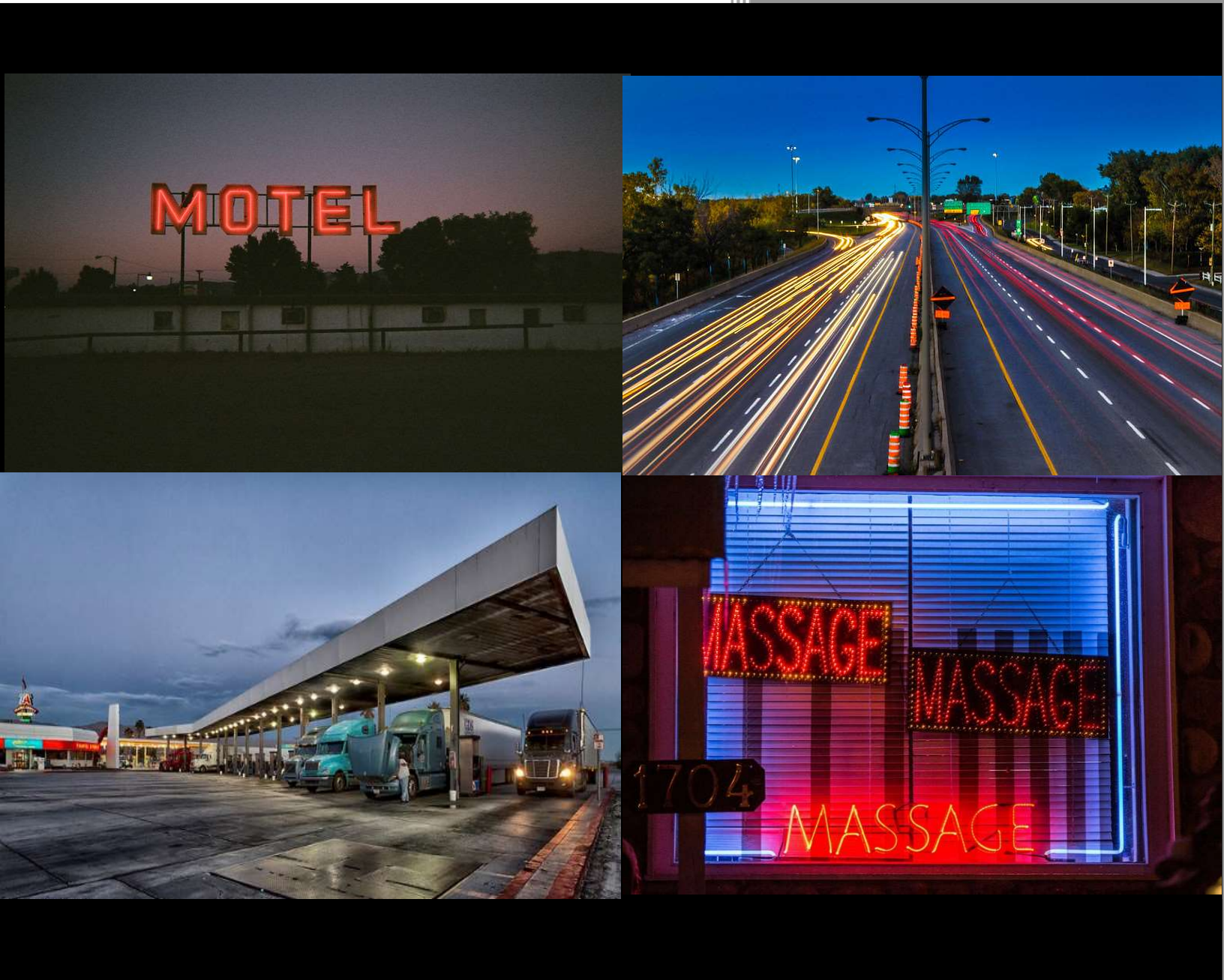


# 2019 Law Enforcement Assessment of Sex Trafficking in Wisconsin



**Wisconsin Department of Justice**  
Bureau of Justice Information and Analysis  
Division of Criminal Investigation  
Office of Crime Victim Services

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## Executive Summary

In 2019, the Wisconsin Department of Justice administered a survey to law enforcement agencies to gather information about their perceptions, policies, and data entering practices related to human trafficking incidents in their jurisdictions. A total of 305 law enforcement agencies covering 91% of the state's population completed the first part of the survey, and 203 agencies covering 65% of the population completed the second part of the survey. Key findings included in this report:

1. **Uniform Crime Reporting (UCR) Program human trafficking data is inconsistent across the state and more incomplete than previously believed.** Due to confusion about, and inconsistencies in legal definitions and data entering practices, Wisconsin's human trafficking UCR data likely undercounts human trafficking encountered by law enforcement.
2. **Respondents report human trafficking is occurring in Wisconsin; however, quantifying law enforcement involvement with human trafficking incidents remains a challenge because identification and data entering practices differ across the state.**
  - *2014-2017 Incident Counts:* Respondents reported 118 incidents of human trafficking entered into local law enforcement records management systems between 2014-2017 with an additional 139 incidents that were either prostitution or human trafficking (entered by agencies that do not differentiate between the two offenses). Twenty-two agencies answered "I don't know" whether their agency had any cases with a sex trafficking offense code and skipped the incident count question.
  - *2018 Incident Counts:* Respondents reported 66 human trafficking incidents entered into local law enforcement records management systems in 2018 with an additional 35 incidents that were either prostitution or human trafficking (entered by agencies that do not differentiate between the two offenses). Seventy-three 2018 sex trafficking incidents were successfully processed through Wisconsin's UCR Program.
  - Respondents reported that they referred 90 cases of human trafficking to their district attorney's office in 2018. (The survey did not seek to identify which statutory charges were referred, ultimately charged or the disposition of charges.)
3. **Responses demonstrate a desire and need for training on how to differentiate between prostitution and sex trafficking both operationally and for data collection purposes.**
  - Approximately one-third of respondents to the records portion of the survey indicated their agency does not differentiate between human trafficking and prostitution when entering incidents into the records management system.

- Ninety percent of head of agency respondents (chiefs and sheriffs) do not have a specific policy for differentiating between human trafficking and prostitution.
  - Self-reported training adequacy ratings and comments provided by chiefs and sheriffs show they see a need and would like training on this issue for their staff.
4. Responses indicate that many agencies would benefit from training about the dynamics of child sex trafficking and the statutory elements of Trafficking of a Child [which provide that any involvement of a minor in sexual acts for money or anything of value, with or without any force, fraud or coercion, is an offense against that minor].
- Twenty-four agencies in 16 counties reported arrests of juveniles for prostitution between 2014 and 2018 to the Uniform Crime Reporting Program and zero human trafficking incidents for the same timeframe on the survey. (The survey did not seek to quantify how many of such arrests were referred to, or charged by, the district attorney.)
  - Ten of 13 agencies that reported having incidents involving a minor trading sex for something of value recorded zero human trafficking incidents for the same time period on the survey.
  - 58% of chief and sheriff respondents reported that their agencies enforce prostitution laws against juveniles. An additional 25% reported it would depend on the circumstances whether they would do so.
  - Responses raise the question of whether children who are prostituted are actually being identified and treated as victims of child sex trafficking. Comments indicated many agencies consider factors that do not align with statutory elements when deciding whether to charge a juvenile with prostitution (such as: the exact age of the minor, the age of the sex buyer, whether the minor was forced, etc.). Other agencies indicated a prostitution arrest might be used as leverage to get victims into the justice system for services.
5. Most chiefs and sheriffs (92%) reported that their agencies would refer cases of suspected trafficking of a child to the local child welfare agency (a duty mandated by § 48.981 (3) (a) 2.). Most (91%) also reported they would refer adult or juvenile victims of human trafficking for services.

Wisconsin DOJ Human Trafficking Website: [www.BeFreeWisconsin.com](http://www.BeFreeWisconsin.com)

National Human Trafficking Hotline 1 (888) 373-7888 Call 24/7

## Notes

This report is primarily based on data collected from law enforcement agencies throughout Wisconsin in Spring of 2019 from a survey administered by the Wisconsin Department of Justice through the Bureau of Justice Information and Analysis (BJIA). The survey was developed by staff from BJIA as well as the Office of Crime Victim Services and the Division of Criminal Investigation. The information presented includes the agencies' responses to the survey and is not an official crime or arrest count for the state of Wisconsin, nor does it include all agencies; agencies that are included are listed in the appendix. In cases where comparisons with official data were possible, the data and/or notes have been included.

We thank the law enforcement agencies who participated in the survey for their efforts to complete our request, as well as focus group members who reviewed material for clarity prior to publication.

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<sup>1</sup> "Magic hour motel. Ely, NV." (CC BY 2.0) by [KTDrasky](#)

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## Background

Human trafficking is a criminal justice and social issue receiving increasing attention at the local, state, and federal level given the growing recognition of the impact on individuals, families, and communities. The prevalence of sex trafficking in Wisconsin is difficult to estimate since it is often underreported and there are misunderstandings about both the signs and definitions of human trafficking. Incidents are not always reported to law enforcement or in some cases if they are reported, they may be misclassified as prostitution or another category of crime rather than being identified as human trafficking.

Through official data collection mechanisms such as the Uniform Crime Reporting (UCR) Program, there is limited data currently available. UCR data can be a very important source of law enforcement data for studies such as this because it captures offenses regardless of whether offenders are arrested and without regard to the charge issued against an offender. In 2013, the national UCR Program began collecting human trafficking offense and arrest data. Two new UCR offenses for human trafficking were defined and added to the program and designated exempt from the UCR hierarchy rule.<sup>5</sup> The UCR Program is a Federal Bureau of Investigation jurisdiction-based data collection program based on FBI offense definitions rather than state statutes. In Wisconsin, agencies are mandated by *Wis. Stat. § 165.845 (2)* to report their crime data to WI DOJ's UCR program. Some Wisconsin law enforcement agencies have had the capability of reporting human trafficking through this system since 2015 but many have not had the ability to report the data for the full time period. Others have not been able to report it at all prior to 2019 due to technological limitations of the reporting system. Even when data is reported through the UCR program, there are challenges with interpreting human trafficking data, discussed later in this report.

### *Previous Assessments*

Data on the prevalence of human trafficking has been collected in different ways by different agencies, since as early as 2008 in Wisconsin. Statewide data collections by the Wisconsin Office of Justice Assistance (OJA, 2008), the Wisconsin Department of Justice (2013), the Wisconsin Department of Children and Families (DCF, 2018), in addition to studies focused in Milwaukee by the Milwaukee Homicide Review Commission (2013, 2018) have utilized data from local and state justice system agencies and service providers to measure attitudes about human trafficking and estimate the prevalence of human trafficking in Wisconsin. However, the methodologies and scope of these studies differ considerably, limiting the ability to make comparisons over time. More information about these reports can be found in Appendix A.

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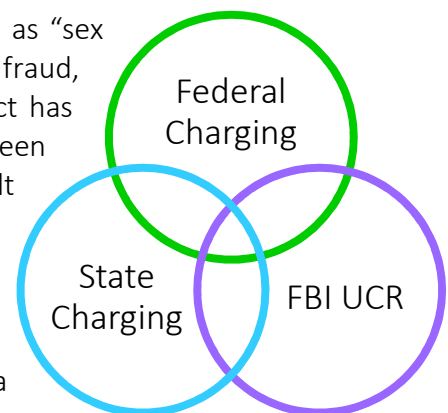
<sup>5</sup> The UCR hierarchy rule requires that when multiple offenses are committed at the same time and place, the reporting agency must identify which offense is highest on the hierarchy list to score and report that offense rather than the other offenses involved during incident. The exclusion of the UCR Human Trafficking offenses from the hierarchy rule gives them priority in reporting, in that those offenses must always be scored and reported in multiple-offense incidents.

In an attempt to fill in some of the gaps of the official UCR reporting process, as well as to identify potential gaps or needs for training or technical assistance, the WI DOJ UCR Program, in conjunction with the Division of Criminal Investigation (DCI) and the Office of Crime Victim Services (OCVS), administered a survey to law enforcement agencies to gather information on their perception of the issue, as well as to collect additional data on the prevalence of sex trafficking incidents reported or known to law enforcement between 2014-2018. The survey also gathered information about agencies' policies and procedures related to sex trafficking in Wisconsin. When comparisons are possible, this report presents data with findings from earlier assessments and other data sources.

## Definitions of Human Trafficking

One of the challenges when attempting to quantify the prevalence of human trafficking is that there is more than one definition of human trafficking at play in the criminal justice system. There are federal offenses of human trafficking, state human trafficking offenses, and elements of both that fit additional offense definitions. For example, in Wisconsin, patronizing a minor for the purpose of commercial sex acts is explicitly *Human Trafficking of a Child* pursuant to Wis. Stat. § 948.051, a Class C Felony. The same conduct is prohibited by *Patronizing a Child* pursuant to Wis. Stat. § 948.081, a Class G Felony. Further, Wis. Stat. § 948.08 prohibits *Soliciting a Child for Prostitution*, a Class D Felony. United States code at 22 U.S.C § 7102 also prohibits patronizing or soliciting a person for the purpose of a commercial sex act. Duplicative and similar offense elements are problematic but so are the differences in definitions. Law enforcement may recognize human trafficking according to elements of the state offense but the UCR data input is driven by the federal UCR definition.

The federal code defines *Severe Forms of Trafficking in Persons* as “sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.”<sup>6</sup> This definition differentiates between an offense in which force, fraud or coercion are elements (adult victims) and those in which force, fraud and coercion are not elements (minor victims). The term “induced” is not further defined. The plain language meaning implies persuasion and influence over a minor victim ostensibly without the use of threats or duress that would rise to force, fraud or coercion – a sometimes subtle difference in the field.



Wisconsin's child sex trafficking statute provides that if a minor is recruited, enticed, provided, obtained, harbored, solicited or patronized for the purpose of a commercial sex act, those acts (and such attempts) constitute human trafficking of a child.

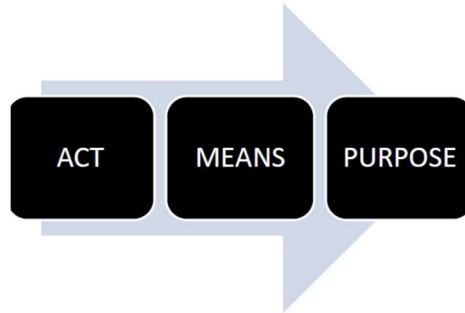
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<sup>6</sup> 22 U.S.C. § 7102 (11) (A)



### Wisconsin's Human Trafficking Laws

The elements of Wisconsin's sex trafficking laws involve the full process of trafficking from initial recruitment of the victim to the exploitation of the victim for the purpose of a commercial sex act. A *commercial sex act* is sexual contact, a sexually explicit performance, sexual intercourse, or any other conduct done for the purpose of sexual humiliation, degradation, arousal, or gratification for which anything of value is given to, promised, or received, directly or indirectly, by any person. See *Wis JI-Criminal 1276* and *Wis. Stat. § 940.302 (1)(a)*. Attempting to sex traffic is also a crime.



