2019
Annual Report
This report is submitted by the New York State Interagency Task Force on Human Trafficking as required by Section 483-ee (c) of the New York State Social Services Law. It details information about the Task Force’s activities and the individual agencies and their efforts to fight human trafficking throughout New York State.

Representatives from two state agencies, the Division of Criminal Justice Services and the Office of Temporary and Disability Assistance, serve as co-chairs of the Interagency Task Force and staff from those agencies support its work.

Andrew M. Cuomo  
*Governor*  
State of New York

Michael P. Hein  
*Commissioner*  
New York State Office of Temporary and Disability Assistance

Michael C. Green  
*Executive Deputy Commissioner*  
New York State Division of Criminal Justice Services
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Overview

The New York State Interagency Task Force on Human Trafficking coordinates all the state’s interagency activities regarding human trafficking. The commissioner or a designee from the state Division of Criminal Justice Services (DCJS) and the Office of Temporary and Disability Assistance (OTDA) co-chair the Task Force, which also has representation from the Department of Health (DOH), the Office of Mental Health (OMH), the Department of Labor (DOL), the Office of Children and Family Services (OCFS), the Office of Addiction Services and Supports (OASAS), the Office of Victim Services (OVS), the Office for the Prevention of Domestic Violence (OPDV), and the New York State Police (NYSP).

Established in 2007, the Task Force emerged from state legislation enacted to target sex and labor trafficking and to support the victims of these crimes. Under this law, OTDA and DCJS began confirming human trafficking referrals from law enforcement so that victims would be eligible for assistance and services. The Task Force was reauthorized by the state Legislature in 2016. For the first time, agencies other than law enforcement could submit human trafficking referrals to the two agencies. As a result of this change, OTDA and DCJS experienced a 150 percent increase in referrals in 2016. Referral levels have remained consistent since this time. The Task Force will continue to exercise its authority to address the needs of trafficking victims.

In 2019, the Task Force met on Jan. 31, April 15, Sept. 16, and Dec. 16. The January meeting coincided with Human Trafficking Awareness Month and was hosted by the John Jay College of Criminal Justice. This meeting was followed by a program on labor trafficking and survivor experiences, which was open to both students at the college and the public. The subsequent three meetings were in Albany and featured speakers from Capital Region service providers, the Brooklyn District Attorney’s Office, the state Department of State, and the state Department of Labor.

The speaker from the Department of State discussed new legislation allowing victims of sexual offenses, stalking and human trafficking to participate in the agency’s Address Confidentiality Program. Signed into law by Governor Andrew M. Cuomo in August 2019, the program allows victims to keep their address hidden from their perpetrators by using a substitute address instead of their actual home, school or work address. The representative from the Department of Labor discussed their agency’s labor trafficking investigations.

The Brooklyn District Attorney’s Office reviewed their human trafficking policies and procedures and addressed Human Trafficking Intervention Courts. Also, Unity House of Troy discussed their practices and collaborations as an upstate service provider.

In addition to outlining its duties, the Task Force is required by New York State Social Services Law Section 483-ee (b) to collect and organize data detailing the nature and extent of human trafficking throughout the state. Attachment A includes a summary of this data.
Interagency Task Force Activities

The Task Force engaged in collaborative and individual agency efforts to respond to human trafficking in New York State.

Member Collaborations

In January 2019, the Task Force recognized Human Trafficking Awareness Month by sponsoring a forum featuring Martina E. Vandenberg, founder and president of the Human Trafficking Legal Center in Washington, D.C., and Fainess Lipenga, a survivor of labor trafficking and an active member of the National Survivor Network.

Vandenberg spent more than two decades fighting human trafficking through advocacy. A practicing attorney, she provides pro bono legal representation to victims in immigration, criminal, and civil cases. As the founder and president of the Human Trafficking Legal Center, she helped train more than 3,200 attorneys to offer victims pro bono representation.

Lipenga uses her voice and experience to educate the community and raise awareness. She has testified before the U.S. Congress regarding the challenges survivors face and has presented to the National Academies of Sciences, Engineering and Medicine. She provides training for pro bono lawyers, law students, physicians, law enforcement officials, and federal prosecutors.

