Howard County
Office of Human Trafficking Prevention
Department of Community Resources and Services
2021-2022 ANNUAL REPORT AND PLAN FOR 2023
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In 2014, Howard County commissioned the first Howard County Human Trafficking Task Force. Task Force members concluded that there was a strong basis to recommend increased services to victims; human trafficking awareness education for everyone in our community; and additional coordination between our various partnering agencies and community-based organizations. 2017 saw the creation of the Office of Human Trafficking Prevention within the Department of Community Resources and Services (DCRS) and the implementation of an Executive Order establishing the Howard County Human Trafficking Prevention Coordination Council (HTPCC). The Executive Order required the Council to conduct the following activities: review and prioritize the recommendations of the Human Trafficking Task Force Report of 2014 and advise the County Executive on effective methods and organizational structure to permanently coordinate and sustain human trafficking prevention efforts in the County. The Coordination Council began meeting in mid-2017 focused on these tasks.

In fall 2020, Howard County’s collective human trafficking team of OHTP, HopeWorks of Howard County and Howard County Police Department’s Vice and Narcotics Unit, Human Trafficking Section received a competitive three-year award from the U.S. Department of Justice’s Office for Victims of Crime (OVC) under its Enhanced Collaborative Model Task Force to Combat Human Trafficking.

The HTPCC was made permanent by County legislation in 2019 (CB 52-2019) and remains staffed by the DCRS Office of Human Trafficking Prevention. In late 2019, the HTPCC and DCRS issued a multi-year report to the County Executive making several recommendations regarding the HTPCC, DCRS’ OHTP and future efforts against trafficking.
Two of the most direct recommendations to OHTP were to seek outside funding sources to expand the County's ability to do this work and increase its staffing level. Both have been accomplished.

In fall 2020, Howard County’s collective human trafficking team of OHTP, HopeWorks of Howard County and Howard County Police Department’s Vice and Narcotics Unit, Human Trafficking Section received a competitive three-year award from the U.S. Department of Justice’s Office for Victims of Crime (OVC) under its Enhanced Collaborative Model Task Force to Combat Human Trafficking. This award generally operationalizes local human task forces and seeks to align them with best practices in law enforcement, victim services and public engagement efforts in the anti-trafficking field. Howard County was one of only nine new jurisdictions nationwide selected for this award in 2020, joining an elite group of 45 local and statewide task forces funded by this award as of spring 2022. This award and all the team’s collective progress towards its goals are managed by OHTP.

The most significant impact of the OVC award in its first year was the critical funding it provided the collective Howard County anti-trafficking team to grow its staff capacity. In addition to delivering a new Corporal hire in HCPD’s Human Trafficking Section and support for existing anti-trafficking positions at HopeWorks, OHTP also hired a new full-time program assistant. The new award-funded corporal has expanded HCPD’s ability to proactively investigate trafficking cases. OHTP’s program assistant has expanded OHTP’s capacity to support the HTPCC and all OVC award activities, which include data collection and analysis, protocol development, and developing training and awareness materials and event plans. During the COVID-19 pandemic, instead of planned in-person site visits to other leading jurisdictions and other high-level in-person learning opportunities, the Core Team shifted to accessing virtual training opportunities and dedicated significant time to taking advantage of OVC’s expert technical assistance remotely.
COORDINATION OF HTPCC ACTIVITIES

OHTP serves as lead staff to the HTPCC which consists of over 20 appointed and volunteer members. The HTPCC is currently chaired by Howard County Office of Human Rights and Equity Administrator Yolanda Sonnier, Esq., and vice-chair Dr. Jon Steuernagle. It meets bi-monthly as a full group and with an active Training, Outreach and Partnerships subcommittee that meets regularly. OHTP staff endeavor to support productive HTPCC meetings and involve HTPCC members as much as possible on appropriate work around their interests and expertise. There is a basic self-training requirement and limited confidentiality agreement for all members while meetings remain open to the public. In 2022, the HTPCC adopted updated member expectations which request all members assist in connecting OHTP to at least one community outreach opportunity per year. At different times over the past two years OHTP has facilitated smaller group meetings around policy, legislation, medical and real estate issues that will convene only as needed going forward. OHTP continues to recruit new partners that are well-positioned to enhance our collective work to join HTPCC meetings or collaborate outside of meetings.

