



# CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"

## AGENDA

### CITY COUNCIL – WORK SESSION

Troutdale City Hall - Council Chambers  
219 E. Historic Columbia River Hwy. (Lower Level, Rear Entrance)  
Troutdale, OR 97060-2078

**Tuesday, January 26, 2016 – 6:00pm**

Mayor

Doug Daoust

City Council

David Ripma

Eric Anderson

Larry Morgan

Glenn White

Rich Allen

John Wilson

City Manager

Craig Ward

1. Roll Call

2. DISCUSSION: Human Trafficking

Detective Keith Bickford, Multnomah County Sheriff's Office

3. Adjourn

Doug Daoust, Mayor

Dated: 1/21/16

Further information and copies of agenda packets are available at: Troutdale City Hall, 219 E. Historic Columbia River Hwy., Monday through Friday, 8:00 a.m. - 5:00 p.m.; on our Web Page [www.troutdaleoregon.gov](http://www.troutdaleoregon.gov) or call Sarah Skroch, City Recorder at 503-674-7258.

The meeting location is wheelchair accessible. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to: Sarah Skroch, City Recorder 503-674-7258.

# Agenda Item #2

Human Trafficking Cheat Sheet | Polaris Project 1/26/16 City Council Work Session

## HUMAN TRAFFICKING CHEAT SHEET

### Overview

- Human trafficking is a form of modern-day slavery.
- Human trafficking is prevalent in many countries around the world. Different countries may be primarily sites of origin, transit, destination, and/or internal trafficking.
- Cases of human trafficking have been reported in all fifty states of the United States (Free the Slaves).
- Human trafficking is a market-based economy that exists on principles of supply and demand. It thrives due to conditions which allow for high profits to be generated at low risk.

### What is Human Trafficking?

- As defined in the Trafficking Victims Protection Act of 2000, the legal definition of "severe forms of trafficking in persons" is:
  - 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 an 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.
- Under the legal definition, trafficking victims in the US can be divided into three populations:
  - Minors (under age 18) induced into commercial sex;
  - Adults age 18 or over involved in commercial sex via force, fraud, or coercion;
  - Children and adults forced to perform labor and/or services in conditions of involuntary servitude, peonage, debt bondage, or slavery, via force, fraud, or coercion.
- Victims are trafficked for a wide variety of purposes, such as commercial sex, agricultural work, or housekeeping, yet they all share the loss of one of our world's most cherished rights—freedom.
- There is no one consistent face of a trafficking victim. Trafficked persons can be rich or poor, men or women, adults or children, and foreign nationals or US citizens.
- There is no one consistent face of a trafficker. Traffickers include a wide range of criminal operators, including individual pimps, small families or businesses, loose-knit decentralized criminal networks, and international organized criminal syndicates.

### The Law

- Human Trafficking is a crime under US and international law, as well as under many state laws.
- The Trafficking Victims Protection Act (TVPA) of 2000 is the main US law on trafficking. It has been reauthorized in 2003, 2005 and 2008.
- The "Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children" is the main international law on the subject.

### Statistics

- The number of trafficking victims in the US is largely unknown. However, hundreds of thousands of US citizen minors are estimated to be at risk of commercial sexual exploitation.

### Myths and Misconceptions

- It is important to dispel certain myths about trafficking.
  - Trafficking is not smuggling or forced movement.
  - Trafficking does not require transportation or border crossing, and does not only happen to immigrants or foreign nationals.
  - Trafficking does not require physical force, physical abuse, or physical restraint.
  - The consent of the victim is considered irrelevant, as is payment.

**Potential Trafficking Indicators | Polaris Project**  
**IDENTIFYING VICTIMS OF HUMAN TRAFFICKING**  
**POTENTIAL INDICATORS & RED FLAGS**

*The following is a list of red flags to keep in mind when indicating a potential situation of or a victim of human trafficking. Taken individually, each indicator may not necessarily imply a trafficking situation. Furthermore, items on this list are not meant to be interpreted as present in all trafficking cases, nor is the list intended to be exhaustive. This list is intended to encompass transnational and domestic trafficking, as well as both sex and labor trafficking. Some indicators may be more strongly associated with one type of trafficking.*

**Common Work and Living Conditions:** The Individual(s) in Question...

- Is not free to leave or come and go as he/she wishes
- Is under 18 years of age and is providing commercial sex acts
- Is in the commercial sex industry and has a pimp/manager
- Is unpaid, paid very little, or paid only through tips
- Works excessively long and/or unusual hours
- Is not allowed breaks or suffers under unusual restrictions at work
- Owes a large and/or increasing debt and is unable to pay it off
- Was recruited through false promises concerning the nature and conditions of his/her work
- Is living or working in a location with high security measures (e.g. opaque or boarded-up windows, bars on windows, barbed wire, security cameras, etc.).

