



# Office for Victims of Crime Snapshot Report

Data Summary From OVC's Trafficking  
Information Management System (TIMS)

January 1 through December 31, 2012



Innovation • Partnerships  
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*The mission of the Office for Victims of Crime is to enhance the Nation's capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices to promote justice and healing for all victims of crime.*

The Office of Justice Programs (OJP) provides federal leadership in developing the Nation's capacity to prevent and control crime, administer justice, and assist victims. OJP has six components: the Bureau of Justice Assistance; the Bureau of Justice Statistics; the National Institute of Justice; the Office of Juvenile Justice and Delinquency Prevention; the Office for Victims of Crime; and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking. More information about OJP can be found at [www.ojp.gov](http://www.ojp.gov).

# About

## the Office for Victims of Crime

The Office for Victims of Crime (OVC), within the Office of Justice Programs, U.S. Department of Justice, works to enhance the Nation's capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices in ways that will promote justice and healing for all victims. With funding appropriated through the Trafficking Victims Protection Act (TVPA) of 2000 and its subsequent reauthorizations, OVC administers grant funding to support services for victims of human trafficking. OVC also works collaboratively with other federal agencies to provide training, technical assistance, and resources to improve the community response to human trafficking.

### What Is TIMS?

OVC's Trafficking Information Management System (TIMS) Online is a standardized data collection and reporting system used to track required trafficking grant performance measurements across multiple OVC trafficking victim services grants on a biannual basis. First developed in 2005 as a PC-based Access database, TIMS was updated and launched online in 2012. It is provided to OVC trafficking grantees as a free case management tool, serving as a single repository for grantees to store data and case information on trafficking clients. It includes optional fields where grantees can enter additional information on clients as well as actions the grantee organization and their collaborative partners have taken on behalf of clients.

The OVC Training and Technical Assistance Center (TTAC) provides support to OVC grantees in using the system. Grantees report on clients served and other activities conducted during two distinct reporting periods: January–June and July–December. All submitted grantee data are aggregated on a biannual basis and reported to OVC.

### LIMITATIONS OF THE DATA

It is important to note that the data in this report are limited to information reported from OVC grantees on **clients served through the OVC trafficking victim services grants**, which likely represent a small subset of service providers working with victims of human trafficking. All of the OVC trafficking grantees who reported data in 2012 served a variety of victims, with the exception of three grantees who were awarded demonstration grants that were dedicated to serving domestic minor trafficking victims. In addition, some grantees, such as the specialized services grantees, served victims of human trafficking identified within large geographic areas and were not limited in service jurisdiction, whereas other grantees served victims locally with comprehensive services.

TIMS captures only services provided through OVC grants. It does not necessarily capture services provided by and funded through other sources. Therefore, data should only be used to better understand the OVC grant initiative and should not be used to make generalizations about the grantees or about the scale and scope of human trafficking in the United States as a whole.

## About This Snapshot Report

This report summarizes the activities conducted, and the trafficking victim population served, by 39 active OVC grantees during two reporting periods—January 1 through June 30, 2012, and July 1 through December 31, 2012, as reported through TIMS. During this period, there were three different types of OVC trafficking victim services grants, each with a unique set of required performance measurements and unique criteria for eligibility for services through the grant. This Snapshot Report combines the datasets from those three grant programs in order to provide a holistic picture of the activities of the grantees and the entire OVC human trafficking grant initiative. It highlights key statistics on the trafficking population served, grantee collaborative partners, services provided, and outreach and training efforts supported by OVC funding.