DRIVING THE HOWARD COUNTY CORE TEAM OF LAW ENFORCEMENT AND VICTIM SERVICES

The HTPCC Core Team meets monthly to confidentially review human trafficking investigations, cases, recent tips and discuss appropriate service provision – always seeking to utilize a victim-centered, multi-disciplinary approach. The Core Team along with the full HTPCC also holds quarterly, generalized victim service and law enforcement data reviews – with the understanding that our data does not indicate the true prevalence of sex and/or labor trafficking in the County. Nonetheless, this data is more substantive than any the County has gathered and tracked in the past. Our goals are to continue regular reviews and analysis of our county law enforcement, services, training, partnerships and other task force related data, identifying any trends or key observations over time and using that information to inform future HTPCC actions, like education and outreach focused more on labor trafficking due to the low instances of labor trafficking victim identification in the County.
KEY OHTP ACTIVITIES IN 2021-2022

Key activities built on the office’s foundation of raising community awareness of trafficking with educational presentations for community groups and workplace focused trainings. OHTP will continue to conduct these valuable activities, but with its additional staff member, will enhance those efforts, and take on additional projects to improve our local responses to trafficking.

1. Extended human trafficking training to all Howard County Fire and Rescue Services personnel, who are well positioned to observe situations that could involve trafficking, interact well with potential victims, and respond appropriately. As of October 8, 2021, 487 active career Fire and Rescue employees have received training, which represents a 94.9 percent completion rate.

2. Reinstituted human trafficking training for 90 supervisory nurses Howard County General Hospital (“HCGH”) with HCPD, HopeWorks and the Maryland Human Trafficking Task Force’s Medical Subcommittee. Despite the challenges presented by the COVID-19 pandemic, HCGH remains committed to conforming with the updated Maryland Hospital Association Guidelines on human trafficking and has been a great partner in terms of the desire to implement updated trainings for all personnel and refer potential victims smoothly to appropriate local service providers.

3. Partnered with Visit Howard to engage local hotel operators with useful education on sex and labor trafficking, foster appropriate communication with law enforcement.

4. Conducted pilot collaboration with HCPD, Fire and Rescue, State’s Attorney, and County Solicitor to responsibly engage with local massage businesses and workers. Coordinated worker outreach material distribution during HCPD inspections, Fire Code inspections, and property manager education effort. This effort resulted in information sharing with approximately 30 local massage workers, responsible new engagements with four local commercial property managers and will inform future outreach plans.

5. Engaged with national experts to inform and build Howard County’s anti-trafficking data analysis and worker-centered, rights-based outreach plans: ICF, Framework, Chicanos por la Causa (Phoenix-based), Centro de los Derechos del Migrante (CDM – Baltimore/Mexico based) and partners on the Maryland’s Human Trafficking Task Force’s Steering Committee and Labor Trafficking Committee.

6. Community Outreach Activities
   a. In partnership with Centro de los Derechos del Migrante (CDM), conducted Pilot Direct Outreach Efforts to seasonal workers vulnerable to labor exploitation with accessible know-your-rights materials, free food. Approximately 18 local seasonal migrant workers were counted throughout the County and seven were engaged in direct, rights and needs-based conversations in Spanish with CDM staff.
b. To commemorate Human Trafficking Awareness Month in January
   i. Partnered with Howard County’s Public Library System and the Office of Human Rights to host a virtual screening and panel discussion of PBS Frontline’s series, *Trafficked in America*, a labor trafficking focused documentary in January 2022, drawing 20 attendees.
   ii. Produced Red Sand Project trafficking awareness video with HTPCC members and County Executive in January 2021.

c. To commemorate World Trafficking in Persons Day on July 30, HTPCC members posted informational flyers at over 45 local businesses in July 2021 and are on pace to post informational flyers at over 75 local businesses in July 2022.