**Poor Mental Health or Abnormal Behavior:** The Individual(s) in Question...

- Exhibits unusually fearful, anxious, depressed, submissive, tense, or nervous/paranoid behavior
- Reacts with unusually fearful or anxious behavior at any reference to "law enforcement"
- Avoids eye contact
- Exhibits a flat affect

**Poor Physical Health:** The Individual(s) in Question...

- Exhibits unexplained injuries or signs of prolonged/untreated illness or disease
- Appears malnourished
- Shows signs of physical and/or sexual abuse, physical restraint, confinement, or torture

**Lack of Control:** The Individual(s) in Question...

- Has few or no personal possessions
- Is not in control of his/her own money, and/or has no financial records, or bank account
- Is not in control of his/her own identification documents (e.g. ID, passport, or visa)
- Is not allowed or able to speak for him/herself (e.g., a third party may insist on being present and/or interpreting)
- Has an attorney that he/she doesn't seem to know or to have agreed to receive representation services from

**Other:** The Individual(s) in Question...

- Has been "branded" by a trafficker (e.g. a tattoo of the trafficker's name)
- Claims to be "just visiting" and is unable to clarify where he/she is staying or to provide an address

### Potential Trafficking Indicators | Polaris Project

- Exhibits a lack of knowledge of whereabouts and/or does not know what city he/she is in
- Exhibits a loss of a sense of time
- Has numerous inconsistencies in his/her story

Polaris Project works to empower and mobilize people from diverse backgrounds and of all ages to take meaningful action against human trafficking. Register with [www.polarisproject.org/signup](http://www.polarisproject.org/signup) to receive regular updates on human trafficking in the United States.

## Polaris Project – Trafficking Victims’ Protection Act (TVPA) – Fact Sheet

The Trafficking Victims Protection Act (TVPA) of 2000 created the first comprehensive federal law to address human trafficking, with a significant focus on the international dimension of the problem. The law provided a three-pronged approach: **prevention** through public awareness programs overseas and a State Department-led monitoring and sanctions program; **protection** through a new T-Visa and services for foreign national victims; and **prosecution** through new federal crimes.

The TVPA was reauthorized through the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003, the TVPRA of 2005, and the TVPRA of 2008, which included greater protections for U.S. citizen victims, enhanced and enacted new human trafficking crimes, enhanced victim service provisions, and strengthened the role of the Trafficking in Persons Office within the State Department.

### KEY PROVISIONS OF TVPA OF 2000

#### Prevention

- Creates an Office to Monitor and Combat Trafficking within the State Department, which is required to report on and rank countries’ efforts to combat trafficking. The President may impose sanctions on countries that are neither in compliance with minimum standards for the elimination of trafficking nor are making significant efforts to do so.
- Creates public awareness and information programs, and international economic development programs to assist potential victims.
- Creates a federal task force to assist in the implementation of the TVPA.

#### Protection

- Gives protection and assistance to certain foreign national victims of trafficking, by making them eligible for the Federal Witness Protection Program and other federal and state benefits to the same extent as refugees. Benefits include educational, health care, job training and other social service programs.
- Establishes the T Visa, which allows victims of trafficking to become temporary U.S. residents, through which they may become eligible for permanent residency after three years. Certain immediate family members are also eligible. The T Visa is extended to: 1) victims of “severe forms of trafficking;” 2) that are physically present in the U.S. on account of trafficking; 3) who have complied with any reasonable requests for assistance in the investigation and prosecution of trafficking crimes; and 4) who would otherwise suffer extreme hardship. Note: Minors do

## Trafficking Victims' Protection Act – Fact Sheet | Polaris Project

not have to meet the third criterion.<sup>1</sup>

- Creates the temporary legal status of “Continued Presence,” through which a federal law enforcement officer can request that the Department of Health and Human Services certify a victim whose presence is necessary for law enforcement, making the person eligible for federal benefits to the same extent as refugees.

