



CITY
OF

HOUSTON

ANTI-HUMAN TRAFFICKING

STRATEGIC PLAN



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Executive Summary

Houston is an epi-center of anti-human trafficking efforts. Because of the lack of public awareness, how incidents are significantly under-reported, and the nature of human trafficking itself as an underground economy, one can assume that the numbers cited here are higher. From December 2007 to June 2015, there were, according to data by Polaris, 717 confirmed cases of human trafficking. These numbers though fail to capture the magnitude of the problem in Houston. While data continues to evolve, one thing is certain: the Mayor's Office will take a 365 day-a-year approach to address human trafficking with a comprehensive, local-level approach.

The Special Advisor to the Mayor on Human Trafficking bases phase 1 of the Strategic Plan on the premise that only a long-term systems change in collaboration with stakeholders can effectively prevent human trafficking in Houston. Systems change emerged as the most effective solution based on assessments completed by the Houston Area Council on Human Trafficking (HAC-HT), as well as additional assessments the Special Advisor made after assuming office in June 2015. Five objectives form the core of the Strategic Plan.

1. **Institutionalize the City of Houston's response to human trafficking** through policy advocacy and collaborating with relevant departments, such as the Houston Health Department, Municipal Court, HPD, Procurement, Houston Airport System, and 311.
2. **Raise awareness and change public perception** by launching a joint anti-human trafficking media campaign and holding public events in collaboration with leaders in the field.
3. **Coordinate victim services and engage in direct outreach** to ensure efficiency and comprehensiveness of service delivery and to increase victim identification.
4. **Implement joint HAC-HT initiatives** that cross multiple City of Houston departments and private industries in an effort to develop victim identification resources, decrease demand, and implement trainings in the travel and transportation industries.
5. **Establish Houston as the national model for anti-human trafficking efforts** through speaking engagements where the Special Advisor highlights our municipal response.

The complex nature of human trafficking ensures that additional challenges will emerge as the Special Advisor implements the above objectives. Such challenges are hard to foresee. The best solution though is adopting that advocated for by this Strategic Plan—a 365 day-a-year approach that invests resources in solutions that have the potential to undermine human trafficking for good. In the years to come, Houston will be known as a local-level solution center and national model.



Introduction

Human trafficking affects everyone living and working in Houston. The Special Advisor to the Mayor on Human Trafficking releases the following Strategic Plan to lay the groundwork for comprehensively addressing human trafficking as a public health and safety issue through community-based partnerships with service providers, law enforcement, and elected officials from all levels of government. This plan of action encompasses phase one of the Strategic Plan, while phase two will be made in response to the successes and challenges of implementing the strategies outlined here, in addition to changing dynamics within the human trafficking field. Through collaboration, the Special Advisor aims to bring about the structural changes needed to decrease human trafficking in Houston in the long-term. Ultimately, the City of Houston will be recognized as the national model for addressing human trafficking.

Mission

Utilize unique position within the Mayor's Office to create long-term systems change, bring about a change in public perception, and close breaches in services provided with stakeholder input.

Vision and Goals

- I. The City of Houston will be recognized as the **national model** for addressing human trafficking.
- II. **By 2016:** Change the public's perception about human trafficking, leading to an increased awareness about, and reporting of, human trafficking.
- III. **By 2017:** Increase victim identification by implementing direct outreach efforts.
- IV. **By 2018:** Have a coordinated, multi-disciplinary, and diversionary system in place to increase efficiency of service delivery to identified human trafficking victims.
- V. **By 2019:** Institutionalize response to human trafficking from within the City of Houston, ensuring that trafficking is structurally addressed.

Defining Human Trafficking

Strictly speaking, human trafficking is the use of force, fraud, or coercion to compel someone to perform a commercial sex or labor act. Force, fraud, or coercion is not required if the person involved in a commercial sex act is under 18. Human trafficking is often confused with human smuggling. While physical movement is an element of smuggling, it is not required for an act of human trafficking, despite what "trafficking" implies. Human trafficking is best thought of as a crime against the person, while human smuggling is a crime against a political border.

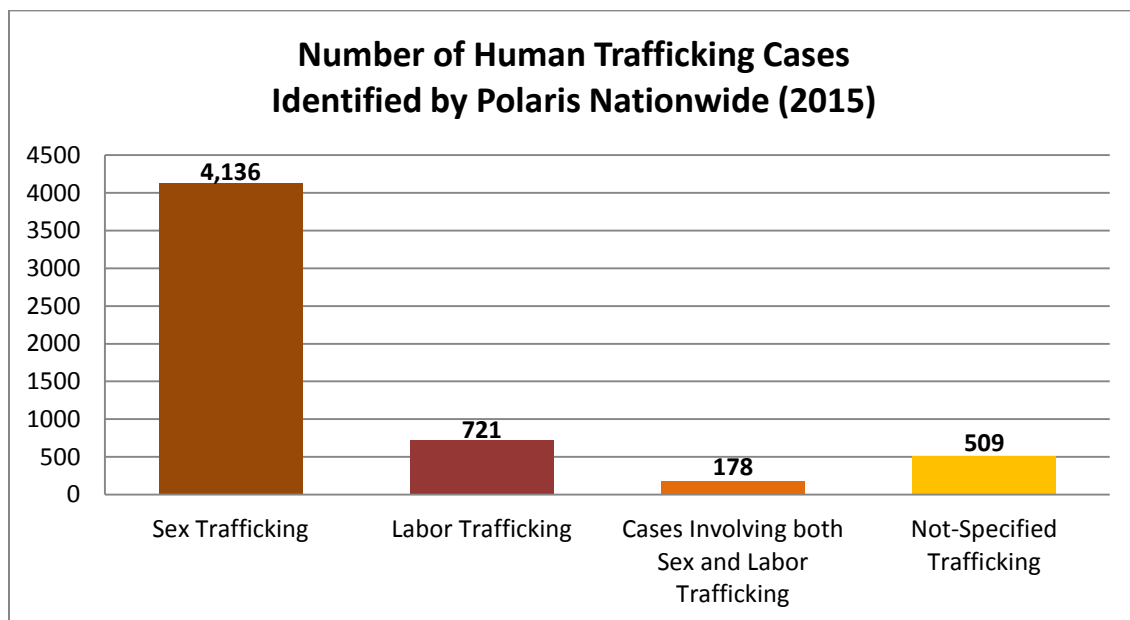


Human Trafficking by the Numbers

Truly understanding the scope and magnitude of sex and labor trafficking in the U.S. is severely hindered because of the lack of reliable data. The numbers presented below are drawn from Polaris, a national human trafficking think tank located in Washington D.C. that operates the National Human Trafficking Resource Center’s national tip hotline. While Polaris’s numbers are the best effort so far to capture human trafficking in the U.S., they are by no means definitive. Not least of the problems when compiling comprehensive data is that human trafficking is historically under-reported due to a lack of awareness on the larger public’s part. Readers should, accordingly, understand the below data as providing a preliminary indicator of the crime’s true volume.