## OVC Grant Programs

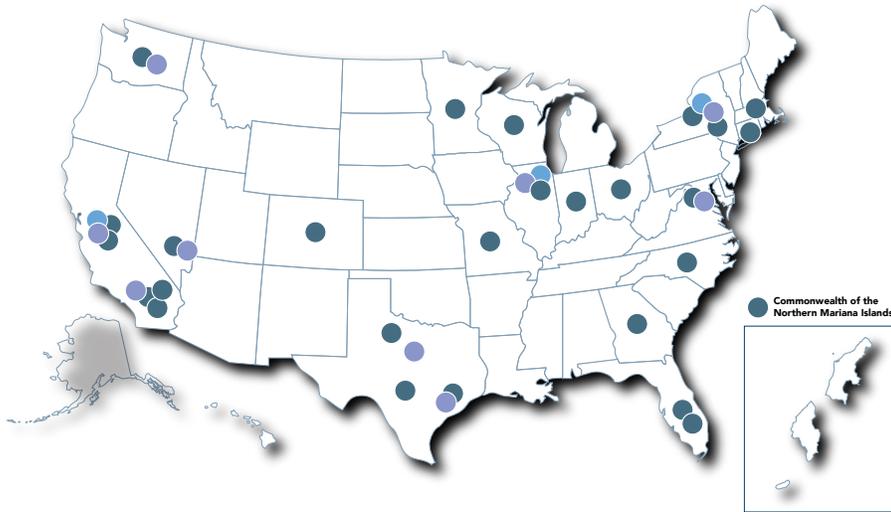
**Services for Victims of Human Trafficking Program:** OVC began funding trafficking victim service providers under this program area in 2003. The services funded by this program during the January–December 2012 reporting period fall into two primary categories:

- **Comprehensive Services:** Grantees provide a wide range of services to address the individualized needs of trafficking victims, either in-house or through local partners.
- **Specialized Services:** Grantees provide either legal services or mental health services for all victims of human trafficking identified within large geographic areas.

**Enhanced Collaborative Model To Combat Human Trafficking:** In 2010, OVC and the Bureau of Justice Assistance (BJA) began funding Enhanced Collaborative Model Task Force sites that take a comprehensive, multidisciplinary approach to combating all forms of trafficking—sex and labor trafficking of foreign nationals and U.S. citizens (males and females, adults and minors). Two awards are made to each selected site: one by BJA to a state, local, or tribal law enforcement agency and one by OVC to a victim service provider. The BJA award supports law enforcement agencies' efforts to coordinate the goals, objectives, and activities of the entire task force in close collaboration with the U.S. Attorney's Office and the victim service provider partner. The OVC award supports the provision of comprehensive services to all trafficking victims identified within the geographic area impacted by the task force. This report includes only data from the OVC-funded service provider.

**Services for Domestic Minor Victims of Human Trafficking Demonstration Program:** In 2009, OVC funded three grantees to provide comprehensive services to domestic minor victims of human trafficking; develop, enhance, or expand the community response to domestic minor victims; and participate in a process evaluation funded through the National Institute of Justice. Their data are included in this report. This grant program ended in Fiscal Year (FY) 2013; the evaluation report is available at [www.ncjrs.gov/pdffiles1/nij/grants/248578.pdf](http://www.ncjrs.gov/pdffiles1/nij/grants/248578.pdf).

**Map of Active OVC Human Trafficking Grantees—January through December 2012**



Below is a list of OVC-funded trafficking victim service providers who provided services under OVC grants in 2012. The marker colors on the map correspond with the grantees' location below. Please note that the grantees' location does not necessarily reflect their full service area jurisdiction; service areas range from a single city to nationwide.

**Services for Victims of Human Trafficking**  
*Comprehensive Services*

- ARC Community Services (Madison, WI)
- Asian Pacific Islander Legal Outreach (San Francisco, CA)
- Ayuda (Washington, DC)
- Catholic Charities of Rockville (Rockville, NY)
- Catholic Charities of St. Paul (Minneapolis, MN)
- Catholic Charities of San Antonio (San Antonio, TX)
- City of Indianapolis (Indianapolis, IN)
- Coalition to Abolish Slavery & Trafficking (Los Angeles, CA)
- Colorado Organization for Victim Assistance (CO)
- Guma' Esperansa-Karidat (Saipan, MP)
- Heartland Alliance (Chicago, IL)
- International Institute of Connecticut (Bridgeport, CT)
- International Rescue Committee, Miami (Miami, FL)