### Prosecution

- Makes human trafficking a federal crime with severe penalties.
- Creates new crimes of forced labor; trafficking with respect to peonage, slavery, involuntary servitude, or forced labor; sex trafficking by force, fraud or coercion; or sex trafficking of children; and unlawful conduct with respect to documents in furtherance of trafficking. (18 U.S.C. §§ 1589-1592). Attempts to engage in these acts are also criminalized.
- Mandates that restitution be paid to victims (18 U.S.C. § 1593).

### **KEY PROVISIONS OF TVPRA OF 2003**

- Authorizes more than \$200 million over two years to combat human trafficking.
- Requires the U.S. government to terminate contracts with overseas contractors who engage in sex trafficking or commercial sex, or who use forced labor.
- Creates a federal civil cause of action for trafficking victims to sue their traffickers.
- Allows state and local law enforcement officials to assist in identifying trafficking victims for immigration purposes, who may then become eligible for federal social benefits. The TVPRA of 2003 extends benefits to additional family members of the trafficking victim.
- Requires an annual report from the Attorney General to Congress on U.S. Government activities to combat human trafficking.

### **KEY PROVISIONS OF TVPRA OF 2005**

- Authorizes more than \$300 million over two years to combat human trafficking.
- Authorizes new programs to serve U.S. citizen or legal permanent resident victims of domestic human trafficking, including a pilot program for sheltering minors.

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<sup>1</sup> The TVPA of 2000 set the age for required collaboration at 15, but it was raised to 18 by the TVPRA of 2003.

## Trafficking Victims' Protection Act – Fact Sheet | Polaris Project

- Authorizes grant programs to assist state and local law enforcement efforts in combating human trafficking.
- Addresses sex tourism with prevention programs.
- Expands federal criminal jurisdiction to trafficking offenses committed by U.S. government personnel and contractors while abroad.
- Requires the U.S. Agency for International Development to conduct studies on prevention and protection of trafficking victims abroad and authorizes \$5 million for a pilot treatment program.

### KEY PROVISIONS OF TVPRA OF 2008

#### Prevention

- Requires the U.S. government to provide detailed information about human trafficking, worker's rights, and access to available assistance to all applicants for work and education-based visas.
- Requires the Department of Labor to work toward preventing U.S. citizens from using goods produced or extracted with slave labor, and sets a deadline for the Department of Labor to provide a list of goods produced by slave labor or child labor.
- Requires the creation of an integrated database by the Human Smuggling and Trafficking Center to collect human trafficking data from all federal agencies.
- Prevents U.S. military assistance to countries using child soldiers in military forces or government-supported armed groups.

#### Protection

- Expands immigration-related protections to human trafficking victims and families as it relates to T-Visas, U-Visas, and Continued Presence.
- Requires unaccompanied alien children to be screened as potential human trafficking victims and to be transferred to the custody of Health and Human Services within 48 hours for assistance, whether or not eligibility determinations are made on their status at that time.
- Authorizes a new program for providing services to U.S. citizen survivors of human trafficking.
- Requires DHS and DOJ to develop materials to assist state law enforcement in obtaining Continued Presence status for victims.

## Trafficking Victims' Protection Act – Fact Sheet | Polaris Project

### **Prosecution**

- Expands criminal liability of financially benefiting from human trafficking crimes, as well as obstruction and conspiracy.
- Expands federal criminal jurisdiction to U.S. citizens and permanent residents who travel abroad to commit, attempt to commit, or conspire to commit human trafficking crimes.
- Expands the crime of sex trafficking by removing the knowledge-of-age requirement in certain instances involving minors and lowers the standard of proof to "reckless disregard" of the use of force, fraud, or coercion to cause a person to engage in commercial sex.
- Creates a new crime of fraud in foreign labor contracting, criminalizing the recruitment of foreign workers under false pretenses.
- Requires DOJ to create a new model state law to further a comprehensive approach in investigating and prosecuting human trafficking, including provisions criminalizing sex trafficking without proof of force, fraud, or coercion whether or not the victim is a minor.
- Human trafficking crimes are now placed in the most serious crime category under the two principle state reporting mechanisms (UCR and NIBRS).
- States are required to separately report prostitution and vice crimes to the FBI for annual crime statistics under the categories of (a) those directing, managing, or profiting from commercial sex act; (b) those unlawfully purchasing commercial sex acts; and (c) those unlawfully providing commercial sex acts.