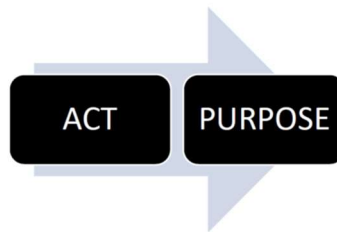
Human Trafficking (Wis. Stat. § 940.302)

ACTION:	→	DONE BY ANY OF THE FOLLOWING:	→	FOR THE PURPOSE OF:
Recruiting or Enticing or Harboring or Transporting or Providing or Obtaining ...an individual  --OR-- Attempting to do so		Causing or threatening to cause bodily harm to any individual or Causing or threatening to cause financial harm to any individual or Restraining or threatening to restrain any individual or Violating or threatening to violate a law or Destroying, concealing, removing, confiscating, or possessing, or threatening to destroy, conceal, remove, confiscate, or possess any actual or purported passport or any other actual or purported official identification document of any individual or Extortion or Fraud or deception or Debt bondage or Controlling any individual's access to an addictive controlled substance or Using any scheme, pattern, or other means to directly or indirectly, coerce, threaten, or intimidate any individual or Using or threatening to use force or violence on any individual or Causing or threatening to cause any individual to do any act against the individual's will or without the individual's consent		Labor or Services or A commercial sex act




## Trafficking of a Child (Wis. Stat. § 948.051)

Sex trafficking of a child involves the use of a child for commercial sex acts, whether or not any force, fraud or coercion is involved. Any involvement of a minor in sexual acts for money or anything of value, including basic survival needs, is child sex trafficking. Knowledge of the minor's age is not required to prosecute. Mistake regarding the minor's age is not a defense. *See §§ 939.23 (6) and 939.43 (2).*



## Trafficking of a Child (Wis. Stat. § 948.051)

ACTION:		FOR THE PURPOSE OF:
<p>Knowingly...</p> <p>Recruits or Entices or Provides or Obtains or Harbors or Transports or Patronizes or Solicits</p> <p>...any child</p> <p>--OR--</p> <p>Knowingly attempts to do so</p>		<p>Commercial sex acts</p> <p>NOTE: Whoever benefits in any manner from a violation is guilty of a Class C felony if the person knows that the benefits come from the trafficking of a child.</p>



### **Additional Human Trafficking-Related Statutes in Wisconsin**

- Child sex trafficking is classified as *child abuse* for the purpose of county and state child protection intervention and services. *Wis. Stat. § 48.02 (1) (cm)*
- Law enforcement is *required* by statute to refer suspected trafficking of a child to the local child welfare office. *Wis. Stat. § 48.981(3)(a) 2. bm.*
- Patronizing a child is a Class G felony under *Wis. Stat. § 948.081.*
- Third and subsequent offenses for patronizing (adults) is a Class I felony. *Wis. Stat. § 944.31.*
- Whoever knowingly receives compensation from the earnings of debt bondage, a person engaged in prostitution, or a commercial sex act is guilty of a Class F felony. *Wis. Stat. § 940.302 (2) (c)*
- A victim of trafficking for the purpose of a commercial sex act may request a court to vacate a conviction, adjudication, or finding, or to expunge the record for a violation of prostitution. *Wis. Stat. § 973.015 (2m)*
- In criminal proceedings alleging human trafficking, evidence of similar acts by the defendant(s) may be admissible as evidence of the person's character without regard to whether the victim of the crime is the same as the victim of the similar act. *Wis. Stat. § 904.04 (2)*
- A victim of human trafficking has an affirmative defense for any offense he or she committed as a direct result of the trafficking without regard to whether anyone was prosecuted or convicted for trafficking. *Wis. Stat. § 939.46 (1m)*

For additional information about Wisconsin's human trafficking statutes, including links and downloadable hand-outs, visit WI DOJ's human trafficking page at: [www.BeFreeWisconsin.com](http://www.BeFreeWisconsin.com)

### ***Human Trafficking as Defined for the Uniform Crime Reporting (UCR) Program***

In 2013, the national UCR Program started collecting arrest and offense data for human trafficking. In Wisconsin, agencies reporting to the UCR Program through the Wisconsin Incident-Based Reporting System (WIBRS) have been able to submit two human trafficking offenses since 2015, but agencies who have not transitioned their UCR reporting to the WIBRS system were not able to submit any trafficking data to the state UCR program until 2019 due to program limitations. The definitions (FBI, 2013) used to track these offenses are:

*Human Trafficking/Commercial Sex Acts:* inducing a person by force, fraud, or coercion to participate in commercial sex acts, or in which the person induced to perform such act(s) has not attained 18 years of age.

*Human Trafficking/Involuntary Servitude:* the obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting such persons by force, fraud, or coercion into involuntary servitude, peonage, debt bondage, or slavery (not to include commercial sex acts).

### ***Federal Sex Trafficking Laws***

Federal code defines *sex trafficking* as “the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act.”<sup>7</sup> *Commercial sex act* means any sex act on account of which anything of value is given to or received by any person.<sup>8</sup>

Federal code also prohibits *Severe Forms of Trafficking in Persons*<sup>9</sup> defined as:

- (A) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- (B) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

Federal code prohibits *Sex trafficking of children or by force, fraud, or coercion*<sup>10</sup> defined as:

- (a) Whoever knowingly-
  - (1) in or affecting interstate or foreign commerce, or within the special maritime and territorial jurisdiction of the United States, recruits, entices, harbors, transports, provides, obtains, advertises, maintains, patronizes, or solicits by any means a person; or
  - (2) benefits, financially or by receiving anything of value, from participation in a venture which has engaged in an act described in violation of paragraph (1),

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<sup>7</sup> 22 U.S.C. § 7102 (12)

<sup>8</sup> 22 U.S.C. § 7102 (4)

<sup>9</sup> 22 U.S.C. § 7102 (11)

<sup>10</sup> 18 U.S.C. § 1591

knowing, or, except where the act constituting the violation of paragraph (1) is advertising, in reckless disregard of the fact, that means of force, threats of force, fraud, coercion described in subsection (e)(2), or any combination of such means will be used to cause the person to engage in a commercial sex act, or that the person has not attained the age of 18 years and will be caused to engage in a commercial sex act, shall be punished as provided in subsection (b).

Detailed information about these sections, including a list of additional state human trafficking-related statutes can be found in Appendix B.

## Methodology

The 2019 survey was distributed through the Research Electronic Data Capture (REDCap) (Harris et al., 2009, 2019) tool hosted at the Wisconsin Department of Justice in two different survey forms to agencies that were direct reporters to the Uniform Crime Reporting program.

Survey	Sent to	Items Included
Records Survey	main UCR contacts	Incident/charge counts, opinions
Head of Agency Survey	chief or sheriff only	Policies, procedures, opinions

Emails were sent and resent to the UCR contact(s) and the chief or sheriff at each agency requesting their participation. The data collection was anticipated to be open from January through February 2019, but was left open until late May 2019 for the purpose of collecting additional responses. There are several datasets used for the analyses of data that each have a different total number of participants: 1) A Records Survey only dataset; 2) A Head of Agency (HOA) Survey only dataset; and, 3) A merged sample dataset in which the response from both surveys were paired. See Appendix C for full list of agencies with completed responses to each part of the survey.

### Records Survey

Law enforcement agencies are required by Wis. Stat. § 165.845(2) to report crime in their jurisdiction to the Uniform Crime Reporting Program, and can do so within the Summary-Based Reporting System (SBR) or the Incident-Based Reporting System (WIBRS). This distinction in UCR reporter type determines what types of crimes should be submitted to the program. Based on an agency's response on the survey regarding UCR reporter type, some questions were worded slightly different. For example, agencies that reported being WIBRS agencies as of 2018 were specifically asked, *"Do any incidents from 2014-2017 have IBR offense code 64A (Human Trafficking – Commercial Sex Acts)?"*, because 64A is the WIBRS code for sex trafficking. The same question was asked to non-WIBRS agencies as *"Do any incidents from 2014-2017 have UCR offense code Human Trafficking – Commercial Sex Acts?"*. If a respondent said they did not know what

their agency's reporter type was, BJIA staff looked up their official reporter type with the UCR program and filled it in for them for descriptive purposes. All other responses were left as entered.

### ***Head of Agency Survey***

The second part of the survey included questions regarding enforcement policies for prostitution and solicitation, policies regarding differentiating between sex trafficking and prostitution, partner agencies, victim referral policies, and opinions on the frequency of sex trafficking in the agency's jurisdiction and the state as a whole, as well as opinions on the agency's training status. Only the head of the agency (i.e. chief or sheriff) was invited to fill out this portion of the survey, and had to verify they were the head of the agency before submitting the survey.

### ***Participants***

#### **Records Survey**

A total of 309 agencies completed the first part of the survey (an approximate 70% response rate). Four of these agencies are not active UCR reporters<sup>11</sup> and their survey responses were removed (none of the four agencies reported any trafficking incidents or charges in the last 5 years). Agency respondents who attempted the survey but did not complete the survey were not included.

Out of the 305 agency responses used for this analysis, 228 were Police Departments, 63 were county Sheriff's Departments, 4 were Tribal agencies, and 10 were University Police Departments. Most (166) agencies were reporting through the Summary-Based Reporting System, but many (131) were reporting through WIBRS as of 2018. Eight agencies reported that they were in the WIBRS testing process in 2018.

The respondents for the first part of the survey included mostly administrative staff (records clerks and supervisors, including sworn and non-sworn), but chiefs, sheriffs, and other sworn personnel such as captains, sergeants, lieutenants, investigators, and other officers also completed the survey for their agency. Six agencies had multiple people fill out the survey, and the one completed by the person with the longest tenure at the agency was kept for analysis purposes. The average amount of time spent at the current agency for participants was 15.46 ( $SD = 9.29$ ) years, with a median of 16 years. See Table 1 for participant tenure breakdown.

**Table 1: Tenure at current agency for Records Survey respondents**

Years	Number of Respondents	% of Respondents
0-4	54	17.7%
5-9	35	11.5%
10-19	108	35.4%
20-29	89	29.2%
30+	19	6.2%

<sup>11</sup> Although UCR reporting is mandatory in Wisconsin, a number of small agencies do not report directly to the state program; instead, their crime is reported through their county.

## Head of Agency Survey

The second part of the survey was sent only to the Chief or Sheriff of each agency participating directly in Uniform Crime Reporting. A total of 203 agency responses were used for analysis (a 46% response rate), completed by individuals who verified they were the head of the agency (two agencies had responses from two different individuals; for these two agencies, the actual head of the agency's response was kept and the other person's response was removed). Some of the policy questions were not asked for respondents who had been HOA for less than six months. See Table 2 for head of agency tenure.

Length of time as HOA	Number of Respondents	% of Respondents
Less than 6 months	32	15.8%
6 months to 1 year	7	3.4%
1-5 years	76	37.4%
6-10 years	34	16.7%
More than 10 years	53	26.1%

**Table 2: Tenure as head of agency for Head of Agency Survey**

*Note:* one respondent did not answer this question and is included in analyses as if they have been HOA for longer than 6 months.

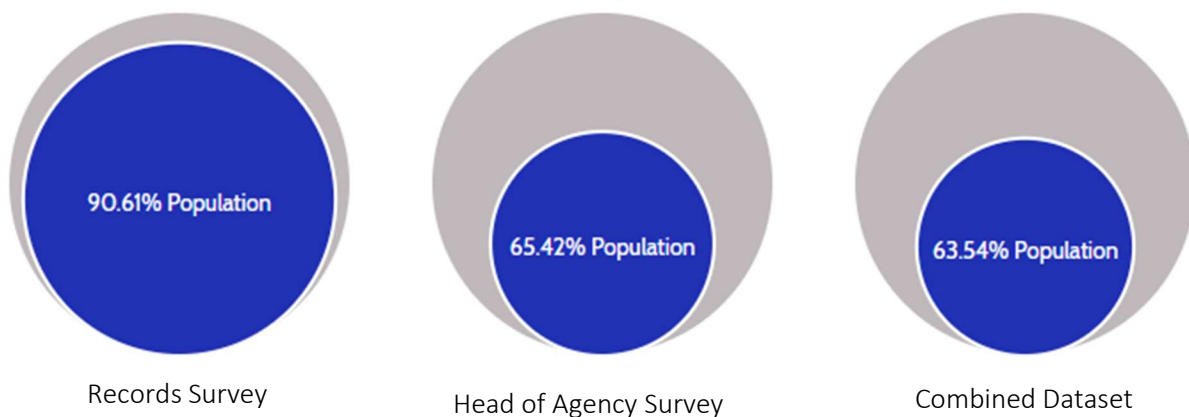
## Combined

Responses from the two separate parts of the data collection were matched based on agency; a total of 180 agencies responded to both parts of the survey.

## Coverage

The agencies that completed the Records Survey cover approximately 91% of the state's population, and the agencies that completed the Head of Agency Survey cover about 65% of the population. Approximately 63% of the state's population was covered by agencies completing both portions of the survey.

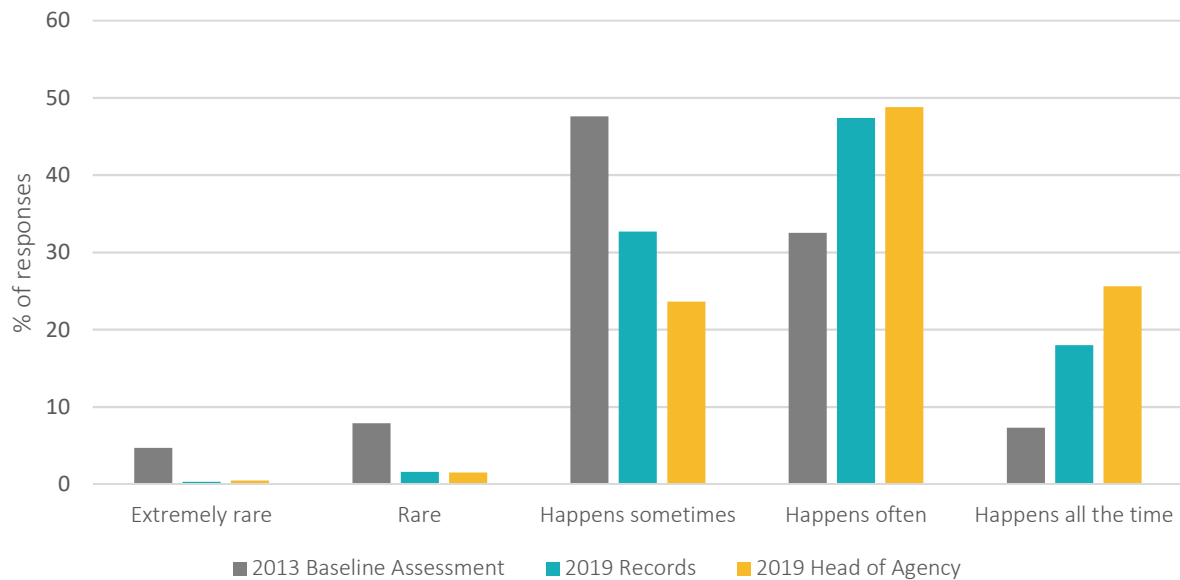
**Figure 1: Response population coverage**



## Agency Opinions

Law enforcement opinions about the prevalence of human trafficking have changed over time. In 2013, 39.79% of respondents (from the criminal justice system as well as service providers) believed human trafficking occurred “often” or “all the time” in Wisconsin (Wisconsin DOJ, 2013). In this 2019 survey, 74.38% of chiefs and sheriffs and 65.57% of respondents to the Records Survey believed this to be true.

**Figure 2: How often would you say human trafficking occurs *within the state of Wisconsin*?**



*Note: the 2019 version specified “sex trafficking” in the wording of the question.*

In 2008, 5% of justice system agency respondents believed trafficking was a serious or very serious problem in their jurisdiction (Wisconsin Office of Justice Assistance, 2008). The 2019 survey showed a jump in this opinion to 9% for Records respondents and 19% for chiefs and sheriffs.

	2019 Records	2019 Head of Agency
Not a problem at all	33.4% (102)	15.0% (31)
Not a serious problem	35.1% (107)	38.9% (79)
Undecided/Don’t Know	22.3% (68)	26.6% (54)
Serious problem	8.5% (26)	17.7% (36)
Very serious problem	.7% (2)	1.5% (3)
<b>Total N</b>	<b>305</b>	<b>203</b>

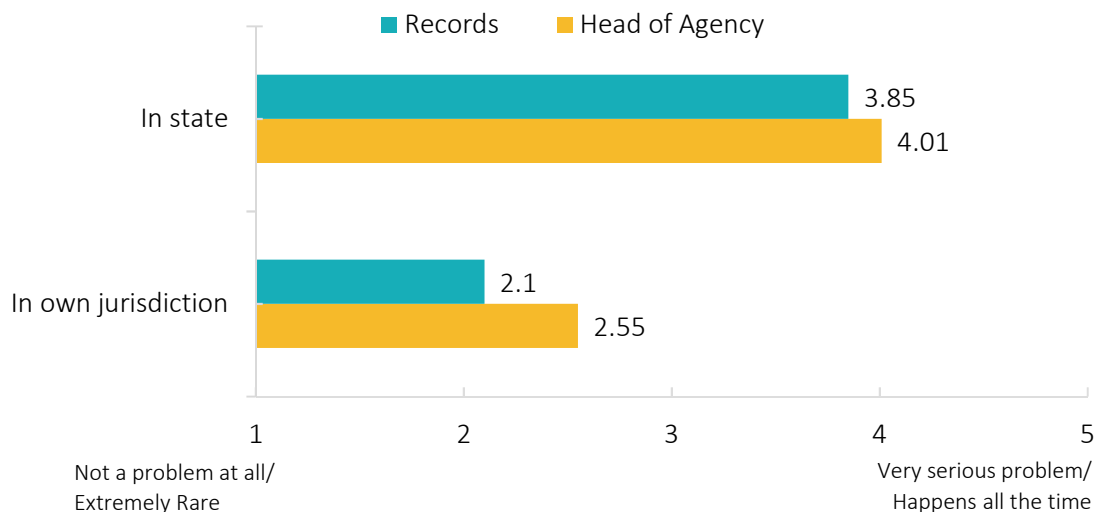
**Table 3: How big of a problem do you believe human trafficking for the purposes of commercial sex acts is in your jurisdiction?**



### Comparison of Opinions within Same Agency

There were differences in perception of human trafficking prevalence between respondents within the same agency. For agencies (N = 180) with both parts of the 2019 survey completed, responses were compared between the Records respondent and the Head of Agency respondent. On a scale of 1-5 (1= not a problem at all/extremely rare, 5 = very serious problem/happens all the time), heads of agencies believed sex trafficking occurred significantly more frequently within the state of Wisconsin ( $M = 4.01$ ) compared to Records respondents from the same agencies ( $M = 3.85$ ). Chiefs and sheriffs also believed sex trafficking to be a more serious problem within their own jurisdiction ( $M = 2.55$ ) compared to the Record respondent from the same agency ( $M = 2.10$ ), see Figure 3.