- International Rescue Committee, Seattle (Seattle, WA)
- International Institute of St. Louis (St. Louis, MO)
- North Carolina Coalition Against Sexual Assault (Raleigh, NC)
- Safe Horizon (New York, NY)
- Salvation Army Ohio (Columbus, OH)
- Salvation Army Orange County (Orange County, CA)
- Salvation Army Las Vegas (Las Vegas, NV)
- Santa Clara University/South Bay Coalition (San Jose, CA)
- Tapestri (Clarkston, GA)
- World Relief Tampa (Tampa, FL)
- YMCA Houston (Houston, TX)

**Specialized Services**

- Justice Resource Institute—Project Reach (Brookline, MA)
- Legal Aid Foundation of Los Angeles (Los Angeles, CA)
- Texas Rio Grande Legal Aid (San Antonio, TX)

**Services for Domestic Minor Victims of Human Trafficking**

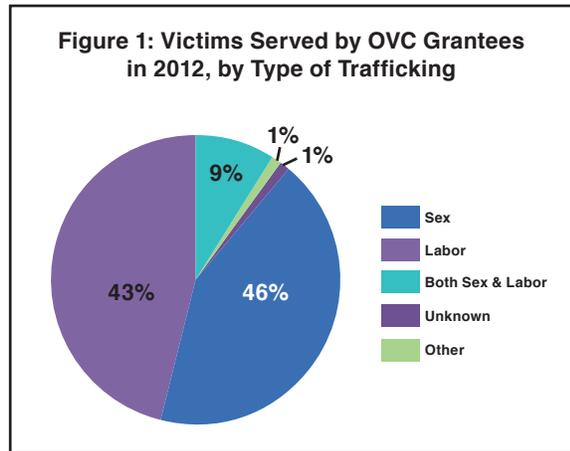
- Safe Horizon (New York, NY)
- Salvation Army Chicago (Chicago, IL)
- Standing Against Global Exploitation (San Francisco, CA)

**Enhanced Collaborative Model To Combat Human Trafficking**

- Community Services Program (Orange County, CA)
- International Institute of Buffalo (Buffalo, NY)
- International Rescue Committee, Washington (Seattle, WA)
- Mosaic (Dallas, TX)
- Polaris Project (Washington, DC)
- Salvation Army Chicago (Chicago, IL)
- Salvation Army Las Vegas (Las Vegas, NV)
- Santa Clara University/South Bay Coalition (San Jose, CA)
- YMCA Houston (Houston, TX)

## Trafficking Population Served

The total number of trafficking victims served by OVC grantees from January through December 2012 was 1,462. Of the 1,462 victims served, 46 percent were categorized as victims of sex trafficking, 43 percent as victims of labor trafficking, and 9 percent as victims of both sex and labor trafficking. Two percent of victims served were



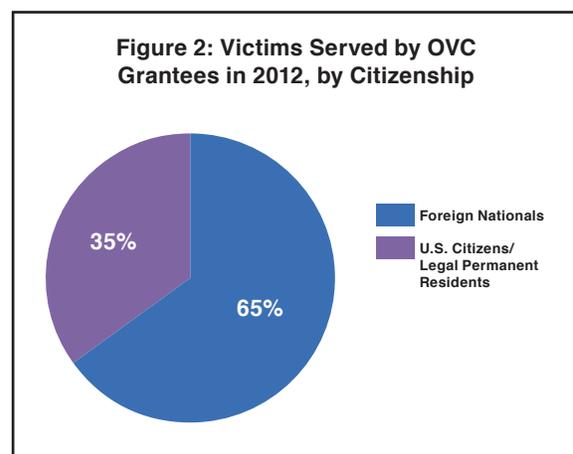
categorized as other or unknown (see Figure 1). Grantees often use the category type “other” or “unknown” if the victim’s type of trafficking is to be determined. Grantees often determine the types of trafficking, in collaboration with law enforcement and legal service providers, based on the definitions of sex and labor trafficking as defined by the TVPA. It is notable that OVC victim service providers reported serving relatively even numbers of sex and labor trafficking victims. Yet, many external factors may influence these findings; for example, three of the grantees were awarded demonstration grants that were dedicated to serving domestic minor trafficking victims only.