### **FOR MORE INFORMATION**

PDF copies of these laws can be accessed via <http://www.thomas.gov> (the Library of Congress' *Thomas* website).

TVPA of 2000: (PL 106-386): [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=106\\_cong\\_public\\_laws&docid=f:publ386.106.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=106_cong_public_laws&docid=f:publ386.106.pdf).

TVPRA of 2003 (PL 108-193): [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=108\\_cong\\_public\\_laws&docid=f:publ193.108.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=108_cong_public_laws&docid=f:publ193.108.pdf).

TVPRA of 2005 (PL 109-164): [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109\\_cong\\_public\\_laws&docid=f:publ164.109.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ164.109.pdf).

TVPRA of 2008 (PL 110-457): [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110\\_cong\\_public\\_laws&docid=f:publ457.110.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110_cong_public_laws&docid=f:publ457.110.pdf).

## In Their Shoes: Understanding Victims' Mindsets and Common Barriers to Victim Identification

The following document outlines a wide variety of both physical and psychological reasons why trafficked persons cannot or will not leave a trafficking situation. The list is inclusive of both sex and labor trafficking operations, as well as foreign-born and U.S. citizen victims. Items on this list are not meant to be interpreted as present in all trafficking cases, neither is this list intended to be exhaustive.

- **Captivity/Confinement**
  - Past examples have included victims being locked indoors, held in guarded compounds, or locked in trunks of cars.
- **Frequent accompaniment/guarded**
  - In many trafficking networks, victims' public interactions are mediated, monitored, or entirely controlled. In certain severe cases, victims have been controlled by armed guards.
- **Use and threat of violence**
  - Severe physical retaliation (e.g., beatings, rape, sexual assault, torture) are combined with threats to hold victims in a constant state of fear and obedience.
- **Fear**
  - Fear manifests in many ways in a trafficking situation, including fear of physical retaliation, of death, of arrest, or of harm to one's loved ones.
- **Use of reprisals and threats of reprisals against loved ones or third parties**
  - Traffickers target reprisals at children, parents, siblings, and friends, or other trafficking victims.
- **Shame**
  - Victims from all cultures and in both sex and labor cases may be profoundly ashamed about the activities they have been forced to perform. Self-blame links closely to low self-esteem.
- **Self-blame**
  - In the face of an extremely psychologically manipulative situation, trafficked persons may engage in self-blaming attitudes and blame themselves for being duped into a situation beyond their control. Self-blaming attitudes are often reinforced by the traffickers and can serve to impede the victim from testifying against or faulting the trafficker.
- **Debt bondage**
  - Traffickers create inflated debts that victims cannot realistically pay off. These debts are often combined with accruing interest or small fees to ensure that the victim stays in the debt situation.
- **Traumatic bonding to the trafficker**
  - In many trafficking cases, victims have exhibited commonly-known behaviors of traumatic bonding due to the violence and psychological abuse (a.k.a., Stockholm syndrome).
- **Language and social barriers**
  - Feelings of unfamiliarity or fear of the unknown provide obstacles to leaving a trafficking situation. These feelings are exacerbated by language and social barriers.
- **Distrust of law enforcement or service providers**
  - In many cases, traffickers are known to brainwash victims into a false distrust of law enforcement, government officials, and service providers. Victims also may have had negative past experiences with institutional systems, which also impact trust levels.
- **Isolation**