The two-hour forum was hosted by the John Jay College of Criminal Justice in Manhattan and was attended by more than 50 people, including members of the public and the advocacy community.

Task Force Training and Outreach

Task Force members spearheaded and participated in a number of initiatives, including assisting with the implementation of a Human Trafficking Intervention Court, working with other state agencies on training, and attending national conferences such as Safe Haven Network International’s “Not On My Watch!” conference in Brooklyn. In total, Task Force members hosted or participated in 30 training opportunities that involved more than 1,000 law enforcement officers, state agency staff and human service providers. The Task Force also participated in community outreach and education programs, which were focused on increasing awareness and providing services for trafficking victims.

National Recognition

Task Force representatives gave presentations at both the Freedom Network Annual Conference in March and the McCain Institute’s Human Trafficking Symposium in September. Both events were in Washington, D.C., and attended by law enforcement and service providers from around...
the nation. At the McCain Institute’s symposium, the Task Force was offered as a model of collaboration between state agencies. Specifically, the Task Force was lauded for encouraging its various agency members to step out of their respective silos in order to provide human trafficking victims with the tools to become self-sufficient.

**Regional Task Forces**

There are four regional task forces in specific geographic areas of the state: North Country, Capital Region, Central New York, and Southern Tier. Each regional group meets separately and includes representatives from law enforcement, advocates and service providers. The Task Force lends support to these groups and is dedicated to ensuring their efficacy. Individually, the regional task forces seek to address needs specific to their area and provide a network of services to address the unique needs of trafficking victims.

The federal Bureau of Justice Assistance also funds regional task forces in Western New York and the New York City area. Both are also supported by the state Task Force through various training opportunities and collaborations. Representatives from OTDA participate on the New York City task force, while DCJS representatives attend most meetings of the upstate regional task forces.

**Individual Member Agency Efforts**

**Division of Criminal Justice Services and Office of Temporary and Disability Assistance**

These agencies direct the focus and goals of the Task Force, providing statewide coordination for delivering services to victims of human trafficking. Both agencies participate in regional task forces, collaborate with state, local and federal partners, and help address issues involving human trafficking throughout New York. Collectively, they offered 30 training opportunities that were attended by more than 1,000 law enforcement officers, service providers and advocates. Additionally, both agencies prepared training to assist medical service providers with implementing new legislation, Public Health Law § 2805-y, enacted to help detect human trafficking victims in health care settings.

DCJS and OTDA coordinate the referral process for human trafficking victims under New York’s Social Services Law. When a law enforcement agency or service provider identifies a human trafficking victim, the source submits a referral form that is automatically transmitted to both agencies. The law requires consultation between the referral source, OTDA and DCJS. State regulations then provide a framework for DCJS to review the referral and, after consultation with OTDA, confirm whether the individual is a victim of human trafficking.

This confirmation enables the victim to access services through the New York State Response to Human Trafficking Program (RHTP). Established by OTDA when New York’s human trafficking statutes were enacted, this program offers a coordinated, community-based approach and comprehensive case management to trafficking victims as they are identified through specified regions within New York State. Each region is served by contracted providers. Through these efforts, trafficking victims receive a broad range of services including health care, counseling, job placement, food, clothing and shelter. Between 2007 through 2019, there were 1,654 persons referred as possible victims of human trafficking, with 1,541 of them ultimately confirmed and found eligible for services. For more information on the demographics of these victims, please see Attachment A.
New York State Police

The state police conducted undercover operations and investigations statewide to identify both victims and perpetrators of human trafficking. Generally, the largest hurdle facing these investigations was gaining cooperation from potential victims.

