?
2. Who were you presiding over in the sex trafficking cases that come into your court?

Probe:

Traffickers

Trafficking Victims

Others: Please Describe _____

3. On what charges did they enter your court?

Probe:

Larceny

Loitering

Possession of Drugs

Possession of Weapons

Prostitution

Robbery

Stolen Identity

Other: Please Describe _____

4. What is the sentencing like in trafficking cases?
5. What is your opinion on the sentencing?

Laws & Statutes

6. Are there laws/statutes in Nevada that should be revised? Why?

Probe:

Fees and Fines

Sanctions

Sentencing

Other: Please Describe _____

7. Do you think there needs to be laws/statutes that are explicitly for human trafficking?
8. What do you think about Safe Harbor Laws?
 - a. Are they effective?
 - b. Have they reduced juvenile contact with the justice system?

Trafficker Characteristics

9. Who are the trafficker(s)?

Probe:

Businesses

Criminal Network/Multiple Traffickers

Lone Wolf/Single Trafficker

Other: Please Describe _____

10. What are some common characteristics of a trafficker?

Trafficking Victim Characteristics

11. What are some common characteristics of a trafficking victim?

Probe:

Age

Gender

Race

Sexuality

Other: Please Describe _____

Training

12. What human trafficking-focused training did you receive?

Probe:

Identification

Rapport Building

Treatment

Other: Please Describe _____

13. Who facilitated your trainings?

Probe:

Federal Law Enforcement (E.g., FBI, Homeland Security, etc.)

Local Law Enforcement (E.g., LVMPD, RPD, etc.)

Local Non-Profit Organization (E.g., Awaken, Embracing Project, Rise, etc.)

National Non-Profit Organization (E.g., national center for Missing and exploited Children, Shared Hope International, Truckers against Trafficking, etc.)

Other: Please Describe _____

Diversion (If Applicable)

14. Did you ever divert victims of human trafficking to services?

15. What kind of services did you divert the victims to?

Probe:

(Physical and Mental) Facility

Residential Home/Shelter

Substance Abuse Facility

Other: Please Describe _____

16. When diverting victims to services, did you research the facilities you send them to?

a. If not, how did you know about the resource?

Opinion

17. In your opinion, what could the court system do better to better assist human trafficking victims?

Appendix C: Community Partner Focus Group Moderator Guide

Introductions/Ice Breaker

1. Let's go around the room and have everyone please introduce themselves. Please start by 1) saying your first name only and 2) the name of your organization as well as 3) your role in the organization or industry you are representing
2. What role does your industry play, in the human **sex** trafficking industry, if any?

Prevention

3. **IF NOT ALREADY DISCUSSED:** What role does your industry play in the **prevention** of human sex trafficking, if any?
4. Are there any human sex trafficking trainings required of employees of the organization or industry you are representing?
5. Have you or the employees of your organization been trained (formally or informally) to identify victims of human trafficking?
 - a. **PROBE:** What are some signs that you have been taught to look for with respect to a potential victim of human trafficking?
6. Does your organization have a good working relationship with the police? If so, what police departments?
 - a. Have any of you ever had to call or contact law enforcement due to a suspected trafficking victim?
 - b. What is your procedure after you report it?
 - i. For hotels/casinos? Do you put them up in a hotel until law enforcement arrives? Do you keep a staff member with them? What do you do or provide for the victim until law enforcement arrives?
 - ii. Do you provide the officer information about the perpetrator and the victim or just the perpetrator or just the victim?
7. Before we move on to the questions about services, we'd like to know your opinion on how traffickers capitalize on your industry to recruit and/perpetrate victims of sex trafficking?
 - a. **PROBE:** Hotel/casinos – bars, clubs, hotels, is the process easy/difficult to rent a hotel room with fake names/fake IDs; does the transient nature of moving from hotel room to hotel room make it easier to track? Are they able to pay cash for hotel rooms?

- i. Probe: Does your organization have an adequate number of **trained** staff to provide a warm handoff to other service providers for victims or survivors of human trafficking?
 - b. **PROBE: Trucking Industry** – what role do you believe the trucking routes might aid in the transportability and accessibility for victims of sex trafficking - have you heard the term “lot lizard”? Do truckers stay with the “lot lizard” until law enforcement arrives?
- 8. What do you feel are the areas in human trafficking prevention and intervention services that we as a community should prioritize?

