

Mapping Oklahoma's Response to Human Trafficking: Data and Partnerships

Lucy Mahaffey

Supervisors: Dr. Kevin Bales and Dr. Alison Gardner

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ABSTRACT

Three questions underpin this research. What is the nature of human trafficking in Oklahoma? Who is currently responding to this problem and how? What gaps are there in anti-trafficking response? There is no centralized database and actors turnover with some regularity, making it difficult to form a coherent picture. With surveys and interviews the author attempts to fill this gap. Ultimately, there are next to no resources or data on labor trafficking. While it is imperfect, Oklahoma is beginning to form a picture of adult sex trafficking. Throughout Oklahoma there are two task forces, three main law enforcement agencies, and three victim service providers certified to directly serve sex trafficking victims. Results suggest Oklahomans should work to understand their unique local context, particularly regarding Tribes and jurisdictions. The author concludes with seven areas for future research and key findings and recommendations on ten areas: legislation, data, culture, perceptions, actors/activities, location, measuring, partnerships, good work, and priorities versus moving forward.

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CHAPTER 1: LITERATURE REVIEW

EXECUTIVE SUMMARY

Three main questions underpin this research. The first revolves around definitions, laws and data: what is the nature of human trafficking (HT) in Oklahoma (OK)? The second focuses on actors and activities: Who is currently responding to this problem and how? The third highlights recommendations: what gaps are there in anti-trafficking response? This literature review provides a foundation to inform the later analysis of primary research surveys and interviews. There is no centralized OK database and anti-trafficking actors turnover with some regularity. This makes it difficult to form a coherent picture of the past decade of anti-trafficking efforts. Ultimately, the author found there are next to no resources, data, actors, or statistics on labor trafficking (LT) in OK. While it is imperfect, the state is beginning to form a picture of sex trafficking (ST), particularly adult ST. Throughout the state there are two task forces (TF), three main law enforcement (LE) agencies, and three victim service providers (VSP's) certified by the Oklahoma Attorney General (OAG) to directly serve ST victims.

INTRODUCTION

The state of OK faces specific challenges to combat HT and modern slavery.¹ While it is widely acknowledged there are 45.8 million people in modern slavery today - 57,700 of whom are in the US - these broad strokes are hard to picture.² The image becomes fuzzier walking down Main St in a local town. There have been reports of HT in every US state, but OK is a place with a unique context. This includes over thirty-eight Native American (NA) tribes, who may be disproportionately impacted by trafficking. It also includes 130 casino gaming facilities³

¹ The author uses "human trafficking" interchangeably with "modern slavery" per the TVPA, discussed in DEFINITIONS.

² Walk Free Foundation, *The Global Slavery Index 2016*, 4.

³ Oklahoma Indian Gaming Association, "Facts."

(all affiliated with tribal nations) and 100 oil rigs;⁴ both casinos and rigs are sites of HT that do not feature in the twenty-five widely used US types.⁵

Various types of slavery have existed in OK for centuries, practiced first by NA tribes and then white colonizers. Some OK slavery stories are told in poignant interviews with slaves themselves in anthologies like the Federal Writers' Project,⁶ OK Slave Narratives collected 1936-1938. African American slavery began in full force in OK in the 1830s, and much but not all of this was through tribal nations. When the Civil War broke out, at least eight thousand Black people were enslaved in "Indian Territory."⁷ However, slavery in Indian nations was markedly different from widespread "American slavery" in a few important ways. For the most part, Black people enslaved in tribal nations were not sold apart. Families were able to live together and to gather for religious services or to read and write and, at times, act as translators to their enslavers. In some tribes there was the possibility of an enslaved person transitioning from slavery to freedom and even full adoption into a Native family. Another important feature was violence was used less. This is not to say one type of slavery was better – all forms of severe exploitation are inexcusable and should not be justified. It is important to recognize the local context can and should be used to form an appropriate, sustainable response. To date, there has been a large focus on national, top-down responses to HT, but a large research gap exists in local contexts and responses to the problem.

OKLAHOMA'S CONTEXT⁸

To understand HT in OK, it is critical to examine factors specific to OK. OK has the second highest population of NA in the USA at roughly 395,000⁹ or 9.4%¹⁰ of OK's population.

⁴ OK Energy Today, "Oil and gas."

⁵ Polaris, "The Typology."