Nationwide Numbers¹

In 2015, Polaris received 24,757 “signals”.² Of those calls, Polaris identified 5,544 cases of human trafficking on a nationwide scale. Those cases can be further divided into the type of trafficking involved:

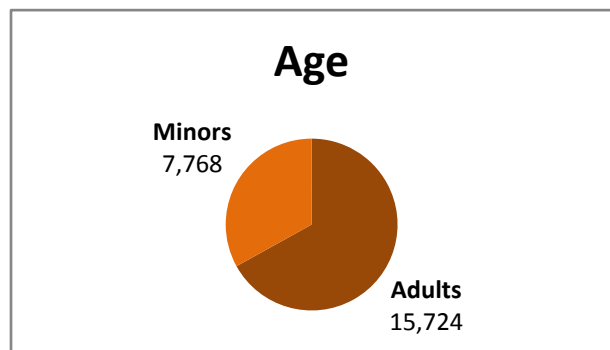
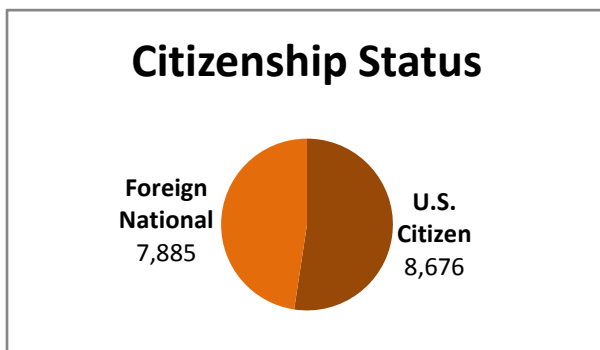
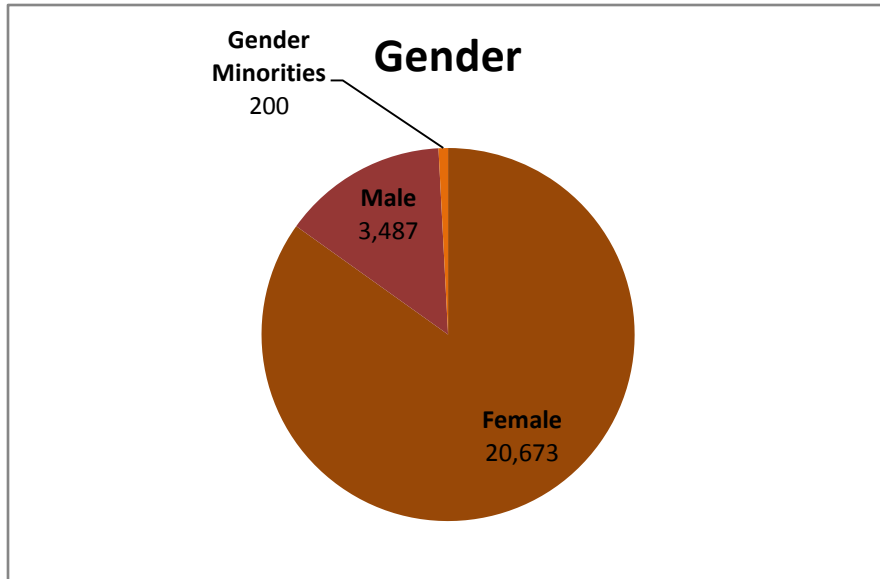


¹ Data cited in this section has been drawn from Polaris’s 2015 statistics sheet, which is available here: www.polarisproject.org/sites/default/files/2015-Statistics.pdf.

² Signals refer to anytime an individual reaches out to Polaris by phone, e-mail, text or by sending Polaris information through its web-based forms.



There are also important demographic differences to consider. Looking at Polaris’s “all-time” statistics from the years 2007-2015, 25,696 cases of human trafficking were identified nationwide. That total can be divided by age, gender, and citizenship status.³



Within the same time period, 2007-2015, the top three **sex trafficking venues** were: 1) commercial front brothels, such as illicit massage businesses, 2) hotels and motels, and 3) residential brothels. The top three **labor trafficking venues** were identified as: 1) domestic servitude, 2) traveling sales crews, such as magazine sales crews, and 3) restaurant and food establishments.

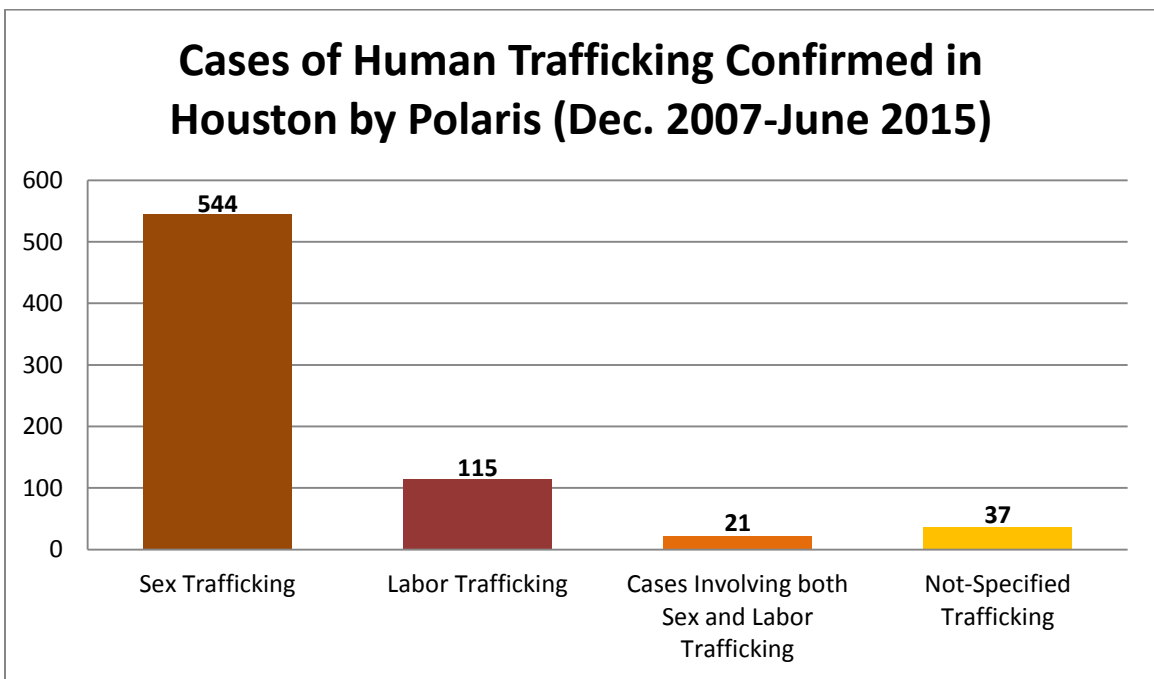
³ The following demographic numbers are non-cumulative since such information is not always provided by callers.