Probe:

Education in schools

Tracking social media and/or video game activity via software

Help hotlines

Policies/laws

Targeting transportation industry e.g., trucking and airlines

Anything else?

Services

- 9. In your opinion, who are the un-served and under-served victims of human trafficking in your community?

Probe:

Children

Immigrants

LGBTQIA+ victims

Males

Other: Please describe _____

- 10. What are the most needed services for human trafficking survivors or victims in your service community?
- 11. What are the barriers for your organization in providing victims of human trafficking with the services they need?

Probe:

Technology

Funding

Staff qualifications/training

Distance

Lack of referrals from other agencies

Community not aware of services

Shortage of volunteers

Other: Please Describe _____

12. What other industries target potential victims for human sex trafficking that we have not already discussed?

Probe:

Massage parlors

Internet (social media, online games)

Cruises

Higher Education (college students)

Other: Please Describe _____

Appendix D: Service Provider Moderator/Interview Guide

Introductions/Ice Breaker

1. Let's go around the room and have everyone please introduce themselves. Please start by 1) saying your first name only and 2) the name of your organization as well as 3) your role in the organization and 4) a description of the services your organization provides.

Target Population

2. In your opinion, who are the un-served and under-served victims of human trafficking in your community?

Probe:

Children

Immigrants

LGBTQIA+ victims

Males

Racial Minorities

Other: Please describe _____

Services

3. What are the most needed services for human trafficking survivors or victims in your service community?
4. We are aware that funding is limited for all types of survivors of human trafficking, what are your service priorities for funding?
5. What are the barriers for your organization in providing victims of human trafficking with the services they need?

Probe:

Technology

Funding

Staff qualifications/training

Distance

Lack of referrals from other agencies

Community not aware of services

Shortage of volunteers

Other: Please Describe _____

6. What services do victims or survivors of human trafficking need that you are not able to provide due to lack of resources, staffing, training, or something else?
 - a. **PROBE:** Are there services that victims need that are currently not being funded by your organization?

7. What are the **easiest** services or resources to connect victims or survivors to and why?
8. Conversely, what are the **most difficult** services to connect victims to and why?

Training, Prevention, Awareness

9. Does your organization have an adequate number of trained staff to provide a warm handoff to other service providers for victims or survivors of human trafficking?
10. What do you feel are the areas in human trafficking awareness and prevention that we as a community should prioritize?

Probe:

Education in schools

Tracking social media and/or video game activity via software

Help hotlines

Policies/laws

Targeting transportation industry e.g., trucking and airlines

11. How to prevent on-ramps to human trafficking?

Appendix E: Survivor Interview Guide

Introduction/Ice Breaker

1. Do you currently identify as a survivor or as a victim?
 - a. **PROBE: If they identify as a survivor:** At what point in time did you identify as a survivor and why?
2. If you are willing to share, how old were you when you first started seeking or receiving services, and in what state was that?
 - a. **PROBE:** Were any of these services in Nevada?

Services

3. Are you still receiving any services as a victim/survivor of human trafficking?
NOTE: Use terminology (victim versus survivor) the interviewee prefers.
4. How easy was it for you to access the services you needed?
 - a. **PROBE:** Did you have to go to multiple places to receive the help you needed?
 - b. **If they went to several places** - why did you feel you had to go to "several" places to receive help?
5. What type of services did you receive?

Probe:

Housing/Shelter

Utilities/Rent Assistance

Mental Health or Behavioral Counseling

Substance Abuse

Victim Services

Veteran 's Services

Financial assistance

Legal assistance

Workforce development

Clothing Assistance

Food

Transportation

Medical/Health

Other: Please Describe _____

6. How were these services offered?

Probe:

In Person

Virtual

7. What type of services do you wish you would have received?
8. Describe how an organization or a person was helpful to you in your pursuit to receive services
9. How did the staff show or display that they cared about you and your circumstances?
10. What were some of the challenges you faced in accessing services?