In contrast, other federal data collection systems, such as the Human Trafficking Reporting System (HTRS), report much higher numbers of sex trafficking cases than TIMS. Unlike TIMS, which captures services provided through OVC grantees only, HTRS collects information on human trafficking cases opened for investigation by state and local law enforcement agencies working with task forces.<sup>1</sup> With regard to the Enhanced Collaborative Model To Combat Human Trafficking grant program, key performance measurements under the BJA award to law enforcement agencies are tracked in HTRS, and OVC victim service providers use TIMS to track key performance measurements.

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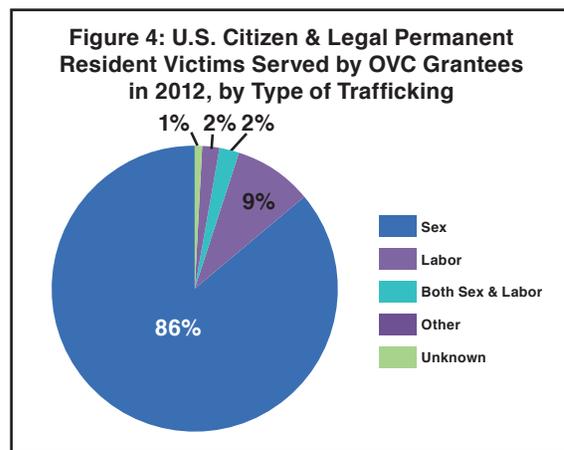
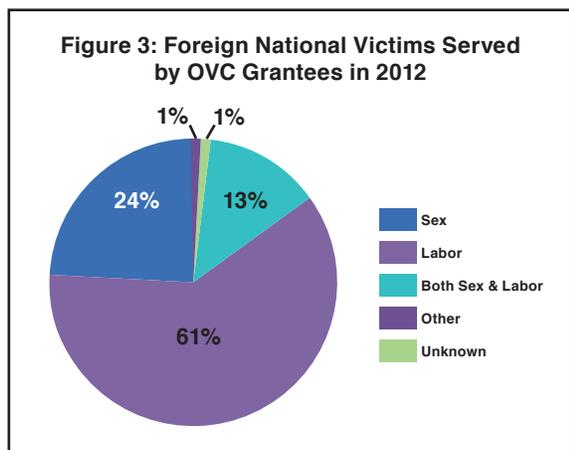
**Table 1: Total Number of Victims Served by OVC Grantees in 2012, by Citizenship & Type**

Type	Foreign Nationals	U.S. Citizens	Total
Sex	230	442	672
Labor	574	46	620
Both Sex & Labor	127	9	136
Other	5	12	17
Unknown	10	7	17
<b>Total</b>	<b>946</b>	<b>516</b>	<b>1,462</b>

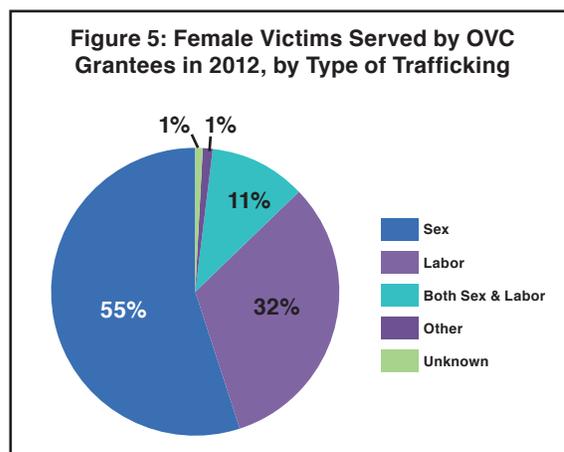


<sup>1</sup> Banks, Duren, and Tracey Kyckelhan, “Characteristics of Suspected Human Trafficking Incidents, 2008–2010” (pdf, 12 pages), U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, April 2011, NCJ 233732.