7. Organized rally in support of local survivors with statewide victim service leaders and large court-watching group at prominent federal case sentencing. Due to the outstanding work of HCPD and Homeland Security Investigations, this case resulted in a rare 18-month federal sentence for the defendant and compensation ordered to be paid to survivors. Federal partners credited this group’s rally and in-person presence as a positive factor in the case result.

8. Performed initial human trafficking vulnerability data reviews, for incorporation into our full community assessment in 2023 (discussed below).

9. Joined Howard County DCRS’ Office of the Local Children’s Board Local Care Team, participating actively in monthly case review discussions and multidisciplinary meetings with local families and youth with intensive needs, providing direct guidance where appropriate on human trafficking and available local resources.

10. Participated actively on Howard County’s inaugural Latino focused workgroup, La Alianza Latina, focusing on the Economic Development, Empowerment and Equity committee.

11. Initiated new, productive partnerships with the Howard County Departments of Fire and Rescue; Housing and Community Development; Office of Human Rights and Equity; Office of the State’s Attorney; the Office of Law; DCRS’ Office of Community Partnerships; Local Children’s Board; and Office for Children and Families, as well as two key county partner organizations: Grassroots Crisis Intervention Center and Bridges to Housing Stability. Each has been willing to engage extensively on the development of new initiatives to benefit trafficking survivors. OHTP has also been pleased to have initial conversations regarding future collaborations around legal services and outreach with staff at the Howard County Departments of Recreation and Parks, Health, Luminus, CASA, CDM, the Maryland Human Trafficking Prevention Project at the University of Baltimore School of Law, and the County Executive’s Latino working group, La Alianza Latina.
HOWARD COUNTY HUMAN TRAFFICKING KEY DATA HIGHLIGHTS

From January 1, 2021, through March 30, 2022
HCPD’s human trafficking section identified 15 potential trafficking victims and offered to connect them with appropriate, high-quality services.

From April 1, 2021, through June 30, 2022
HopeWorks and TurnAround served 29 trafficking victims and responded to 55 contacts.

* Caution: These numbers are NOT indicators of prevalence of sex or labor trafficking and can be misleading taken out of appropriate context.

The Office of Human Trafficking Prevention at DCRS reached approximately 800 individuals with virtual education and engagement on trafficking.
- 487 fire career personnel (mandatory)
- 26 fire civilians and volunteers (non-mandatory, out of 288)
- 177 other public attendees

HOWARD COUNTY LAW ENFORCEMENT DATA

NUMBER OF HUMAN TRAFFICKING CASES
HCPD RECORDS DIVISION

This data from the Howard County Police Records Division represents the number of cases reported to the state of Maryland and the FBI that meet the Uniform Crime Report definition of human trafficking. HCPD is required to maintain and report this data to the FBI. Suspicions of sex work occurring on their own are not included in this data, nor are detentions, citations or arrests of sex buyers. These reports are generated by all HCPD units, including patrol, as well as tips from the public.

2016: 17 cases
2017: 17 cases
2018: 13 cases
2019: 11 cases
2020: 10 cases
2021: (through October): four cases
HUMAN TRAFFICKING ARREST DATA
HCPD RECORDS DIVISION

This data represents the number of people arrested by HCPD for human trafficking criminal offenses.

- 2018: four arrested
- 2019: six arrested
- 2020: eight arrested
- 2021: two arrested

HUMAN TRAFFICKING VICTIM DATA
HCPD VICE AND NARCOTICS DIVISION

Data represents the number of unduplicated contacts with potential victims by HCPD’s highly trained unit in human trafficking.

- 2018: 10 adults + two juveniles = 12 total victims
- 2019: 29 adults + three juveniles = 32 total victims
- 2020: 15 adults + two juveniles = 17 total victims
- 2021: seven adults + one juvenile = eight total victims

HOWARD COUNTY POLICE HUMAN TRAFFICKING
REGIONAL NAVIGATOR PROGRAM

2021: two referrals

HOWARD COUNTY OFFICE OF THE STATE’S ATTORNEY

2017: indicted eight human trafficking defendants; referred one for federal prosecution
2018: indicted three human trafficking defendants
2019: indicted six human trafficking defendants; referred two for federal prosecution
2020: indicted seven human trafficking defendants; three resulted in pleas in Howard County Circuit Court
2021: indicted two human trafficking defendants; referred one for federal prosecution; one pending trial in 2022