Probe:

Disability

Fear

Stigma

Issues of sobriety

Lack of awareness of services

Lack of childcare

Language barriers

Mental health issues

Transportation

Lack of timely assistance or support

Lack of resources or limited staffing at the agency

Lack of help or respect from staff

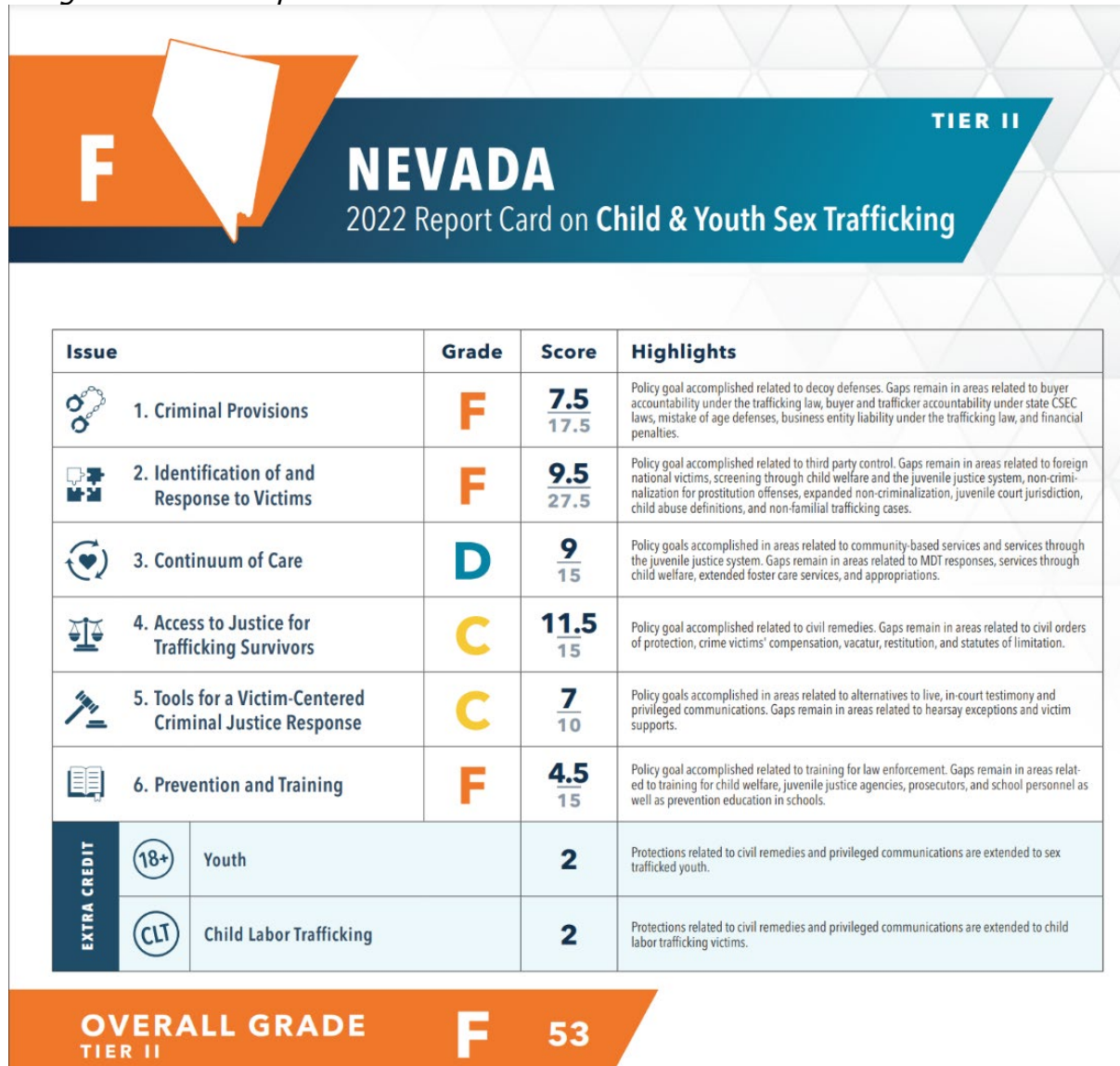
Lack of trained staff

Other: Please Describe _____

11. Describe any **negative** experiences you might have had while accessing services.
12. Now let's talk about any **positive** experiences you had while accessing services.
13. When you went to receive services, was there someone to assist you directly and promptly?
14. Did a provider simply hand you a brochure or list of resources and send you on your way or did they actually provide the services directly? For example, did the provider make phone calls with you or for you, or drive you or go with you to the other agencies they were referring you to? We would call this a warm handoff.
15. Did the organization you seek assistance from keep in contact with you or follow-up with you in any way?
 - a. **If yes:** How did they follow up with you?
Probe: Phone, Email, Zoom/Video Conference, In-person visits
16. Were there any services you were not able to access, and if so, why not?
 - a. **If not able to access services:** What did you do instead?
17. Finally, what suggestions do you have to improve services for human trafficking in Nevada?