Figure 3: Opinion Comparison Between Responses from Same Agency



### Data Entering Practices

*"We have done several 'John' stings and the demand tells me that there is a problem."*

- Police Chief

Due to the relationship between sex trafficking and many other criminal and non-criminal activities, agencies were asked about their practices and procedures related to entering incidents into the agency's records management system (RMS). First, the survey aimed to find out whether agencies differentiate between prostitution and sex trafficking cases when they are entered in the RMS. About 31% (N = 95) out of the 305 agencies that completed the Records Survey indicated they do not distinguish between prostitution and sex trafficking when entering the incident into the RMS, and about 69% (N = 210) do differentiate. In fact, almost 90% of chiefs and sheriffs who have been in their position longer than 6 months (N = 153)

reported they do not have a specific policy regarding differentiating between prostitution and trafficking.

Additionally, the survey sought to determine whether confirmed cases of human trafficking were consistently entered into agencies' records management systems. Of the 41 agencies that reported any incidents labeled as sex trafficking incidents between 2014-2018, 73% (N = 30) said they "always" enter confirmed sex trafficking incidents into the RMS as sex trafficking. A few agencies indicated they did not have trafficking as an option in their records management system, and another explained it would be "up to the District Attorney" whether the incident was entered as trafficking. Two agencies with sex trafficking cases reported they would also enter the information into the ICAC (Internet Crimes Against Children) data system and a drug task force RMS if appropriate.

### ***The Challenge of Differentiating Between Prostitution and Human Trafficking in the RMS***

The Wisconsin Department of Justice consistently trains that a minor engaged in commercial sex is a victim of sex trafficking by definition, and should be connected to service providers, not treated as a criminal. The DOJ DCI Human Trafficking Bureau conducts its investigations and interactions with juveniles accordingly. Further, Wis. Stat. §48.98 (3)(a)2 **mandates** that law enforcement agencies refer cases of suspected child sex trafficking within 12 hours to the county child welfare agency for assessment for possible services (see p. 21 and Appendix D for more about this obligation). However, Wisconsin law currently includes a state offense of prostitution with which minors can be charged. (This report does not address the frequency with which such charges are referred to district attorneys or how often district attorneys issue such charges.) The result is that even though the question of *choice* or *consent* should be of little value in evaluating the proper response when a minor trades sex for something of value, the consideration does indeed impact arrest and charging offenses in some jurisdictions. This is demonstrated by the fact that 24 different agencies from 16 different counties across Wisconsin recorded arresting juveniles for prostitution in their official UCR data but zero incidents of human trafficking during the time period of the juvenile arrest indicated on the survey (see Table 6).

*"We have not encountered/  
discovered any human  
trafficking cases but I read  
about the prevalence of  
cases in WI and I wonder if  
we're not digging deep  
enough or asking the right  
questions."*

*-Police Chief*

Differentiating between human trafficking and prostitution of adults for RMS entry also presents challenges. Adults involved in prostitution might or might not be victims of human trafficking. Human trafficking of adults involves force, fraud or coercion to force victims to engage in commercial sex. However, force, fraud and coercion take many forms and the presence of any of these elements is not always immediately apparent or reported by victims on first contact. (For UCR reporting purposes, it should be noted that offenses can be changed and updated for two years after the initial incident submission for cases such as these in which the offense is thought

to be prostitution and through investigation is determined to be trafficking.) Prostituted individuals are at heightened risk of becoming victims of many crimes, including human trafficking, due to vulnerabilities and risks associated with prostitution. Such individuals often do not believe they have the power, means or opportunity to disengage. Nonetheless, there is currently a legal distinction between adults who are prostituted through force, fraud or coercion and those who are not.

*“The UCR program provides a unique opportunity to systematically collect information about human trafficking when it is identified by the police. The integration of human trafficking into the UCR also serves to institutionalize the crime, clarifying that it is a real issue and not a passing fad or moral panic.” (Farrell & Reichert, 2017, p. 57).*

This survey demonstrates that agencies across the state vary in how, and whether, they differentiate between prostitution and human trafficking and how those decisions impact data entering practices. The need for training and technical assistance on this topic, discussed further in the “Training” section (p. 26), has appeared consistently since the earliest human trafficking prevalence studies in Wisconsin (see Appendix A) and continues to be a need not only for operations in the field, but for data entering practices as well.

These results are consistent with a 2019 study funded by the National Institute of Justice which found in its three study sites that guidance is needed to help law enforcement identify human

trafficking for classification on incident reports and for entry into record management systems (Farrell et al., 2019). The study reported that “one of the key challenges in identification [of human trafficking] is the challenge of disentangling human trafficking victimization from other offenses such as prostitution. Identification of human trafficking victimization in some cases did not arise until much later in the criminal justice process”(p. 1). The study also concluded, “[it] is likely that the UCR Program undercounts both the human trafficking victims who are identified by law enforcement due to offense reporting problems and undercounts human trafficking victims who exist in local communities but remain unidentified” (p. 2).

## Incident Counts

Agencies’ responses concerning whether they differentiate between prostitution and sex trafficking when entering incidents into the agency’s RMS were broken down by agency reporter type (as reported by the agency) and are shown below.

**Table 4: Differentiating Between Prostitution and Trafficking by UCR Reporter Type**

Reporter Type as of 2018	Differentiate?	
	Yes	No
WIBRS Certified	101	30
WIBRS Testing	5	3
SBR	104	62

## 2014-2017

Agencies were asked if they had any incidents listed with an offense code of human trafficking – commercial sex acts (terminology used by the FBI’s Uniform Crime Reporting). Agencies were given the option to respond **Yes**, **No**, or **I Don’t Know**. A flowchart of the number of agencies and how they responded to the 2014-2017 sex trafficking incident count questions is included as Appendix E. A total of **118** incidents were identified by **22** different agencies statewide as having the human trafficking – commercial sex acts offense code listed with it, all from agencies that do differentiate between trafficking and prostitution when entering into their records management system. A large number of incidents were also identified as having the human trafficking – commercial sex acts offense code, from one agency that indicated they did not have the capability of distinguishing between prostitution and trafficking when entering into their records management system; therefore, the number of these incidents that meet the criteria for sex trafficking is unknown. Twenty-two agencies responded that they did not know whether they had any incidents with an offense of human trafficking – commercial sex acts, so it is unknown how many sex trafficking incidents those agencies have in their records management system.

## 2018

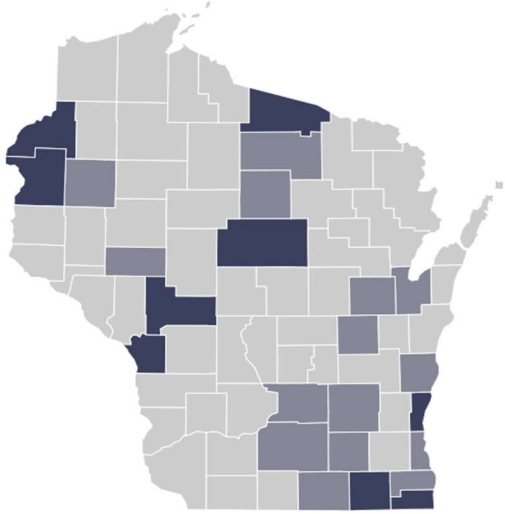
Agencies were then asked how many 2018 incidents of human trafficking – commercial sex acts they had in their system. A total of **21** different agencies out of the 210 that do differentiate between prostitution and trafficking indicated they had a combined total of **66** 2018 incidents labeled as sex trafficking.

An additional 4 agencies out of the 95 that do not differentiate between prostitution and sex trafficking indicated they had a combined total of 35 incidents labeled as sex trafficking. Because these agencies don’t differentiate between sex trafficking and prostitution, it is unclear how many of these incidents are actually sex trafficking and how many are not.

Those numbers were compared to what was received and successfully processed by the Wisconsin UCR Program for 2018. Appendix F shows the flowchart of the 2018 survey responses compared to data received from WIBRS. **Seventy-three** 2018 incidents were received and successfully processed through WIBRS as of this publication.

Overall, based on survey responses and data collected through the UCR program, **24 counties** were identified as having sex trafficking incidents known to law enforcement since the WI UCR Program began collecting trafficking data (Figure 4). This includes 15 counties from which sex trafficking incidents were received and processed by the UCR program. It also includes an additional 9 counties that differentiate between sex trafficking and prostitution who did not report any sex trafficking through the UCR program but did report in the survey that they had at least one case of sex trafficking between 2014-2018. The majority of the agencies in this category were unable

to send human trafficking cases through UCR until 2019<sup>12</sup>, because the agency submits UCR through the Summary-Based Reporting (SBR) system. These are cases *labeled as sex trafficking* by the agency; it is likely more agencies have investigated cases that meet all definitions of sex trafficking that aren't labeled as such.



**Figure 4: Counties with at least one sex trafficking incident sent to the Wisconsin UCR Program (light blue) and counties identified as having sex trafficking incidents known to law enforcement from the survey that were not sent to the UCR program (dark blue).**

#### *Incident Count Considerations*

Based on the limitations of the data collected through the Uniform Crime Reporting Program prior to 2019, one main purpose of this survey was to obtain a better estimate of the number of sex trafficking cases known to law enforcement in Wisconsin. However, as evidenced by agency responses and comments, the

number of sex trafficking incidents known to law enforcement is still unknown, for a variety of reasons:

Some agencies' records management systems do not offer the agency the ability to designate a case as sex trafficking.

***"We currently have no coding for sex trafficking as an offense." –***  
*Captain at Police Department*

Since there is no way for those agencies to code an incident as sex trafficking, the agency is forced to select another option, and may find it a challenge to search for sex trafficking cases. Other agencies that do have the ability to classify and track cases as sex trafficking do so for investigative purposes, even if those cases do not meet the jurisdictional guidelines of the UCR program:

***"We have contact with a suspected sex trafficking victim. We conduct interviews, take statements, etc. We believe that sex trafficking occurred (WIBRS code 64A). Turns out that the incident occurred in a different jurisdiction, so we would not report that to WIBRS. We would still absolutely keep that internally and talk about it as a sex trafficking case that we investigated." –*** *Captain at County Sheriff's Office*

<sup>12</sup> Agencies reporting through SBR were unable to send human trafficking cases to the UCR Program prior to 2019. See p. 6 "Background" for more information. As of this publication, zero sex trafficking cases have been received in 2019 from SBR agencies.

Yet another agency would not follow the same procedure. When asked when a suspected incident of sex trafficking would not be entered in the agency's RMS as sex trafficking:

***"Not occurring in our jurisdiction."*** - Sergeant at Police Department

Furthermore, as discussed previously, the FBI's UCR definition of sex trafficking is not exactly the same as the statutes that are enforced within Wisconsin or at the federal level:

***"The definition of sex/human trafficking is neither static nor globally defined. NIBRS defines 64A in part as "The inducement of a person to perform a commercial sex act, or labor, or services, through force, fraud, or coercion"...while [other definitions] more broadly include the areas of transportation, transfer, and harboring...there are multiple different definitions, some substantive, even within our own government."*** - Captain at County Sheriff's Office

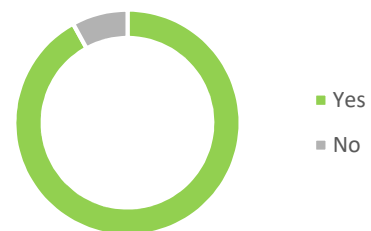
## Referrals

### ***Law Enforcement Duty to Report Suspected Trafficking of a Child to Child Welfare***

Law enforcement is required to refer reports to the local child welfare agency of all suspected cases of Trafficking of a Child and suspicion of permitting, allowing or encouraging a child to violate the prostitution statute, *regardless* of the relationship of the suspected perpetrator to the child (caregiver or non-caregiver); see Appendix D for more detailed information.

Chiefs and sheriffs were asked if their agency would refer cases of suspected human trafficking of a child to CPS, and 92% (N = 187) responded **Yes** (Figure 5).

**Figure 5: Percent of Agencies that would refer to CPS**



### ***Victim Services***

Chiefs and sheriffs were also asked if their agency would refer victims (both adults and youth) of sex trafficking for services, in general, and 91% (N = 156) responded **Yes**.

### ***Law Enforcement Referrals for Charging Decisions***

When asked whether any charges for sex trafficking (distinct from prostitution, solicitation, or other related charges) were referred to the district attorney's offices in 2018 (not including federal

90

*referrals for sex trafficking  
sent to DA in 2018  
(based on survey)*

charges), 18 agencies reported a combined total of 90 referrals for sex trafficking were referred to the district attorney's office in 2018. This is from the survey and is not indicative of the number of charges issued for trafficking or the number of arrests for trafficking, and is not comparable to information obtained from the Centralized Criminal History Repository (CCH).<sup>13</sup>

### ***Handled by Other Agencies***

Based on survey responses, nine of the incidents identified as sex trafficking in 2018 were referred to another agency for further investigation, such as the Department of Justice Division of Criminal Investigation (DCI<sup>14</sup>) or the FBI.

### **Cases Involving Sex Trafficking Elements**

Agencies were asked how many incidents in 2018 were reported to their agency related to an individual involved in the following:

- Solicitation of minors for commercial sex
- Child sexual exploitation for money
- Sex in return for something of value by someone under age 18
- Adult commercial sex acts induced by force, fraud, or coercion

*"There are a lot of people coming and going to this area. Most of the cases my agency has worked have included other agencies such as DCI or the FBI. Often the victims and their traffickers are only here for an extended weekend and then go back to Madison, Milwaukee or Chicago. I don't think we have ever had a case of trafficking reported directly to us."*

- County Sheriff

Figure 6 displays agencies that reported any of these incidents and whether the agency reported trafficking incidents on the survey. For example, there were 12 agencies that reported having cases involving "solicitation of minors for commercial sex" in 2018 on the survey; three of those agencies reported having zero sex trafficking incidents in the same year on the survey.

*"Social media posts allege or hype more human trafficking and kidnapping than actually exists. Conversely, the trafficking that we do suspect exists within our jurisdiction does not seem to draw the attention of the public."*

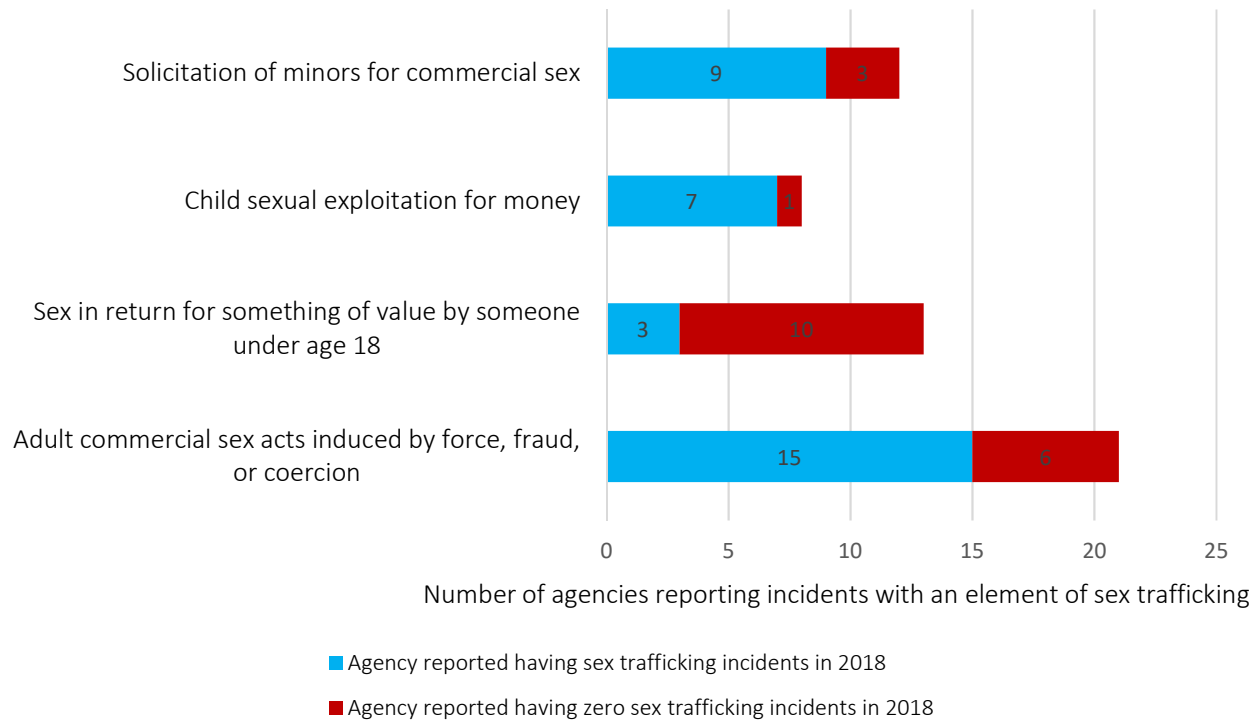
- Police Chief

<sup>13</sup> Additional information was obtained by searching the Centralized Criminal History Repository (CCH) at WI DOJ for arrests and issued charges under § 940.302 (1)(a) and § 948.051. The CCH captures arrest records submitted to DOJ and how those arrests are disposed. Not all arrests result in charges being issued by the district attorney (DA) and not all arrests are referred for a charging decision. It is also possible for a local law enforcement agency to informally refer charges to the DA without making an arrest; if the DA declines to issue charges, an arrest may never be made.