The Howard County Regional Navigator is a state-funded role focused on coordinating the service response to reports of potential trafficking for anyone under the age of 24. This responsibility was held by Howard County Police’s Family Crimes and Domestic Violence team which is co-located with our Department of Social Services’ Child Welfare Services, Office of the State’s Attorney Victim Services Coordinator, at the Howard County Child Advocacy Center which remains an accredited interview location for minors that also provides medical and therapy services. OHTP is supporting HCPD and TurnAround in transitioning this critical role to TurnAround staff going forward.
OFFICE OF HUMAN TRAFFICKING PREVENTION DATA

OHTP Public Tips and Service Consultations
2020: four public tips, five service consultations
2021: three public tips, two service consultations
2022 (through June): nine public tips, three service consultations

In addition to the public contacting HCPD, OHTP occasionally receives direct information about potential human trafficking situations and/or exploitative workplaces in the County. OHTP also receives time-sensitive, case-specific inquiries from peer agencies and partner organizations in the region for guidance on navigating Howard County law enforcement or service options; these are referred to as service consultations above.

In all situations depending on the level of information shared and stated age of any potential victims, OHTP strives to respond quickly to the party contacting them and provide appropriate connections to services, law enforcement or provide accurate guidance for the concerned party to follow in the future. OHTP consistently communicates that contacting OHTP is not a substitute for necessary reporting to Howard County’s Human Trafficking Regional Navigator and Child Protective Services where situations involve a person under the age of 24.

HOWARD COUNTY VICTIM SERVICES DATA

During a 14-month period (April 1, 2021, through June 30, 2022) HopeWorks and TurnAround served 29 victims of trafficking. They provided the following services:
Our data is consistent with law enforcement and service trends in many jurisdictions nationwide: heavily focused on sex trafficking, not labor trafficking, or cases involving sex and labor trafficking. The number of clients in case management services (29 in a 14 month-period) is the most accurate indicator of individual clients that chose to receive ongoing services beyond initial safety planning and phone communication. The length of time that an individual trafficking victim remains actively in services with a high-quality service provider can vary significantly.

OHTP urges readers not to draw any conclusions about the prevalence of trafficking in Howard County from any of the law enforcement, victim services or OHTP data presented above. Law enforcement and service data can be misleading without appropriate context. OHTP speculates there are multiple reasons why HCPD cases as reported above have trended downward in recent years. None of these reasons reflect either a reduction in investigative attention or effort nor an actual reduction in human trafficking occurrences in the County. It remains OHTP’s hope that in the next several years, with more focused outreach efforts and the building out of the County’s regional navigator presence, that Howard County will see more sex and labor trafficking cases identified, investigated and prosecuted with victim-centered methods, and victims of all ages offered appropriate high-quality services that best fit their needs.

Over the next two years the County will benefit from a longer, steadier stream of relevant local law enforcement and victim service data alongside its new direct service partner for trafficking victims of all ages; TurnAround. While future data sets will still not paint a complete picture of trafficking in the County, we expect they will allow us to draw better conclusions in terms of focus and future resource allocation.
SNAPSHOT OF HOWARD COUNTY VULNERABILITIES FOR EXPLOITATION AND TRAFFICKING

A best practice in the anti-trafficking field is to focus on studying the recognized vulnerabilities for sex or labor exploitation and trafficking. This is a tall order since there are unfortunately many recognized vulnerabilities for trafficking such as poverty or economic hardship; having an unstable living situation; being part of a marginalized group like undocumented immigrants and/or LGBTQ+ in the U.S.; drug addiction (by a person or a family member); prior significant personal trauma; and, lack of supportive relationships in a person’s life. Certain low-wage industries nationwide are viewed as more vulnerable where trafficking victims have been identified with greater frequency. Examples include traveling door-to-door sales crews; domestic work; health and beauty services; and, employers using seasonal migrant workers on H2A and H2B visas in agricultural and non-agricultural workplaces such as construction and landscaping. Employers with significant and/or repeated federal or state labor violations are also a concern. These data points and more will be incorporated into OHTP’s assessment of Howard County’s vulnerabilities for trafficking that will be conducted in 2022-23. Its findings will be mapped and analyzed to best inform future outreach and other initiatives for OHTP and the HTPCC.

