

*State of Connecticut
General Assembly*



Trafficking in Persons Council

*Annual Report
January 2008*

Teresa C. Younger, Chair

*Report Prepared by
The Permanent Commission on the Status of Women (PCSW)*

Trafficking in Persons Council Members and Designees

State Officials

Teresa C. Younger, PCSW Executive Director and Trafficking in Persons Council Chair
The Attorney General, represented by *Richard Kehoe*, Special Counsel
The Chief Public Defender, represented by *Deborah Del Prete Sullivan*, Legal Counsel
The Chief State's Attorney, represented by *Judith Rossi*, Executive Assistant State's Attorney
Child Advocate of Connecticut, *Jeanne Milstein*
The Commissioner of Children and Families, represented by *Buck Gregory*, Program Director- Hotline
The Commissioner of Labor, represented by *John A. McCarthy*, Legislative Liaison
The Commissioner of Mental Health and Addiction Services, represented by *Valerie Leal*, Women's Services Administrator
The Commissioner of Public Health, represented by *Barbara Pickett*, Family Health Section
The Commissioner of Public Safety, represented by *Lucien St. Germain*, Connecticut State Police
The Commissioner of Social Services, represented by *Sylvia Gafford-Alexander*, Program Director, Commissioner's Office, Special Projects and Multiculturalism
The Connecticut Police Chiefs Association, represented by *Nicholas Guerriero*, Winsted Police Department
The Judicial Branch, represented by *Michael Mack*, Judge Trial Referee, Juvenile Court; *Linda J. Cimino*, Director, Office of Victim Services; *Cynthia Theran*, Deputy Director, Court Support Services Division
Victim Advocate of Connecticut, *Michelle Cruz*
The African-American Affairs Commission, represented by *Glenn Cassis*, Executive Director
The Commission on Children, represented by *Thomas R. Brooks*, Director of Policy and Research Analysis
The Latino and Puerto Rican Affairs Commission, represented by *Werner Oyanadel*, Legislative Analyst
The Permanent Commission on the Status of Women, represented by *Natasha M. Pierre*, Legislative Director; *Michelle Noehren*, Legislative and Outreach Associate

Public Members

Cinda Cash, Director, Community & Provider Relations, Connecticut Women's Consortium
Mario Thomas Gaboury, Professor and Chair of Criminal Justice, University of New Haven
Kara Hart, Greater Hartford Legal Aid
Joyce Hamilton Henry, Connecticut Immigrant and Refugee Coalition
Lisa Holden, Executive Director, Connecticut Coalition Against Domestic Violence
Nancy Kushins, Executive Director, Connecticut Sexual Assault Crisis Services
Shyamala Raman, Professor, Saint Joseph College
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Administrative support provided by the
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Introduction

What is Human Trafficking?

The definition of human trafficking found in *P.A. 04-8, An Act Establishing an Interagency Task Force on Trafficking in Persons*, and used by the Task Force as a basis for its research is:

... all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor or other debt bondage.

Connecticut's Response

Between 2004 and 2007, the Interagency Task Force on Trafficking in Persons convened to study the issue of human trafficking and make recommendations to the state Legislature. A full report of the Task Force's efforts can be found on the Permanent Commission on the Status of Women's website at www.cga.ct.gov/pcsw. The following Task Force recommendations were enacted into law:

Criminal Penalties: a criminal statute was created to categorize trafficking in persons as a class B felony under state law (C.G.S. §§ 53-394(a)(19), 53a-82, and 53a-192a).

Enhanced Civil Remedies: the Attorney General is authorized to file suit, at the labor commissioner's request, against an employer who employs workers he knows are being coerced by someone else to work for him or if the employer has engaged directly in trafficking. Violators may be fined up to \$10,000 for each violation. The law also allows victims to file suit for either (1) their actual damages or (2) statutory damages up to \$1,000 for each day they were coerced to work or engage in prostitution. In either case, the trafficker must pay the victim's reasonable attorney's fees (C.G.S. §§ 31-51vv and 52-571i).

Funding: funding was provided to the Police Officers Standards Training Council and the Permanent Commission on the Status of Women to develop a training program and make it available to the Division of State Police, the Chief State's Attorney, local police departments and community organizations (C.G.S. §46a-4b); the Chief State's Attorney to provide protective services; and, to the Office of Victim Services to contract with community providers for services to victims.