Appendix F: Nevada

Image 4. Nevada Report Card



See the full Nevada Law Analysis report at: <https://reportcards.sharedhope.org/year2022/nevada/>

Appendix G: California









Image 5. California Report Card



Appendix H: Georgia

Image 6. Georgia Report Card



Issue	Grade	Score	Highlights
 1. Criminal Provisions	B	15.5 17.5	Policy goals accomplished in areas related to buyer accountability under the trafficking law, buyer and trafficker accountability under state CSEC laws, decoy defenses, and financial penalties. Gaps remain in areas related to mistake of age defenses and business entity liability under the trafficking law.
 2. Identification of and Response to Victims	F	6 27.5	Policy goals accomplished in areas related to third party control and child abuse definitions. Gaps remain in areas related to foreign national victims, screening through child welfare and the juvenile justice system, non-criminalization for prostitution offenses, expanded non-criminalization, juvenile court jurisdiction, and non-familial trafficking cases.
 3. Continuum of Care	F	4.5 15	Policy goal accomplished related to services through child welfare. Gaps remain in areas related to community-based services, MDT responses, services through the juvenile justice system, extended foster care, and appropriations.
 4. Access to Justice for Trafficking Survivors	C	11 15	Policy goals accomplished in areas related to restitution and civil remedies. Gaps remain in areas related to civil orders of protection, crime victims' compensation, vacatur, and statutes of limitation.
 5. Tools for a Victim-Centered Criminal Justice Response	F	5 10	Gaps remain in all areas, including hearsay exceptions, alternatives to live, in-court testimony, victim supports, and privileged communications.
 6. Prevention and Training	F	3 15	Gaps remain in all areas, including training for child welfare, juvenile justice agencies, law enforcement, prosecutors, and school personnel as well as prevention education in schools.
EXTRA CREDIT	 Youth	1	Protection related to civil remedies is extended to sex trafficked youth.
	 Child Labor Trafficking	3	Protections related to services through child welfare, restitution, and civil remedies are extended to child labor trafficking victims.

OVERALL GRADE **F** **49**
TIER II









Appendix I: Tennessee

Figure 13. Prostitution/Sex Trafficking/Solicitation Laws in Tennessee

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
Tennessee	<p style="text-align: center;">§39-13-514 § 39-13-512</p> <p style="text-align: center;">Excerpt of Law</p> <p>Patronizing a prostitution is a class A misdemeanor. Doing so within 1.5 miles of a school is punishable by no less than 7 days incarceration and fines. Patronizing a prostitution who is either a minor or has an intellectual disability is defined as an act of tracking for commercial sex.</p>	<p style="text-align: center;">§39-13-314 § 39-13-512</p> <p style="text-align: center;">Excerpt of Law</p> <p>Human trafficking offenses include involuntary labor under 39-13-301, trafficking for commercial sex acts under 39-13-309, or promotion of prostitution involving a minor under 39-13-512.</p>	<p style="text-align: center;">§ 39-13-528</p> <p style="text-align: center;">Excerpt of Law</p> <p>A person commits an offense under this section: Who patronizes prostitution; or where the subject of the offense is a law enforcement officer or a law enforcement officer eighteen (18) years of age or older posing as a minor.</p>