- As of May 2022, 11 employers in Howard County received federal authorization for seasonal H2A or H2B visas. There were 48 H2A worker authorizations at five employers and 279 H2B worker authorizations at six employers. Local employers that requested these types of visas are in the agriculture, tree, landscaping companies, pool servicing, horse care/racing industries. In June 2022, OHTP outreach partner CDM counted 18 of these H2A and H2B migrant workers present in the County and engaged seven in direct, rights and needs-based conversation. Four of these employers had occupational health and safety or other federal wage and hour violations investigated by the U.S. Department of Labor’s in 2021.
- Thirty-seven employers had three or more federal labor violations since 2017 where back wages were agreed to. Twenty-nine percent of these employers were commercial or residential construction or contracting companies. Ten percent were landscaping and nursery/tree companies. Other industries represented in this group of employers are private security, food service, hotel, home health care, and other staffing agencies.
- Twenty-one employers had county or state wage-related claims filed against them by workers with the Maryland Department of Labor (MDDOL), since January 1, 2020, where an investigation resulted in a paid assessment between $300 and $14,000. Nineteen percent were health or home-care related employers and fourteen percent were child care. Other industries represented in this group of employers are construction/property contractors, transportation and logistics services and non-profit organizations. Two of the 21 recent MDDOL investigations of local employers were referred to the Maryland Office of the Attorney General for further action.
- As of early 2022, there were 13 open massage businesses, employing over 20 workers.
- Percentage of the population **unstably housed**: 139 persons experiencing homelessness in 2020 (99 sheltered, 40 unsheltered, 30 chronically homeless).\(^6\) 201 persons experiencing homelessness in 2019 (129 sheltered, 72 unsheltered).\(^7\)

- Percentage of population that is housed but **rent burdened**: 44.5 percent (12,404 out of 27,903 total rented households). 93 percent of renting households with incomes under $34,999 (approximately 6,219) were identified as rent burdened.\(^8\)

- Estimated number of **runaway/homeless youth**: 85 unaccompanied homeless youth in 2018.\(^9\)

- Percentage of the **population in poverty**: 5.1 percent in 2020,\(^10\) up from 4.8 percent in 2019,\(^11\) which was a 7.09 percent 1-year decrease from 2018.\(^12\)

- Percentage of the **population unemployed**: 5.1 percent in 2021, up from 4.3 percent in 2020 and 2.7 percent in 2019.\(^13\)

- Estimated number of **youth involved in the child welfare/juvenile justice systems**: 99 monthly child welfare reports (12-month median) from March 2021-2022; 149 monthly child welfare reports (12-month median) from March 2020-2021; 209 monthly child welfare reports (12-month median) from 2019-2020.\(^14\)

- **Immigrant population**: approximately 67,400 people, or 20.7 percent of county residents were born outside of the country. This is the third highest percentage of foreign-born population of all jurisdictions in the state. Approximately 8.4 percent of these residents are not U.S. citizens.\(^15\) As of 2018, the foreign-born population in Howard’s three largest reported places of ancestry or birth by far are: Asian Indian, Korean and Chinese. Following these groups, the next largest foreign-born nationalities in the county in descending order are: Nigerian, Ethiopian, Salvadoran, Pakistani, Vietnamese, African, Mexican, Honduran and Filipino. Looking for geographic differences of where immigrants reside in the county; Chinese, Asian Indian and Korean immigrants constitute the top three ancestries/nationalities of origin in Western Howard (West of Rt. 29/North of Rt. 70). Korean, Asian Indian and Nigerian constitute the top three ancestries/nationalities of origin in Eastern Howard (East of Rt. 29/South of Rt. 70).\(^16\) County data also shows regardless of place of birth, Latinos constitute the largest percentage of population in the Savage and Elkridge subdivision in the eastern corners of the county, with the lowest percentage being in the Lisbon subdivision in the western corner of the county.\(^17\)
OHTP WORK PLAN FOR 2022-2023