⁶ Federal Writers Project, "Oklahoma."

⁷ Krauthamer, "Slavery."

⁸ A version of this section formed part of a previous assignment.

Compare this to roughly 1.3% of the general US population. Moreover, the impact HT has on “NAs is startling and almost entirely overlooked.”¹¹ NA women are two and one-half more likely to experience sexual violence and the offender in over ninety percent of the cases is non-Indian.¹² NA are also more likely to be trafficked.¹³ However, due to national and state laws, prosecuting traffickers is a complicated matter. Agents must first establish who has the authority to prosecute. To find an answer, parties must establish three things: 1) is the victim a member of a federally recognized Indian tribe? 2) Is the accuser a member of a federally recognized tribe? and 3) did the alleged offence take place on tribal land?¹⁴

There are thirty-eight federally recognized tribal governments in the state and sixty of OK's seventy-seven counties have tribal lands.¹⁵ To complicate things further, because of a long historical relationship of distrust between NA's and the federal government, many crimes go unreported. This is compounded by insufficient resources and training for some tribal police.¹⁶ To mitigate these problems, enforcement could “cross-deputize,” or work across boundaries.¹⁷ To do this, however, state and tribal police must work together, but some tribes do not have “cross-deputization” agreements with the OK government since they are difficult to enter.¹⁸ This research aims to shine a light on what is working well between state partnerships and tribal

⁹ Logan, “Human Trafficking,” 311.

¹⁰ US Census Bureau, “Oklahoma.”

¹¹ Logan, “Human Trafficking,” 293.

¹² Ibid, 295.

¹³ Ibid, 293.

¹⁴ Ibid, 309.

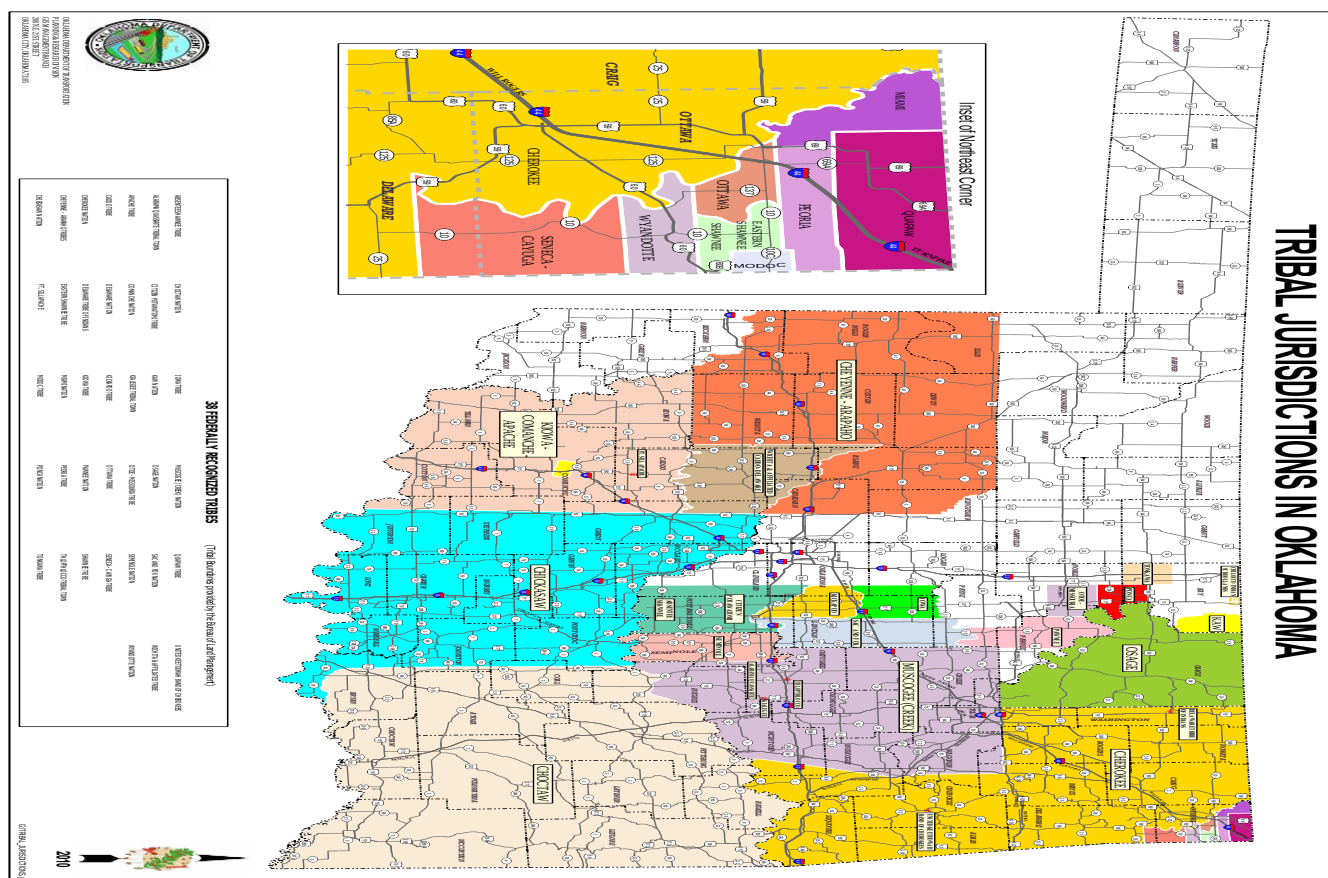
¹⁵ OK Department of Transportation, “Tribal Jurisdictions.” Following jurisdictional map is from same source.