Progress in Connecticut

Thirty-two states have passed anti-trafficking laws. Connecticut is one of six states that continued its task force after enacting anti-trafficking laws.¹ Over the past year, progress has been made regarding human trafficking through the work of the Trafficking in Persons Council:

- Establishing the Trafficking in Persons Council
- Curriculum Development
- Training and Public Awareness
- Services to Trafficking Victims

Establishing the Trafficking in Persons Council

In January 2007, the Task Force recommended that a Trafficking in Persons Council be established to continue collaboration. The Trafficking in Persons Council was established through the passage of *Public Act 07-107, An Act Establishing a Trafficking in Persons Council* (See Appendix A).

The Council consists of 26 members and is chaired and convened by the Permanent Commission on the Status of Women (PCSW). The Council will consult with government and non-governmental organizations to develop recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims, and prosecute traffickers; identify criteria for providing services to adult trafficking victims and their children; and provide updates and progress reports on trafficking prevention efforts and victim assistance.

Curriculum Development

PCSW contracted with Humantis, LLC to create a uniform victim-centered curriculum, which will be used for the training initiative addressed in the next section of this report.² It contains 24 hours of substantive sessions that could be modified to suit time restrictions and varied participants. There are thirteen sessions over a three-day period covering three major curriculum areas:

Train-the-Trainer: focuses on a training design and effective training delivery.

Identify and Respond to Trafficked Persons: focuses on identification and response to trafficked persons. These sessions are designed to cover three hours, but could be shortened by removing information or exercises.

¹ Polaris Project "U.S. Policy Alert, September 13, 2006," accessed 12/06 at www.polarisproject.org.

² *Public Act 06-43, An Act Concerning Trafficking In Persons*, codified as C.G.S. §46a-4b, provided funding to PCSW for curriculum development.

Skill Development: presents the substantive issue areas that the trainers will have at their disposal to create trainings. The first day's sessions are knowledge-based to ensure that participants are equipped with the information they need about trafficking. The second day's sessions are skills-based to ensure that trainers can combine their knowledge, new skills and current professions to make a difference in combating trafficking. The third day's sessions focus on how the trainers can continue to combat trafficking in their everyday lives.

Training and Public Awareness

In January 2007, the Task Force recommended that the state establish contractual relationships with other state agencies or non-governmental agencies to coordinate efforts to assist victims of trafficking, and provide funding to service providers who assist victims.

The recommendation was passed into law and the Office of Victim Services (OVS) was charged with contracting with organizations to develop a coordinated response system to assist trafficking victims. *See Appendix B, Public Act No. 07-4 (June Special Session), An Act Implementing the Provisions of the Budget Concerning General Government.*

OVS will provide an annual three-day Train-the-Trainer course for selected candidates that have responded to a Request for Qualifications (RFQ). Candidates, upon completion of the training, will become certified trainers. The goal of the training is to provide the community and its service providers with information needed to develop more effective programs to service trafficking victims and ensure existing and new programs are both responsive and effective in meeting the needs of trafficking victims.

The target audience for the training is broad: law enforcement; state and local governmental agencies; health care professionals primarily in urgent care facilities; social service providers; schools; domestic violence shelters; rape crisis centers; non-profit victim assistance agencies; community-based organizations; the faith community; community recreational facilities; immigration attorneys; and the Connecticut Department of Labor field staff. It is essential that trainers *partner* with local cultural community providers that may have access to victims. These providers have the personal and cultural knowledge to assist trainers in building trust in the communities.

Public awareness will lead to an increase in the number of identified trafficking victims and will help those victims receive the benefits and services needed to live safely in the U.S. Outreach to victims will be challenging as human trafficking is an "underground" crime and victims do not have access to public places and media. A large-scale public awareness campaign will provide residents with knowledge and tools to recognize human trafficking.

Services to Trafficking Victims

OVS established a pilot project with the Connecticut Coalition Against Domestic Violence (CCADV) to provide services for victims of human trafficking, referred by federal, state, or municipal law enforcement. CCADV will provide shelter and services on a temporary basis, not to exceed seven days, basic needs such as clothing and prescriptions, and assistance with permanent living arrangements. CCADV, through its network of sixteen domestic violence shelters, will: (1) accept immediate referrals and provide immediate access to safe and secure lodging, (2) provide services statewide, (3) provide services on a twenty-four hour basis, (4) assess victims for other needs they may have and assist them in accessing services to address those needs as necessary, (5) provide referral to hospital or health care as necessary, (6) provide access to multi-lingual translators, and (7) provide transportation for victims.