Of the calls made in 2015, the top three callers were identified as: 1) community members, 2) victims of trafficking, and 3) representatives from non-governmental organizations.⁴

Texas and Houston Numbers⁵

From December 2007 to June 2015, out of 9,253 calls, Polaris confirmed 2,035 cases of human trafficking in Texas. Out of those confirmed cases, 717 originated in Houston. During the same time period, 2,764 “signals” to the national tip hotline came from Houston, 299 of which were placed by potential victims of trafficking. As with nationwide data, one should read the numbers here as estimates, since reporting in Texas is not centralized. Nevertheless, the 717 human trafficking cases identified in Houston can be compartmentalized by the type of trafficking involved.



⁴ See the following website for information about top callers from previous years:

www.traffickingresourcecenter.org/states.

⁵ The numbers presented in this section were provided to the City of Houston by Polaris. For more detailed information about human trafficking in Texas, visit: www.traffickingresourcecenter.org/state/texas.



Houston Area Council on Human Trafficking

The Houston Area Council on Human Trafficking (HAC-HT)⁶ is an initiative of the Mayor’s Office. HAC-HT’s mission is to address human trafficking through a community-driven approach: stakeholders are convened to collaborate on joint anti-human trafficking initiatives framed by the vision and goals of the Mayor’s Office. HAC-HT collaborates on several of the initiatives led by the Special Advisor, and it assisted with key findings that helped formulate this Strategic Plan.

Individuals were originally invited to join based on their organization’s ability to effect organizational change. Direct service providers, prevention and advocacy groups, law enforcement, and private funders make up the 42 member organizations.⁷ Since March 2015, HAC-HT has been divided into sub-groups aligned with the four P’s outlined in the United Nations’ Palermo Protocol: Prevention, Protection, Prosecution, and Partnerships.

Key Findings: HAC-HT Assessments

To understand existing gaps in the community response to human trafficking, HAC-HT members completed self-assessments in June 2015. Their assessments revealed baselines for service delivery and how services were then coordinated.⁸ Their responses can be sub-divided into the following three categories, under which they made the following recommendations:

Institutionalize Response and Implement Trainings
Pass ordinances and departmental policies whose effect will reduce human trafficking
Train key City departments, such as the Fire and Health departments
Offer inter-agency trainings whenever possible that address identified gaps
Explore partnership opportunities with City departments and Harris County
Jointly explore innovative ways to decrease demand for sex and labor trafficking

⁶ Formed in 2012, HAC-HT was formerly known as the Mayor’s Human Trafficking Task Force. After the Mayor’s Office strategically doubled the size of the Task Force in 2015, it was renamed HAC-HT.

⁷ As of March 2016, HAC-HT membership is at capacity.

⁸ A total of 29 HAC-HT members completed self-assessments, which revealed several gaps in services. Assessments include additional findings that the Special Advisor to the Mayor first learned about after being appointed on June 29th, 2015.



Raise Awareness and Change Public Perception
Increase awareness among public, and ask for private industry cooperation
Increase tip reporting to Polaris’s national human trafficking hotline
Develop resource materials for joint distribution by HAC-HT member agencies
Evaluate the effectiveness of attempts to capture the scope and magnitude of human trafficking in Houston through quantitative analyses

Coordinate Victim Services and Engage in Direct Outreach
Map optimal system flow for victims identified by law enforcement and direct outreach efforts
Enhance service networks by connecting providers to under-utilized services and resources, and better supplement existing services
Bridge to coordinated services access platform that will make service delivery more efficient and help to quickly identify long-term housing options
Identify access points within City departments to engage potential victims, increase service delivery, and increase victim disclosures
Proactively engage in victim identification and assessment
Ease transportation burden for survivors who need to attend appointments related to their rehabilitation
Coordinate funding for ancillary needs of human trafficking survivors
Assess gaps in services to child victims of human trafficking



Objectives, Strategies, and Tactics⁹

National and local numbers provide an understanding of the public health and safety threat of human trafficking. Much work though still needs to be done, as the HAC-HT self-assessments showed, to institutionalize the response, raise the public’s awareness, and enhance victim services. Successfully combatting human trafficking demands a 365 day-a-year approach that sparks a change in public perception and creates lasting institutional change—this policy approach should not be reactive to data that is evolving, nor should it be reactive to any one large scale event that Houston hosts.¹⁰ The following objectives and strategies emphasize long-term changes that address the gaps identified by HAC-HT, as well as incorporate additional assessments made by the Special Advisor to the Mayor.

Key Performance Indicators and Metrics Used

Objective 1: Institutionalize Response and Implement Trainings	Objective 2: Raise Awareness and Change Public Perception	Objective 3: Coordinate Victim Services and Engage in Direct Outreach	Objective 4: Implement Joint HAC-HT Initiatives	Objective 5: Establish Houston as National Model
Number of Ordinance and Policy Changes	Impressions Made	Number of Agencies Participating in Coordinated Services Access Platform	Number of Joint Initiatives Executed	Number of RFP’s Submitted
Number of Individuals Trained	Increase in Tip Reporting to Polaris	Increase Victim Identification	Partnerships Initiated with External Stakeholders	Number of Speaking Engagements
Number of Resources Distributed		Number of Service Units Provided		Inquiries Received about Houston Initiatives
		Number Re-entering Service Continuum		

⁹ To follow the progress the Special Advisor has made in completing the proposed objectives, strategies, and tactics, see the accompanying checklist.

¹⁰ For a more in-depth discussion about whether large-scale sporting events like the Super Bowl increase demand for sex trafficking, see the concluding appendix.



Objective 1: Institutionalize Response and Implement Trainings at Scale

Strategy 1.1 - Analysis and Passage of Ordinances and Departmental Policies

Tactic 1.1.1 - Examine Massage Establishment Ordinance to propose possible changes.

Tactic 1.1.2 - Propose additional ordinances and ordinance amendments. Engage with all relevant stakeholders to receive their input before formulating proposed changes.

Strategy 1.2 Engage Houston Health Department

Tactic 1.2.1 - Engage Houston Health Department to combat labor trafficking by implementing training for its 1,200 employees.

Tactic 1.2.2 - Training will also instruct restaurant sanitarians to distribute self-identification cards to restaurant employees if the manager/owner allows.

Tactic 1.2.3 - Refer potential victims of labor exploitation to the Department of Labor to prompt back wage investigations, if warranted.

Tactic 1.2.4 - Incorporate fields for human trafficking-related questions into HHD's web-based form that sanitarians use when completing an inspection.

Strategy 1.3 Engage Houston Municipal Court

Tactic 1.3.1 - Speak with Chief Municipal Court Judge and other stakeholders about exploring a diversion program at the local level.

Tactic 1.3.2 - Explore municipal diversion program, and engage a multi-disciplinary team of service providers with translators.

Tactic 1.3.3 - Identify service providers and members of multi-disciplinary teams.

Tactic 1.3.4 - Engage legal service providers to offer services to women exiting illicit massage businesses.

Strategy 1.4 Assist Houston Police Department/Jail Division

Tactic 1.4.1 - Take a tour of the municipal jail to determine the best access points to provide someone arrested for prostitution or massage without a license with a self-identification card.



Tactic 1.4.2 - Enlist support of the HPD Jail Division in reprogramming jail phones so that calls to the Polaris hotline may be made.