STRENGTHEN OUR CORE TEAM AND THE HTPCC BY

1. Enhancing and sustaining critical direct services available to trafficking survivors, embracing a stronger, regional approach with new service partner, TurnAround.
2. With support from HTPCC members, adopting protocols that establish lasting best-practice guidelines for the HTPCC.
3. Initiating positive, ongoing survivor leader expert consulting relationships to enhance all our work.
4. In partnership with full HTPCC, conducting additional community awareness and education initiatives and trainings using standardized materials.
   a. Continuing to enhance the OHTP website with useful learning opportunities for the public, including industry fact sheets, noting applicable labor laws in industries where exploitation occurs nationally.
   b. Maintaining a Community Outreach Annual Calendar with HTPCC members' support.
   c. Grow our list of community contacts and partner DCRS offices.
5. Remaining data-driven in our work with detailed quarterly data reviews and ongoing vulnerability reassessments. These will guide law enforcement, service provision, outreach and partnership strategy and resource direction.

LAY FOUNDATION FOR GREATER VICTIM IDENTIFICATION, ESPECIALLY LABOR TRAFFICKING

1. With a full array of community and program partners, perform a full Community/Threat Assessment for all trafficking vulnerabilities. This assessment will be broad, focused on the many vulnerabilities for trafficking and collect additional quantitative and qualitative data to build on the types of publicly available data points discussed above. This assessment will then inform all future outreach, strategic efforts and resource direction.
2. Implement basic human trafficking awareness training for all Howard County employees, reaching approximately 3,000 new individuals.
DEVELOP LONG-TERM MULTI-MODAL PROACTIVE OUTREACH PLAN, WHICH WILL INCLUDE

1. Expanding the reach of OHTP through its HTPCC, and new partnerships with other County agencies, immigrant-focused groups and service organizations, key faith and community organizers and groups, businesses and business organizations.

2. Consistent civilian-led outreach efforts to vulnerable workers. Focus will be on embracing the best practice of meeting workers safely where they are, building trust and offering useful information on their rights and other immediate needs. We will embrace a rights-based approach to this outreach, meaning that workers are not passive recipients of services, but active participants in the direction of their lives.

3. Marketing plans for print and digital materials, with thoughtful pacing of future material rollouts and public awareness campaigns, social media, branding and consistency for OHTP and HTPCC.

4. Prioritizing future areas of focus for training and community awareness efforts including
   a. Strategic informational postings in businesses, churches and other religious and community congregation locations, other public locations in County.
   b. Public recognition for voluntary staff training(s) using live or online recorded content created by and/or approved by the HTPCC, and other initiatives.
   c. Updates to County contracting policies to emphasize human trafficking awareness and zero tolerance for labor violations.

OHTP PLANS FOR 2023 AND BEYOND

In addition to continuing its core work of ensuring survivors are offered high quality services, supporting survivors and law enforcement each appropriately, overseeing our data efforts and OVC award activities, and coordinating community education, awareness and training efforts, OHTP plans to:

1. Complete OVC Purpose Area 1 award activities, consider future applications for OVC and other sources of outside funds to sustain anti-trafficking work wisely.

2. Implement sustainable Outreach Plan, continuously revisiting new data and vulnerability indicators.

3. In partnership with TurnAround, and other local and regional partners, work to increase emergency shelter and longer-term housing options and work opportunities for trafficking survivors. Business recognition initiatives, other existing partnerships will hopefully play a positive role in these activities.

2 Id.


5 Wage and hour claims data provided by Maryland Department of Labor Licensing and Regulation to OHTP, June 28, 2022. According to MD DLLR staff comments to OHTP staff, over 95 percent of all wage claims filed with DLLR are for unpaid labor. Only three to five percent of all claims filed with MD DLLR are overtime related, and one percent are minimum-wage related, including local minimum wage laws where they exist.


8 Id.


15 See Data USA: Howard County, MD, “Diversity,” available at: https://datausa.io/profile/geo/howard-county-md#demographics (citing the U.S. Census Bureau, American Community Survey Five-year estimate).