- Traffickers purposefully isolate victims from a positive support structure and foster controlled environments where the victim is kept in a state of complete dependency. High levels of dependency and learned helplessness often lead victims to 'prefer the hell they know' than face the uncertainty of adapting to a new world of independence.
- **False promises**
  - Traffickers use sophisticated methods of manipulating the human desire to hope through false promises and lies about a future better life. Victims who are children are especially vulnerable to these false promises.
- **Hopelessness and resignation**
  - In the face of extreme control, violence, and captivity, notions of hope may fade over time towards states of hopelessness and resignation.
- **Facilitated drug addiction**
  - In certain trafficking networks, traffickers provide addictive substances to their victims to foster longer-term drug addiction and monetary dependency.
- **Psychological trauma**
  - Many trafficking victims experience significant levels of psychological trauma due to the levels of abuse they have endured. In certain cases, this trauma leads to disassociation, depression, anxiety disorders, and post-traumatic stress disorder (PTSD), which in turn affects daily functioning and levels of agency.
- **Lack of awareness of available resources**
  - Victims may not leave a situation due to a lack of awareness of any resources or services designed to help them. Traffickers purposefully control the information that victims receive.
- **Low levels of self-identifying as trafficking victims**
  - The majority of trafficking victims do not self-identify as victims of human trafficking. They may be unaware of the elements of the crime or the Federal criminal paradigm designed to protect them.
- **Normalization of exploitation**
  - Over a long period of enduring severe levels of trauma, physical abuse, and psychological manipulation, victims demonstrate resilience strategies and defense mechanisms that normalize the abuse in their minds. In a relative mental assessment, what once may have been viewed as abuse may now be experienced as a normal part of everyday life. This changing "lens" on viewing the world impacts the ability to self-identify as a victim.
- **A belief that no one cares to help**
  - Trafficking victims may believe that no one cares to help them, a belief that is reinforced both by traffickers' lies but also when community members do not take a strong stance against trafficking. When the community is silent on the issue, traffickers' power is increased and feelings of hopelessness are sustained.

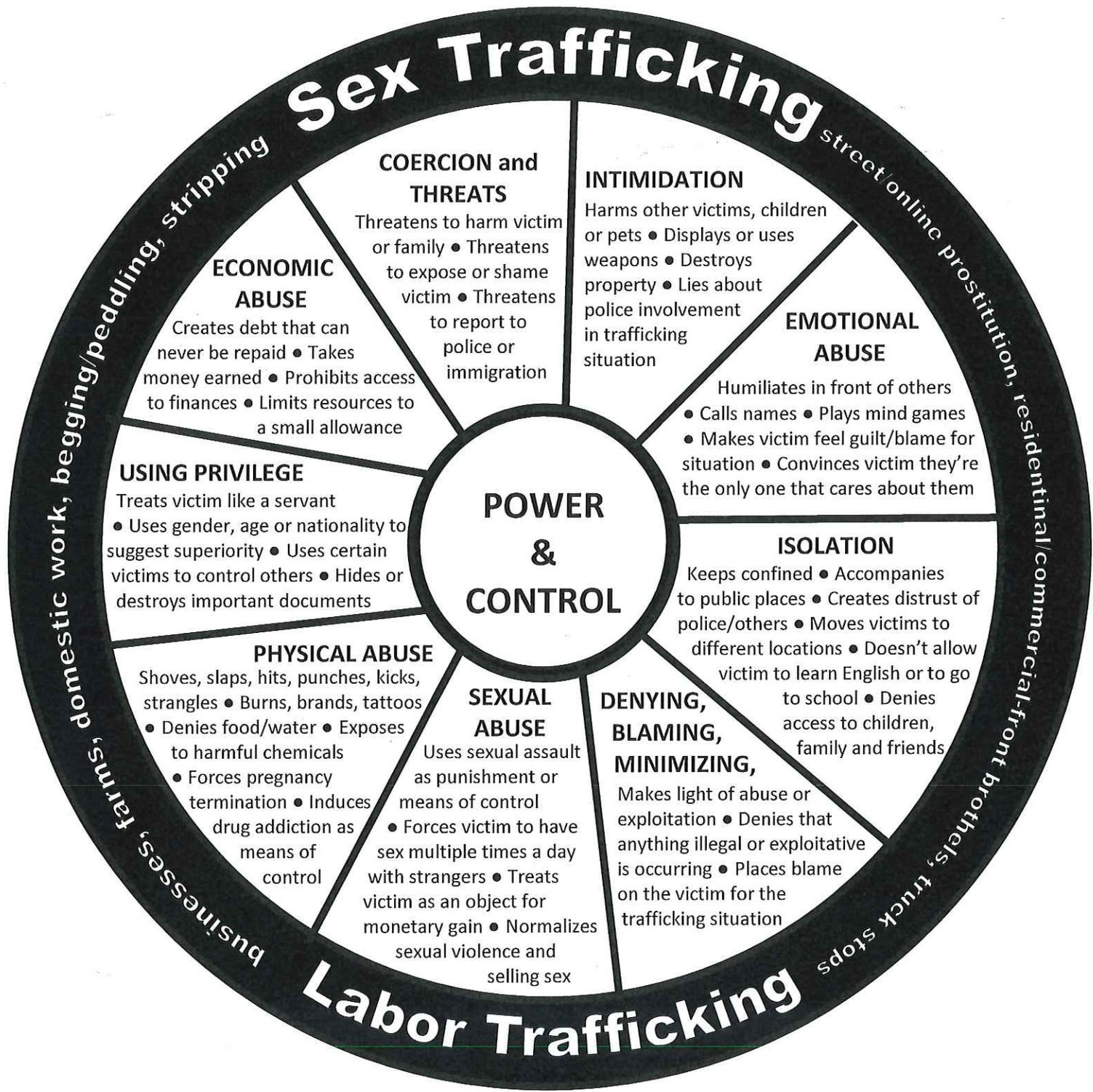
In addition to all the above-stated reasons, numerous additional factors contribute to the difficulty of trafficking victim identification. These factors include:

- The **frequent movement of victims** fosters a **low likelihood of multiple encounters** with law enforcement or service providers. Victims may not be in one place long enough for a meaningful intervention.

## Understanding Victims' Mindsets | Polaris Project

- Victims may be **trained to tell lies or canned stories** to the organizations that are there to help them.
- Victims **rarely come into contact with institutional systems**.
- **Untrustworthy or corrupt interpreters** may impact the course of effective service provision.

Polaris Project works to empower and mobilize people from diverse backgrounds and of all ages to take meaningful action against human trafficking. Register with [www.polarisproject.org/signup](http://www.polarisproject.org/signup) to receive regular updates on human trafficking in the United States.



This wheel was adapted from the Domestic Abuse Intervention Project's Duluth Model Power and Control Wheel, available at [www.theduluthmodel.org](http://www.theduluthmodel.org)

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## **Human Trafficking Contact**

For more information, reporting, questions, and free presentations, please contact:

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Cell – 503-793-9221

## East Metro Gang Enforcement Team Human Trafficking Executive Summary

Assessment since the Fall of 2013

### Highlights-

- In 2013 EMGET started investigating gangs for human trafficking.
- More than a dozen of the documented criminal street gangs participate in human trafficking.
- Well over 50 prostitutes have been identified to be active in East Multnomah County.
- Since 2013 EMGET arrested 11 individuals for human trafficking related charges.
- Those 11 individuals were charged with over 80 human trafficking related felonies.
- EMGET identified certain areas in East Multnomah County frequented for human trafficking.
- EMGET human trafficking investigations assisted with at least 5 homicide cases.

This is an executive summary of the East Metro Gang Enforcement Team's involvement with human trafficking investigations since the Fall of 2013.

### **I. EMGET and the Human Trafficking Multi-Disciplinary Team**

The Multnomah County District Attorney's Office sponsors a multi-disciplinary team of investigators comprised of several law enforcement officers, detectives, and federal agents for information sharing, education, investigative techniques, and legal updates- all specific to human trafficking. Efforts amongst participating investigators are made to build strong cases for prosecution by the MCDA's Office and the US Attorney's office. EMGET began participating on that team in the Fall of 2013. Upon participating on that team, EMGET received prompt education and training in human trafficking investigations, chiefly from the Portland Police Bureau's Human Trafficking Team and Deputy District Attorneys JR Ujifusa, Kelley Cloyd, Joel Petersen, and Jenna Plank. At present DDA Ujifusa and DDA Bockelman are lead prosecutors for human trafficking cases.

When EMGET Officers began investigating human trafficking specific to the crimes of Promoting Prostitution (ORS 167.012) and Compelling Prostitution (ORS 167.017), they learned quickly that local criminal street gangs were participating in this criminal activity heavily in East Multnomah County. Through their investigations and intelligence collection, EMGET discovered the following gangs participating in human trafficking in East Multnomah County: Woodlawn Park Bloods, Piru, Rolling 60s Crips, Hoovers, Gangsta Disciples, Unthank Park Hustlers, 18<sup>th</sup> Street, All Ona Bitch (AOB), Lincoln Park Bloods, Kerby Bloc Crips, Paso Robles Boys, Surenos, and Nortenos. Plus, EMGET Officers have identified well over 50 prostitutes that frequent East Multnomah County and are affiliated to criminal street gangs or gang members. This amount is very likely a conservative estimate as to the true active population.