<sup>14</sup> In January 2019, the Wisconsin DCI's Human Trafficking Bureau released case statistics internally for the period starting with the bureau's creation in September 2017 through December 2018. During that timeframe, the bureau opened 79 human trafficking investigations statewide and referred 59 adults and 17 child victims for services.



Figure 6: Agencies with Cases Involving Sex Trafficking Elements



## Sources of Information

*"I think that society in general is uninformed as to what sex trafficking really is. I think many cases are not reported to the police or reported incorrectly to us."*

- Police Chief

*"Located near a truck stop... very concerned from what I hear about activities occurring there. Our city has authorized the construction of a truck stop in early 2019."*

- Police Chief

Agencies were given a list of possible sources of information regarding sex trafficking and asked how confirmed and suspected sex trafficking cases are reported to their agency. The number of agencies that indicated each source are listed below.

Open-ended responses that fell into the "Other" category included Crime Stoppers, sting operations, social media monitoring, probation and parole, tip lines, other law enforcement agencies, Wisconsin DCI, and sex buyers reporting being a victim of theft after solicitation of prostitution.

**Table 5: Sources of Reports: Confirmed and/or Suspected Sex Trafficking**

How are <b>suspected</b> cases of sex trafficking reported to your agency? (Number of agencies)	Source	How are <b>confirmed</b> cases of sex trafficking reported to your agency? (Number of agencies)
82	Public	30
78	Child Protective Services (CPS)	27
75	Identified by law enforcement on scene	27
73	Victim came forward	28
62	School	21
62	Internet Crimes Against Children (ICAC)	22
61	Other Social Services	20
61	National Center for Missing and Exploited Children (NCMEC)	21
60	Hospital/ER/Urgent Care	20
57	Traffic stop	19
41	Non-hospital medical	12
41	National Human Trafficking Resource Center (NHTRC)	15
26	Other	8

## Juvenile Arrests

Survey responses were analyzed to explore whether the agencies who arrested juveniles for prostitution reported those incidents as human trafficking. There were 24 different agencies from 16 different counties across Wisconsin that reported at least one juvenile arrest for prostitution between 2014-2018 in their UCR data but responded on the survey that they had no cases of sex trafficking during the same timeframe. Table 6 illustrates how many agencies reported juvenile prostitution arrests through UCR between 2014-2018 but reported zero sex trafficking on the survey for that time period.<sup>15</sup>

**Table 6: Juvenile Prostitution Arrests by Agencies Reporting Zero Human Trafficking 2014-2018**

	2014	2015	2016	2017	2018
Agencies	6	7	2	9	3
Counties	4	6	2	8	3
Juvenile Arrests for Prostitution	7	11	3	10	3

<sup>15</sup> There are 24 different agencies across these five years; some agencies are included in multiple years.

## Enforcement

### *Enforcement Against Buyers*

A total of 174 agencies (85.7% of chiefs and sheriffs) reported that their agency enforces solicitation laws (laws against buying). As a follow-up, 143 of those chiefs and sheriffs (those who reported their agency is enforcing solicitation laws and who have been the head of their agency for at least 6 months) were asked *how* their agency enforces solicitation laws. Most agencies reported using state charges against sex buyers; nearly half of respondents are also using municipal ordinances. State charges are being used significantly more often than warnings or referrals to enforce solicitation laws statewide.

**Table 7: Types of Charges Agencies Use Against Sex Buyers**

Type of enforcement	Number of Agencies	Percent
Municipal ordinances	62	43.3%
State charges	133	93.0%
Warnings/no charges	21	14.7%
Referrals/no charges	17	11.9%

### *Enforcement Against Providers of Commercial Sex*

A total of 183 (90.15%) agencies reported that their agency enforces prostitution laws (laws against providing sex for money). As a follow-up, 151 of those agencies (those who reported their agency is enforcing prostitution laws and who have been the head of their agency for at least 6 months) were asked *how* their agency enforces prostitution laws. Most agencies are using state charges to enforce such laws, and just over a third are also using municipal ordinances for enforcement. State charges are being used significantly more often than warnings or referrals to enforce prostitution laws statewide; See Table 8.

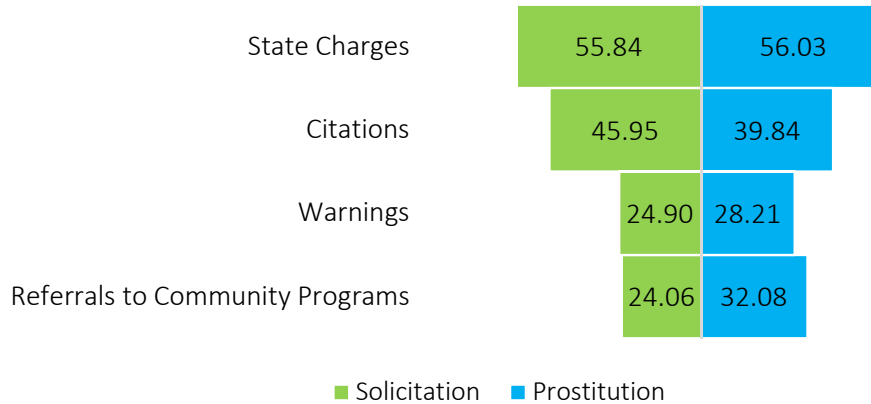
**Table 8: Types of Charges Agencies Use Against Providers of Commercial Sex**

Type of enforcement	Number of Agencies	Percent
Municipal ordinances	56	37.1%
State charges	144	95.4%
Warnings/no charges	19	12.6%
Referrals/no charges	26	17.2%

If the head of agency selected the enforcement option as something used by their agency, they were then asked to rate how often they used that type of enforcement compared to others on a

scale of 0-100, with 0 = almost never and 100 = all the time. Figure 7 below shows the average rating score of how often each type of enforcement was being used to enforce solicitation and prostitution laws; (note the N for each category in Tables 7 and 8).

**Figure 7: Average frequency of penalty use compared to others**



### ***Enforcement Actions Against Prostituted Juveniles***

The majority of HOA respondents reported their agency takes enforcement actions against prostituted juveniles or would do so depending on the circumstance. All agency heads were asked if their agency enforces prostitution laws against juveniles engaged in conduct that would constitute prostitution. More than half (N = 118, 58.1%) responded **Yes**, and 37 (18.2%) said **No**. About a quarter (N = 48) of chiefs and sheriffs responded that **it would depend** on the circumstances whether their agency would enforce prostitution laws with a juvenile. Some of these determining factors included the **age of the juvenile** (“over age of 17”, “17 years old with prior offense”), the **age of the solicitor** (“when the solicitor is also a juvenile of equal or lesser age”, “seriousness of the crime/age of the offender”), **whether the agency believes the juvenile is being forced** (“if a juvenile was forced to perform sex acts then criminal charges would not be filed”, “in instances where the juvenile has agreed to engage in activities that can be described as prostitution”), and when enforcement was seen as a way to **engage juveniles with services** (“to get them in the justice system to get them help”, “in order to get the child into the proper support and services to assist in altering the chosen lifestyle the juvenile is engaging in”).

## **Training Adequacy**

### ***Agency Self-Rating***

The survey results showed low levels of confidence by Head of Agency respondents in the adequacy of training with regard to human trafficking. Agency heads<sup>16</sup> were asked to rate their

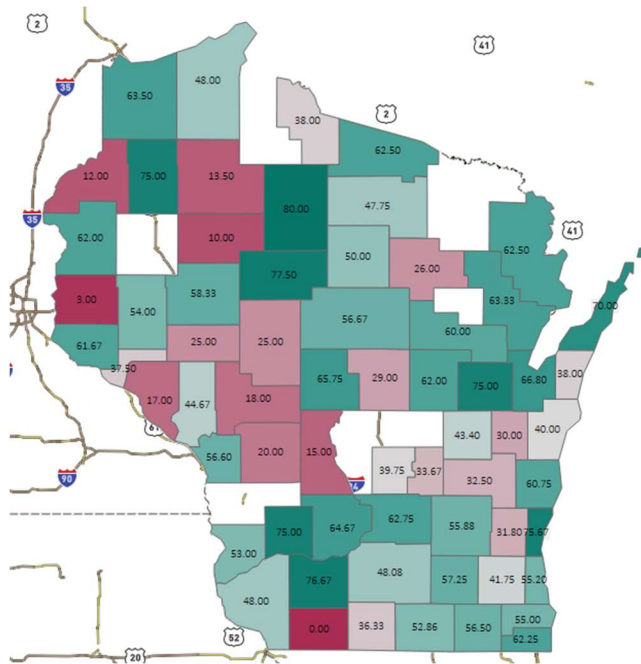
<sup>16</sup> All agency heads were asked these two questions, regardless of their position tenure.

agreement (from 0 to 100, 0 = not at all trained, 100 = very well trained) with two questions regarding their agency's level of training:

1. *I feel my agency is adequately trained to differentiate between trafficking and prostitution.*
2. *I feel my agency is adequately trained to handle human trafficking cases.*

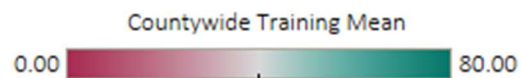
The average self-reported score for an agency's adequacy to differentiate trafficking from prostitution was 50.60 ( $SD = 25.90$ ) out of 100. Thirty-two agencies assessed their training adequacy as above average<sup>17</sup> and 36 rated themselves below average. The average score for the second question was 49.24 ( $SD = 24.93$ ); 44 agencies rated themselves above average, and 36 agencies rated themselves below average.

### Countywide Average Ratings



A county training score average was calculated using all responses for agencies within the same county<sup>18</sup>. The average county score for the first question regarding differentiating between prostitution and sex trafficking was 47.25 ( $SD = 19.95$ ). Twelve counties had below average ratings, and eight counties rated themselves above average (see Figure 8).

**Figure 8: Counties' training adequacy with ability to differentiate between human trafficking and prostitution.** Self-rating ranged from 0 (not trained at all) to 100 (very well trained).

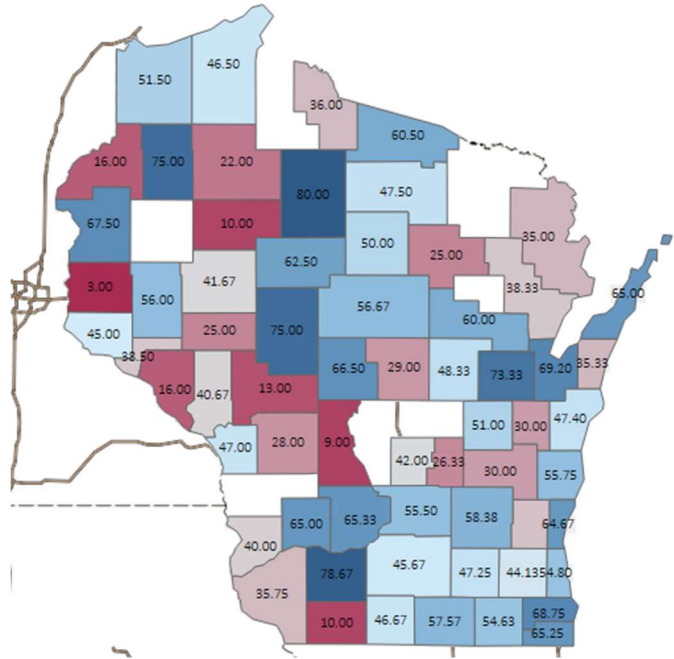
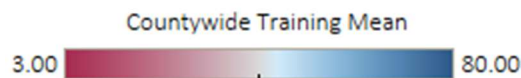


<sup>17</sup> For the purposes of this report, "above average" and "below average" are defined as having a score more than one standard deviation above or below the average for the measure.

<sup>18</sup> The number of responses in each county varied from 1 agency to 12 agencies.

For the second question (agency ability to handle human trafficking cases), the county average was 45.70 ( $SD = 18.77$ ). Twelve counties fell below average, and 14 counties were above average (see Figure 9 for average county scores).

**Figure 9: Counties' training adequacy with ability to handle human trafficking cases**



### Training Needs

Feedback from heads of agencies indicates a desire for more training opportunities to differentiate between prostitution and sex trafficking, as well as how to handle sex trafficking cases. These needs appear in responses to questions about operations, policy and data entering practices.

Of primary concern are the agencies who identified cases with the elements of sex trafficking yet reported zero sex trafficking incidents in their system on the survey. Responses indicate this is

sometimes a function of how data is entered but is also sometimes due to a lack of understanding of the elements of the crime.

Responses also indicate a need for training regarding data tracking practices. Although Summary-Based Reporting agencies have had a form available to submit human trafficking incidents to UCR since January 2019, to date no SBR agencies have submitted a 2019 sex trafficking incident using this form. There were also agencies that reported referring charges specifically for sex trafficking but reported zero sex trafficking incidents in their system on the survey. Many responses indicate confusion exists about the types of activities that meet the FBI's definition of sex trafficking.

*"I attended a Truckers Against Trafficking presentation which was eye opening. I have also sent my detective to several trainings regarding human trafficking and officers have been educated in what to look for during roll call briefings - even in a small community."*

- Police Chief

*"Sex trafficking is a problem in small communities, however budget restraints prevent the agencies from addressing special needs of this nature. Funding for specific programs of this nature would benefit the community and address the problem."*

- Police Chief

Survey responses present an opportunity for targeted training, based on the counties' own responses to training adequacy as well as the presence of factors that make a jurisdiction vulnerable to trafficking, such as:

- ✓ Jurisdictions along transit corridors.
- ✓ Jurisdictions with a high concentration of venues vulnerable to sex trafficking such as hotels, strip clubs, transportation hubs, illicit massage parlors and tourist events.
- ✓ Jurisdictions with a strong presence and activity by industries that are vulnerable to exploitation by traffickers such as agriculture, tourism, and adult entertainment.
- ✓ Jurisdictions with concentrations of populations known to be vulnerable to sex trafficking such as the homeless, runaways, LGBTQ youth, immigrant populations, and children and youth in foster care.

### ***Limitations***

It is important to be mindful of a number of limitations regarding the data described in this report. First, although the responses to the Records Survey covered a large portion of the state, there was not 100% participation, and therefore the information provided is not reflective of the entire state. The number of Head of Agency responses was lower than the number of Records Survey responses, and although many chiefs and sheriffs did respond, the data pertaining to agency policies and procedures is incomplete as well.

As outlined in the report, there are a number of significant technical limitations involving data collection and submission that prevent a final count of sex trafficking incidents known to law enforcement, including the availability of the trafficking UCR codes, the technical ability to differentiate between prostitution and trafficking (and update incident codes as necessary throughout investigations), and the Wisconsin DOJ's ability to receive and successfully process trafficking incidents identified by the agency.

An additional limitation to the collection and handling of sex trafficking data is related to the number of different statutes that include elements of sex trafficking that are labeled as other crimes, and the overlapping yet not identical definitions between federal code, state statutes, and the FBI's UCR program. For example, there are two Wisconsin statutes specifically labeled as human trafficking crimes, and another eight identified in Appendix B that are related to human trafficking. The DOJ UCR program has identified at least 28 different Wisconsin statutes that might involve criminal activities that meet the FBI's definition of sex trafficking. It is possible that agencies are identifying these cases and not labeling them as trafficking. Furthermore, agencies may keep



records in their local system labeled as trafficking for investigative purposes, for incidents that did not occur in their jurisdiction or that ultimately did not meet the FBI's definition of trafficking.