Image 7. Tennessee Report Card



Issue	Grade	Score	Highlights
 1. Criminal Provisions	A	17 17.5	Policy goals accomplished in areas related to buyer accountability under the trafficking law, buyer and trafficker accountability under state CSEC laws, mistake of age defenses, decoy defenses, and financial penalties. Gap remains related to business-entity liability under the trafficking law.
 2. Identification of and Response to Victims	C	20.5 27.5	Policy goals accomplished in areas related to third party control, screening through child welfare and the juvenile justice system, non-criminalization for prostitution offenses, and child abuse definitions. Gaps remain in areas related to foreign national victims, expanded non-criminalization, juvenile court jurisdiction, and non-familial trafficking cases.
 3. Continuum of Care	F	7.5 15	Policy goals accomplished in areas related to MDT responses, extended foster care services, and appropriations. Gaps remain in areas related to community-based services and services through child welfare and the juvenile justice system.
 4. Access to Justice for Trafficking Survivors	C	11.5 15	Policy goals accomplished in areas related to civil orders of protection, restitution, and civil remedies. Gaps remain in areas related to crime victims' compensation, vacatur, and statutes of limitation.
 5. Tools for a Victim-Centered Criminal Justice Response	F	4.5 10	Policy goal accomplished related to alternatives to live, in-court testimony. Gaps remain in areas related to hearsay exceptions, victim supports, and privileged communications.
 6. Prevention and Training	B	14.5 15	Policy goals accomplished in areas related to training for child welfare, juvenile justice agencies, prosecutors, and school personnel as well as prevention education in schools. Gap remains related to training for law enforcement.
EXTRA CREDIT	 Youth	2	Protections related to appropriations and civil remedies are extended to sex trafficked youth.
	 Child Labor Trafficking	4	Protections related to appropriations, civil orders of protection, restitution, and civil remedies are extended to child labor trafficking victims.

OVERALL GRADE
TIER I

B 81.5

Appendix J: Washington D.C.

Figure 14. Prostitution/Sex Trafficking/Solicitation Laws in Washington D.C.

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
Washington DC	<p style="text-align: center;"> § 22-2701. § 22-2701.01. § 22-2704. § 22-2705. § 22-1834 </p> <p style="text-align: center;">Excerpt of Law</p> <p style="text-align: center;">Engaging in or seeking prostitution is against the law. Abduction or coercion of a minor with the intention of prostitution is a felony. Minors who offer sexual conduct are not able to be criminally prosecuted. If this occurs, the police are responsible for the safety of the child and to provide resources under § 22-1834.</p>	<p style="text-align: center;">§22-1834</p> <p style="text-align: center;">Excerpt of Law</p> <p style="text-align: center;">To knowingly draft, transport, harbor, or coerce a minor for sexual purposes is sex trafficking. If a minor is sex trafficked the criminal sanctions are harsher. Typically, sex trafficking a child result in imprisonment/fines.</p>	<p style="text-align: center;">§22-071 (d)</p> <p style="text-align: center;">Excerpt of Law</p> <p style="text-align: center;">It is unlawful for any person to engage in prostitution or to solicit for prostitution. If convicted for prostitution, person may not be fined more than a set amount and will be incarcerated.</p>

Image 8. Washington D.C. Report Card

D **TIER II**
DISTRICT OF COLUMBIA
 2022 Report Card on Child & Youth Sex Trafficking

Issue	Grade	Score	Highlights
1. Criminal Provisions	D	10.5 17.5	Policy goals accomplished in areas related to trafficker accountability under district CSEC laws, decoy defenses, and business-entity liability under the trafficking law. Gaps remain in areas related to buyer accountability under the trafficking law and district CSEC laws, mistake of age defenses, and financial penalties.
2. Identification of and Response to Victims	F	15.5 27.5	Policy goals accomplished related to third party control, screening through child welfare and the juvenile justice system, non-criminalization for prostitution offenses, and child abuse definitions. Gaps remain in areas related to foreign national victims, expanded non-criminalization, juvenile court jurisdiction, and non-familial trafficking cases.
3. Continuum of Care	F	4 15	Gaps remain in all areas, including community-based services, MDT responses, services through child welfare and the juvenile justice system, extended foster care services, and appropriations.
4. Access to Justice for Trafficking Survivors	C	11 15	Policy goals accomplished in areas related to civil orders of protection and civil remedies. Gaps remain in areas related to crime victims' compensation, vacatur, restitution, and statutes of limitation.
5. Tools for a Victim-Centered Criminal Justice Response	F	3.5 10	Policy goal accomplished related to privileged communications. Gaps remain in areas related to hearsay exceptions, alternatives to live, in-court testimony, and victim supports.
6. Prevention and Training	D	9.5 15	Policy goals accomplished related to training for child welfare and juvenile justice agencies. Gaps remain in areas related to training for law enforcement and school personnel as well as prevention education in schools.
EXTRA CREDIT	Youth	3	Protections related to screening through the juvenile justice system, civil remedies, and privileged communications are extended to sex trafficked youth.
	Child Labor Trafficking	3	Protections related to civil orders of protection, civil remedies, and privileged communications are extended to child labor trafficking victims.