Of the total victims served, 65 percent were foreign nationals and 35 percent were U.S. citizens or legal permanent residents (LPR) (see Table 1 and Figure 2). Note that, for foreign national victims, labor trafficking was the most common type of trafficking victimization, whereas sex trafficking was the most common type of trafficking among

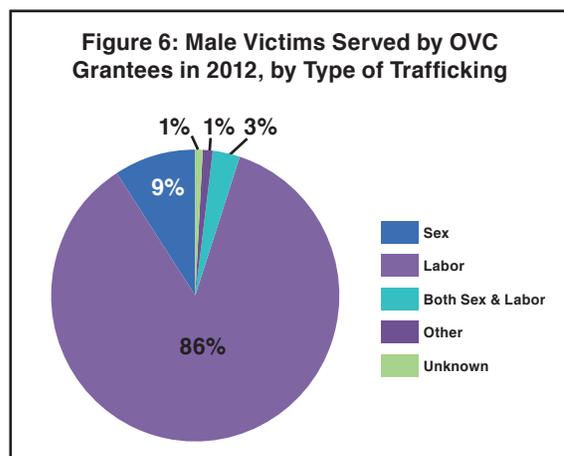


U.S. citizen victims served (see Table 1 and Figures 3 and 4). Eighteen percent of the total U.S. citizen and LPR population were served by the three Services for Domestic Minor Victims of Human Trafficking grantees. Eight victims were categorized as transgender.



**Table 2: Total Number of Victims Served by OVC Grantees in 2012, by Gender & Type**

Type	Female	Male	Other	Total
Sex	639	27	6	672
Labor	362	257	1	620
Both Sex & Labor	127	8	1	136
Other	15	2	0	17
Unknown	13	4	0	17
<b>Total</b>	<b>1,156</b>	<b>298</b>	<b>8</b>	<b>1,462</b>

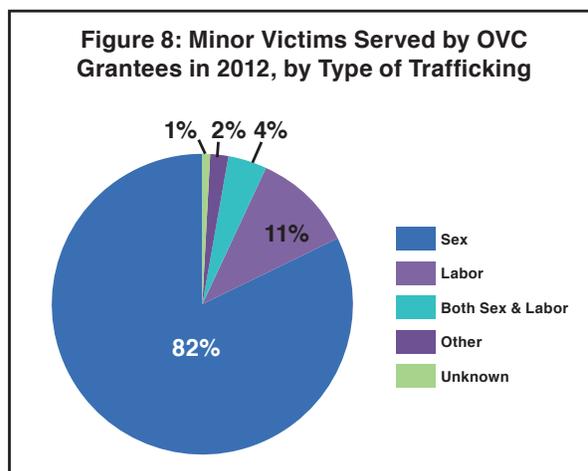
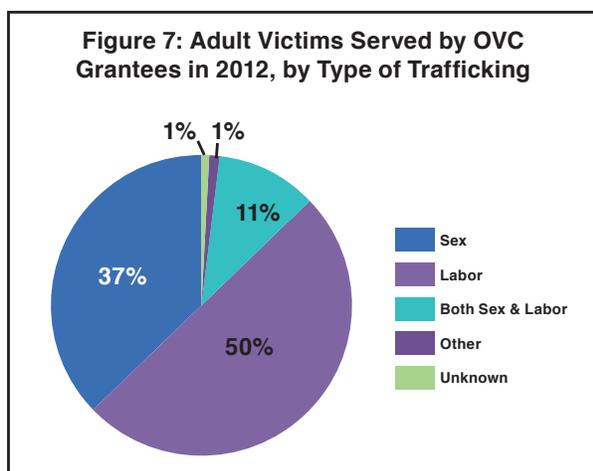


Seventy-nine percent of the total victims served in 2012 were women (see Table 2). Eighty-six percent of male trafficking victims were victims of labor trafficking, compared with only 32 percent of female victims (see Figures 5 and 6). Eight victims were categorized as transgender.