Tactic 1.4.3 - Develop, print, and post signs over municipal jail phone banks with questions that will prompt self-identification.¹¹

Tactic 1.4.4 - Connect with the Harris County Criminal Justice Coordinating Council to explore partnership opportunities related to County jail phone banks, services provided through Harris County's jail, and procedures for the joint intake center, once the building is finished.

Strategy 1.5 - Engage the Procurement Department

Tactic 1.5.1 - Engage the Procurement Department to combat labor trafficking by examining labor contracts and lists of commodities purchased.

Tactic 1.5.2 - Explore possibility of considering whether vendors have received recognition from the State of Texas for participating in the Human Trafficking Prevention Business Partnership Program.¹²

Tactic 1.5.3 - Explore the possibility of collecting supply chain information when procurement contracts expire, and ask vendors to provide sub-contractor information.

Tactic 1.5.4 - Analyze purchases to assess possibility of purchasing fair trade products.

Tactic 1.5.5 - Examine whether P card policies can mandate the purchase of fair trade products.

Tactic 1.5.6 - Discuss possible policy changes with City of Houston's Office of Business Opportunity.

Strategy 1.6 - Engage Houston Airport System (HAS)

Tactic 1.6.1 - Renegotiate HAS's advertising contract with TC Decaux to stipulate that the Department of Homeland Security's Blue Campaign posters are to be added to the circulation of TC Decaux's paid advertising spots.

¹¹ The questions on the signs posted will mirror the questions on the resource card HAC-HT is currently developing. See Strategy 4.1 for a further discussion.

¹² For more information about this State of Texas program, visit: www.sos.state.tx.us/corp/human-trafficking-prevention.shtml.



Tactic 1.6.2 - Inquire with airlines that lease terminals about displaying Blue Campaign posters.

Tactic 1.6.3 - Identify ways to increase awareness among airport employees and volunteers.

Tactic 1.6.4 - Create a short video to play while employees wait for their badges.

Strategy 1.7 - Engage Houston Fire Department (HFD)

Tactic 1.7.1 - Request that HFD's annual online training requirements include a short video on human trafficking, as well as incorporate a Houston Police Department map of prostitution and human trafficking-related incidents.

Tactic 1.7.2 - Ask firefighters in the Fire Safety Prevention Program to distribute human trafficking self-identification cards to constituents.¹³

Tactic 1.7.3 - Facilitate collaboration between HFD firefighters, EMT workers, and HPD.

Tactic 1.7.4 - Distribute DHS informational sheet at fire stations, and facilitate subsequent discussions.

Strategy 1.8 - Train 311 operators

Tactic 1.8.1 - Reach out to 311 Director about implementing training for operators.

Tactic 1.8.2 - Explore possibility of coordinating training with other general city-wide helplines.

Tactic 1.8.3 - Develop script for operators when they suspect calls regarding human trafficking.

Objective 2: Raise Awareness and Change Public Perception

Strategy 2.1 - Develop and Launch Joint Anti-Human Trafficking Media Campaign¹⁴

Tactic 2.1.1 - Enlist creative agency to develop in-kind materials for a human trafficking media campaign. Agency will develop PSA scripts and production plans in partnership with HTV.

¹³ Strategy 4.1 discusses the self-identification cards in more detail.

¹⁴ Deutser, a Houston-based PR/consulting firm, has offered to develop the campaign and donate all creative capital. For more information about Deutser, visit: www.deutser.com.



Tactic 2.1.2 - Coordinate with HPD, the Harris County District Attorney’s Office, and United Against Human Trafficking to jointly lead campaign.

Tactic 2.1.3 - Develop timeline for campaign roll out.

Tactic 2.1.4 - Ask for celebrities to support and participate in PSAs if necessary.

Tactic 2.1.5 - Launch media campaign in partnership with TV and radio partners.

Tactic 2.1.6 - Enlist HTV’s support in requesting that local networks donate air space for PSAs.

Tactic 2.1.7 - Engage University of Houston’s School of Theater and Dance to arrange for casting calls as necessary for PSA’s.

Tactic 2.1.8 - Explore ways to have campaign go national by communicating with other cities to see if they have the interest and resources to participate.

Strategy 2.2 - Hold Events to Raise the Level of Dialogue and Engage Influencers

Tactic 2.2.1 - Convene human trafficking thought leaders in Houston on an annual basis.¹⁵ Discuss the state of human trafficking from an international, national, local, and survivor perspective, and reflect on lessons learned to help formulate policy as Houston implements this plan.

Tactic 2.2.2 - Screen Siddharth Kara’s Hollywood feature film, *Trafficked*, and conclude with a panel discussion featuring Mr. Kara, Mayor Turner, the Special Advisor to the Mayor on Human Trafficking, and Texas law enforcement officers who are featured in the film.

Tactic 2.2.3 - Develop relationships with influencers (e.g. athletes and celebrities) to engage their voice in the anti-trafficking movement.

¹⁵ The inaugural symposium held on October 29th, 2015 featured [Bradley Myles](#), [Siddharth Kara](#), [Brooke Axtell](#), and [Dorchen Leidholdt](#). **Bradley Myles** currently serves as Polaris’ Chief Executive Officer. The author of *Sex Trafficking: Inside the Business of Modern Day Slavery*, **Siddharth Kara** teaches at the Harvard Kennedy School of Government. **Brooke Axtell** is a survivor leader and Director of Communications and Engagement for Allies Against Slavery. Finally, **Dorchen Leidholdt** is the Director of the Center for Battered Women’s Legal Services at Sanctuary for Families in New York City.



Objective 3: Coordinate Victim Services and Engage in Direct Outreach

Strategy 3.1 - Bridge to Coordinated Services Access Platform

Tactic 3.1.1 - Map optimal system process for victims identified through law enforcement investigations and direct outreach efforts. Map actual process, and obtain stakeholder input on how to close the gap.

Tactic 3.1.2 - Assess current services, obtain a baseline, coordinate or add services.

Tactic 3.1.3 - Explore private funding opportunities so that the City of Houston can move forward with acquiring the technology to support a coordinated services access platform.

Tactic 3.1.4 - Partner with local non-profits to apply for the Demonstration of Victims of Human Trafficking Grant, which can support technology costs associated with coordinated access.

Tactic 3.1.5 - Explore building out system that bridges to the one created by the Special Assistant to the Mayor on Homeless Initiatives.

Tactic 3.1.6 - Ensure that service providers can handle additional flow of clients once a coordinated services access platform is established.

Tactic 3.1.7 - Coordinate with the Mayor's Anti-Gang Office to leverage overlapping services needed by both ex-gang members and victims of trafficking, such as no-cost tattoo removal.

Tactic 3.1.8 - Offer culturally sensitive services. Train service providers on cultural sensitivity, and enlist their assistance with program-oriented supportive housing for victims.

Tactic 3.1.9 - Coordinate with national and local organizations to offer training on human trafficking and its Houston-specific manifestations.

Objective 4: Implement Joint HAC-HT Initiatives¹⁶

Strategy 4.1 - Develop Self-Identification Cards for Use in Direct Outreach

Tactic 4.1.1 - Develop a double-sided card designed to prompt victims of sex and labor trafficking to self-identify.