OVERALL GRADE **D** **60**
 TIER II









Appendix K: Washington

Figure 15. Prostitution/Sex Trafficking/Solicitation Laws in Washington

Prostitution/Sex Trafficking/Solicitation Laws			
State	Are there prostitution laws focused on minors?	Are there sex trafficking laws focused on minors?	Are there solicitation laws against the buyer/pimp?
Washington	<p>RCW 9A.88.030</p> <p>Excerpt of Law</p> <p>Those who provide or sought-after sex services in return for any value is a crime in Washington State. Prostitution is a misdemeanor charge, even for those who are offering the sexual conduct if the prostitute is an adult, over the age of 18.</p>	<p>RCW 9.68A.101 RCW 9.68A.040 RCW 9.68A.100 RCW 9A.44 RCW 9.68A.101 RCW 9.68A.102 RCW 9.68A.103</p> <p>Excerpt of Law</p> <p>Submitting a minor to sexual exploitation and abuse is prohibited by live performance, sexual conduct, and physical touching of a minor. Sexual exploitation of a minor is threatening/ forcing the minor the engage in sexual conduct in exchange for anything of value is prohibited by law.</p>	<p>RCW 9.68A.040</p> <p>Excerpt of Law</p> <p>Compelling a minor by threat or force to engage in sexually explicit conduct; invites or causes a minor to engage in sexual conduct; permit a child to engage in sexual conduct; is a class B felony.</p>

Image 9. Washington Report Card



Issue	Grade	Score	Highlights
 1. Criminal Provisions	B	15 17.5	Policy goals accomplished in areas related to buyer accountability under the trafficking law, buyer and trafficker accountability under state CSEC laws, mistake of age defenses, decoy defenses, and financial penalties. Gap remains related to business entity liability under the trafficking law.
 2. Identification of and Response to Victims	F	13 27.5	Policy goals accomplished in areas related to third party control, foreign national victims, non-criminalization for prostitution offenses, and child abuse definitions. Gaps remain in areas related to screening through child welfare and the juvenile justice system, expanded non-criminalization, juvenile court jurisdiction, and non-familial trafficking cases.
 3. Continuum of Care	A	13.5 15	Policy goals accomplished in areas related to community-based services, MDT responses, services through child welfare, extended foster care services, and appropriations. Gap remains related to services through the juvenile justice system.
 4. Access to Justice for Trafficking Survivors	C	11 15	Policy goals accomplished in areas related to restitution and civil remedies. Gaps remain in areas related to civil orders of protection, crime victims' compensation, vacatur, and statutes of limitation.
 5. Tools for a Victim-Centered Criminal Justice Response	D	6 10	Gaps remain in all areas, including hearsay exceptions, alternatives to live, in-court testimony, victim supports, and privileged communications.
 6. Prevention and Training	F	6 15	Policy goals accomplished in areas related to training for law enforcement and school personnel. Gaps remain in areas related to training for child welfare, juvenile justice agencies, and prosecutors as well as prevention education in schools.
EXTRA CREDIT	 Youth	2	Protections related to appropriations and civil remedies are extended to sex trafficked youth.
	 Child Labor Trafficking	3	Protections related to appropriations, restitution, and civil remedies are extended to child labor trafficking victims.



