

**Center for Applied Research in the Apostolate
Georgetown University
Washington, DC**

**Providers of Service to Victims of Trafficking:
A Study for Catholic Charities USA**

July 2013



**Melissa A. Cidade, M.A.
Mary L. Gautier, Ph.D.
Carolyn Saunders, M.S.**

**Center for Applied Research for the Apostolate
Georgetown University
Washington, D.C.**

Executive Summary

In June 2012, Catholic Charities USA (CCUSA) commissioned the Center for Applied Research in the Apostolate (CARA) at Georgetown University to develop an evaluation to identify gaps in services to victims of human trafficking and sources of funding for providers of those services. The project includes a survey of CCUSA member agencies that have programs for victims of human trafficking as well as four focus groups with providers of services for victims of human trafficking. This report presents the results of this project for both the survey of CCUSA member agencies and the four focus groups. This summary also draws comparisons, where appropriate, to findings from a previous study on this topic that CARA completed for CCUSA in 2005.

The survey instrument for this project was designed by CARA in collaboration with CCUSA staff, adapting some of the questions used in the 2005 survey and adding new questions specifically for this project. CARA programmed the survey online and CCUSA used the results of its 2011 Annual Survey to identify 48 member agencies that reported providing services to victims of trafficking. CARA contacted the executive director at each identified agency by email in early September 2012 to invite them to participate in the survey.

By the final cut-off date in mid-October a total of 29 respondents completed the survey for a response rate of 72 percent. Although the number of responses is small, these cases represent the population of known Catholic Charities agencies that provide services to victims of trafficking. Therefore, tests of statistical significance are not appropriate in this case and the percentages reported here represent real differences in the population.

Focus group participants were asked questions about the services they offer, the trainings they have provided and taken, and the relationships they have with other providers of services to victims of human trafficking. Representatives from CCUSA recruited service providers in CCUSA member agencies to host the focus groups. Each of these providers then invited other service providers in their geographic area to participate in the focus group. Each of the four focus groups – held in Ft. Myers, Florida; Cleveland, Ohio, Louisville, Kentucky; and Salt Lake City, Utah – consisted of between six and 12 participants, ranging from local law enforcement to direct service providers and healthcare workers.

The focus group protocol was designed by CARA after consultation with representatives from CCUSA. Each focus group lasted between 60 and 90 minutes

Major Findings

Trafficking Victims Served:

- In the last year, a total of 239 victims of trafficking have been served by Catholic Charities agencies. Agencies are more likely to report serving adult clients than child clients. Agencies also serve many more foreign nationals than U.S. citizens and legal immigrants or permanent residents. They are about as likely to serve labor and sex trafficking victims.
- The average number of trafficked persons *ever* served by an agency that has served at least one trafficked victim is 29, with the total number of trafficked victims served ranging from one to 250. By comparison, responding agencies in 2005 reported serving fewer trafficked persons. Those agencies responding in 2005 reported an average of eight trafficked victims *ever* served, with the total number ranging from one to 50. Agencies in 2005 reported an average of four trafficked persons served in the previous year, compared to an average of nine trafficked persons served in the previous year reported by responding agencies for this survey.
- Focus group participants reported that most victims of trafficking are either sex or labor trafficking victims, though these two can be intertwined. Other types of trafficking, including drug and organ trafficking, are less common. Service providers usually specialize in serving either adults or juveniles. Providers also point out that there are many cases where the initial crime may have started when the victim was underage but has continued in to adulthood.
- In focus groups, service providers in most locations also noted that specialized populations based on ethnic or language groups, including foreign nationals, require specialized service programs. Some providers say that their caseloads of victims of human trafficking vary – that each is a unique case and there seem to be little in common with other cases.

Services Provided:

- Over nine in ten (92 percent) respondents say their agency provides information and referral services in-house. About half of respondents say their agency provides employment services (52 percent), clothing (50 percent), family counseling (48 percent) and legal services/advocacy (46 percent) in-house. In 2005, responding agencies reported providing fewer services for victims of trafficking. A third to a half of responding agencies in 2005 reported providing counseling, outreach, social services, or shelter to victims of trafficking.
- Most service providers who participated in the focus groups said that they offer direct services to victims of human trafficking. However, they also recognize gaps in the services for such victims, including housing, transportation, interpreters and language translation services, and legal and mental health counseling. Some say that these are all interrelated and it can be challenging to provide them in the necessary order.