¹⁶ HAC-HT initiatives may cross multiple City of Houston departments and private industries.



Tactic 4.1.2 - Partner with Department of Neighborhoods' iSpeak program to translate the card into the five most-spoken foreign languages in Houston: Arabic, Chinese traditional, Urdu, Vietnamese, and Spanish. Alter languages based on audience, if necessary.

Tactic 4.1.3 - Request funding for printing costs through HPD, HHD, and private donors.

Tactic 4.1.4 - Ask HAC-HT's members to jointly distribute the self-identification cards.

Tactic 4.1.5 - Request that Polaris notify its hotline operators of planned distribution date.

Strategy 4.2 - Develop Resource Guide for Use in Community Outreach

Tactic 4.2.1 - Engage United Way and 211 to develop a human trafficking resource guide.

Tactic 4.2.2 - Ask United Way to vet agencies before they are listed in the guide, as it already does with organizations listed in its 211 database.

Tactic 4.2.3 - Partner with Department of Neighborhoods' iSpeak program to translate the guide into the five most-spoken foreign languages in Houston—Arabic, Chinese traditional, Urdu, Vietnamese, and Spanish.

Tactic 4.2.4 - Develop a joint printing and distribution plan.

Strategy 4.3 - Implement Ways to Decrease Demand¹⁶

Tactic 4.3.1 - Coordinate with law enforcement to assess the current volume of local arrests and prosecution of sex buyers, and to review relevant arrest records.

Tactic 4.3.2 - Assess level of pimp-controlled street prostitution and number of cantinas and Latino residential brothels.

Tactic 4.3.3 - Implement procedures to better track the proportion of prostitution arrests that involve buyers.

Tactic 4.3.4 - Support trainings and initiatives that increase local law enforcement's capacity for reversal operations.

Tactic 4.3.5 - Implement ordinance and policy changes to close commercial sex venues, such as brothels and illicit massage parlors, which provide a market to sex buyers.

¹⁷ The CEASE Network Demand Abolition initiative, whose work focuses on demand reduction, operates out of Children at Risk's offices, and its working group was integrated into HAC-HT.



Tactic 4.3.6 - Examine creative ways to increase Chapter 125 filings, or nuisance abatement proceedings, to close fronts for sex trafficking.

Tactic 4.3.7 - Develop a deterrence website to educate potential sex buyers of the harms and consequences of engaging in such activity.

Tactic 4.3.8 - Coordinate with partners so that purchasers who respond to decoy ads receive a text message that includes a link to the deterrence website.

Tactic 4.3.9 - Engage in online disruption of sex buyer activity through targeted advertising to buyers on social media, paid sex forums, and buyer review boards.

Tactic 4.3.10 - Incorporate demand reduction messaging in planned media campaign.

Tactic 4.3.11 - Engage male allies and groups to empower and educate men about how their message of respectful manhood dovetails with the vision and goals of the anti-human trafficking movement.

Strategy 4.4 - Asses Gaps in Service to Child Victims

Tactic 4.4.1 - Assess the service landscape with support of HAC-HT's Prevention committee and child advocacy groups.

Tactic 4.4.2 - Further engage GIRLS Court, Center for Success, Children's Assessment Center, and Child Protective Services based on assessment findings.

Tactic 4.4.3 - Address service gaps by adding or supplementing existing services.

Strategy 4.5 - Implement a Hotel Training Program

Tactic 4.5.1 - Coordinate hotel-based voluntary trainings. **Note:** Hotels will provide the space, and absorb the cost of audio visual needs.

Tactic 4.5.2 - Develop an incentive for hotels to offer human trafficking training to employees, such as gaining recognition for successfully participating in the Human Trafficking Prevention Business Partnership Program.

Tactic 4.5.3 - Encourage voluntary trainings by speaking at Hotel and Motel Association events.



Tactic 4.5.4 - Motivate hotels to develop, after trainings are implemented, an in-house protocol for employees when reporting human trafficking tips. **Note:** The development of such a protocol is voluntary.

Strategy 4.6 - Engage Taxi Industry

Tactic 4.6.1 - Identify and contact the most-used taxi cab companies about implementing employee training, start with Greater Houston Transportation Company.

Tactic 4.6.2 - Engage Houston First to provide training to medallion drivers through the Top Taxi Program.

Tactic 4.6.3 - Develop necessary resources, such as email and text blasts.

Strategy 4.7 - Engage the Restaurant Industry

Tactic 4.7.1 - Reach out to restaurant associations.

Tactic 4.7.2 - Explore with stakeholders on strategies to engage restaurant associations.

Strategy 4.8 - Engage Faith-Based Organizations

Tactic 4.8.1 - Find effective ways to engage and partner with the faith-based movement. Any subsequent steps must include voices from a representative number of faiths interested in anti-trafficking efforts.

Tactic 4.8.2 - Supplement their existing outreach efforts by bridging access to resources, and obtain their input on proposed coordinated services system.

Objective 5: Establish Houston as National Model for Anti-Human Trafficking Efforts

Strategy 5.1 – Establish Houston as National Model

Tactic 5.1.1 - Examine opportunities to speak at conferences to raise human trafficking professionals' awareness of Houston's initiatives.

Tactic 5.1.2 - Highlight local solutions when speaking on local, regional, and national panels.

Tactic 5.1.3 - Showcase City's unique local-level approach by writing a guest blog for the Polaris Project.



Tactic 5.1.4 - Raise the City’s anti-human trafficking profile by working with the Polaris Project to present the Strategic Plan during a call that convenes stakeholders from around the United States.

Tactic 5.1.5 - Speak with other Mayor’s Offices and share the Strategic Plan template and any other materials they can incorporate in their own initiatives.

Tactic 5.1.6 - Build the capacity of partner cities by creating local resource toolkits for model initiatives that cities can adopt, modify, and implement. Include editable design files used for the media campaign, as well as detailed printing instructions.



A Concluding Discussion

The Special Advisor reports directly to the Mayor, which brings with it several advantages when it comes to implementing the objectives outlined in this plan. The Special Advisor is in an ideal position to institutionalize the City of Houston’s response to human trafficking. Once the Mayor sanctions an initiative, the weight of the administration follows, ensuring that initiatives receive buy-in from City of Houston departments. If the Mayor also makes proposed ordinance amendments a legislative priority, it ensures that they appear on the Council Agenda and receive their due attention. With the support of the Mayor, the City of Houston can also unify services and messaging about human trafficking in collaboration with state and federal officials, external stakeholders, and service providers. As outlined above, the Special Advisor can implement preventative efforts by collaborating with departments like Procurement, Houston Health Department, Houston Airport System, Houston Police Department, Houston Fire Department, 311, Municipal Court, Municipal Jail, and Houston Television.

This Strategic Plan particularly aims to coordinate a broad array of services to potential trafficking victims. In creating a coordinated system of services, the Special Advisor can enlist service providers to assist victims at several touch points, whether before or after they enter the criminal justice system. While this Strategic Plan stresses enhanced links to victim services, it also seeks to enhance collaboration and raise awareness through direct outreach.