Since the Fall of 2013, EMGET has arrested 11 individuals for charges including: 34 counts of Promoting Prostitution and 49 counts of Compelling Prostitution. Additional non-human trafficking felony charges from those investigations resulted in well over 100 total felonies being charged to those eleven individuals. Seven (7) individuals are currently in custody in correctional facilities, either awaiting trial or serving sentences. Three (3) of the individuals are on probation, and one (1) individual is at large with an outstanding arrest warrant.

## **II. EMGET Human Trafficking Investigative and Enforcement Strengths and Successes**

An important consideration specific to human trafficking interdiction by EMGET is that EMGET has veteran officers specially trained in a variety of law enforcement skill sets critical to major investigations, including human trafficking investigations. These skill sets include, but are not limited to: advanced interview and interrogation, gang intelligence collection, sex crimes investigation, cell phone and computer evidence collection and analysis, SWAT operations, tactical risk analysis, hostage negotiations, public information dissemination, homicide investigation, plain clothes and rolling surveillance, and critical incident management. Additionally, EMGET's investigations were occasionally supplemented by the Portland Police Bureau's Human Trafficking Team, the Gresham Police Special Enforcement Team, the Federal Bureau of Investigation, and the Multnomah County District Attorney's Office.

For the success of EMGET's human trafficking investigations, actions have often included covert and overt surveillance, open source internet intelligence collection, traffic stops, pedestrian stops, wide-ranging use of law enforcement databases, coordination of information amongst different law enforcement agencies and specialty units, execution of investigative subpoenas, service of witness subpoenas, execution of various search warrants on residences, vehicles, email addresses, cell phones, and bank accounts, and lengthy witness and suspect interviews.

These human trafficking investigations have involved extensive hours at times beyond the normal duty day, changing regularly scheduled work hours to meet the needs of the investigation, and frequent phone and email communication outside the normal duty day. Additionally, even after the arrest of a suspect, multiple investigative tasks still remained or were needed constantly (such as monitoring jail phone calls) until a conclusion of a plea deal or trial. Only through these expansive and dynamic team efforts has EMGET been effective with these human trafficking investigations.

Since the Fall of 2013, the East County Major Crimes Team has assisted on five murder investigations with ties to human trafficking. Two murder victims allegedly participated in prostitution. Associates to murder victims and suspects participated in prostitution, and a get-away driver for a murderer participated in promoting and compelling prostitution. EMGET Officers used skills applied to their human trafficking investigations to assist in each of these homicides- interviewing witnesses and accomplices on human trafficking, drafting search warrants on cell phones for parallel human trafficking investigations, combing through open source internet information to identify and locate witnesses and suspects, monitoring jail phone calls for case information, and discovering new crimes from those investigations as a source of leverage for prosecutors on the homicide cases.

## **III. Human Trafficking Trends Observed by EMGET**

From the human trafficking investigations conducted by EMGET, patterns of travel emerged from suspected prostitutes and pimps. One pattern of travel appeared to go along I-84 through eastern Oregon, and to Idaho, Montana, the Dakotas and into Minnesota, then return trips through the same locations. A connection between Portland and Las Vegas, Nevada was a frequent occurrence. Last, persons associated to human trafficking appeared to move all along the I-5 corridor between Washington, Oregon, and California.

Within East Multnomah County specifically, certain locations of businesses, motels, and apartment complexes were recognized as being frequented by participants in human trafficking, namely in the following locations: the area of SE 181<sup>st</sup> and SE Stark, the area of 190<sup>th</sup> and E. Burnside, 162<sup>nd</sup> Ave from NE Glisan south to SE Stark, the area of NE 181<sup>st</sup> and NE Halsey, the truck stop in Troutdale and nearby motels, and the area of NE 227<sup>th</sup> and NE Halsey. Even as these locations were recognized for more frequent activity, it is likely that nearly all hotels and motels nearby I-84 in East Multnomah County have incidents of human trafficking.

#### **IV. EMGET Assistance on Multi-Agency Missions and Social Wellness**

Outside of human trafficking investigations led by EMGET in East Multnomah County, EMGET has also participated in several multi-agency missions combatting human trafficking. EMGET played a significant role in the Portland FBI led Operation Cross Country in 2013, 2014, and 2015, and EMGET has assisted Portland Police's Human Trafficking Team numerous times. EMGET Officers have participated as surveillance officers, undercover "johns," and uniform officers for traffic stops on associated vehicles to human trafficking investigations. These missions resulted with the rescue of several minors from human trafficking, numerous prostitutes identified and arrested, and numerous "johns" and pimps arrested.