Eighty percent of the total victims served were adults (see Table 3). Among the adult victims served, 50 percent were victims of labor trafficking; comparatively, 82 percent of minors were victims of sex trafficking (see Figures 7 and 8). There was a fairly even distribution of victims of sex and labor trafficking among the adult female population, whereas adult male trafficking victims were primarily victims of labor trafficking. When

**Table 3: Total Number of Victims Served by OVC Grantees in 2012, by Age & Type**

Type	Adult	Minor	Total
Sex	438	234	672
Labor	589	31	620
Both Sex & Labor	124	12	136
Other	13	4	17
Unknown	14	3	17
<b>Total</b>	<b>1,178</b>	<b>284</b>	<b>1,462</b>



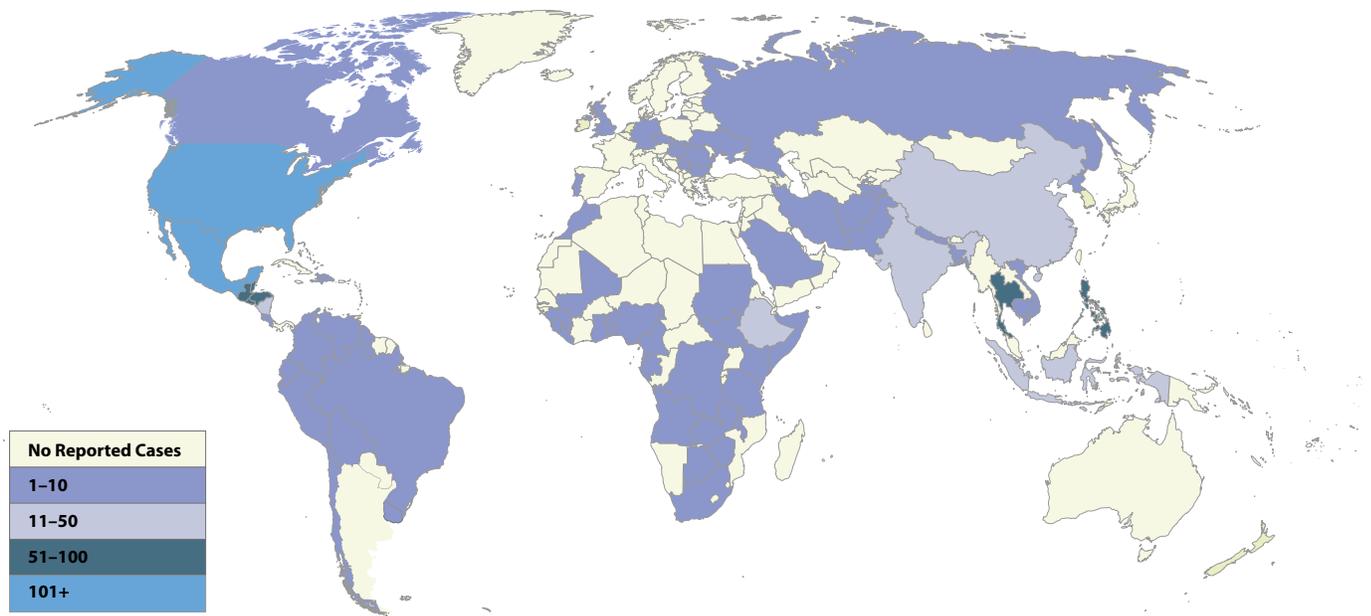
viewed by citizenship, most adult foreign national victims were victims of labor trafficking, whereas the majority of adult U.S. citizen victims were victims of sex trafficking.