## **Summary of DOJ Action Steps**

The purpose of this survey was to examine the prevalence of sex trafficking in Wisconsin from a law enforcement perspective, obtain information relevant to agency policies and enforcement of solicitation and prostitution laws, and to compare opinions regarding the prevalence of trafficking in Wisconsin now to prior data collection efforts. The DOJ survey project team held internal meetings to discuss the survey's findings in detail with DOJ stakeholders to inform policies and practices and to identify action steps that can be taken to improve the identification, reporting, and handling of human trafficking cases in Wisconsin. While discussions are ongoing, the following action steps have already been identified:

### ***UCR Data Collection Improvements***

First, the Wisconsin Uniform Crime Reporting program will continue working with agencies to improve the quality and completeness of trafficking data sent to the UCR Program. Specific action items include:

- Verify the availability of the human trafficking offense coding in all agencies' records management systems. As of 2019, all agencies in Wisconsin should be sending incidents identified as trafficking to the UCR program labeled as such. Agencies' Records Management System (RMS) vendors vary and are contracted by the agency, not managed by DOJ. However, if an agency does not have the proper coding available, RMS vendors will be contacted and asked to make system updates in order to comply with the FBI's guidelines, including the exclusion of trafficking from the UCR Summary-Based Reporting hierarchy rule.
- Contact all Summary-Based Reporting agencies with a reminder of the new collection mechanism that was made available starting in January 2019 and redistribute instructional materials including the previously recorded webinar demonstrating the form and its use.
- Follow up with specific agencies that were identified as having cases meeting the definition of trafficking but not labeled as such (i.e. arrests for juvenile prostitution) to ensure proper reporting as trafficking.
- Continue with development of UCR training materials including virtual webinars and a definition flowchart to help agencies identify cases that meet the FBI's definition of trafficking.
- Continue to provide technical assistance to agencies regarding error resolution to ensure incidents are processed successfully into the UCR Program crime database.

### ***Improving the Ability to Identify Human Trafficking Victims***

DOJ has many opportunities to provide training and technical assistance to law enforcement throughout the state. Information from the survey was shared with DOJ law enforcement trainers. It will also be reviewed during upcoming updates of the state's law enforcement academy curriculum. Survey responses have provided insight that can be used to inform law enforcement training efforts. Responses indicate a need for the following:

- Information about the statutory and jury instruction elements of human trafficking crimes.
- Information specific to the treatment of juvenile victims including law enforcement's statutory duty to refer such cases to CPS.
- Key indicators to assist in the identification of potential victims.
- How to differentiate between prostitution and human trafficking.
- The impact of arresting a trafficked individual for prostitution.
- Information to help law enforcement recognize acts of fraud and coercion within the context of how traffickers exploit a victim's trauma history to coerce, threaten and control.
- How to use multi-disciplinary teams to improve the investigation and prosecution of human trafficking and to meet the needs of victims.

### ***Conclusion***

The WI DOJ is grateful to the law enforcement agencies that participated in the survey. Responses provide a snapshot in time that will be used to improve training, policy development and data collection related to human trafficking. The WI DOJ supports the continued efforts of all law enforcement agencies to identify and track human trafficking and to enact policies and procedures to address human trafficking and serve victims in their communities. DOJ's human trafficking website contains many law enforcement specific materials. Visit us at [www.BeFreeWisconsin.com](http://www.BeFreeWisconsin.com). Additional online resources from WI DOJ are listed on p. 33.

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## Additional WI DOJ Resources



### Wisconsin Department of Justice Human Trafficking Website

[www.BeFreeWisconsin.com](http://www.BeFreeWisconsin.com)

Resources including links to studies, hand-outs, training materials, statutes, guides and toolkits and industry-specific materials to fight human trafficking.

### DOJ Division of Law Enforcement Services

#### Bureau of Justice Information and Analysis (BJIA)

BJIA's mission is to inform criminal justice policy and practice by conducting objective research, analysis, and evaluation and disseminating relevant information that is useful and understandable. Find select UCR data and reports on specific topics at:

[www.doj.state.wi.us/dles/bjia/bureau-justice-information-and-analysis](http://www.doj.state.wi.us/dles/bjia/bureau-justice-information-and-analysis)

Email: [statsanalysis@doj.state.wi.us](mailto:statsanalysis@doj.state.wi.us)

### DOJ Office of Crime Victim Services

[www.doj.state.wi.us/ocvs](http://www.doj.state.wi.us/ocvs)

OCVS houses many resources and programs for crime victims, family and friends, and professionals in the victim service field.

Toll-free: (800) 446-6564 (Victims only)

Phone: (608) 264-9497

Email: [ocvs@doj.state.wi.us](mailto:ocvs@doj.state.wi.us)

### DOJ Division of Criminal Investigation (DCI)

#### Internet Crimes Against Children Human Trafficking Bureau

<https://www.doj.state.wi.us/dci/icac/icac-task-force-home>

DCI's ICAC and Human Trafficking resources can be downloaded to educate adults and youth about staying safe online.

## Appendix A

### Selected Findings from Previous Human Trafficking Prevalence Assessments

#### 2008

The first statewide data collection on the prevalence of human trafficking in Wisconsin was conducted by an inter-agency Human Trafficking Committee supported by the Wisconsin Office of Justice Assistance (OJA, 2008). The committee collected surveys between March 2007 and August 2007 from 261 members of justice system agencies and 136 community service providers. Key findings published in the report included:

- Human trafficking exists in Wisconsin; as many as 200 victims of sex and labor trafficking have come in contact with service providers and/or justice system agencies.
- Service Providers and justice system agencies have limited knowledge about human trafficking; most of them are eager to learn more about it.
- Although human trafficking is not perceived as a problem by the majority of respondents, trafficking exists in both urban and rural areas of the state.

#### 2012

In October of 2012, the Bob and Linda Davis Family Fund in collaboration with the Bureau of Milwaukee Child Welfare (BMCW) funded a study on sex trafficked youth (Milwaukee Homicide Review Commission, 2013). The scope of the study was limited to the City of Milwaukee and contacts between sex trafficked youth (age 17 and younger) and the Milwaukee Police Department between 8/1/2010 and 8/1/2012. The study used records and information obtained by the police and included in police reports. Incidents analyzed included open cases, no-processed cases and cases without a conviction. No federal cases were included in the study. The research identified that 77 sex trafficked youth had police contacts during the two-year period in the City of Milwaukee.

#### 2013

The Wisconsin Department of Justice Statewide Intelligence Center (WSIC) (formerly the Wisconsin Statewide Information Center) published *A Baseline Assessment of Human Trafficking in the State of Wisconsin* in September of 2013 (Wisconsin Department of Justice, 2013). The assessment was based on completed surveys from 191 respondents from federal, state, county and city law enforcement agencies including federal and state prosecutors, as well as service providers. Key findings published in the 2013 assessment included:

- Human trafficking was reported to have been “recounted or investigated” in 28 counties within the previous 24 months. Cases in 15 of those counties involved both adults and

minors. Cases in five counties involved only adults; Cases in eight counties involved only minors.

- The majority of survey responses reflected a need for additional training about human trafficking. Training needs identified included: recognizing signs of human trafficking; distinguishing human trafficking from prostitution or another crime; best practices for investigations; and, intervention and advocacy on behalf of victims and how to counsel and treat victims.

## 2018

As a follow-up to the 2013 Milwaukee report, a March 2018 report (Milwaukee Homicide Review Commission et al., 2018) expanded the age range to estimate the prevalence of sex trafficked persons age 25 and under in the City of Milwaukee between 01/01/2013 and 12/31/2016. Researchers identified 340 individuals who were confirmed or believed to be victims of sex trafficking during that period.

Wisconsin's first analysis of child welfare data for the prevalence of human trafficking was released in December of 2018 (Wisconsin Department of Children and Families, 2018). The report analyzed data from the state's Wisconsin's Statewide Automated Child Welfare Information System (eWiSACWIS) from June 1, 2017 through August 31, 2018. During this timeframe, there were 422 allegations of child sex trafficking evaluated by the child welfare system. The 422 allegations involved 354 distinct individuals age 17 and younger. Ninety-nine of the allegations, involving 86 youth, were substantiated by child welfare officials. Nearly half of the substantiated allegations (49) were in Milwaukee County; the remaining 50 substantiated allegations were reported as occurring in the rest of the state

## Appendix B

## Definitions of Human Trafficking

## Wisconsin's Human Trafficking Laws

The elements of Wisconsin's human trafficking laws involve the full process of trafficking from initial recruitment of the victim to the exploitation of the victim for the purpose of a commercial sex act. A *commercial sex act* is sexual contact, a sexually explicit performance, sexual intercourse, or any other conduct done for the purpose of sexual humiliation, degradation, arousal, or gratification for which anything of value is given to, promised, or received, directly or indirectly, by any person. See *Wis JI-Criminal 1276* and *Wis. Stat. § 940.302 (1)(a)*. Attempting to sex traffic is also crime.

## Trafficking of a Child (Wis. Stat. § 948.051)

Sex trafficking of children involves the use of children for commercial sex acts, whether or not any force, fraud or coercion is involved. Any involvement of a minor in sexual acts for money or anything of value, including basic survival needs, is against the law. Knowledge of the minor's age is not required to prosecute. Mistake regarding the minor's age is not a defense. See §§ 939.23 (6) and 939.43 (2).

ACTION:	➔	FOR THE PURPOSE OF:
Knowingly...		Commercial sex acts
Recruits or Entices or Provides or Obtains or Harbors or Transports or Patronizes or Solicits		NOTE: Whoever benefits in any manner from a violation is guilty of a Class C felony if the person knows that the benefits come from the trafficking of a child.
...any child		
--OR--		
Knowingly attempts to do so		





## Human Trafficking (Wis. Stat. § 940.302)

ACTION:	→ DONE BY ANY OF THE FOLLOWING:	→ FOR THE PURPOSE OF:
Recruiting or Enticing or Harboring or Transporting or Providing or Obtaining ...an individual  --OR--  Attempting to do so	Causing or threatening to cause bodily harm to any individual or Causing or threatening to cause financial harm to any individual or Restraining or threatening to restrain any individual or Violating or threatening to violate a law or Destroying, concealing, removing, confiscating, or possessing, or threatening to destroy, conceal, remove, confiscate, or possess any actual or purported passport or any other actual or purported official identification document of any individual or Extortion or Fraud or deception or Debt bondage or Controlling any individual's access to an addictive controlled substance or Using any scheme, pattern, or other means to directly or indirectly, coerce, threaten, or intimidate any individual or Using or threatening to use force or violence on any individual or Causing or threatening to cause any individual to do any act against the individual's will or without the individual's consent	Labor or Services or A commercial sex act

## Additional Human Trafficking-Related Statutes in Wisconsin

- Child sex trafficking is classified as child abuse for the purpose of county and state child protection intervention and services. *Wis. Stat. § 48.02 (1) (cm)*
- Law enforcement is required by statute to refer suspected trafficking of a child to the local child welfare office. *Wis. Stat. § 48.981(3)(a) 2. bm.*
- Patronizing a child is a Class G felony under *Wis. Stat. § 948.081*.
- Third and subsequent offenses for patronizing (adults) is a Class I felony. *Wis. Stat. § 944.31*.
- Whoever knowingly receives compensation from the earnings of debt bondage, a person engaged in prostitution, or a commercial sex act is guilty of a Class F felony. *Wis. Stat. § 940.302 (2) (c)*
- A victim of trafficking for the purpose of a commercial sex act may request a court to vacate a conviction, adjudication, or finding, or to expunge the record for a violation of prostitution. *Wis. Stat. § 973.015 (2m)*

- In criminal proceedings alleging human trafficking, evidence of similar acts by the defendant(s) may be admissible as evidence of the person's character without regard to whether the victim of the crime is the same as the victim of the similar act. *Wis. Stat. § 904.04 (2)*
- A victim of human trafficking has an affirmative defense for any offense he or she committed as a direct result of the trafficking without regard to whether anyone was prosecuted or convicted for trafficking. *Wis. Stat. § 939.46 (1m)*

### Human Trafficking as Defined for the Uniform Crime Reporting (UCR) Program

In 2013, the national UCR Program started collecting arrest and offense data for human trafficking. The definitions used to track these offenses are:

*Human Trafficking/Commercial Sex Acts*: inducing a person by force, fraud, or coercion to participate in commercial sex acts, or in which the person induced to perform such act(s) has not attained 18 years of age.

*Human Trafficking/Involuntary Servitude*: the obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting such persons by force, fraud, or coercion into involuntary servitude, peonage, debt bondage, or slavery (not to include commercial sex acts).

### Federal Sex Trafficking Laws

Federal code defines *sex trafficking* as “the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act.”<sup>19</sup> *Commercial sex act* means any sex act on account of which anything of value is given to or received by any person.<sup>20</sup>

Federal code prohibits *Severe Forms of Trafficking in Persons*<sup>21</sup> defined as:

- (A) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- (B) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

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<sup>19</sup> 22 U.S.C. § 7102 (12)

<sup>20</sup> 22 U.S. C. § 7102 (4)

<sup>21</sup> 22 U.S.C. § 7102 (11)

Federal code prohibits *Sex trafficking of children or by force, fraud, or coercion*<sup>22</sup> defined as:

(a) Whoever knowingly-

(1) in or affecting interstate or foreign commerce, or within the special maritime and territorial jurisdiction of the United States, recruits, entices, harbors, transports, provides, obtains, advertises, maintains, patronizes, or solicits by any means a person; or

(2) benefits, financially or by receiving anything of value, from participation in a venture which has engaged in an act described in violation of paragraph (1), knowing, or, except where the act constituting the violation of paragraph (1) is advertising, in reckless disregard of the fact, that means of force, threats of force, fraud, coercion described in subsection (e)(2), or any combination of such means will be used to cause the person to engage in a commercial sex act, or that the person has not attained the age of 18 years and will be caused to engage in a commercial sex act, shall be punished as provided in subsection (b).

(b) The punishment for an offense under subsection (a) is-

(1) if the offense was effected by means of force, threats of force, fraud, or coercion described in subsection (e)(2), or by any combination of such means, or if the person recruited, enticed, harbored, transported, provided, obtained, advertised, patronized, or solicited had not attained the age of 14 years at the time of such offense, by a fine under this title and imprisonment for any term of years not less than 15 or for life; or

(2) if the offense was not so effected, and the person recruited, enticed, harbored, transported, provided, obtained, advertised, patronized, or solicited had attained the age of 14 years but had not attained the age of 18 years at the time of such offense, by a fine under this title and imprisonment for not less than 10 years or for life.

(c) In a prosecution under subsection (a)(1) in which the defendant had a reasonable opportunity to observe the person so recruited, enticed, harbored, transported, provided, obtained, maintained, patronized, or solicited, the Government need not prove that the defendant knew, or recklessly disregarded the fact, that the person had not attained the age of 18 years.

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<sup>22</sup> 18 U.S.C. § 1591

(d) Whoever obstructs, attempts to obstruct, or in any way interferes with or prevents the enforcement of this section, shall be fined under this title, imprisoned for a term not to exceed 25 years, or both.

(e) In this section:

(1) The term "abuse or threatened abuse of law or legal process" means the use or threatened use of a law or legal process, whether administrative, civil, or criminal, in any manner or for any purpose for which the law was not designed, in order to exert pressure on another person to cause that person to take some action or refrain from taking some action.

(2) The term "coercion" means-

(A) threats of serious harm to or physical restraint against any person;

(B) any scheme, plan, or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or

(C) the abuse or threatened abuse of law or the legal process.

(3) The term "commercial sex act" means any sex act, on account of which anything of value is given to or received by any person.

(4) The term "participation in a venture" means knowingly assisting, supporting, or facilitating a violation of subsection (a)(1).

(5) The term "serious harm" means any harm, whether physical or nonphysical, including psychological, financial, or reputational harm, that is sufficiently serious, under all the surrounding circumstances, to compel a reasonable person of the same background and in the same circumstances to perform or to continue performing commercial sexual activity in order to avoid incurring that harm.

(6) The term "venture" means any group of two or more individuals associated in fact, whether or not a legal entity.