Budget and Funding Issues:

- The average total annual budget for trafficking services at an agency is \$40,391, with a minimum budget of \$0 and a maximum of \$250,000. Almost half (45 percent) say federal grants are a source of funding for the annual budget for trafficking services for their agency.
- Most focus group participants mentioned government as a source of funding, from federal, state, and local sources. They also mentioned that while the money from these sources can be in large amounts, it often comes with restrictive definitions of who is eligible for services and funding. Others mentioned non-governmental sources of funding, like grants from private charities. These funding sources are smaller in amount but are often more flexible in providing services to victims of human trafficking.
- Over four in ten (44 percent) responding agencies received funds in 2011 from the USCCB as a sub-grantee of the HHS/ORR Per Capita Victims Services contract which was first granted to the USCCB Migration and Refugee Services in 2006. Of those who received funding, the average amount of funding received through this grant was \$20,262.
- Half of respondents (48 percent) say their agency has sought additional funding sources regarding services to trafficking victims in the last 12 months. About one third (35 percent) say their agency has cut back on services to trafficking victim clients in the last 12 months and one quarter (26 percent) say they have reduced the number of clients served in the last 12 months.

Impediments to Providing Services:

- Focus group respondents indicate that two major impediments to providing services to victims of human trafficking are the definition of who is a trafficked person and the criminalization of victims of trafficking. Each of these can keep victims from coming forward to receive the services they need.
- One major impediment to securing more funding that was described in focus groups is a lack of personnel to focus on the grant writing and other necessary fundraising activities. Likewise, some mentioned that there is a lack of infrastructure for providing services to victims of human trafficking due to a lack of funding, which can lead to gaps in services.
- A major impediment to offering or attending more training for providing services to victims of human trafficking is a lack of funding.
- More than nine in ten respondents say lack of adequate funding (96 percent) and lack of adequate resources (92 percent) are “somewhat” or “very much” barriers or challenges to their agency in providing services to trafficking victims. While respondents in 2005 also cited these two issues as the top two barriers or challenges, they were less unified in their agreement as to the magnitude of these challenges. In 2005, 86 percent of respondents cited lack of adequate funding and 80 percent cited lack of adequate resources as “somewhat” or “very much” a barrier or challenge for their agency in providing services to trafficking

victims. In contrast, respondents in 2005 perceived each of the other barriers or challenges that were asked on both surveys as more of a challenge than did respondents in 2013. In other words, these comparisons suggest that some of the structural barriers or challenges to providing service have been dealt with successfully, while a lack of funding and resources remain most challenging.

| <i>How much are these a barrier or challenge to your agency in providing service to trafficking victims?</i> | | |
|---|-------------|-------------|
| <i>Percentage responding “somewhat” or “very much” by year</i> | | |
| | 2005 | 2013 |
| Lack of adequate funding | 86% | 96% |
| Lack of adequate resources | 80 | 92 |
| Lack of adequate training | 66 | 55 |
| Difficulty coordinating with Federal agencies | 66 | 38 |
| Language barriers | 56 | 26 |
| Lack of in-house protocols/procedures | 45 | 30 |
| Safety concerns | 37 | 15 |
| Lack of knowledge about victim’s rights | 36 | 14 |
| Lack of support and isolation felt by service providers | 33 | 27 |

Partnerships and Trainings:

- In the last 12 months, over one-third of responding agencies (35 percent) have lobbied or endorsed legislation about trafficking, communicated with their legislator about trafficking, and/or provided training to law enforcement. Six in ten (62 percent) have formed or participated in a coalition in the last 12 months, and almost half of responding agencies has given talks or formal presentations to raise awareness about trafficking in their community. More than half of responding agencies (55 percent) have worked with other service providers in the last 12 months to provide services for victims of trafficking.
- When asked about partnerships, some service providers in the focus groups mention that they collaborate with local law enforcement to secure services for victims of human trafficking. Each of the focus groups outlined the history of their network of providers. Each has a different starting point and a different structure for networking and sharing responsibilities for providing services.
- Participants in the focus groups mentioned a number of trainings that they have attended that have been particularly helpful to their work with victims of trafficking. These include locally based trainings, nationally sponsored trainings, and online trainings. Many of the service providers have sponsored trainings themselves. These trainings tend to focus on special populations in the area, including immigrant communities, healthcare providers, and law enforcement.

Help Needed for Providing Better Services:

- More than nine in ten responding agencies (93 percent) report that increased funding would help them provide better services to trafficking victims. Two in three indicate that increased funding would help “very much.” Responses to this question were similar in 2005, with 88 percent indicating that increased funding would help “somewhat” or “very much” in their work to provide better services to trafficking victims.
- Compared to 2005, responding agencies in this survey were very similar in the percentage who indicated that formal protocols/procedures for working with victims would help them at least “somewhat” (64 percent in 2005 compared to 60 percent in this survey). Likewise, the desire for more staff and for new services or programs has not changed: about seven in ten need new staff at least “somewhat” and three in four need new services or programs. On the other hand, respondents in this survey are *less* likely than respondents in 2005 (64 percent compared to 74 percent in 2005) to indicate a need for formal workshops/training or for new or additional facilities (30 percent compared to 44 percent in 2005).