¹⁶ Logan, “Human Trafficking,” 312.

¹⁷ Ibid, 311.

¹⁸ Ibid.

partnerships and what needs to be improved.



In addition to jurisdictional issues, OK has many social issues. A 2013 report in the OK City University Law Review explores HT in OK and is one of the only statewide publications on the topic.¹⁹ It lists OK's problems bluntly: the state has the highest female incarceration rate in the world, a low per capita income, and consistently some of the lowest education rankings in the US.²⁰ Unfortunately, OK is ranked high in child abuse deaths, in divorce, and in teen birth rates.²¹ Eighty-one percent of OK women in prison have children.²² Because so many households

²² Ibid, 113.

do not have mothers, many children end up in foster care.²³ These factors, combined, create parts of society that are very vulnerable.

It is important to discuss a commonly cited statement on OK's highways and HT. Many sources²⁴ say OK's highways I-35, I-40, and I-44 make OK a hotspot, especially as it is central in the US. While this is possible, it is difficult to find any comprehensive study proving or disproving the connection between highways and HT. Furthermore, after examining all fifty US states, at least twelve have cited a similar fact – their own highways provide a crossroads making their state a uniquely susceptible hotspot to HT.²⁵ While it is likely this ease of movement does help criminal activity, it is very important to note it is not an OK-specific problem. It is also misleading to assume HT must happen across highways or across state borders as many types of HT occur within the victim's same state, city, or even household. DEFINITIONS will discuss who victims can be and where they may be exploited to be considered HT in OK.

DEFINITIONS

There are many debates nationally and internationally²⁶ on how to define HT and modern slavery. This paper adheres to the definition given by the US government and, specifically, by the state of OK because this is the research's scope and the location of research participants. Later, in CONCLUSION, this paper highlights other definitions such as survivor-informed definitions, which offer great insight into lived experiences of trafficking.²⁷ For its foundation, however, this research uses the US Trafficking Victims Protection Act (TVPA) of 2000 which defines HT as

²³ Kujawa, "Modern-Day Slavery," 113.

²⁴ OK Commission on the Status of Women, "Human Trafficking."

²⁵ McNiell and McLeod, "Sex Trafficking," 12.

²⁶ Allain, "The definition," 239.

²⁷ Nicholson et al., "A full freedom."

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 the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.²⁸

In the US, “human trafficking” is an umbrella term and is synonymous with “trafficking in persons” (TIP) and “modern slavery.”²⁹ These three terms can discuss either labor trafficking (LT) or ST. There are many misconceptions surrounding these definitions.