## Appendix C

## List of Agencies Included in 2019 Survey

Agency Name	2018 Population	Completed Records Form	Completed HOA Form	Completed Both Forms
Adams Co SO	15266	No	No	No
Adams PD	1852	No	No	No
Albany PD	999	No	No	No
Algoma PD	3071	No	No	No
Altoona PD	7827	No	No	No
Amery PD	2809	No	No	No
Antigo PD	7720	Yes	No	No
Appleton PD	74931	Yes	No	No
Arcadia PD	3065	No	Yes	No
Ashland Co SO	7647	Yes	No	No
Ashland PD	7770	Yes	No	No
Ashwaubenon PD	17316	Yes	Yes	Yes
Athens PD	1086	Yes	No	No
Avoca PD	627	No	No	No
Bad River Tribal PD	0	Yes	No	No
Balsam Lake PD	977	No	No	No
Bangor PD	1472	No	No	No
Baraboo PD	12178	Yes	No	No
Barneveld PD	1240	No	No	No
Barron Co SO	29306	Yes	No	No
Barron PD	3300	No	No	No
Bayfield Co SO	11371	Yes	Yes	Yes
Bayfield PD	471	Yes	Yes	Yes
Bayside PD	4375	Yes	No	No
Beaver Dam PD	16394	Yes	Yes	Yes
Beaver Dam Township PD	3912	Yes	Yes	Yes
Belleville PD	2432	Yes	Yes	Yes
Beloit PD	36746	Yes	Yes	Yes
Beloit Town PD	7688	Yes	Yes	Yes
Berlin PD	5365	No	Yes	No
Big Bend PD	1395	No	No	No
Birchwood PD	428	No	No	No
Black River Falls PD	3488	Yes	Yes	Yes
Blair PD	1365	No	No	No

Blanchardville PD	795	No	No	No
Bloomer PD	3491	No	No	No
Bloomfield PD	6323	No	No	No
Blue Mounds PD	988	No	No	No
Boscobel PD	3104	No	No	No
Boyceville PD	1098	Yes	Yes	Yes
Brandon-Fairwater PD	1208	Yes	No	No
Brillion PD	3116	No	No	No
Brodhead PD	3247	No	No	No
Brookfield PD	38065	Yes	Yes	Yes
Brookfield Town PD	6295	No	No	No
Brooklyn PD	1464	Yes	Yes	Yes
Brown Co SO	98328	Yes	Yes	Yes
Brown Deer PD	11963	Yes	Yes	Yes
Brownsville PD	573	Yes	Yes	Yes
Buffalo Co SO	10506	Yes	Yes	Yes
Burlington PD	11039	Yes	Yes	Yes
Burnett Co SO	12668	Yes	Yes	Yes
Butler PD	1812	Yes	No	No
Caledonia PD	25047	Yes	Yes	Yes
Calumet Co SO	26623	Yes	No	No
Campbell PD	4366	Yes	Yes	Yes
Campbellsport PD	1963	Yes	No	No
Cascade PD	697	No	No	No
Cashton PD	1103	No	No	No
Cedarburg PD	11469	Yes	Yes	Yes
Chenequa PD	597	Yes	Yes	Yes
Chetek PD	2141	No	No	No
Chilton PD	3798	Yes	Yes	Yes
Chippewa Co SO	32616	Yes	No	No
Chippewa Falls PD	14084	Yes	Yes	Yes
Clark Co SO	27721	Yes	Yes	Yes
Cleveland PD	1457	Yes	Yes	Yes
Clinton PD	2124	Yes	No	No
Clintonville PD	4332	Yes	No	No
Colby-Abbotsford PD	4085	Yes	No	No
Colfax PD	1142	Yes	Yes	Yes
Columbia Co SO	30809	Yes	Yes	Yes
Columbus PD	5037	Yes	No	No
Cornell PD	1412	Yes	No	No

Cottage Grove PD	7024	No	Yes	No
Crandon PD	1833	Yes	No	No
Crawford Co SO	10544	No	No	No
Cross Plains PD	4331	Yes	Yes	Yes
Cuba City PD	2037	No	No	No
Cudahy PD	18290	Yes	No	No
Cumberland PD	2112	No	No	No
Dane Co SO	86184	Yes	Yes	Yes
Darlington PD	2351	No	Yes	No
De Pere PD	25199	Yes	Yes	Yes
DeForest PD	10557	Yes	Yes	Yes
Delafield PD	7588	No	No	No
Delavan PD	9938	Yes	No	No
Delavan Town PD	5322	Yes	Yes	Yes
DNR-Law Enf Bureau	0	No	No	No
Dodge Co SO	33721	Yes	Yes	Yes
Dodgeville PD	4734	Yes	No	No
Door Co SO	18568	Yes	Yes	Yes
Douglas Co SO	17128	No	No	No
Dunn Co SO	25265	Yes	No	No
Durand PD	1805	No	No	No
Eagle PD	2086	No	No	No
Eagle River PD	1514	Yes	Yes	Yes
East Troy Town PD	4058	Yes	Yes	Yes
East Troy Village PD	4333	No	Yes	No
Eau Claire Co SO	28338	Yes	No	No
Eau Claire PD	68923	Yes	No	No
Edgar PD	1452	No	No	No
Edgerton PD	5602	Yes	Yes	Yes
Eleva PD	664	Yes	Yes	Yes
Elk Mound PD	875	Yes	Yes	Yes
Elkhart Lake PD	1022	No	No	No
Elkhorn PD	9934	Yes	No	No
Ellsworth PD	3287	Yes	No	No
Elm Grove PD	6205	Yes	No	No
Elroy PD	1355	No	No	No
Endeavor PD	460	Yes	No	No
Evansville PD	5379	Yes	No	No
Everest Metro PD	17392	Yes	No	No
Fall Creek PD	1309	Yes	Yes	Yes

Fall River PD	1703	No	No	No
Fennimore PD	2478	Yes	Yes	Yes
Fitchburg PD	30151	Yes	No	No
Florence Co SO	4369	No	No	No
Fond du Lac Co SO	38026	Yes	No	No
Fond du Lac PD	42777	Yes	Yes	Yes
Fontana PD	1719	Yes	Yes	Yes
Forest Co SO	7095	Yes	No	No
Fort Atkinson PD	12495	Yes	No	No
Fox Crossing PD	19323	Yes	Yes	Yes
Fox Lake PD	1452	Yes	No	No
Fox Point PD	6671	No	No	No
Fox Valley Metro PD	22006	No	No	No
Franklin PD	36251	Yes	Yes	Yes
Frederic PD	1098	No	No	No
Freedom PD	6231	No	No	No
Fulton Town PD	3379	Yes	Yes	Yes
Galesville PD	1585	Yes	No	No
Geneva Town PD	5032	Yes	Yes	Yes
Genoa City PD	3005	No	No	No
Germantown PD	20014	Yes	Yes	Yes
Gillett PD	1313	Yes	Yes	Yes
Gilman PD	392	Yes	No	No
Glendale PD	12710	Yes	Yes	Yes
Grafton PD	11662	Yes	No	No
Grand Chute PD	22865	Yes	Yes	Yes
Grand Rapids PD	7385	Yes	Yes	Yes
Grant Co SO	25966	Yes	No	No
Grantsburg PD	1287	No	No	No
Green Bay PD	105281	Yes	Yes	Yes
Green Co SO	17780	Yes	Yes	Yes
Green Lake Co SO	9964	Yes	No	No
Green Lake PD	925	No	Yes	No
Greendale PD	14181	Yes	Yes	Yes
Greenfield PD	36850	Yes	Yes	Yes
Hales Corners PD	7640	Yes	No	No
Hammond PD	1887	Yes	Yes	Yes
Hancock PD	404	No	No	No
Hartford PD	15183	Yes	Yes	Yes
Hartford Township PD	3561	No	No	No



Hartland PD	9302	Yes	No	No
Hayward PD	2296	No	Yes	No
Hazel Green PD	1230	Yes	Yes	Yes
Highland PD	834	No	No	No
Hillsboro PD	1401	No	No	No
Hobart-Lawrence PD	14667	Yes	No	No
Holmen PD	9993	Yes	No	No
Horicon PD	3605	Yes	No	No
Hortonville PD	2776	No	No	No
Hudson PD	13848	Yes	No	No
Hurley PD	1426	No	No	No
Independence PD	1305	No	No	No
Iowa Co SO	13039	Yes	Yes	Yes
Iron Co SO	4212	Yes	Yes	Yes
Iron Ridge PD	895	No	No	No
Iron River PD	1133	Yes	No	No
Jackson Co SO	17060	Yes	No	No
Jackson PD	7156	Yes	No	No
Janesville PD	64471	Yes	Yes	Yes
Jefferson Co SO	35160	Yes	Yes	Yes
Jefferson PD	8021	Yes	Yes	Yes
Juneau Co SO	17850	No	Yes	No
Juneau PD	2662	Yes	Yes	Yes
Kaukauna PD	16172	No	No	No
Kendall PD	469	No	No	No
Kenosha Co SO	41923	Yes	Yes	Yes
Kenosha PD	99948	Yes	Yes	Yes
Kewaskum PD	4139	Yes	Yes	Yes
Kewaunee Co SO	11949	Yes	Yes	Yes
Kewaunee PD	2856	Yes	Yes	Yes
Kiel PD	3780	Yes	Yes	Yes
Kohler PD	2077	Yes	Yes	Yes
Kronenwetter PD	7813	Yes	No	No
La Crosse Co SO	27191	Yes	Yes	Yes
La Crosse PD	51901	Yes	Yes	Yes
La Farge PD	766	No	No	No
Lac Courte Oreilles Tribal PD	0	Yes	Yes	Yes
Lac du Flambeau Tribal PD	0	Yes	No	No
Ladysmith PD	3120	No	No	No
Lafayette Co SO	12339	Yes	No	No

Lake Delton PD	3005	Yes	Yes	Yes
Lake Geneva PD	7907	Yes	No	No
Lake Hallie PD	6742	Yes	Yes	Yes
Lake Mills PD	5925	Yes	Yes	Yes
Lancaster PD	3717	Yes	Yes	Yes
Langlade Co SO	11336	Yes	Yes	Yes
Lena PD	539	Yes	Yes	Yes
Lincoln Co SO	15481	Yes	No	No
Linden PD	532	Yes	Yes	Yes
Linn Township PD	2403	No	No	No
Lodi PD	3058	Yes	No	No
Lomira PD	2366	No	Yes	No
Luxemburg PD	2562	Yes	Yes	Yes
Lyndon Station PD	479	No	No	No
Madison PD	258455	Yes	Yes	Yes
Madison Town PD	6942	Yes	Yes	Yes
Manawa PD	1284	Yes	No	No
Manitowoc Co SO	28970	Yes	Yes	Yes
Manitowoc PD	32557	Yes	Yes	Yes
Maple Bluff PD	1333	No	No	No
Marathon City PD	1506	Yes	Yes	Yes
Marathon Co SO	54826	Yes	Yes	Yes
Marinette Co SO	24679	Yes	Yes	Yes
Marinette PD	10561	Yes	Yes	Yes
Marion PD	1191	Yes	Yes	Yes
Markesan PD	1399	No	Yes	No
Marquette Co SO	11136	Yes	Yes	Yes
Marquette University PD	0	Yes	No	No
Marshall PD	3988	No	No	No
Marshfield PD	18309	Yes	No	No
Mauston PD	4390	No	No	No
Mayville PD	4862	Yes	Yes	Yes
Mc Farland PD	8544	No	No	No
Medford PD	4294	Yes	Yes	Yes
Menasha PD	17788	Yes	Yes	Yes
Menominee Co SO	4669	No	No	No
Menominee Tribal PD	0	No	No	No
Menomonie Falls PD	37712	Yes	Yes	Yes
Menomonie PD	16450	Yes	No	No
Mequon PD	24311	Yes	Yes	Yes

Merrill PD	9091	Yes	Yes	Yes
Middleton PD	19970	Yes	No	No
Milton PD	5585	Yes	Yes	Yes
Milton Township PD	3114	Yes	Yes	Yes
Milwaukee Co SO	0	Yes	No	No
Milwaukee PD	595619	Yes	Yes	Yes
Mineral Pt PD	2478	Yes	Yes	Yes
Minocqua PD	4380	Yes	Yes	Yes
Mishicot PD	1381	No	Yes	No
Mondovi PD	2613	No	No	No
Monona PD	8183	Yes	No	No
Monroe Co SO	23988	Yes	Yes	Yes
Monroe PD	10575	Yes	No	No
Montello PD	1439	No	Yes	No
Monticello PD	1204	No	No	No
Mosinee PD	4003	Yes	Yes	Yes
Mount Horeb PD	7462	No	Yes	No
Mount Pleasant PD	26571	Yes	Yes	Yes
Mukwonago PD	8034	Yes	No	No
Mukwonago Town PD	8146	No	No	No
Muscoda PD	1253	Yes	No	No
Muskego PD	25118	Yes	Yes	Yes
Neenah PD	26016	Yes	Yes	Yes
Neillsville PD	2410	Yes	No	No
Nekoosa PD	2408	No	Yes	No
Neshkoro PD	426	Yes	Yes	Yes
New Berlin PD	39763	Yes	Yes	Yes
New Glarus PD	2148	Yes	Yes	Yes
New Holstein PD	3098	Yes	Yes	Yes
New Lisbon PD	2500	Yes	No	No
New London PD	7083	Yes	Yes	Yes
New Richmond PD	9052	No	No	No
Niagara PD	1543	No	No	No
North Fond du Lac PD	5079	No	No	No
North Hudson PD	3801	Yes	No	No
North Prairie	2236	Yes	No	No
Norwalk PD	628	Yes	Yes	Yes
Oak Creek PD	36643	Yes	No	No
Oconomowoc Lake PD	600	No	No	No
Oconomowoc PD	16850	Yes	Yes	Yes

Oconomowoc Town PD	8692	No	Yes	No
Oconto Co SO	28463	Yes	No	No
Oconto Falls PD	2810	No	Yes	No
Oconto PD	4421	No	No	No
Omro PD	3590	No	No	No
Onalaska PD	18841	Yes	Yes	Yes
Oneida Co SO	19218	Yes	Yes	Yes
Oneida Tribal PD	0	Yes	Yes	Yes
Oregon PD	10549	Yes	Yes	Yes
Osceola PD	2500	Yes	Yes	Yes
Oshkosh PD	66736	Yes	Yes	Yes
Osseo PD	1671	No	No	No
Outagamie Co SO	49271	Yes	Yes	Yes
Oxford PD	599	Yes	No	No
Ozaukee Co SO	21850	Yes	No	No
Palmyra PD	1766	No	No	No
Park Falls PD	2227	Yes	No	No
Pepin Co SO	4646	Yes	Yes	Yes
Pepin PD	775	Yes	Yes	Yes
Peshtigo PD	3355	No	No	No
Pewaukee PD	8172	Yes	No	No
Phillips PD	1345	Yes	Yes	Yes
Pierce Co SO	20926	Yes	No	No
Pittsville PD	833	Yes	Yes	Yes
Plainfield PD	834	No	No	No
Platteville PD	12642	Yes	Yes	Yes
Pleasant Prairie PD	20911	Yes	Yes	Yes
Plover PD	12853	No	No	No
Plymouth PD	8554	Yes	No	No
Polk Co SO	33948	Yes	Yes	Yes
Port Edwards PD	1772	No	Yes	No
Port Washington PD	11831	Yes	Yes	Yes
Portage Co SO	31483	Yes	Yes	Yes
Portage PD	10496	Yes	Yes	Yes
Poynette PD	2489	Yes	Yes	Yes
Prairie du Chien PD	5618	Yes	Yes	Yes
Prescott PD	4273	Yes	Yes	Yes
Price Co SO	9785	Yes	No	No
Princeton PD	1165	No	No	No
Pulaski PD	3581	Yes	Yes	Yes

Racine Co SO	41007	Yes	No	No
Racine PD	77373	Yes	No	No
Readstown PD	415	No	No	No
Reedsburg PD	9518	No	No	No
Rhineland PD	7535	Yes	Yes	Yes
Rib Lake PD	875	Yes	No	No
Rice Lake PD	8332	Yes	No	No
Richland Center PD	4968	Yes	Yes	Yes
Richland Co SO	12485	Yes	No	No
Rio PD	1040	Yes	Yes	Yes
Ripon PD	7823	Yes	Yes	Yes
Ripon Township PD	1381	No	No	No
River Falls PD	15578	Yes	Yes	Yes
River Hills PD	1590	Yes	Yes	Yes
Rock Co SO	28560	Yes	No	No
Rome Town PD	2670	No	No	No
Rosendale PD	1032	Yes	No	No
Rothschild PD	5334	No	No	No
Rusk Co SO	10957	Yes	Yes	Yes
Sauk Co SO	33082	Yes	Yes	Yes
Sauk-Prairie PD	4611	Yes	Yes	Yes
Saukville PD	4415	No	No	No
Sawyer Co SO	14108	Yes	Yes	Yes
Seymour	3460	Yes	Yes	Yes
Sharon PD	1572	No	No	No
Shawano Co SO	31646	Yes	No	No
Shawano PD	8936	Yes	Yes	Yes
Sheboygan Co SO	46878	Yes	Yes	Yes
Sheboygan Falls PD	7945	Yes	Yes	Yes
Sheboygan PD	48195	Yes	Yes	Yes
Shiocton PD	920	No	No	No
Shorewood Hills PD	2101	No	No	No
Shorewood PD	13368	Yes	No	No
Shullsburg PD	1203	Yes	No	No
Siren PD	773	No	No	No
Slinger PD	5476	Yes	Yes	Yes
Somerset PD	2796	No	No	No
South Milwaukee PD	20972	Yes	No	No
Sparta PD	9681	Yes	No	No
Spencer PD	1908	No	No	No