Appendix L: Senate Bill No. 274

Existing law defines the term “commercially sexually exploited child” to mean any child who is sex trafficked, sexually abused or sexually exploited for the financial benefit of any person or in exchange for anything of value. (NRS 432C.060) **Section 1.2** of this bill defines the term “receiving center” to mean a secured facility that operates 24 hours each day, 7 days each week to provide specialized inpatient and outpatient services to commercially sexually exploited children. **Section 1.8** of this bill makes a conforming change to indicate the placement of **sections 1.1, 1.15 and 1.2** of this bill in the Nevada Revised Statutes. **Sections 1.9, 3 and 4** of this bill provide that a receiving center is not a group foster home, child care facility or child care institution for the purposes of the requirements of existing law. **Section 1.3** of this bill requires a person or entity to apply to the Division of Child and Family Services of the Department of Health and Human Services in order to obtain a license to operate a receiving center. **Section 1.3** also requires the Division to adopt regulations governing receiving centers. **Section 1.4** of this bill requires a receiving center to provide or make available certain services for commercially sexually exploited children. Existing law requires certain facilities or homes which occasionally or regularly have physical custody of children pursuant to the order of a court and each agency which provides child welfare services to treat each child in all respects in accordance with the child’s gender identity or expression. Existing law also requires the Division to adopt regulations to ensure that each child in the custody of such a facility, home or agency is placed in a manner that is appropriate for the gender identity or expression of the child. (NRS 62B.212, 63.425, 432A.1759, 432B.172, 433B.325) **Section 1.5** of this bill extends these provisions to apply to receiving centers. **Sections 1.5, 5, 6, 31, 32 and 34** of this bill require the Division to consult with certain persons, including, without limitation, lesbian, gay, bisexual, transgender and questioning children who currently reside in or have resided in receiving centers when adopting regulations to ensure that each child is placed in a manner that is appropriate for the gender identity or expression of the child. **Section 1.6** of this bill authorizes the Division to require the certification of facilities or organizations, other than receiving centers, that provide services to commercially sexually exploited children. **Section 1.7** of this bill makes it a misdemeanor to operate: (1) a receiving center without a license; or (2) a facility or other entity for which a certificate is required without such a certificate. **Section 1.7** also authorizes the Division to bring an action for an injunction to prevent any person or entity from operating a receiving center without a license or a facility or other entity for which a certificate is required without such a certificate. Existing law requires the development of a plan to establish the infrastructure to provide treatment, housing and services to commercially sexually exploited children. (NRS 424.0195) **Section 2** of this bill requires the plan to include plans for providing receiving centers or other appropriate placements to meet the housing needs of such children. **Section 2** also removes a requirement that the plan must ensure that any secured placement for a commercially sexually exploited child is temporary, subject to judicial review and utilized only when

necessary. Existing law requires an agency which provides child welfare services that receives a report of the commercial sexual exploitation of a child to conduct an initial screening to determine whether there is reasonable cause to believe that the child is a victim of commercial sexual exploitation. (NRS 432C.130) **Section 29** of this bill replaces that requirement with a requirement that the agency which provides child welfare services conduct an assessment to determine whether the child: (1) is a victim of commercial sexual exploitation; (2) is a victim of the abuse or neglect of a child; (3) is in immediate danger of serious bodily harm; or (4) suffers from any unmet basic need. Upon the completion of the assessment of a child who lives within the jurisdiction of the agency which provides child welfare services, **section 29** requires the agency which provides child welfare services to take certain actions to protect the safety of the child and meet the other needs of the child. Existing law prohibits the adjudication of a child who is alleged to have violated certain provisions of law relating to prostitution as delinquent or in need of supervision or the detention of such a child in a state or local facility for the detention of children if there is reasonable cause to believe that the child is a commercially sexually exploited child, effective on July 1, 2022. Existing law also requires a juvenile justice agency that has reasonable cause to believe that a child in its custody is or has been a commercially sexually exploited child to report the commercial sexual exploitation of the child to an agency which provides child welfare services, effective on July 1, 2022. (**Section 16** of chapter 513, Statutes of Nevada 2019, at page 3076) **Section 35** of this bill postpones the effective date of those provisions until July 1, 2023.

Appendix M: Technology

Technology Used to Assist Law Enforcement

Law enforcement focuses heavily on human trafficking cases, “human trafficking investigations take up about 50 percent of our case workload on average throughout the year. However, when we identify a victim, a human trafficking case will usually consume 100 percent of our work for at least a few weeks if not longer” (Woods & Hartsock, 2018). Spotlight is a popular tool used among law enforcement agencies for investigations to collect online data, especially due to the lack of time that there is to examine the internet to find children and their traffickers. Spotlight’s goal is to enhance the success rate of sex trafficking investigations and increase the number of minors who are in need as victims of trafficking. Below provides a detailed list of Thorn’s technology, Spotlight.