- **Special Investigations Unit:**

The unit in Utica teamed with the Troop D Major Crimes Unit, the Federal Bureau of Investigation (FBI), and the Internal Revenue Service (IRS) to investigate the Angel Touch Massage Parlor, a New Hartford business suspected of human trafficking and money laundering, with ties to other massage parlors in Oneida, Madison, and Onondaga counties. The financial accounts of the business showed large transactions to a limited liability corporation in Southern California. The case also had ties to several existing federal investigations into transnational organized crime that were ongoing in New York City, Phoenix, Seattle, New Orleans, Los Angeles, Portland, Ore., Tampa, Fla., and Charlotte, N.C. Those cases involved suspects in Canada, Mexico and China who were involved in a variety of criminal activity, including human trafficking, money laundering, tax evasion, violations of the federal Racketeer Influenced and Corrupt Organizations Act, and the distribution of marijuana. Surveillance in Utica, New York Mills, Rome and Oneida identified owners and managers of the business, as well as workers and customers. The investigation culminated in search warrants being executed at the massage parlors in each of the three counties. The FBI and the U.S. Attorney’s Office, Northern District of New York, are continuing the investigation.

The unit in Buffalo worked with state and federal authorities to investigate a 34-year-old city resident suspected of narcotics sales and human trafficking. A confidential source indicated this individual used money, gifts, alcohol, and drugs in order to cultivate a relationship with a 13-year-old girl, who he then forced into prostitution by means of physical and mental coercion. The victim reported having multiple sexual encounters with clients over the course of several years and reported that four other girls were also being trafficked by this perpetrator. During the investigation, however, the victim fell deeper into drug addiction and subsequently died of an overdose. Investigators persisted, conducting controlled purchases of fentanyl from the suspect and monitoring his phone conversations. They determined that he had a regular customer base, including some who engaged in sexual activity in lieu of cash payments. The probe culminated in the suspect and seven other individuals being indicted on charges stemming from narcotics distribution. Furthermore, the investigation began probing whether the main suspect was involved in the overdose death of a young mother from South Buffalo.

- **New York State Intelligence Center:**

The center helped develop and support human trafficking investigations, thereby furthering the understanding of the threat that such crimes pose throughout the state. The center collaborated with local, state and federal agencies to further investigations and identify new victims. This work helped identify elements of labor and sex trafficking in cases focused on money laundering, gang activity and gun violence. In these instances, traffickers tended to exploit vulnerable populations, including minors and undocumented individuals.

- **Troopers and Computers Crimes Unit:**
Troopers conducted undercover investigations into prostitution and illicit activity at massage parlors to identify victims and perpetrators of sex trafficking. Troopers conducted child enticement investigations that resulted in arrests of individuals attempting to meet with a child for sex. Many of these cases are prosecuted federally. State police also assisted the FBI and U.S. Homeland Security task forces, which are designed specifically to investigate child exploitation and human trafficking. Noteworthy investigations include the following:

- In October 2019, troopers working with the FBI responded to a lead from the National Center for Missing and Exploited Children, which indicated that a 17-year-old girl who left placement at a state facility was involved in prostitution. An undercover investigator contacted the youth and confirmed she was working in prostitution. The girl was subsequently returned to placement.

- Troop E’s violent crimes investigative teams conducted 10 proactive child enticement cases where an Investigator posed as a child or an adult offering a child for sex. The troop also participated in an FBI child sex trafficking detail that led to six arrests.

- Troopers assigned to the FBI task force investigated a well-organized Albany County-based sex trafficking enterprise. The investigation resulted in numerous federal search warrants and subpoenas being issued.

- Investigators from Troop D probed several massage parlors suspected of sex trafficking and prostitution and linked to Asian criminal organizations. These cases resulted in the execution of eight search warrants, 18 arrests, and a cash seizure of $44,375.

- Troop L investigators utilized Spotlight, a searchable database that catalogues online prostitution advertisements, in order to identify juvenile sex trafficking victims from missing persons notices produced by DCJS.

**Office of Addiction Services and Supports**

OASAS produced “Counselor Sensitivity to Sex Work and Substance Use Disorders,” a 90-minute distance learning segment that was featured on Learning Thursdays, the agency’s series of training videos geared toward the state’s addiction and substance use disorder workforce. This segment focused on the relationship between substance use, sex workers, and the residual trauma that is experienced by victims. Available via YouTube, the program was released on April 3 and subsequently received thousands of views. Individuals seeking Credentialed Alcohol and Substance Abuse Counselor (CASAC) status were able to use the segment, with an associated quiz, to obtain credit for credential clock hours.