While the Special Advisor to the Mayor can centrally coordinate human trafficking efforts, the makeup of the field itself is subject to shifts, which can slow down progress. This Strategic Plan relies on non-profit service providers and law enforcement agencies, both of which are subject to unpredictable funding shifts. Traditional funding models also serve to fragment the field of providers, forcing non-profits to distinguish themselves from each other and creating in the process silos. The City of Houston is also subject to shifts: while working within the Mayor’s Office carries with it several advantages, implementing anti-human trafficking efforts can be affected by changes in administration.

Challenges remain to adequately understanding and preventing human trafficking. Human trafficking is largely an under-reported crime, which makes it hard to determine its true scope in Houston and the United States. Efforts have been made to statistically capture the problem of human trafficking, but the data is, unfortunately, far from conclusive. Such a challenge does point toward the need for a comprehensive prevalence study. While a comprehensive prevalence study is outside the scope of the present Strategic Plan, national organizations have expressed an interest in undertaking such a study. The City recognizes that specific data regarding the Super Bowl and other large-scale sporting events is also evolving.



While such challenges remain, the best and most comprehensive solution to addressing human trafficking is precisely what this Strategic Plan advocates for: long-term systems change that institutionalizes and coordinates anti-human trafficking efforts. From a policy perspective, focusing efforts around initiatives that will be in place before and after large-scale events we host in Houston is vital to ensuring the safety and well-being of all constituents. It is important to note, however, that law enforcement efforts will intensify in response to events we host that may lead to increases in sex trafficking. By implementing long-term structural changes in collaboration with stakeholders, we will ensure not only that victims are adequately identified, but also that individuals are prevented from being trafficked in the first place.



Appendix: The Super Bowl and Sex Trafficking

Since roughly 2010, several prominent individuals have claimed that the Super Bowl is the largest human trafficking incident in the U.S. Additional claims stated that somewhere between 10,000 to 100,000 sex slaves are trafficked to cities when large-scale sporting events are held. Such claims have led the public and popular media to conclude that the Super Bowl is responsible for a significant increase in human trafficking. Initial claims have not been substantiated though a statistically significant increase was demonstrated.

Researchers Kyle Miller, Emily Kennedy, and Artur Dubrawski with Auton Lab at Carnegie Mellon University published in February 2016 “Do Public Events Affect Sex Trafficking Activity?”, a first-of-its-kind, data-driven study that questions these claims surrounding the Super Bowl. Their research looks at 33 events held in the U.S. between October 2011 and February 2016 and in Canada between July 2013 and February 2016. Events were chosen whose attendance was on par with that of the Super Bowl. Miller, Kennedy, and Dubrawski focus on the volume of “new-to-town” ads for escorts, or those ads whose source was not a “predictable,” local one. They see such ads as a proxy of demand for victims of sex trafficking in response to a large-scale event.¹⁷ In total, their data set includes more than 32 million individual advertisements. Surprisingly, events in Vancouver (British Columbia), Myrtle Beach (South Carolina), and Charlotte (North Carolina) showed a more significant influx of online sex ads than events such as the Super Bowl. While the variance of new-to-town ads increased around Super Bowls, such an increase, though statistically significant, falls within the variance expected and predicted over time. Increases in new-to-town ads for Super Bowl events ranged from 19 to 91 ads. Although data continues to evolve, their research does not support prior claims that the Super Bowl is the largest human trafficking incident in the U.S.

Their research does not conclude that large-scale events should not be considered when implementing preventative efforts. If anything, attention should be paid to those events the researchers identified that brought in a comparable number of potential sex trafficking victims as that observed during Super Bowls, such as the Consumer Electronics Show, Formula 1, and the Oracle World Convention. None of the 33 events researchers identified are listed on Houston’s major venues’ calendars of events except for the 2017 Super Bowl, making it unclear which other Houston-specific events one should focus preventative efforts on. Looked at practically, such events should be seen in a larger perspective: “... our analysis highlights that human trafficking affects our country across varied locations, communities, and events, and we cannot isolate its impact to only one event per

¹⁸ Their analysis rests on the assumption that such ads are also a reliable indicator of the actual activity of sex trafficking.



year.”¹⁸ Indeed, the volume of overall observed advertisements researchers collected, which ranged from 454 to 2,554 ads in different host cities justify a response. The best approach is a 365 day-a-year mentality that undercut sex and labor trafficking in the long-term; several of the initiatives discussed in this plan will be in place prior to the 2017 Super Bowl.

¹⁹ Kyle Miller, Emily Kennedy, and Artur Dubrawski, “Do Public Events Affect Sex Trafficking Activity?” published on-line by Auton Lab (February 15th, 2016): 6-8, accessed February 16th, 2016, www.arxiv.org/pdf/1602.05048v1.pdf.



Checklist

Objective 1: Institutionalize Response and Implement Trainings at Scale

Strategy 1.1 - Analysis and Passage of Ordinances and Departmental Policies

<input type="checkbox"/>	Tactic 1.1.1 - Examine Massage Establishment Ordinance to propose possible changes.
<input type="checkbox"/>	Tactic 1.1.2 - Propose additional ordinances and ordinance amendments. Engage with all relevant stakeholders to receive their input before formulating proposed changes.

Strategy 1.2 - Engage Houston Health Department

<input type="checkbox"/>	Tactic 1.2.1 - Engage Houston Health Department to combat labor trafficking by implementing training for its 1,200 employees.
<input type="checkbox"/>	Tactic 1.2.2 - Training will also instruct restaurant sanitarians to distribute self-identification cards to restaurant employees if the manager/owner allows.
<input type="checkbox"/>	Tactic 1.2.3 - Refer potential victims of labor exploitation to the Department of Labor to prompt back wage investigations, if warranted.
<input type="checkbox"/>	Tactic 1.2.4 - Incorporate fields for human trafficking-related questions into HHD’s web-based form that sanitarians use when completing an inspection.

Strategy 1.3 - Engage Houston Municipal Court

<input type="checkbox"/>	Tactic 1.3.1 - Speak with Chief Municipal Court Judge and other stakeholders about exploring a diversion program at the local level.
<input type="checkbox"/>	Tactic 1.3.2 - Explore municipal diversion program, and engage a multi-disciplinary team of service providers with translators.
<input type="checkbox"/>	Tactic 1.3.3 - Identify service providers and members of multi-disciplinary teams.
<input type="checkbox"/>	Tactic 1.3.4 - Engage legal service providers to offer services to women exiting illicit massage businesses.