The first misconception is that borders must be crossed for exploitation to be HT. This is not true and no borders (national, state, or city) need to be crossed for a crime to be HT.³⁰ This is closely tied to the second misunderstanding that physical movement is actually needed. No physical movement is needed. While the term trafficking “connotes movement, no language in the definition requires movement to constitute a trafficking crime.”³¹ The crime of HT could (and does) occur in the victim’s own state, city, or home.³²

In OK, local LE, policy makers, and NGOs use HT more often than the term “modern slavery.”³³ However, like the wider US definition, OK legally equates HT to modern-day slavery. In OK, this “includes, but is not limited to, extreme exploitation and the denial of freedom or liberty of an individual for purposes of deriving benefit from that individuals’ commercial sex act or labor.”³⁴ The law goes on to define the means of trafficking such as “recruiting, enticing, harboring, maintaining, transporting, providing, obtaining,” which mirrors

²⁸ Trafficking Victims Protection Act, § 7102.

²⁹ US Department of State, “Trafficking in Persons 2019 Report,” 3.

³⁰ Ibid.

³¹ Ibid, 4-8.

³² Ibid.

³³ OK Stat § 21-748.

³⁴ Ibid.

the national TVPA definition, but OK also includes “enticing” and “maintaining.” OK is explicit a victim’s consent does not mean a trafficker can go free. In addition, the state recommends if a trafficker is also a victim then courts should take this into account.³⁵ These definitions fit into a larger national legal framework.

NATIONAL US LAWS AND HUMAN TRAFFICKING RESPONSE

The US legal framework provides insight into how HT response has evolved over twenty years. The TVPA of 2000 was the first US federal law on HT and has formed the core of US response. The TVPA provides a “three p” approach: protection, prevention, and prosecution. These categories have largely defined how international, national, and US state responses take shape. While it is outside this paper’s scope to discuss all TVPA ramifications, see the references for more analysis.³⁶ Among other things, the original TVPA made HT a federal crime, created a federal TF to assist in its implementation, created visas for trafficking victims called T-Visas, and mandated the annual US TIP Report to rank nations on their HT response.

The original TVPA was criticized as favoring international victims and almost completely ignoring domestic victims.³⁷ Some argue the TVPA shifts “the burden of assisting domestic [HT] victims” onto states.³⁸ The Trafficking Victims Protection Reauthorization Act (TVPRA) was passed in 2003, 2005, 2008, 2013, 2017, and most recently in 2019. This section briefly describes the importance of these before concluding with the US shift to a local focus.

In the 2003 TVPRA, Congress expanded benefits to some victims’ families. In addition, they included a civil cause of action victims could raise against traffickers, in addition to a criminal one. In addition to the global TIP report, this act required the US Attorney General to

³⁵ Ibid.

³⁶ Polaris, “TVPA Fact Sheet,” 1-4. See also Polaris, “Analysis of Four Bills.”

³⁷ Hilborn, “How Oklahoma’s,” 463.

³⁸ Hilborn, “How Oklahoma’s,” 463.

report to Congress on US government HT activities.³⁹ In the 2005 TVPRA more programs were added to serve US citizens and residents like a pilot program for minor shelters. Additional grants were added for state and local LE.⁴⁰

By 2008, the TVPRA focus shifted to preventing the US from using goods made by slave/child labor; this required the publication of a list of goods made by slave/child labor. A provision required the US to give information on HT to all visa applicants, and it expanded T-visas to also U-Visas and Continued Presence. It added a required integrated database to collect federal agency HT data. It began a new program for US citizen survivors and required more materials for state LE on continued presence. The US DOJ was required to make a model HT state law,⁴¹ which increased the comprehensiveness of most state laws. A Polaris report showed forty states lacked comprehensive HT legislation in 2011, but by 2014 only eleven lacked this.⁴²

In 2013, the TVPRA focused particularly on better disaster response, making grants available to respond to humanitarian emergencies and potential trafficking victims. It further authorized the US DOS Trafficking in Persons Office (J/TIP) to form local partnerships to combat child trafficking globally. However, this largely excluded domestic, local partnerships in the US itself.⁴³ By 2017, the TVPRA focused on prevention and promoting school personnel to identify HT. This, interestingly, also improved training for federal and tribal LE by promoting a victim-centered approach. An expansion to tribes as well as a shift to victim-centered language is important to recognize.⁴⁴

³⁹ Polaris, "TVPA Fact Sheet," 1-4.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Polaris "A Look Back," 1-4.

⁴³ ATEST, "Summary."

⁴⁴ Kinery, "House passes."