OASAS continued to open youth recovery clubhouses to provide restorative, non-clinical environments for youth to connect with others in recovery. The agency has opened five clubhouses over the past two years. Each is built on a core of peer-driven supports and services that help youths progress in their recovery by encouraging a drug-free lifestyle. Youth clubhouses offer a drop-in environment that may provide a safe space for young people affected by human trafficking.
**Department of Labor**

DOL Division of Immigrant Policy and Affairs (DIPA), uses a trauma-informed practice to evaluate potential labor trafficking situations. The division screens potential victims and provides referrals to the state Response to Human Trafficking Program and law enforcement, in addition to other agency investigations, and assists with collecting any owed wages. There were 13 field visits conducted jointly with DIPA investigators. These visits resulted in 98 workers being screened for trafficking, with each subsequently being provided with anti-trafficking materials. The agency made six direct referrals in 2019, with an additional seven made by service providers.

All DOL front-line staff – approximately 500 workers – receive mandatory annual training on human trafficking, with a focus on identifying red flags and making appropriate referrals internally. Additionally, the division performs community education and outreach, which is aimed at helping individuals identify forced labor and providing them with the contact information to make referrals. The division’s counsel conducted 13 of these presentations, collectively reaching more than 1,000 people. Other division staff conducted 48 presentations regarding labor trafficking, reaching about 2,700 people.

DOL provided 11 T-visa certifications in 2019 for labor trafficking victims who cooperated with an investigation. The agency has formed partnerships with law enforcement and social services providers through its membership in six regional task forces and the Task Force.

**Office of Children and Family Services**

OCFS supports child and youth survivors of human trafficking and the professionals who serve them. This support is through state-of-the-art preventative measures to identify and assist exploited children throughout the state. Cornerstones of OCFS’s work include the Safe Harbour: NY program, which funds and supports counties in developing a child welfare-led response to trafficking, in addition to an annual conference to offer training and technical assistance to youth-serving professionals throughout the state.

In 2019, OCFS provided training support and expertise to DCJS’ Office of Probation and Correctional Alternatives to implement the legislative requirements under the persons in need of supervision (PINS) reform. The agency partnered with the state Attorney General’s Office to provide subject matter expertise on issues impacting young people and convened a group of service providers across the youth-serving spectrum to outline best practices for youth in residential care.

OCFS is recognized as a national leader by the federal government and national non-governmental organizations in services for at-risk youth and those who are survivors of human trafficking. The agency has partnered with the U.S. Department of Health and Human Services, Shared Hope International, the McCain Foundation, and others to improve the overall response to this complex atrocity.

**Office of Mental Health**

OMH supports the mission of the Task Force by providing trauma-informed mental health services to individuals who have been identified as victims of human trafficking. In 2019, OMH attended and participated in the Task Force’s scheduled meetings, with summaries of these meetings subsequently shared with agency leadership and internal stakeholders.
OMH continued to promote trauma-informed care and anti-human trafficking activities by coordinating with its field offices to provide training and resources to agency-funded programs. Additionally, the agency’s central office collected information on training activities from licensed programs within each region. OMH is now conducting an internal assessment of training needs in each region.

**Department of Health**

The agency continued to promote training and awareness of human trafficking issues among health care professionals and providers. As part of Human Trafficking Awareness Month in January 2019, DOH offered three e-distance learning courses on the subject matter: Human Trafficking Awareness: Identifying Victims and the New York State Referral Process; Human Trafficking: The Nightmare Next Door; and The Sordid Truth About Sex Trafficking.

In June 2019, the agency adopted new regulations requiring that all hospitals and diagnostic treatment centers – including general clinics, dialysis, and ambulatory surgery centers – implement policies and procedures related to identifying, assessing, and referring human trafficking victims. Previously, the agency issued a letter to facilities statewide indicating the forthcoming change and providing links to assist with compliance under the new regulations.

