**New York State**  
**Interagency Task Force on Human Trafficking**  
**2021 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.

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Governor  
State of New York

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Overview

The New York State Interagency Task Force on Human Trafficking (Task Force) coordinates all the state’s interagency activities regarding human trafficking. The commissioners of the Division of Criminal Justice Services (DCJS) and the Office of Temporary and Disability Assistance (OTDA) co-chair the Task Force, which includes 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 amended and reauthorized in 2016. For the first time, non-law enforcement agencies could submit human trafficking referrals for confirmation. 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.

The Task Force was presented with numerous challenges in 2021, including the continuing COVID-19 pandemic. All Task Force meetings were successfully conducted remotely due to the global health crisis.

Human trafficking referrals continued to spike in 2021, with 344 cases referred to New York State—more than in any prior year since the referral process was started in 2007. Of these referrals, 295 were confirmed: 81 for labor trafficking, 207 for sex trafficking, and 7 for both. These cases were spread throughout the state, with 127 in New York City, 52 in the Long Island and lower Hudson Valley regions, and 116 in upstate areas.

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

With assistance from Task Force member agencies, OTDA produced a digital handbook to assist service providers and victim advocates with making human trafficking referrals. Published on OTDA’s website in April 2021, Human Trafficking: A Handbook for Social Service Providers and Victim Advocates provides a comprehensive look at the crime of human trafficking, including how to identify and screen victims, how to provide trauma-informed care, and how to navigate the state’s referral process. In addition, the 23-page guide provides information about the state’s Response to Human Trafficking Program, the Task Force, and vital contacts to assist victims.

Service providers and advocates can often be the first point of contact for victims of human trafficking. By raising awareness of the referral process and making it more accessible, the intent of the guidebook is to effectively help a greater number of victims access a wide breadth of vital assistance that can help them become self-sufficient. The handbook was accessed nearly 200 times in 2021.

New Legislation Aiding Trafficking Victims

New York State adopted legislation aimed at helping trafficking victims and survivors recover from these crimes. In November 2021, the START Act was signed into law, strengthening the protections for victims of sex trafficking, labor trafficking, and compelling prostitution conviction of a range of offenses related to trafficking or being compelled. This legislation was built on a 2010 law in New York that allowed victims of human trafficking to vacate prostitution-related criminal convictions that were directly tied to their victimization. The START Act also provided further confidentiality of the information contained in court proceedings so that the victims of human trafficking are not endangered by the process of vacating their convictions.

Also adopted was legislation requiring law enforcement and district attorney’s offices to advise human trafficking victims of the availability of social and legal services. Law enforcement must now advise a victim of the availability of social and legal services specific to human trafficking cases upon encountering someone who reasonably appears to be or says they are a victim of human trafficking. Law enforcement must offer to connect the victim with the appropriate provider unless the individual declines the services.
The Task Force supports efforts to provide trafficking victims with access to the resources and services they need.

**Regional Task Forces**

There are seven regional task forces in specific geographic areas of the state: Brooklyn, Westchester, Capital Region, North Country, which operates jointly with Central New York, Southern Tier, and Western New York. Each regional group meets separately and includes representatives from law enforcement, government, service providers and advocacy organizations. The Interagency Task Force is a member of these groups and maintains regular communication on New York State areas of service and best practices for prevention, prosecution and protection. 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 funds the regional task forces in Westchester, Western New York, and Brooklyn through the Enhanced Collaborative Model to Combat Human Trafficking grant. This grant supports law enforcement agencies and victim service organizations in building capacity and operational effectiveness in providing a range of cross-sector strategies for identifying victims of human trafficking, providing needed services and holding traffickers accountable.
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 by 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 State. Collectively, they offered roughly 30 training opportunities that were attended by approximately 1,000 law enforcement officers, service providers and advocates.

Despite the restrictions and conditions surrounding the ongoing COVID-19 pandemic in 2021, both agencies assured victim advocates and service providers that the state had staff in place to address the needs of victims and provide continued support. Additionally, during this historically perilous period, the two agencies met training needs as requested by providers through remote and live presentations, following appropriate safety guidelines.

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 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.

The COVID-19 pandemic provided several challenges to this process in 2021. At the outset of the pandemic, referral sources raised issues about the referral process. Prior to 2020, referrals could be submitted by fax only. Referral sources, unable to work from their offices due to the pandemic, often lacked access to fax machines. DCJS and OTDA established a new secure and confidential electronic submission procedure to eventually replace the fax system. That system continues to be in place, allowing for a more efficient and expedited confirmation process.

Confirmation that an individual is a victim of human trafficking enables access to services through the New York State Response to Human Trafficking Program. 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, legal assistance, food, clothing and shelter. Between 2007 and 2021, there were 2,336 individuals referred as possible victims of human trafficking, with 2,137 of them ultimately confirmed and found eligible for services through the program. For 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.