→ Thorn’s spotlight method utilizes human trafficking intelligence and insight.

Spotlight emerged from these two questions:

- Can advanced cognitive-computing based analytics be used to quickly organize and provide intelligence within the chaotic online commercial sex market?
- Can this technology be smart enough to reveal information that is intentionally concealed and constantly changing?

→ Reasons for spotlight

- The internet has made it incredibly easier for children to be bought and sold online.
 - Technology plays a major role in grooming and controlling victims of domestic minor sex trafficking (DMST).
 - Due to the lack of in person communication, traffickers are easily able to encounter minors and gain more buyers and victims.
- 3 out of 4 minors who are sex trafficked note that they have been either advertised or sold in the virtual world.
 - Respondents in a survey conducted by Thorn and Dr. Vanessa Bouché at Texas Christian University noted that 45 percent of the victims met their trafficker in person while 55 percent met by text, websites, or apps.
 - Online advertising before 2004 was 38 percent, after 2004 it increased to 75 percent.
- Law enforcement simply does not have enough time to browse the web for online commercial sex markets and locate minors and identify the traffickers.

- Spotlight assists law enforcement by converting data. Not only does it provide sufficient and accurate data for sex trafficking investigations but allows for more victims to be identified and directed to necessary services.
 - Many victims have access to the internet and phones, 90 percent of victims disclosed that they had access to the internet and social media.
 - The most commonly used platforms were Facebook, Backpage, Craigslist, Instagram, and Google.
- Components of Spotlight
- Archive
 - Data archive that includes escort ads, website data, etc.
 - Search/filter
 - Allows police to search or filter phone numbers, email, age, location, time, key words, etc., to find relevant escort ads
 - Lead generation
 - Algorithms that examine escort data and identify suspicious ads
 - Image match
 - Allows officers to identify ads that use the same pictures
 - Profile generation
 - Intelligence is utilized to generate profiles of ads and other data from phone numbers, email addresses, and post IDs to map information.
 - Alerts
 - Officers have the ability to enable alerts to track necessary information like phone numbers and post IDs
- What is Being Said About Spotlight?
- A detective in Arizona stated that, *"Spotlight has been a tremendous asset to our human trafficking investigations. Being able to work in a specific region and search for a specific name, assisted me in locating ads for a 16-year-old runaway who was being trafficked across two states. Those ads have led us to identify additional victims and suspects"*
 - Detectives in Bernalillo County Sheriff's Office Ghost Unit Kyle Woods and Kyle Hartsock wrote on Thorn's website, *"Besides our old-fashioned cop work and interview skills, Spotlight is the only and most important tool we must aggregate online data. Without having the information readily available, we would have lost a significant amount of evidence, or it would have been such a greater task to get it from the websites. We use it in victim interviews, which can be the turning point where they realize we know too much and full denials just won't work anymore. We've used it to track a victim's movement across the country, with exact dates and times"*

of posts as well as when phone numbers changed (the trafficker picked her up, etc.). We have identified ads 6 months after the incident utilizing Spotlight, which, in one case, cracked open the case and lead to a successful prosecution of a child sex trafficker.”

Websites Used to Recruit Minors for Sex Trafficking

In an October 2022 research release from Thorn, in conjunction with Benenson Strategy Group, Figure 7 on page 11 titled *Self-Generated Child Sexual Abuse Material: Youth Attitudes and Experiences in 2021: Findings from 2021 quantitative research among 9-17-year-olds*, the chart labeled “General platform use among minors – at least once per day” depicts the most commonly used websites/apps by minors. Among 13-17 year-olds in 2021, the top four social media sites include You Tube (79 percent), TikTok (59 percent), Instagram (55 percent), and Snapchat (52 percent). Thorn acknowledges that technology plays a crucial role in contributing to children being bought and sold online. In this day and age of technology, it is important to understand the ways in which technology connects children to possible traffickers. Based on the data presented in Figure 7, 2021 had an overwhelming increase in overall social media/app use compared to 2019. According to the table, all minors in general for 2019, 2020, and 2021 used YouTube at the highest rates (79, 80, and 79 percent).