Funding: 2007-2008 Appropriations for Anti-Trafficking Activities

Twenty-five thousand (\$25,000) is appropriated for FY 2007-2008 and FY 2008-2009 for services to trafficking victims. The sum of \$100,000 in FY 2007-2008 and \$130,000 in FY 2008-2009 is appropriated for training and outreach awareness.

Appendices

A

Public Act 07-107, An Act Establishing A Trafficking in Persons Council

B

*Public Act 07-4 (June Special Session), An Act Implementing the
Provisions of the Budget Concerning General Government, §29*



Senate Bill No. 398

Public Act No. 07-107

AN ACT ESTABLISHING A TRAFFICKING IN PERSONS COUNCIL.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (NEW) (*Effective from passage*) (a) There is established a Trafficking in Persons Council that shall be within the Permanent Commission on the Status of Women for administrative purposes only.

(b) The council shall consist of the following members: The Attorney General, the Chief State's Attorney, the Chief Public Defender, the Commissioner of Public Safety, the Labor Commissioner, the Commissioner of Social Services, the Commissioner of Public Health, the Commissioner of Mental Health and Addiction Services, the Commissioner of Children and Families, the Child Advocate, the Victim Advocate, the chairperson of the Commission on Children, the chairperson of the Permanent Commission on the Status of Women, the chairperson of the Latino and Puerto Rican Affairs Commission, the chairperson of the African-American Affairs Commission, three representatives of the Judicial Branch appointed by the Chief Court Administrator, one of whom shall represent the Office of Victim Services and one of whom shall represent the Court Support Services Division, and a municipal police chief appointed by the Connecticut Police Chiefs Association, or a representative of any such member who has been designated in writing by such member to serve as such member's representative, and seven public members appointed as follows: The Governor shall appoint one member who shall represent Connecticut Sexual Assault Crisis Services, Inc. , the president pro tempore of the Senate shall appoint one member who shall represent an organization that provides civil legal services to low-income individuals, the speaker of the House of Representatives shall appoint one member who shall represent the Connecticut Coalition Against Domestic Violence, the majority leader of the Senate shall appoint one member who shall represent an organization that deals with behavioral health needs of women and children, the majority leader of the House of Representatives shall appoint one member who shall represent an organization that advocates on social justice and

human rights issues, the minority leader of the Senate shall appoint one member who shall represent the Connecticut Immigrant and Refugee Coalition, and the minority leader of the House of Representatives shall appoint one member who shall represent the Asian-American community.

(c) The chairperson of the Permanent Commission on the Status of Women shall serve as chairperson of the council. The members of the council shall serve without compensation but shall be reimbursed for necessary expenses incurred in the performance of their duties.

(d) The council shall: (1) Hold meetings to provide updates and progress reports, (2) identify criteria for providing services to adult trafficking victims, (3) identify criteria for providing services to children of trafficking victims, and (4) consult with governmental and nongovernmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking and prosecute traffickers. The council shall meet at least three times per year.

(e) The council may request data and other information from state and local agencies to carry out its duties under this section.

(f) Not later than January 1, 2008, and annually thereafter, the council shall submit a report of its activities, including any recommendations for legislation, to the General Assembly in accordance with section 11-4a of the general statutes.

(g) For the purposes of this section, "trafficking" means all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor or other debt bondage.

Approved June 11, 2007



Senate Bill No. 1500

June Special Session, Public Act No. 07-4

**AN ACT IMPLEMENTING THE PROVISIONS OF THE BUDGET
CONCERNING GENERAL GOVERNMENT.**

Sec. 29. (NEW) (*Effective October 1, 2007*) (a) The Office of Victim Services within the Judicial Department shall, within available appropriations, contract with nongovernmental organizations to develop a coordinated response system to assist victims of the offense of trafficking in persons.

(b) Such contracts shall be entered into for the following purposes, including, but not limited to:

- (1) Developing a uniform curriculum to address rights and services for such victims;
- (2) Developing information and materials on available resources and services for such victims;
- (3) Actively seeking out quality training and other educational opportunities regarding the identification and assistance of such victims that take into consideration such victims' cultural context and needs; and
- (4) Promoting and disseminating information on training and other educational opportunities concerning the assistance of such victims to emergency medical services, faith-based communities, sexual assault service providers, domestic violence service providers and state and local governmental agencies.



***Connecticut General Assembly
Trafficking in Persons Council***

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