Unlike previous versions, the most recent 2019 TVPRA passed as four bills. This time the emphasis shifted to reducing demand and to focus domestically since the DOJ is now required to compile a report on TF's nationwide. In addition, the DOJ must assign a US Attorney as HT Coordinator in each federal district to implement the National HT Strategy. This requires a prosecutor in each district to work with a trafficking victims-witness specialist. There is a push to feature victim-centered approaches, increase training for public schools, domestic airlines, and a new focus on multilateral banks and the financial sector; this act only nominally discusses private corporations. The TVPRA continues to increase victim service funding, survivors' input in policymaking, and expands grant funding for training to include more tribes, nonprofits, and universities. Lastly, it encourages public-private partnerships and creates a specific council to report to Congress.⁴⁵

In addition, it is important to highlight Polaris' typologies of US HT. They frame US response and frame survey questions in this study. Polaris analyzed 32,000 HT cases and developed a classification system of twenty-five types of HT.⁴⁶ These are not perfect and can be skewed by who self-identifies, who has hotline access, and if there is a higher awareness (and thus higher calls) about certain types. However, the framework this system provides can help LE and VSP's begin to understand this issue.

This section has discussed how the US initially responded to HT through an international lens and an emphasis on LE and prosecution. This focus has shifted to consider both international and US victims and to emphasize a trauma-informed approach. One of the biggest shifts, however, has been from the national to consider the importance of localities.

A NEW FOCUS: LOCAL AND PARTNERSHIP HUMAN TRAFFICKING RESPONSE

⁴⁵ Polaris, "Analysis of Four Bills," 1-47.

⁴⁶ Polaris, "The Typology."

In the past decade, there has been shift toward local responses. There has also been a shift in the meaning of the word “local” when responding to HT. In 2010, the Bureau of Justice Assistance (BJA) and Office of Victims of Crime (OVC) began to offer joint federal grants to TF’s with an “enhanced collaborative” model. Grant applications had to be a collaboration between at least one LE agency, VSP, and the local US Attorney’s Office. This encouraged cities and regions to respond to trafficking.⁴⁷ The height of this program included forty-two US cities. According to recent 2020 data there are thirty-six OVC-funded TF’s but none in OK.⁴⁸ When US cities respond to HT, “it has generally been through local police departments and federally-funded LE TF’s.”⁴⁹ While these police, TF’s, and VSP’s have been the backbone of local response in the past, the focus and pressure on specific groups is changing to include many more “local” groups.

In 2018, the key US report on HT – the TIP Report -- focused on “Local Solutions to a Global Problem: Supporting Communities in the Fight Against Human Trafficking.” This signaled a more significant change in both wider global anti-trafficking efforts and U.S. response. The report emphasized “HT takes place locally...in a favorite nail salon or restaurant.”⁵⁰ It further highlighted “traffickers exploit the political, social, economic, and cultural contours of local communities” and the best response is “using first-hand knowledge of local systems, behaviors, social structures.”⁵¹ This has sparked conversations on more community-wide responses to include not just LE and VSP’s but also businesses, places of workshop, schools, and particularly city governments. This report has not only pressed national governments to support localities, it has shifted the focus away from national and international

⁴⁷ Foot, *Collaborating Against*, 5.

⁴⁸ Office for Victims of Crime, “Awards Listing.”

⁴⁹ Erb et al., “Local Approaches,” 4.

⁵⁰ US Department of State, “Trafficking in Persons 2018,” 2.

⁵¹ Ibid, 3.

actors. It calls on localities – comprising a wide cast of characters - to come together and lays out examples of successes.

One success story includes OK's neighbor. The Houston Area Council on HT⁵² has doubled in size since starting in 2012. Run through the mayor's office, it now has forty-two member organizations including VSP's, LE, advocacy, and funders. They have four subgroups, each focusing on one of the three anti-trafficking "P's" (prevention, protection, and prosecution) as well as a fourth "P" for partnerships. Before developing their plan, they conducted a six-month "landscape analysis," speaking to 250 stakeholders.⁵³ Most impressive, they are actively implementing a ninety-one-point strategic plan, which they revisit and update in annual reports. This research highlights Houston as an example since they have four reports showcasing success. They have expanded offering two fellowships – one for US Mayors or City Managers and one for international anti-trafficking entities. These are multiday immersion programs on how to develop municipal response in collaboration with the National HT Training and Technical Assistance Center and US HHS.⁵⁴

Another signal of the shift to local was in 2018 when thirteen mayors of major US cities applied for the "Pathways to Freedom," which funds citywide development of programs to better support HT survivors and innovate.⁵⁵ Three cities received it (Chicago, Atlanta, and Minneapolis) and are working with LE, VSP's, health care, and community leaders to prevent the cycle of sexual exploitation in their cities, particularly of people of color, immigrants, indigenous populations, LGBTQ, and addicts.⁵⁶

⁵² US Department of State, "Trafficking in Persons 2018," 4.