In September, agency Commissioner Dr. Howard Zucker issued a reminder to health care providers that the federal definition of child abuse and neglect and sexual abuse includes children who are identified as victims of human trafficking. Mandated reporters must notify the New York Statewide Central Register of Child Abuse and Maltreatment of any instance where they reasonably suspect a child is being trafficked or exploited by a person legally responsible for them, the commissioner stated in the reminder.

**Office of Victim Services**

OVS funds 28 programs that either exclusively serve victims of human trafficking or assist victims of this crime, as well as other crime victims. Additional OVS-funded programs also may encounter and serve individuals who identify as being a victim of human trafficking.

From Oct. 1, 2018 through Sept. 30, 2019, programs funded by OVS assisted 2,884 individuals who were victims of human trafficking, a 27 percent increase compared to 2,270 individuals assisted during the prior reporting period. Nearly 450 victim service professionals from across the state attended the 2019 OVS Professional Development Conference, which featured several presentations and workshops on the topic of human trafficking. Youngbee Dale, a premier anti-trafficking expert, spoke about the Asian sex trafficking market in New York State, how this population is exploited, and the exit barriers that victims often face. Building on this presentation, OVS offered smaller-group workshops on the topic. Attended by about 75 participants each, these workshops explored different aspects of trafficking: demographics of victims, including those who may not be regularly identified, such as males and LGBT individuals; substance abuse, which often is forced upon victims to further entrap them and make it more difficult for them to leave; and the parallel traumas that victims face, which makes working with different populations a specialty that requires multiple levels of training and understanding.
Other Activities

Department of State

DOS continued to address and engage the issue of human trafficking through a multi-level approach in 2019. This includes referring specific human trafficking cases for assistance, training community partners across the state, and integrating the response to human trafficking into broader policy initiatives.

Inspectors with the Division of Licensing Services are trained to identify suspected cases of human trafficking since they conduct inspections of agency-licensed establishments, such as nail salons. This training incorporates the agency’s internal referral process and is focused on a victims-first approach. In instances where trafficking is suspected, DOS will wait for the appropriate investigations to take place prior to issuing a licensing determination. This process is monitored by a DOS representative on the Interagency Task Force on Human Trafficking.

DOS referred two suspected human trafficking cases to OTDA and DCJS in 2019. In addition, the Division of Licensing conducted training for all agency staff and shared information on the Nail Salon Task Force to combat exploitation. Given that immigration status can have an impact on whether an individual is more vulnerable to labor or sex trafficking, the agency’s Office for New Americans has engaged in various outreach efforts to ensure that its partners are aware of the issue of human trafficking and how to best assist those most affected in the immigrant community.

In April 2019, Estelle Davis, the counsel for DOL’s Division of Immigrant Policies and Affairs, provided training on human trafficking for the Office of New Americans’ immigrant community navigators. This training provided them with the tools and knowledge to better inform their respective communities on trafficking issues. The Office of New Americans also conducted a webinar in October 2019 for its wider network on the Address Confidentiality Program, a service that allows victims of domestic violence, stalking, sexual offenses and human trafficking to keep their physical address hidden by using a substitute mailing address provided by the state. To date, six human trafficking victims have started participating in the program.

DOS also launched the Ramirez June Developmental Disabilities Navigator Initiative, a collaboration between the Office of New Americans and the Developmental Disabilities Planning Council that aims to help immigrant families and individuals with developmental disabilities access resources and services. A goal of this initiative is to identify those immigrants with developmental disabilities who may be impacted by human trafficking and to raise awareness among this population. Program manager Cynthia Stewart joined Laura Gonzalez-Murphy, the state immigration policy and research director, to give a presentation on the initiative during the Task Force’s meeting in Albany in December 2019.
2019 Response to Human Trafficking Program Statistics
Total referrals 318

- Confirmed Cases: 90%
- Referrals not Confirmed (9 denied, 18 duplicates): 8%
- Pending: 2%

Confirmed victims: Type of trafficking

- Sex trafficking: 65%
- Labor trafficking: 27%
- Both sex and labor trafficking: 8%
Referral Status