In EMGET human trafficking investigations and in multi-agency investigations, law enforcement has been able to introduce social wellness resources, mental health resources, sex assault resources and drug rehabilitation resources to numerous minor victims and adult victims of human trafficking to assist with the escape from those circumstances. In fact human trafficking missions specifically include social workers, youth advocates, and counselors from Oregon DHS, the Multnomah County Sexual Assault Response Team, the Sexual Assault Response Center, Janus Youth Programs, or another community partner, as recommended by the MCDA's Office to support a multi-disciplinary approach to combat human trafficking.

#### **V. Growth of Human Trafficking and Internet Advertisements**

As East Multnomah County has evolved, and as Portland Metro has grown, there appears to be an upward trend of human trafficking. According to a 2013 Arizona State University study on human trafficking, the Portland Metro area has a sex ad customer population of over 30,000. Prior to 2013, EMGET had not conducted investigations into gangs or gang members participating in human trafficking. Therefore, in the two years since the Fall of 2013, it appears very significant that EMGET has criminally charged 11 individuals with over eighty (80) felonies related to human trafficking, a dipping of the police boot toe into the human trafficking ocean.

For human trafficking investigations EMGET Officers researched a commonly known website used by prostitutes advertising escort services, namely "Backpage.com." This website contains a section advertising escort services. To advertise an escort service, a person must pay a fee to Backpage.com. According to Backpage.com, the company charges fees to escorts from about \$5 per advertisement to \$10 per advertisement to place an internet escort advertisement on their webpage. The cost is tied to how many escorts are posting advertisements in a geographic area. The more advertisements that are posted in a geographic area, the higher the fee charged by Backpage.com in that area. The Portland area has so many escorts posting advertisements on Backpage.com that the higher fee of \$10 is charged for escort advertisements.

In a single day on Wednesday November 25<sup>th</sup> in the Multnomah County area there were two hundred ten (210) escort advertisements posted to Backpage.com. This does not include advertisements for “body rubs” or “dom & fetish” services, also listed on the website. There are actually numerous other websites which also advertise the same services.

Since participants in human trafficking have been subject to sting operations conducted by law enforcement targeting Backpage.com escort advertisements over the past two years, the amount of Backpage.com escort advertisements have actually decreased in recent months. Other websites such as “tnaboard.com,” “Craigslist.com,” “eros.com,” “thehobbyhunter.com,” “cityvibe.com,” and “thenaughtynightlife.com” are now being used more often in place of Backpage.com for escorts to advertise. Participants in human trafficking are changing their methods (e.g. curtailing use of Backpage.com) to avoid detection or capture by law enforcement.

## **VI. EMGET’s Findings from Human Trafficking Investigations**

EMGET’s findings in human trafficking investigations since 2013 indicate several useful points.

First, the success of the investigations relied on the entire team’s contribution. EMGET modeled the investigations similarly to Major Crimes Team type homicide investigations- establishing leads and assigning investigative tasks and roles.

Second, the amount of street level intelligence gathered from human trafficking investigations (such as evidence from interviews, cell phone evidence downloads, and open source internet information collection) was substantial enough that it provided officer safety information, supplied information on on-going drug and weapons investigations, and supported homicide investigations.

Third and last, the human trafficking investigations for EMGET were so intensive that maintaining uniformed gang enforcement presence at the same time as a human trafficking investigation is not likely sustainable for long periods of time. For EMGET to investigate human trafficking cases in the future, it will be necessary to prioritize cases based on solvability and more importantly risk to public safety (i.e. factors such as minor victims, armed individuals, or a propensity to cause strife amongst known dangerous gang members). These considerations may force EMGET to use tactics sometimes described as “targeted prosecution” in order to identify known gang members who are promoting and compelling prostitution on a limited basis- due to other higher priority gang enforcement and investigation obligations.

This executive summary is meant to present the East Metro Gang Enforcement Team’s successes and challenges in combating human trafficking in East Multnomah County since the Fall of 2013. The information presented is intended to further the consideration and discussion of human trafficking occurrences in East Multnomah County and how they should be investigated and treated, and ultimately to supply information to law enforcement leaders for their decision making in regards to human trafficking.

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