• **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 Computer Crimes Unit:** Troopers conducted undercover investigations into prostitution and other illicit activity 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:

  » State Police in Rockland County were contacted by a 16-year-old girl, who reported that her 37-year-old aunt had been trafficking her to older men for sex. An investigation determined that Facebook Messenger was being used to set up the sexual encounters with the girl with her aunt arranging payments. She was arrested and charged with felony counts of child sex trafficking, promoting prostitution, and other related misdemeanors.

  » State Police in Rochester received a tip about an individual employed as a schoolteacher possessing images of child sex abuse. The individual had previously worked as a substitute schoolteacher and as a childcare facility employee and was found to possess thousands of child sexual abuse images that he shared nationally and internationally. Further investigation revealed that he created these images by subjecting his young niece and nephew to sexual abuse, along with other children in his care as a babysitter and childcare employee. He was later charged with production, possession, receipt and distribution of child pornography.

  » State Police in Albany conducted an undercover sting operation on KIK, a social media platform, which netted an individual attempting to pay $100 to have sex with a 14-year-old girl. While at first hesitant to meet in person, the individual eventually relented and agreed to meet the girl at a dock at the Schenectady County Community College. The individual pulled up to meet the girl in a boat but fled once investigators identified themselves. He was later apprehended and charged with attempted rape and attempted criminal sex act.

  » In January 2021, State Police launched an investigation in the Albany County town of Colonie that resulted in the arrest of an adult female who was sex trafficking a 16-year-old female at a local motel.

  » In March 2021, a residential search warrant regarding the sex trafficking of a female minor in Albany resulted in the arrest of a suspect weapon and illicit drug charges. The sex trafficking investigation is ongoing.
In April 2021, the Internet Crimes Against Children Task Force conducted a multiday undercover operation throughout the Capital Region to identify potential victims of sex trafficking and arrest persons who were attempting to purchase commercial sex. The operation resulted in the arrest of 15 individuals for offenses related to the purchasing of commercial sex, including two individuals who attempted to pay for sexual contact with a child. During this operation, investigators also identified several commercial sex workers and/or potential victims who were offered services.

In November 2021, an online undercover chat was conducted with an individual living in Chicago who stated that he wanted to engage in sexual activity with a 12-year-old child in exchange for $400. The individual was tracked by GPS to a meeting with undercover agents in the Albany County town of Colonie, where he paid them half the cash up front. He was then arrested and charged federally with online enticement of a minor and travel across state lines with the intent to engage in a sex act with a minor.

**Office of Addiction Services and Supports**

The agency continued to promote “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. The video was viewed by 1,552 individuals seeking certification as a credentialed alcoholism and substance abuse counselor.

The agency’s Bureau of Adolescent, Women, and Families Services hosted a training conducted by the Office of Children and Family Services (OCFS) on the basics of Human Trafficking. This training informed the participants on what human trafficking is, identifying signs of human trafficking and identifying resources for trafficked individuals. The training was conducted on April 19, 2021 and had 27 individuals in attendance.

In addition, staff from the agency’s Adolescent, Women, and Family Services conducted training for OCFS’s Safe Harbour program staff on the Clubhouse Program, which provides a restorative, non-clinical environment for young people whose lives have been disrupted by addiction to connect with others in recovery. Clubhouses are built on a core of peer-driven supports and services that help young people progress in their recovery by encouraging a drug-free lifestyle.

Clubhouses for Youth cater to ages 12 to 17. Clubhouses for Young Adults cater to ages 18 to 21. There are 23 Clubhouses located throughout New York State. This training also included information on treatment and recovery services that are available to youth in the OASAS system. Also in 2021, 30 staff members of OASAS’ Addiction Treatment Center received training on human trafficking issues from the assistant deputy counsel for the New York State Court’s Division of Policy and Planning, who provides training and technical assistance to human trafficking intervention courts and mental health courts.

**Department of Labor**

The Department of Labor continued issuing T-visa endorsements for immigrant labor trafficking victims. If granted by the U.S. Citizenship and Immigration Services, a T-visa provides the victim with employment authorization and a four-year visa. These visas provide a substantial immigration benefit to non-citizen victims.
All complaints to the Labor Standards investigative division are screened for potential trafficking allegations, such as threats based on immigration status, physical violence, or egregious failure to pay wages. When indications of trafficking are found, the claimants are individually screened, provided additional services, and referrals for service provision as appropriate. Potential victim screening is also conducted as part of field investigations whenever trafficking indicators are found.