Strategy 1.4 - Assist Houston Police Department/Jail Division

<input type="checkbox"/>	<p>Tactic 1.4.1 - Take a tour of the municipal jail to determine the best access points to provide someone arrested for prostitution or massage without a license with a self-identification card.</p>
<input type="checkbox"/>	<p>Tactic 1.4.2 - Enlist support of the HPD Jail Division in reprogramming jail phones so that calls to the Polaris hotline may be made.</p>
<input type="checkbox"/>	<p>Tactic 1.4.3 - Develop, print, and post signs over municipal jail phone banks with questions that will prompt self-identification.</p>
<input type="checkbox"/>	<p>Tactic 1.4.4 - Connect with the Harris County Criminal Justice Coordinating Council to explore partnership opportunities related to County jail phone banks, services provided through Harris County’s jail, and procedures for the joint intake center, once the building is finished.</p>

Strategy 1.5 - Engage the Procurement Department

<input type="checkbox"/>	<p>Tactic 1.5.1 - Engage the Procurement Department to combat labor trafficking by examining labor contracts and lists of commodities purchased.</p>
<input type="checkbox"/>	<p>Tactic 1.5.2 - Explore possibility of considering whether vendors have received recognition from the State of Texas for participating in the Human Trafficking Prevention Business Partnership Program.</p>
<input type="checkbox"/>	<p>Tactic 1.5.3 - Explore the possibility of collecting supply chain information when procurement contracts expire, and ask vendors to provide sub-contractor information.</p>
<input type="checkbox"/>	<p>Tactic 1.5.4 - Analyze purchases to assess possibility of purchasing fair trade products.</p>
<input type="checkbox"/>	<p>Tactic 1.5.5 - Examine whether P card policies can mandate the purchase of fair trade products.</p>
<input type="checkbox"/>	<p>Tactic 1.5.6 - Discuss possible policy changes with City of Houston’s Office of Business Opportunity.</p>



Strategy 1.6 - Engage Houston Airport System (HAS)

<input type="checkbox"/>	Tactic 1.6.1 - Renegotiate HAS’s advertising contract with TC Decaeux to stipulate that the Department of Homeland Security’s Blue Campaign posters are to be added to the circulation of TC Decaeux’s paid advertising spots.
<input type="checkbox"/>	Tactic 1.6.2 - Inquire with airlines that lease terminals about displaying Blue Campaign posters.
<input type="checkbox"/>	Tactic 1.6.3 - Identify ways to increase awareness among airport employees and volunteers.
<input type="checkbox"/>	Tactic 1.6.4 - Create a short video to play while employees wait for their badges.

Strategy 1.7 - Engage Houston Fire Department (HFD)

<input type="checkbox"/>	Tactic 1.7.1 - Request that HFD’s annual online training requirements include a short video on human trafficking, as well as incorporate a Houston Police Department map of prostitution and human trafficking-related incidents.
<input type="checkbox"/>	Tactic 1.7.2 - Ask firefighters in the Fire Safety Prevention Program to distribute human trafficking self-identification cards to constituents.
<input type="checkbox"/>	Tactic 1.7.3 - Facilitate collaboration between HFD firefighters, EMT workers, and HPD.
<input type="checkbox"/>	Tactic 1.7.4 - Distribute DHS informational sheet at fire stations, and facilitate subsequent discussions.

Strategy 1.8 - Train 311 operators

<input type="checkbox"/>	Tactic 1.8.1 - Reach out to 311 Director about implementing training for operators.
<input type="checkbox"/>	Tactic 1.8.2 - Explore possibility of coordinating training with other general city-wide helplines.
<input type="checkbox"/>	Tactic 1.8.3 - Develop script for operators when they suspect calls regarding human trafficking.



Objective 2: Raise Awareness and Change Public Perception

Strategy 2.1 - Develop and Launch Joint Anti-Human Trafficking Media Campaign

<input type="checkbox"/>	Tactic 2.1.1 - Enlist creative agency to develop in-kind materials for a human trafficking media campaign. Agency will develop PSA scripts and production plans in partnership with HTV.
<input type="checkbox"/>	Tactic 2.1.2 - Coordinate with HPD, the Harris County District Attorney’s Office, and United Against Human Trafficking to jointly lead campaign.
<input type="checkbox"/>	Tactic 2.1.3 - Develop timeline for campaign roll out.
<input type="checkbox"/>	Tactic 2.1.4 - Ask for celebrities to support and participate in PSAs if necessary.
<input type="checkbox"/>	Tactic 2.1.5 - Launch media campaign in partnership with TV and radio partners.
<input type="checkbox"/>	Tactic 2.1.6 - Enlist HTV’s support in requesting that local networks donate air space for PSAs.
<input type="checkbox"/>	Tactic 2.1.7 - Engage University of Houston’s School of Theater and Dance to arrange for casting calls as necessary for PSA’s.
<input type="checkbox"/>	Tactic 2.1.8 - Explore ways to have campaign go national by communicating with other cities to see if they have the interest and resources to participate.

Strategy 2.2 - Hold Events to Raise the Level of Dialogue and Engage Influencers

<input type="checkbox"/>	Tactic 2.2.1 - Convene human trafficking thought leaders in Houston on an annual basis. Discuss the state of human trafficking from an international, national, local, and survivor perspective, and reflect on lessons learned to help formulate policy as Houston implements this plan.
<input type="checkbox"/>	Tactic 2.2.2 - Screen Siddharth Kara’s Hollywood feature film, <i>Trafficked</i> , and conclude with a panel discussion featuring Mr. Kara, Mayor Turner, the Special Advisor to the Mayor on Human Trafficking, and Texas law enforcement officers who are featured in the film.
<input type="checkbox"/>	Tactic 2.2.3 - Develop relationships with influencers (e.g. athletes and celebrities) to engage their voice in the anti-trafficking movement.



Objective 3: Coordinate Victim Services and Engage in Direct Outreach

Strategy 3.1 - Bridge to Coordinated Services Access Platform

<input type="checkbox"/>	<p>Tactic 3.1.1 - Map optimal system process for victims identified through law enforcement investigations and direct outreach efforts. Map actual process, and obtain stakeholder input on how to close the gap.</p>
<input type="checkbox"/>	<p>Tactic 3.1.2 - Assess current services, obtain a baseline, coordinate or add services.</p>
<input type="checkbox"/>	<p>Tactic 3.1.3 - Explore private funding opportunities so that the City of Houston can move forward with acquiring the technology to support a coordinated services access platform.</p>
<input type="checkbox"/>	<p>Tactic 3.1.4 - Partner with local non-profits to apply for the Demonstration of Victims of Human Trafficking Grant, which can support technology costs associated with coordinated access.</p>
<input type="checkbox"/>	<p>Tactic 3.1.5 - Explore building out system that bridges to the one created by the Special Assistant to the Mayor on Homeless Initiatives.</p>
<input type="checkbox"/>	<p>Tactic 3.1.6 - Ensure that service providers can handle additional flow of clients once a coordinated services access platform is established.</p>
<input type="checkbox"/>	<p>Tactic 3.1.7 - Coordinate with the Mayor’s Anti-Gang Office to leverage overlapping services needed by both ex-gang members and victims of trafficking, such as no-cost tattoo removal.</p>
<input type="checkbox"/>	<p>Tactic 3.1.8 - Offer culturally sensitive services. Train service providers on cultural sensitivity, and enlist their assistance with program-oriented supportive housing for victims.</p>
<input type="checkbox"/>	<p>Tactic 3.1.9 - Coordinate with national and local organizations to offer training on human trafficking and its Houston-specific manifestations.</p>



Objective 4: Implement Joint HAC-HT Initiatives

Strategy 4.1 - Develop Self-Identification Cards for Use in Direct Outreach

<input type="checkbox"/>	Tactic 4.1.1 - Develop a double-sided card designed to prompt victims of sex and labor trafficking to self-identify.
<input type="checkbox"/>	Tactic 4.1.2 - Partner with Department of Neighborhoods' iSpeak program to translate the card into the five most-spoken foreign languages in Houston: Arabic, Chinese traditional, Urdu, Vietnamese, and Spanish. Alter languages based on audience, if necessary.
<input type="checkbox"/>	Tactic 4.1.3 - Request funding for printing costs through HPD, HHD, and private donors.
<input type="checkbox"/>	Tactic 4.1.4 - Ask HAC-HT's members to jointly distribute the self-identification cards.
<input type="checkbox"/>	Tactic 4.1.5 - Request that Polaris notify its hotline operators of planned distribution date.