Spooner PD	2583	No	No	No
Spring Green PD	1641	No	No	No
Spring Valley PD	1374	Yes	Yes	Yes
St. Croix Co SO	54589	Yes	No	No
St. Croix Falls PD	2036	No	No	No
St. Croix Tribal PD	0	Yes	No	No
St. Francis PD	9459	Yes	No	No
Stanley PD	3671	Yes	Yes	Yes
Stevens Point PD	26233	Yes	Yes	Yes
Stoughton PD	13149	Yes	Yes	Yes
Strum PD	1094	Yes	No	No
Sturgeon Bay PD	8889	Yes	Yes	Yes
Sturtevant PD	6966	Yes	Yes	Yes
Summit PD	4947	No	No	No
Sun Prairie PD	33390	Yes	No	No
Superior PD	26054	Yes	Yes	Yes
Taylor Co SO	14721	Yes	Yes	Yes
Theresa PD	1206	Yes	No	No
Thiensville PD	3137	Yes	No	No
Thorp PD	1623	No	No	No
Three Lakes PD	2088	Yes	Yes	Yes
Tomah PD	9394	Yes	No	No
Tomahawk PD	3147	Yes	No	No
Trempealeau Co SO	15599	Yes	Yes	Yes
Trempealeau PD	1645	No	No	No
Twin Lakes PD	6077	Yes	No	No
Two Rivers PD	11077	No	No	No
UW-Eau Claire PD	0	Yes	No	No
UW-Green Bay PD	0	Yes	No	No
UW-La Crosse PD	0	Yes	No	No
UW-Madison PD	0	Yes	No	No
UW-Milwaukee PD	0	Yes	Yes	Yes
UW-Oshkosh PD	0	Yes	No	No
UW-Parkside PD	0	Yes	Yes	Yes
UW-Platteville PD	0	Yes	No	No
UW-River Falls PD	0	No	No	No
UW-Stevens Point PD	0	No	No	No
UW-Stout PD	0	Yes	No	No
UW-Superior PD	0	Yes	Yes	Yes
UW-Whitewater PD	0	Yes	Yes	Yes

Vernon Co SO	21618	No	No	No
Verona PD	13490	Yes	Yes	Yes
Vilas Co SO	20213	Yes	Yes	Yes
Viroqua PD	4461	Yes	No	No
Walworth Co SO	24509	Yes	Yes	Yes
Walworth PD	2849	Yes	No	No
Washburn Co SO	12729	No	Yes	No
Washburn PD	2039	No	No	No
Washington Co SO	48429	Yes	Yes	Yes
Waterford Township	6471	No	No	No
Waterloo PD	3337	No	Yes	No
Watertown PD	23628	Yes	No	No
Waukesha Co SO	96153	Yes	Yes	Yes
Waukesha PD	72672	Yes	No	No
Waunakee PD	14000	Yes	Yes	Yes
Waupaca Co SO	32969	Yes	No	No
Waupaca PD	5859	Yes	Yes	Yes
Waupun PD	11260	Yes	Yes	Yes
Wausau PD	38682	Yes	No	No
Waushara Co SO	20204	No	No	No
Wautoma PD	2130	Yes	No	No
Wauwatosa PD	48562	Yes	Yes	Yes
Webster PD	619	No	No	No
West Allis PD	59887	Yes	Yes	Yes
West Bend PD	31651	No	No	No
West Milwaukee PD	4152	No	No	No
West Salem PD	5055	No	Yes	No
Westby PD	2255	Yes	No	No
Westfield PD	1244	Yes	Yes	Yes
Whitefish Bay PD	13933	Yes	No	No
Whitehall PD	1582	No	No	No
Whitewater PD	14561	No	Yes	No
Wild Rose PD	700	No	No	No
Williams Bay PD	2600	No	No	No
Wilton PD	498	No	Yes	No
Wind Point PD	1705	No	No	No
Winnebago Co SO	35609	Yes	No	No
Winneconne PD	2429	Yes	Yes	Yes
Wis Capitol Police	0	Yes	No	No
Wis State Patrol	0	Yes	No	No

Wis. State Fair Park	0	No	Yes	No
Wisconsin Dells PD	3018	Yes	No	No
Wisconsin Rapids PD	17725	Yes	No	No
Wood Co SO	25366	Yes	No	No
Woodruff PD	1952	Yes	No	No
<b>Total Completed:</b>		<b>305</b>	<b>203</b>	<b>180</b>
<b>Total Agencies</b>		<b>439</b>	<b>439</b>	<b>439</b>

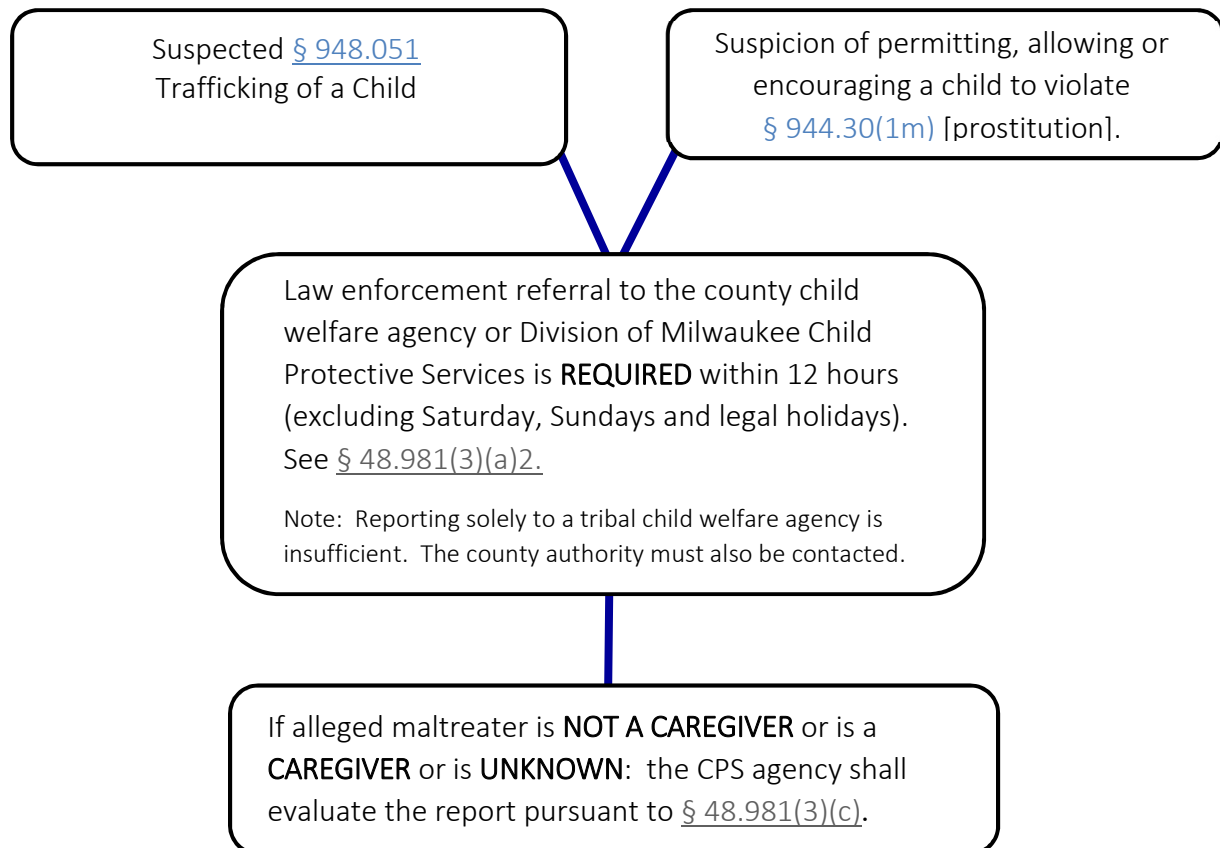
**Missing Responses:** There were a handful of agencies that attempted to respond to the survey and were unable to due to an unidentifiable technological issue. Most of those agencies tried again and were successful; most agencies with a missing response did not attempt to complete the survey, however some did make an attempt and were unsuccessful.



## Appendix D

### Law Enforcement Duty to Report Suspected Trafficking of a Child to the Local Child Welfare Agency

Law enforcement is required to refer reports to the local child welfare agency of all suspected cases of Trafficking of a Child and suspicion of permitting, allowing or encouraging a child to violate the prostitution statute, REGARDLESS of the relationship of the suspected perpetrator to the child (caregiver or non-caregiver):



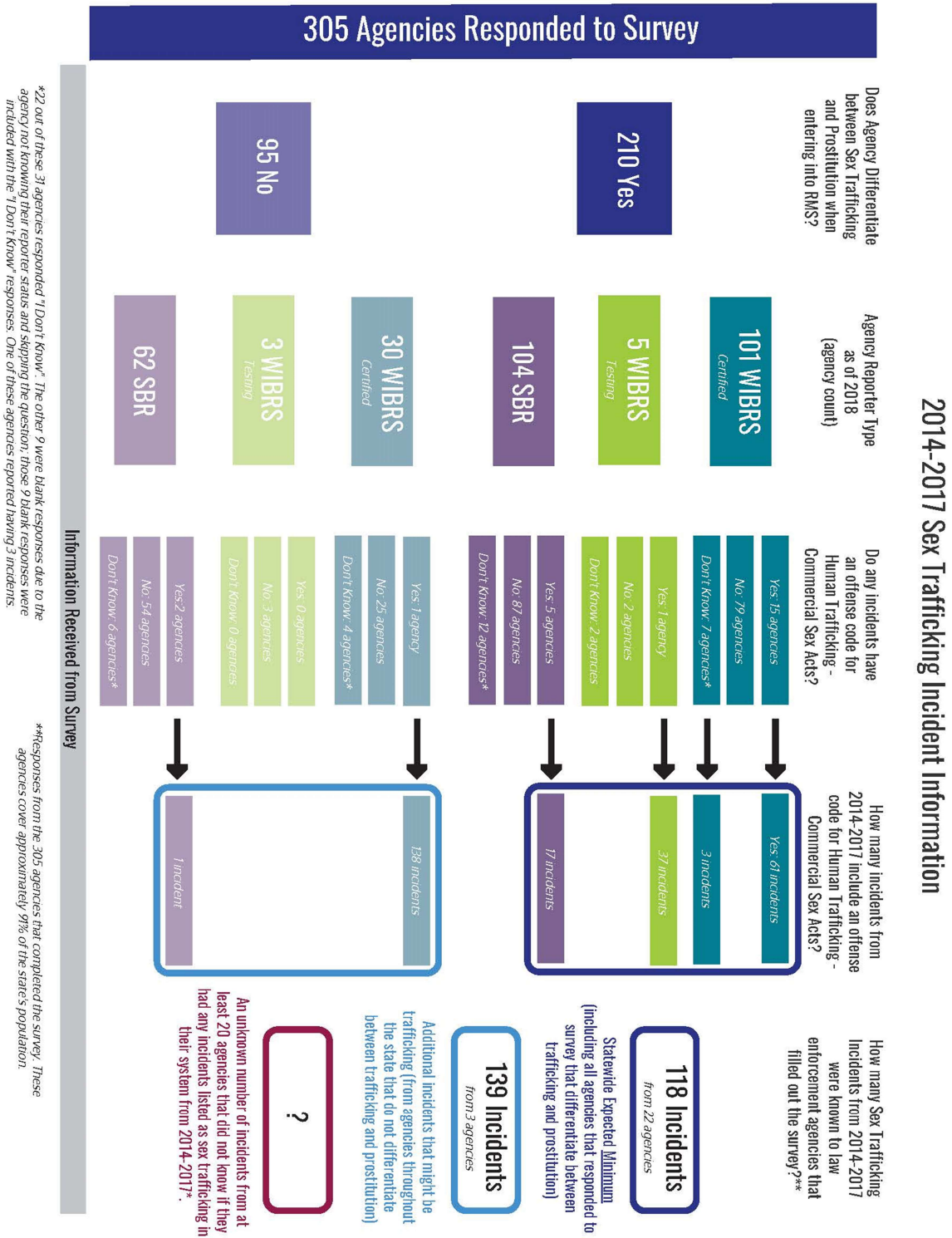
**Trafficking of a Child** is a Class C felony that involves any of the following **ACTS**: Whoever knowingly *recruits, entices, provides, obtains, harbors, transports, patronized, or solicits* any child or *attempts* to do the same...

...for the **PURPOSE** of a commercial sex act. See [§ 948.051](#).

*Commercial sex act*: sexual contact, sexual intercourse, sexually explicit performance and any other conduct done for the purpose of sexual humiliation, degradation, arousal or gratification for which anything of value is given to, promised, received, directly or indirectly, by any person. See [§ 940.302\(1\)\(a\)](#).

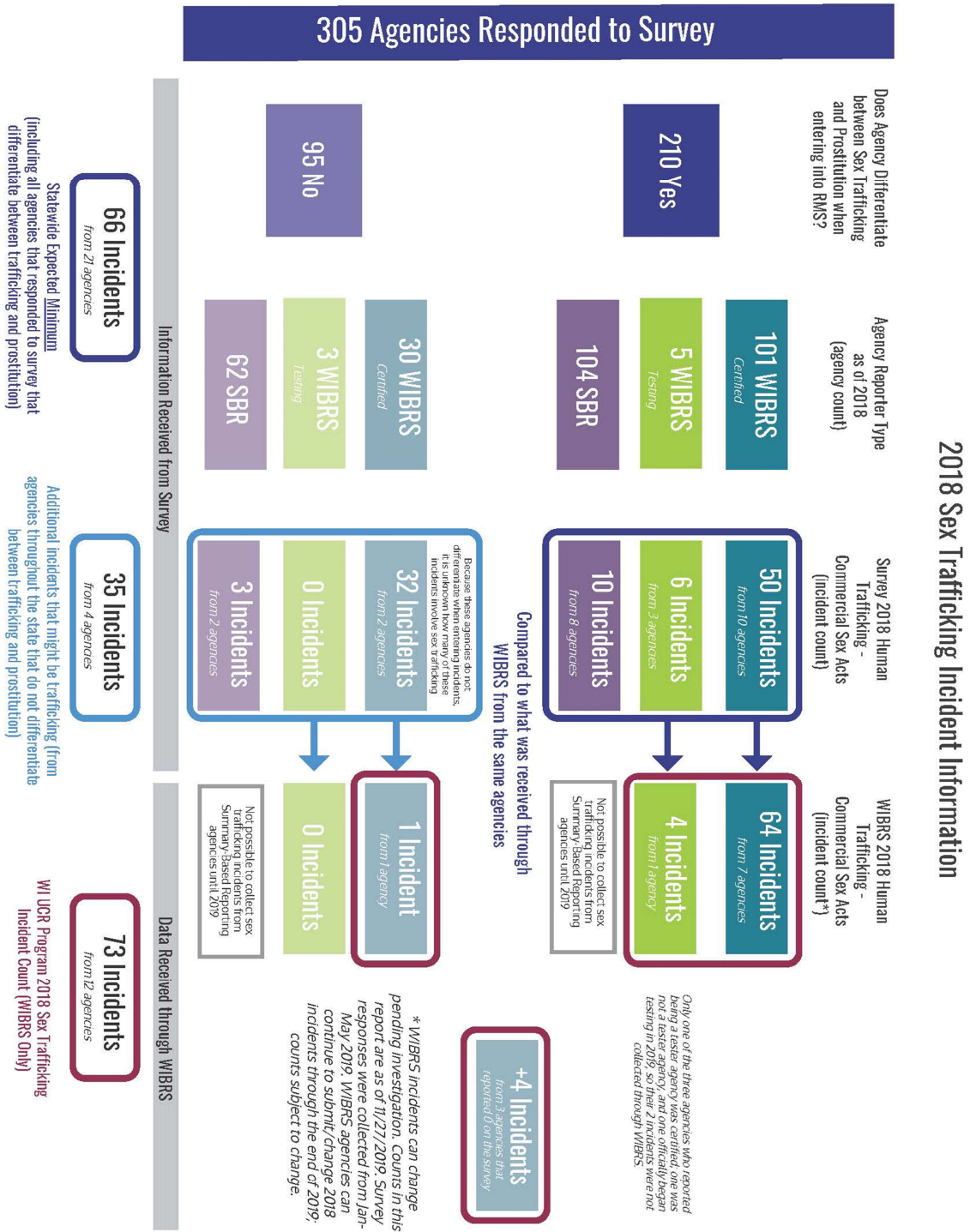
Appendix E

Flowchart of Responses to Incident Questions on Survey, 2014-2017



Appendix F

Responses to Incident Questions on Survey Compared to WIBRS Data Received, 2018



## Appendix G

### Additional Methodology Notes

There were 439 active UCR reporting agencies in Wisconsin as of January, 2019. That list, and whether the agency completed the Records Survey and the Head of Agency Survey are included in Appendix C.

#### **Records Survey Respondents**

Four agencies' responses were removed due to not being active UCR reporting agencies:

Neosho/Rubicon/Ashippun PD  
Town of Oakland PD  
Town of Randall PD  
Clear Lake PD

After removing incomplete responses, duplicate responses (keeping the response from the person with the longest tenure), and removing the four above, there were a total of 305 agency responses used in the Records Survey analysis.

***Records Survey N = 305 agencies***

#### **Head of Agency Survey Respondents**

Only the heads of the agency (Chief or Sheriff) were asked to fill out the Head of Agency survey. An item within the instrument asked the respondent to include their name, and to verify they were head of their agency. Two duplicate responses were deleted (the response from the Chief and Sheriff were kept; the other agency response was deleted). All respondents who confirmed they were the Chief/Sheriff of their agency were kept.