In addition, the agency’s Division of Immigrant Policies and Affairs conducted community outreach throughout the state, covering worker’s rights under New York State Labor Law, including the right to be free from retaliation or the employer’s use of force, fraud, or coercion to compel an individual to work. The division trained staff from the New York Immigration Coalition, the New York City Agency Human Trafficking Working Group, the Rockland County Anti-Trafficking Taskforce, and individual service providers, such as Neighbor’s Link. The training topics included services available for victims, including referrals to the Response to Human Trafficking Program and criminal law enforcement; investigations of unpaid wages; and U and T Visa certifications for immigrant victims of employment-related crime.

**Office of Children and Family Services**

The Office of Children and Family Service continued to support the Safe Harbour: NY program, which funds and supports counties in developing a child welfare-led response to human trafficking. For a second year, this state-funded program operated at full scale with participation from each county.

The agency also conducted its annual summit for Safe Harbour programs and anti-trafficking service providers in October 2021. With a focus on equity, the weeklong virtual event included presentations from national anti-trafficking organizations such as National Center for Missing and Exploited Children, gang expert Ronald “Cook” Barrett, and national speaker Teresa Stafford. The event also included presentations from many Safe Harbour partners on topics including survivor voice, building programs in rural communities, and racial inequities within youth-serving systems.

OCFS developed EMPOWER programs, a new model of foster care, in response to the federal Families First Prevention and Services Act. EMPOWER programs are high-quality, specialized residential foster care programs for youth at risk of or who have experienced sexual exploitation and trafficking.

OCFS again delivered its train-the-trainer curricula, partnering with OASAS to offer web-based presentations to cross-train programs on the services each agency provides. The agency also offered training on trafficking and commercial sexual exploitation of children to DCJS’ Office of Probation and Correctional Alternatives. The agency observed National Human Trafficking Prevention Month by featuring posts on its social media accounts and publishing an op-ed on the intersection between child trafficking and runaway youth.
Department of Health

Agency activities related to human trafficking in 2021 were again greatly impacted by the response to COVID-19 and other related projects that took priority. Staff continued to participate in Task Force meetings.

Task Force coordinators also gave a presentation to the New York State AIDS Advisory Council, Interagency Task Force on HIV/AIDS and at the 2021 Ending the Epidemic Summit. Additionally, these coordinators provided training to staff in the Bureau of Community Support Services. Through the Bureau of Community Support Services, the agency informed funded providers of the human trafficking identification and reporting processes.

Office of Victim Services

OVS continues to fund 28 programs that either exclusively serve victims of human trafficking or assist victims of this crime, as well as other victims of crime. In addition, OVS-funded programs may also encounter and serve individuals who identify as being a victim of human trafficking. From Oct. 1, 2020 through Sept. 30, 2021, programs funded by OVS assisted 6,480 individuals who were victims of human trafficking, a 30 percent increase from the 4,973 individuals assisted during the prior reporting period. Programs reported assisting 1,372 individuals who were victims of human trafficking between October 2021 and the end of the year.

OVS’ training efforts for 2021 were significantly impacted by the COVID-19 pandemic. During 2021, the agency continued to review and update training materials in anticipation of a comprehensive training offering the following year.

Office of Mental Health

The Office of Mental Health supports the Task Force’s mission by providing trauma-informed mental health services to individuals within the agency’s system that are identified as victims or survivors of human trafficking. During National Slavery and Human Trafficking Prevention Month, the agency designed and released a ‘Spotlight on Human Trafficking’ infographic, which was developed with assistance from partner agencies.

The agency updated its Incident Management Programs guidance in March to include definitions for ‘Human Trafficking Victims.’ In section 524.4 General Definitions for Incident Management, ‘human trafficking victim’ was defined in a manner that is inclusive of both those compelled into sex and labor activities, as well as those at risk of trafficking. In section 524.5 Incident Category Definitions, the ‘missing patient’ definition was also expanded to include any individual living in an OMH residential or congregate care program who has been compelled to performed or is at risk of being compelled to perform sex or labor.

OMH’s intra-agency Anti-Human Trafficking Workgroup continued to meet. This workgroup was formed to
assist with reviewing proposed changes to staff training; screening and assessment; documentation; reporting; and tracking of human trafficking victims and survivors within our licensed and funded programs.

Agency staff attended and participated in the Interagency Taskforce on Human Trafficking quarterly meetings, offering training assistance to partner agencies to ensure the potential immediate and long-term mental health service needs of victims and survivors of trafficking receive proper consideration. OMH also offered to share other agencies’ awareness and educational campaigns on the agency’s social media pages and website. This included sharing several posts created by the Office for the Prevention of Domestic Violence that highlighted the connection between domestic violence and human trafficking.