Strategy 4.2 - Develop Resource Guide for Use in Community Outreach

<input type="checkbox"/>	Tactic 4.2.1 - Engage United Way and 211 to develop a human trafficking resource guide.
<input type="checkbox"/>	Tactic 4.2.2 - Ask United Way to vet agencies before they are listed in the guide, as it already does with organizations listed in its 211 database.
<input type="checkbox"/>	Tactic 4.2.3 - Partner with Department of Neighborhoods' iSpeak program to translate the guide into the five most-spoken foreign languages in Houston—Arabic, Chinese traditional, Urdu, Vietnamese, and Spanish.
<input type="checkbox"/>	Tactic 4.2.4 - Develop a joint printing and distribution plan.

Strategy 4.3 - Implement Ways to Decrease Demand

<input type="checkbox"/>	Tactic 4.3.1 - Coordinate with law enforcement to assess the current volume of local arrests and prosecution of sex buyers, and to review relevant arrest records.
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<input type="checkbox"/>	Tactic 4.3.2 - Assess level of pimp-controlled street prostitution and number of cantinas and Latino residential brothels.
<input type="checkbox"/>	Tactic 4.3.3 - Implement procedures to better track the proportion of prostitution arrests that involve buyers.
<input type="checkbox"/>	Tactic 4.3.4 - Support trainings and initiatives that increase local law enforcement’s capacity for reversal operations.
<input type="checkbox"/>	Tactic 4.3.5 - Implement ordinance and policy changes to close commercial sex venues, such as brothels and illicit massage parlors, which provide a market to sex buyers.
<input type="checkbox"/>	Tactic 4.3.6 - Examine creative ways to increase Chapter 125 filings, or nuisance abatement proceedings, to close fronts for sex trafficking.
<input type="checkbox"/>	Tactic 4.3.7 - Develop a deterrence website to educate potential sex buyers of the harms and consequences of engaging in such activity.
<input type="checkbox"/>	Tactic 4.3.8 - Coordinate with partners so that purchasers who respond to decoy ads receive a text message that includes a link to the deterrence website.
<input type="checkbox"/>	Tactic 4.3.9 - Engage in online disruption of sex buyer activity through targeted advertising to buyers on social media, paid sex forums, and buyer review boards.
<input type="checkbox"/>	Tactic 4.3.10 - Incorporate demand reduction messaging in planned media campaign.
<input type="checkbox"/>	Tactic 4.3.11 - Engage male allies and groups to empower and educate men about how their message of respectful manhood dovetails with the vision and goals of the anti-human trafficking movement.

Strategy 4.4 - Asses Gaps in Service to Child Victims

<input type="checkbox"/>	Tactic 4.4.1 - Assess the service landscape with support of HAC-HT’s Prevention committee and child advocacy groups.
<input type="checkbox"/>	Tactic 4.4.2 - Further engage GIRLS Court, Center for Success, Children’s Assessment Center, and Child Protective Services based on assessment findings.
<input type="checkbox"/>	Tactic 4.4.3 - Address service gaps by adding or supplementing existing services.



Strategy 4.5 - Implement a Hotel Training Program

<input type="checkbox"/>	<p>Tactic 4.5.1 - Coordinate hotel-based voluntary trainings. Note: Hotels will provide the space, and absorb the cost of audio visual needs.</p>
<input type="checkbox"/>	<p>Tactic 4.5.2 - Develop an incentive for hotels to offer human trafficking training to employees, such as gaining recognition for successfully participating in the Human Trafficking Prevention Business Partnership Program.</p>
<input type="checkbox"/>	<p>Tactic 4.5.3 - Encourage voluntary trainings by speaking at Hotel and Motel Association events.</p>
<input type="checkbox"/>	<p>Tactic 4.5.4 - Motivate hotels to develop, after trainings are implemented, an in-house protocol for employees when reporting human trafficking tips. Note: The development of such a protocol is entirely voluntary.</p>

Strategy 4.6 - Engage Taxi Industry

<input type="checkbox"/>	<p>Tactic 4.6.1 - Identify and contact the most-used taxi cab companies about implementing employee training, start with Greater Houston Transportation Company.</p>
<input type="checkbox"/>	<p>Tactic 4.6.2 - Engage Houston First to provide training to medallion drivers through the Top Taxi Program.</p>
<input type="checkbox"/>	<p>Tactic 4.6.3 - Develop necessary resources, such as email and text blasts.</p>

Strategy 4.7 - Engage the Restaurant Industry

<input type="checkbox"/>	<p>Tactic 4.7.1 - Reach out to restaurant associations.</p>
<input type="checkbox"/>	<p>Tactic 4.7.2 - Explore with stakeholders on strategies to engage restaurant associations.</p>

Strategy 4.8 - Engage Faith-Based Organizations

<input type="checkbox"/>	<p>Tactic 4.8.1 - Find effective ways to engage and partner with the faith-based movement. Any subsequent steps must include voices from a representative number of faiths interested in anti-trafficking efforts.</p>
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<input type="checkbox"/>	Tactic 4.8.2 - Supplement their existing outreach efforts by bridging access to resources, and obtain their input on proposed coordinated services system.
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Objective 5: Establish Houston as National Model for Anti-Human Trafficking Efforts

Strategy 5.1 – Establish Houston as National Model

<input type="checkbox"/>	Tactic 5.1.1 - Examine opportunities to speak at conferences to raise human trafficking professionals’ awareness of Houston’s initiatives.
<input type="checkbox"/>	Tactic 5.1.2 - Highlight local solutions when speaking on local, regional, and national panels.
<input type="checkbox"/>	Tactic 5.1.3 - Showcase City’s unique local-level approach by writing a guest blog for the Polaris Project.
<input type="checkbox"/>	Tactic 5.1.4 - Raise the City’s anti-human trafficking profile by working with the Polaris Project to present the Strategic Plan during a call that convenes stakeholders from around the United States.
<input type="checkbox"/>	Tactic 5.1.5 - Speak with other Mayor’s Offices and share the Strategic Plan template and any other materials they can incorporate in their own initiatives.
<input type="checkbox"/>	Tactic 5.1.6 - Build the capacity of partner cities by creating local resource toolkits for model initiatives that cities can adopt, modify, and implement. Include editable design files used for the media campaign, as well as detailed printing instructions.