***Head of Agency survey N = 203 agencies; N = 171*** agencies after excluding respondents who were the HOA less than 6 months

***Combined Merged Dataset N = 180 agencies*** (agencies that completed both surveys)

***Comparisons to previous data collections:*** Raw data from previous data collections was unavailable. Readers should note the three data collections (2008, 2013, 2019) have different respondent populations that could account for some of the differences in opinion.

***Population:*** 2018 Population included in the agency list appendix and used to calculate percent coverage is the official population obtained from the FBI for Uniform Crime Reporting purposes. Tribal agencies and University police department populations are absorbed within the county(ies) they are in.

***Data Quality:*** BJIA staff filled in the UCR reporter type for agencies that responded they did not know their UCR reporter type for the purposes of sample description and population coverage only; all other agency responses were included in the report as they were submitted by the agency.

### Additional Notes on Tables and Figures

Table 2: One HOA did not respond to this question and answered the rest of the survey as if he had been the HOA for longer than 6 months.

### Comparison between HOA Survey and Records survey on respondent opinions

Figure 3: The response from the records survey was paired with the response from the head of the agency, and paired samples t-tests were conducted.

*How big of a problem do you believe human trafficking for the purpose of commercial sex acts is in your jurisdiction?* The HOA Survey response average ( $M = 2.55$ ,  $SD = 1.01$ ) was significantly higher than the Records survey response average ( $M = 2.10$ ,  $SD = .98$ ),  $t(179) = 6.08$ ,  $p < .001$ .

*How often would you say that human trafficking occurs within the state of Wisconsin?* The HOA Survey response average ( $M = 4.01$ ,  $SD = .77$ ) was significantly higher than the Records survey response average ( $M = 3.85$ ,  $SD = .74$ ),  $t(179) = 2.21$ ,  $p = .03$ .

An additional graphic below shows a crosstab of agency responses for trafficking prevalence opinions. For example, at 57 agencies both the head of the agency and the respondent to the records portion of the survey thought trafficking “happens often” in the state.

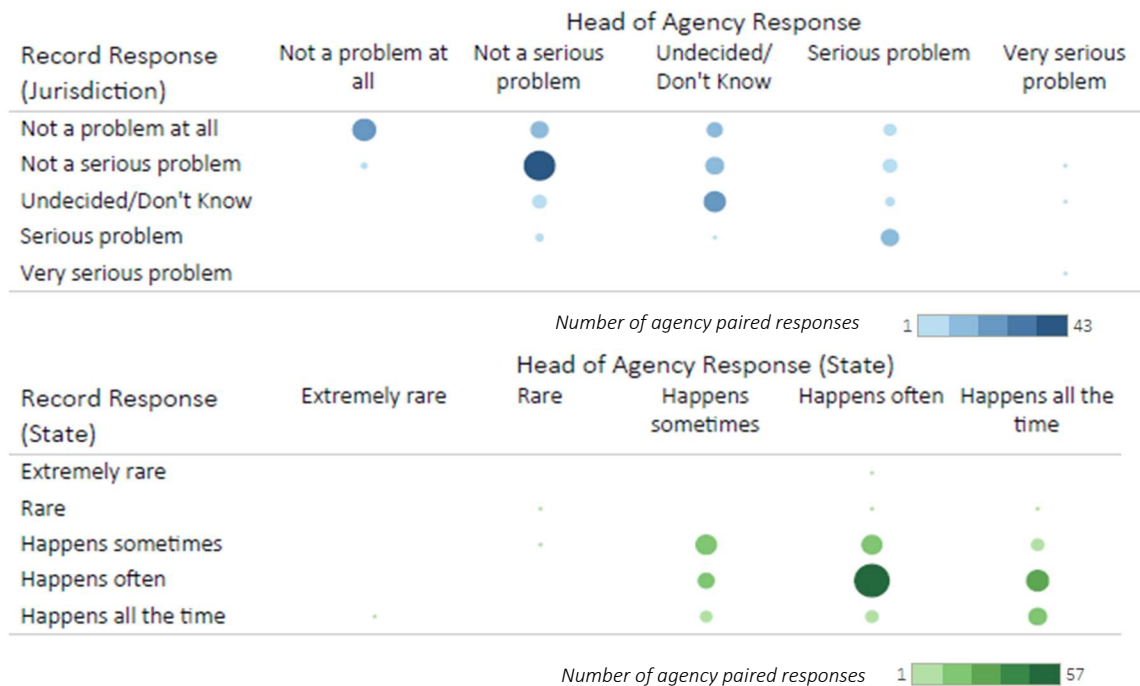


Figure 4: The map is a best guess based on survey responses as to which counties have at least one sex trafficking incident known to law enforcement between 2014-2018 that are not included in UCR data. The counties in dark blue have at least one agency that responded they did differentiate between trafficking and prostitution when entering data into the RMS, and they did have at least one case labeled as sex trafficking, and no agency in the county had ever reported a sex trafficking case to UCR. Most of those

agencies were not capable of sending a trafficking incident prior to 2019 due to limitations of the SBR collection system. As a reminder, not all agencies responded to the survey, so the map is not representative of complete or official crime data.

Referrals: For comparison purposes, an analyst searched the Wisconsin Centralized Criminal History Repository (CCH) for arrests and issued charges for Human Trafficking and Trafficking of a Child (*Wis. Stat. § 940.302 (1)(a)* and *Wis. Stat. § 948.051*) in 2018, and compared it to the survey responses regarding trafficking referrals sent to the District Attorney in 2018. There were agencies with arrests and/or charges in CCH that were not reflected on the survey, and vice versa. The charge question on the survey was “Did your agency refer any charges to the District Attorney’s Office for prosecution for human trafficking in 2018?” and did not include a specific statute to search. It is unclear how agencies searched their records management systems for an answer to this survey item. Additionally, the question asked about charges referred, not charges issued, and CCH includes arrests and charges issued. Not all arrests are referred for a charging decision or result in charges being issued, and a referral might not include an arrest. Therefore, the number of referred charges included in this report is unable to be verified with official CCH data, due to the two data sources not being comparable.

Figure 6: A one-way ANOVA was calculated to determine whether, as a state, any of the 4 different types of enforcement were being used significantly more or less than the others for enforcement of solicitation or prostitution. There was a significant difference in enforcement of solicitation [ $F(3, 229) = 7.59, p < 0.001$ ] and prostitution [ $F(3, 241) = 6.62, p < 0.001$ ]. Post hoc comparisons indicated the mean score for state charges being used to enforce solicitation ( $M = 55.84, SD = 40.19$ ) was significantly higher than warnings ( $M = 24.90, SD = 21.93$ ) or referrals with no charges ( $M = 24.06, SD = 23.17$ ). The same was true for the enforcement of prostitution, with the average use of state charges ( $M = 56.03, SD = 40.90$ ) being significantly more frequent than the use of warnings ( $M = 28.21, SD = 29.76$ ) or referrals with no charges ( $M = 32.08, SD = 31.98$ ).

Figure 6: Paired sampled t-tests were used to determine whether, as a state, each type of enforcement was used more frequently for solicitation or prostitution (i.e. the green bar on the figure compared to the blue bar on the figure for each type of enforcement). There were no significant differences.

**Records Survey (N = 305)**

## Agency Type

Police Department	228	74.8%
Sheriff's Office	63	20.7%
Tribal Agency	4	1.3%
University Police	10	3.3%
Total	305	100%

Overall, how big of a problem do you believe sex trafficking is in your jurisdiction? (This is your opinion only)

Not a Problem at All	102	33.4%
Not a Serious Problem	107	35.1%
Undecided/Don't Know	68	22.3%
Serious Problem	26	8.5%
Very Serious Problem	2	.7%
Total	305	100%

Based on your experience, how often would you say that sex trafficking occurs within the state of Wisconsin? (This is your opinion only)

Extremely Rare	1	.3%
Rare	5	1.6%
Happens Sometimes	99	32.5%
Happens Often	144	47.2%
Happens All the Time	56	18.4%
Total	305	100%

Does your agency differentiate between prostitution and sex trafficking cases when they are entered into the RMS?

Yes	210	68.9%
No	95	31.3%
Total	305	100%

Were any of these cases (the ones from 2018 only) sent to another agency (DCI, FBI, etc.) for further investigation?

Yes	7	2.3%
No	14	4.6%
I Don't Know	4	1.3%
Missing	280	91.8%

Total	305	100%
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Note: This question was only asked to agencies that reported a number other than 0 for “how many incidents (from 2018 only) have human trafficking – commercial sex acts as an offense?”

Did your agency refer any charges to the District Attorney’s Office for prosecution for human trafficking in 2018?

Yes	18	5.9%
No	287	94.1%
Total	305	100%

How often are incidents that have been confirmed as sex trafficking incidents entered into the records management system AS sex trafficking?

Always	30	9.8%
Often	0	0.0%
Sometimes	1	.3%
Rarely	3	1.0%
Never	7	2.3%
Missing	264	86.6%
Total	305	100%

Note: This question was only asked to agencies that reported a number other than 0 for the number of incidents between 2014-2017 or 2018 with human trafficking – commercial sex acts as an offense.

How often are incidents suspected as sex trafficking entered into the records management system as sex trafficking?

Always	41	13.4%
Often	5	1.6%
Sometimes	7	2.3%
Rarely	21	6.9%
Never	44	14.4%
My agency has never had a case of suspected sex trafficking	187	61.3%
Total	305	100%

### Head of Agency Survey (N = 203)

Note: Some questions were not asked to heads of agencies who had been in their position for less than 6 months. Those questions include a note below the table.

Overall, how big of a problem do you believe human trafficking for the purpose of commercial sex acts is in your jurisdiction?

Not a Problem at All	31	15.3%
Not a Serious Problem	79	38.9%



Undecided/Don't Know	54	26.6%
Serious Problem	36	17.7%
Very Serious Problem	3	1.5%
Total	203	100%

Based on your experience, how often would you say that human trafficking occurs within the state of Wisconsin?

Extremely Rare	1	.5%
Rare	3	1.5%
Happens Sometimes	48	23.6%
Happens Often	99	48.8%
Happens All the Time	52	25.6%
Total	203	100%

Does your agency enforce solicitation laws (laws against buying)?

Yes	174	85.7%
No	29	14.3%
Total	203	100%

Does your agency use any of the following to enforce solicitation laws (laws against buying)? Check all that apply:

Municipal ordinances	62 agencies
State charges	133 agencies
Warnings/no charges	21 agencies
Referrals to community programs/no charges	17 agencies

Does your agency enforce prostitution laws (laws against providing sex for money)?

Yes	183	90.1%
No	20	9.9%
Total	203	100%

Does your agency use any of the following to enforce prostitution laws (laws against providing sex for money)? Check all that apply:

Municipal ordinances	56 agencies
State charges	144 agencies
Warnings/no charges	19 agencies

Referrals to community programs/no charges	26 agencies
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Does your agency enforce prostitution laws against juveniles (under 18) engaged in conduct that would constitute prostitution?

Yes	118	58.1%
No	37	18.2%
It depends on circumstance	48	23.6%
Total	203	100%

Does your agency have any specific policy to differentiate between prostitution and human trafficking for the purpose of commercial sex?

Yes	18	8.9%
No	153	75.4%
Missing	32	15.8%
Total	203	100%

Note: This question was not asked to heads of agencies who had been in their position for less than 6 months.

Does your agency actively use any methods to identify high-risk youth (such as the Dallas Model) to combat human trafficking?

Yes	11	5.4%%
No	160	78.8%
Missing	32	15.8%
Total	203	100%

Note: This question was not asked to heads of agencies who had been in their position for less than 6 months.

Does your agency refer cases of suspected human trafficking of a child to CPS? (Or would your agency refer if a case like this occurred?)

Yes	187	92.1%
No	8	3.9%
It depends on circumstance	8	3.9%
Total	203	100%

Does your agency refer victims (both adults and youth) of trafficking for services? (Or would your agency refer a victim for services if you had a victim of trafficking?)

Yes	156	76.8%
No	15	7.4%
Missing	32	15.8%

Total	203	100%
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Note: This question was not asked to heads of agencies who had been in their position for less than 6 months.

## Appendix H

### Selected Comments from Agency Heads



We have no cases in 2018, however our local Police Dept's reported several cases. With I-43 going through the heart of our county I feel that sex trafficking is occurring. I believe that many of the cases are not reported.

100 percent of the cases are not reported. I am not aware of our agency receiving any reports. I do feel that there are cases where drug dealers are taking advantage of women who trade sex for drugs.

The one portion of our community population which may be susceptible and tend to under report is that of our Hispanic community. We continue to reach out to this population get a better understanding of the threats to them.

My perception is that unreported cases are very rare. We are a rural community and many of the residents know each other. School District students and staff are also close and all the students know the peers in their grades.

I believe there are cases that occur in our jurisdiction as we are located along the Interstate between two MAJOR cities and have several hotels along the route. Unfortunately, I think most of these are unreported or investigated in a reactive manner rather than proactive/ preventative due to lack of information.

We believe we have a large under-reporting or non-reporting problem in [location]. There have been recent instances where cases were uncovered while detectives were investigating a completely different type of crime.

We do not receive actual reports of it occurring here. Just rumors and innuendo.

I do feel there may be some cases that are not reported. I also feel that due to our methamphetamine issues there are probably more cases of use of sex as a form of payment for drugs. In these cases we have found that the female/male/victim is very willing to make the trade, do not have a pimp, receive the drugs that the service is provided for and both parties are mutually satisfied with the 'transaction'.

I believe that we are not receiving calls about human trafficking yet. Not much word out there for the general public.

What is your perception of the proportion of sex trafficking cases in your jurisdiction that are reported to your agency?

Not reported at all. The information received by the department has come from task force operations and intelligence information.

If sex trafficking is occurring in [location], it is probably related to the tourist industry during the tourist season.

Not reported at all, too scared and most non documented. Also uneducated to what it really is.

Some trafficking is reported as other crimes (battery, DV); 30% reported.

My jurisdiction includes [location] and there is a lot of people coming and going to this area. Most of the cases my agency has worked have included other agencies such as DCI or the FBI. Often the victims and their traffickers are only here for an extended weekend and then go back to Madison, Milwaukee or Chicago. I don't think we have ever had a case of trafficking reported directly to us.



We continue to work with RCAHTTF and other agencies to address this issue at the upper levels. However, more training opportunities are needed for line level officers and more regionalization is needed to effectively make a dent and ensure intelligence sharing across jurisdictions.

Sex trafficking is a problem in small communities, however budget restraints prevent the agencies from addressing special needs of this nature. Funding for specific programs of this nature would benefit the community and address the problem.

We have not had cases here at the University but I recognize it is an area that may come on the radar soon plus adding in a international population. Targeted training related to Universities and how they are involved in trafficking would be desired.

We have programming in our jail for victims of human trafficking that also committed crimes. It is a captive audience.

In addition to the existing partnerships, we are planning on partnering with the Boys and Girls Club as a resource for runaways (especially before they may become chronic) to try to provide resources before an at-risk child could become victimized.

Relationship with LOTUS has only recently begun.

Beginning in 2019, the [department] will be adding a new detective position which will be dedicated to investigating cases of Human Trafficking. We will look to expand further in the coming years.

We currently participate in SE WI's Human Trafficking Task Force and will continue to support the efforts with the goal of reducing the number of people that are victimized.

More awareness needs to be given to LE and first responders in Human trafficking. I did hold a seminar in [location] for truckers, truck stop owners, LE and prosecutors several years ago. Just started a coalition in the county and I'm putting together a LE task force regarding same.

We do need to take up additional training and update policies.

Recently trained all patrol officers on HT. Future in-service training planned. I have 2 designated investigators for HT. We use the Drug Endangered Children model for services. Developing a more robust runaway form / process to ID HT.

Our agency is working with DHS to provide awareness that this may be going on, in [location] with the adult entertainment taverns, and due to the tourism industry being our prime source of income for our area.

We need to write a policy on this. We have one investigator who is passionate about this topic and could have answered these questions better than I did.

We have just added the Lethality Assessment for domestic violence as a new policy and procedure which could assist in identifying potential victims. All officers have 40 hours of CIT training which assists with this area of awareness. Have interviewed all returned runaways for this or any other concern. Any additional training you can send for patrol I would assign. Short roll call training 5 to 10 minutes works the best in a repeated format in my opinion. This should also be rolled into SRO training in more depth.

### Additional comments, including new initiatives, planned changes in policy, etc.

Our department serves a rural community, however, we are only 40 minutes from the St. Paul/Minneapolis Metro area. More information and training on Human Trafficking would be welcome.

Our community handles very few cases of prostitution/human trafficking. We have no hotels in our community, we are not located along an interstate, and we have few rental properties in our community. Our residences are primarily owner occupied. I personally am highly trained in human trafficking cases. I worked human trafficking cases in my previous federal law enforcement employment with Homeland Security Investigations (HSI). I try to impart that knowledge to my officers when circumstances and opportunities arise.