The agency’s central office sends monthly updates from the Task Force partner agencies to its field offices on upcoming training opportunities and anti-human trafficking resources. These updates are also distributed to OMH-licensed and funded programs throughout New York State.

**Office for the Prevention of Domestic Violence**

OPDV drafted, posted, and promoted social media posts on Facebook, Twitter, and Instagram, coordinating with the Task Force during National Human Trafficking Prevention Month in January. In recognition of the month, the agency hosted a 20-minute ‘live chat’ online with DCJS’ director of Human Trafficking Prevention, which is now hosted on YouTube.

The agency also supported the work of funded providers, including those funded via the ‘Enough is Enough’ program related to campus sexual violence, to train and raise awareness of human trafficking as it relates to college communities.
Other Activities

Department of State

The state Department of State continued to address and engage the issue of human trafficking through a multi-level approach in 2021. This included referring specific human trafficking cases for assistance, training community partners across the state, and integrating the response to human trafficking into broader policy initiatives.

The state Office of New Americans’ and New York State Developmental Disabilities Planning Council’s Ramirez June Initiative hosted a training webinar, Human Trafficking and New Americans with Disabilities—Awareness and Prevention, in January. The webinar was attended by 145 participants, including network grantees and service providers from various disciplines from around the state, California, Colorado, Illinois, New Jersey, Ohio, Oregon, Utah, Vermont and Wisconsin.

Presenters included representatives from the Task Force, the human trafficking coordinator at the state Office of Temporary and Disability Assistance and the director of human trafficking prevention at the state Division of Criminal Justice Services. Participants were provided with the new electronic referral form providers can use to assist survivors of human trafficking in connecting with resources, information, and services. Sarah McGaughney, program director of Domestic Violence Services at Unity House of Troy, also detailed her experiences supporting survivors of domestic violence and human trafficking with intellectual and developmental disabilities.

The training included how to detect the warning signs of human trafficking, including for individuals with disabilities, and offered resources to providers for making referrals. Training participants shared positive feedback, with 97 percent reporting satisfaction with the training and 99 percent indicating they feel better able to support individuals with intellectual and developmental disabilities because of the training.

The Ramirez June developmental disabilities navigator subsequently reported these outcomes to the Task Force and shared information on cases of human trafficking involving new Americans and individuals with disabilities, along with warning signs of trafficking to look for among new Americans with disabilities.
Attachment A

Response to Human Trafficking Program Statistics 2021
Summary Total Referrals 344

- **Confirmed cases**: 92%
- **Referrals not confirmed** (Includes 3 denials, 23 duplicates and 1 withdrawal by referral source and 2 inadmissible): 8%
- **Pending**: 1%

Type of Trafficking

- **Labor trafficking**: 22%
- **Sex trafficking**: 73%
- **Both sex and labor trafficking**: 3%
Attachment A (continued)

Gender of Confirmed Victims

- Male: 11%
- Female: 89%
- Not specified: 0%

Region of Confirmed Victims

- NYC: 44%
- Metro: 22%
- Upstate: 34%
Attachment A (continued)

Referral Status

- Referred to RHTP: 40%
- Referred to Social Services District: 60%

Age of Confirmed Victims

- Adult: 76%
- Minor: 19%
Demographics
Total Confirmed Victims: 2,137
Female: 1,905
Male: 231
Gender Non-Conforming: 1
Adult (18 years and older): 1,633
Minor (younger than 18 years): 504

Overview of Referrals
Total Referrals: 2,336
Referrals Not Confirmed: 193
Referrals Pending Determination: 6

Offense
Sex Trafficking: 1,567
Labor Trafficking: 459
Both: 111

Victims by Region
New York City: 938
Metro: 464
Upstate: 735

Notes
• 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 88 denials, 81 duplicates, 6 withdrawals by referral source, and 18 inadmissible referrals.

### New York State

**Arrests/Arraignments for Sex Trafficking (PL 230.34 & PL 230.34A)**

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**Convictions to:**

- **Sex Trafficking**: 114
- **Labor Trafficking**: 1
- **Non-Trafficking Charge**: 253

**Sentences to:**

- **Prison**: 247
- **Jail**: 41
- **Time Served**: 14
- **Jail + Probation**: 16
- **Probation**: 22
- **Fine**: 5
- **Conditional Discharge**: 22
- **Unconditional Discharge**: 1
- **Other**: 0

**Note:** Includes all dispositions where a PL 230.34 or PL 230.34A charge appeared as a top or underlying arrest or arraignment charge.

**Source:** DCJS, Computerized Criminal History system (as of 4/15/2022).
### New York State

**Arrests/Arraignments for Labor Trafficking (PL 135.35 & PL 135.37)**

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**Note:** Includes all dispositions 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 4/15/2022).
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.