## Community Collaboration and Service Provision

From January to December 2012, federal law enforcement submitted the greatest number of referrals for foreign national victims, followed closely by community-based providers, whereas local law enforcement was the top referral source for U.S. citizen victims of trafficking. According to a National Institute of Justice (NIJ) study of 12 U.S. counties, local law enforcement frequently collaborated with other agencies in more than half (58 percent) of investigations. The NIJ study suggests that, without interagency collaboration and institutional support for law enforcement, few cases can move beyond the referral stage.<sup>2</sup> Similar to the TIMS data, NIJ research and data indicate that strong, sustained networks of various types of professionals are required to support victims of human trafficking.

<sup>2</sup> Farrell, Amy, Jack McDevitt, Rebecca Pfeffer, Stephanie Fahy, Colleen Owens, Meredith Dank, and William Adams, "Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases" (pdf, 321 pages), Final report to the National Institute of Justice, grant number 2009-IJ-CX-0015, April 2012, NCJ 238795.

## Trafficking Victims' Countries of Citizenship, as reported in the TIMS Database



Reports from all grantees showed that a total of 465 active partners provided direct services to trafficking victims in 2012. Grantees most frequently partnered or collaborated with legal providers, other victim service providers, and medical/public health providers to provide services to these victims. The top five services provided to victims by OVC grantees were legal services, ongoing case management, emotional and moral support, transportation, and personal items. Transportation support and substance abuse treatment were more often provided to U.S. citizens and LPR victims, but for foreign national victims, legal services were the most common service provided. A total of 217 shelter and housing placements were made in 2012, including emergency, transitional, and permanent housing placements.

## Training, Outreach, and Public Awareness Activities

In 2012, OVC grantees reported conducting 808 trainings for a total of 38,037 individuals. The most frequently covered training topics were the definition of human trafficking, identifying human trafficking victims, and services available to victims of human trafficking. The most frequent audience types for trainings were schools and educational institutions, faith-based organizations and religious institutions, and victim service providers.

Grantees reported conducting a total of 738 community outreach and public awareness activities in 2012. Activities included direct and street outreach, flier and pamphlet distribution, table displays, public presentations, and formal events in the community.

## Conclusion

In this brief snapshot, we discuss top-level data submitted by 39 OVC-funded victim service providers throughout the country. One unique point of observation is the fairly even numbers of sex and labor trafficking victims served. In many instances, trafficking cases that are reported through law enforcement-based systems generally indicate heavier weight toward sex trafficking. Although these respective systems demonstrate differences in the type of victim contact and data collected from both a law enforcement and a victim service provider perspective, it is important to realize the potential confounding factors that may influence TIMS findings.

Of the 1,462 victims served in 2012, 79 percent were women. Among female victims, more than half were victims of sex trafficking, and the remaining were fairly split between labor trafficking and both sex and labor trafficking. However, for males served, the majority were labor trafficking victims. Foreign national males were primarily trafficked for labor, whereas U.S. citizen victims were primarily trafficked for sex. Most foreign nationals served were adults. In addition, TIMS data indicate that all victim types served by OVC grantees required a broad range of services, including emergency/long-term housing and mental health care, suggesting that a comprehensive service model—whether conducted by one organization or through partnership—is key to successful survivor rehabilitation.

OVC utilizes TIMS data to improve and shape trafficking grant programs. TIMS helps OVC to report relevant and accurate information about grantee efforts to the U.S. Attorney General and other federal entities working on policy related to human trafficking. TIMS data have also helped to enhance the general understanding of the various populations served by OVC grantees, what services are often needed and provided, and other challenges facing the victim services field. The project team will continue to work closely with grantees to analyze human trafficking data in the future.

## TIMS SNAPSHOT CREDITS

This report is based on grantee data reported in the Trafficking Information Management System Online Database.

It was prepared and created for OVC by the Office for Victims of Crime Training and Technical Assistance Center. For other victim-related information, or additional information about training and technical assistance from OVC, please contact us.

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