- Referred to RHTP: 45%
- Referred to DSS: 55%

Age

- Adult: 77%
- Minor: 23%

Demographics

Total Confirmed Victims: 1,541
Female: 1,377
Male: 164
Adult (18 years and older): 1,149
Minor (younger than 18 years): 392

Overview of Referrals

Total Referrals: 1,654
Referrals Not Confirmed: 110
Referrals Pending Determination: 3

Offense

Sex Trafficking: 1,155
Labor Trafficking: 300
Both: 86

Victims by Region

New York City: 698
Metro: 352
Upstate: 491

Notes:

- Significantly, more than half of confirmed victims were from outside of New York City.
- The “Metro” region includes: Dutchess, Nassau, Orange, Putnam, Rockland, Suffolk, Sullivan, Ulster, and Westchester counties.
- “Referrals not confirmed” include 70 denials, 35 duplicates, 5 withdrawals by referral source.
### ARRESTS/ARRAIGNMENTS FOR SEX TRAFFICKING (PL 230.34)

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Note: Includes all events where a PL 230.34 charge appeared as a top or underlying arrest or arraignment charge.
Source: DCJS, Computerized Criminal History system (as of 10/16/2020).

### ARRESTS/ARRAIGNMENTS FOR LABOR TRAFFICKING (PL 135.35 & PL 135.37)

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Note: Includes all events where a PL 135.35 or PL 135.37 charge appeared as a top or underlying arrest or arraignment charge.
Source: DCJS, Computerized Criminal History system (as of 10/16/2020).
Attachment B

Enabling Legislation and Interagency Task Force Composition

Chapter 74 of the Laws of 2007 established the New York State Interagency Task Force on Human Trafficking.

As required by Section 483-ee (a) of the New York State Social Services Law, the Interagency Task Force (Task Force) is composed of 10 state agencies and seven additional members.

The Task Force consists of the following state agencies: the Division of Criminal Justice Services (co-chair); the Office of Temporary and Disability Assistance (co-chair); the Department of Health; the Office of Mental Health; the Department of Labor; the Office of Children and Family Services; the Office of Addiction Services and Supports; the Office of Victim Services; the Office for the Prevention of Domestic Violence; and the Division of State Police. Additionally, Task Force membership must include: four representatives recommended by the Legislature, two by the Senate president and two by the Assembly speaker; two representatives recommended by the not-for-profit organization in New York that receives the largest share of state funds for providing services to victims of human trafficking; and one representative recommended by the President of the New York State Bar Association.

Duties and Responsibilities

- Collect and organize data on the nature and extent of trafficking in persons in the state;

- Identify available federal, state and local programs that provide services to victims of trafficking, including but not limited to case management, housing, health care, mental health counseling, drug addiction screening and treatment, language interpretation and translation services, English language instruction, job training and placement assistance, post-employment services for job retention, and services to assist the individual and any of his or her family members to establish a permanent residence in New York State or the United States;

- Consult with governmental and non-governmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking and prosecute traffickers;

- Establish interagency protocols and collaboration between federal, state, and local law enforcement, state and governmental agencies, child welfare agencies, and non-governmental organizations;

- Evaluate approaches to increase public awareness about trafficking and make recommendations on such approaches;

- Evaluate the effectiveness of training programs on human trafficking that have been designed for law enforcement personnel, criminal defense attorneys, social service providers and non-governmental organizations, and make recommendations for improving the quality and effectiveness of such programs;
• Measure and evaluate the progress of the state in preventing trafficking, protecting and providing assistance to victims of trafficking, and prosecuting persons engaged in trafficking;

• Convene any subcommittee necessary, provided such subcommittee has at least one of the members appointed by the speaker of the assembly, temporary president of the senate or governor, to consider specific issues, including, but not limited to: federal, state and/or local cooperation; juveniles and human trafficking; the importance of training and who should receive such training; how data is compiled and shared; and services for and treatment of domestic versus foreign born victims; and

• The task force shall report to the governor, the speaker of the assembly, the minority leader of the assembly, the temporary president of the senate and the minority leader of the senate no less than annually, and it shall additionally issue such reports and recommendations as it deems necessary to carry out its duties and responsibilities.