⁵³ City of Houston Mayor's Office, "Issues & Solutions."

⁵⁴ Ibid, "Ten/Ten Muni-Fellowships."

⁵⁵ Pathways to Freedom, "Our Mission."

⁵⁶ Porter, "The fight."

There is a dearth of large-scale studies on community-wide approaches to HT and modern slavery in the US. However, the University of Nottingham has a team that specifically focuses on “slavery-free communities,” examining why slavery persists and how to create resilient communities. They have produced a study which maps all local UK antitrafficking partnerships. They examined multi-agency work at a local level, analyzing partnership location, structure, activities, funding, and how they measure progress.⁵⁷ They found a wide variety in maturity and coordination of partnership responses but saw most had one thing in common: almost all were chaired by police.⁵⁸ Most partnerships were informal and funded through the mainstream budgets of key partners.⁵⁹ Many participants noted “silo mentalities” and “inefficiencies and duplication” where there was not one apparent “lead agency.” While there was “lots of passion” this did not often “translate into tangible results or action.”⁶⁰ Ultimately, while good UK partnerships exist, few have moved beyond community awareness to change the larger environment and culture into a resilient one which would prevent exploitation.⁶¹

It is important to note Gardner's work focused on the entire UK of sixty-six million,⁶² but this research focuses on OK, with almost four million.⁶³ Gardner's work resulted in an Anti-Slavery Partnership Toolkit. This offers a practical approach how anti-trafficking collaborations can improve. One helpful resource for actors is the checklist of seventeen questions to begin examining partnership function, membership, governance, resourcing, and strategy and action planning.⁶⁴

⁵⁷ Gardner et al, “Collaborating for Freedom,” 8.

⁵⁸ Ibid.

⁵⁹ Ibid, 19.

⁶⁰ Ibid, 25.

⁶¹ Ibid, 8 and 33.

⁶² US Census Bureau, “United Kingdom.”

⁶³ US Census Bureau, “Oklahoma.”

⁶⁴ University of Nottingham and Independent Anti-Slavery Commissioner, “Partnership Toolkit.”

In addition, Foot focuses on US multisector collaborations against HT in her 2016 book. She examines one hundred and fifty organizations in nine sectors between 2009-2011.⁶⁵ Gardner and Foot combined provide context for antitrafficking collaborations. Foot explains the US DOS added a fourth “p” – partnership - to their 3P’s in 2009 for anti-trafficking, ⁶⁶ and in 2011 the US DOJ released a HT TF e-Guide. While helpful, Foot dives deeper including businesses, donors, and faith communities in addition to VSP’s and LE.⁶⁷ She examines power, race, gender, beliefs, and values in these collaborations, in addition to human agency, interpersonal dynamics, and wider social, political, and economic contexts.⁶⁸ Ultimately, she argues these differences and power dynamics are not easily fixed because they are systemic but by “reflective attention to collective leadership, strategic planning, organizing processes, and communication practices” actors can strengthen collaborations.⁶⁹

In the 2019 UN Symposium on “Local Approaches to Modern Slavery” actors described good HT legislation but pointed to a missing link to implement it; this link is found at the local and subnational level.⁷⁰ Local partners may lack an example of good practice and must discuss what to pursue: funds, focus, data sharing, and monitoring and evaluation. In another paper, Gardner highlights there is often a “focusing event” like an extreme HT case publicized widely. This makes “policy window” where many stakeholders’ energy and resources are focused on HT. However, the national top down lens and focus on criminal justice does not always translate well locally. It is important to engage local politicians and numerous stakeholders (health, housing, NGO’s, businesses, etc.) in addition to LE.⁷¹

⁶⁵ Foot, *Collaborating Against*, 15.

⁶⁶ Ibid, 3.

⁶⁷ Ibid, 6.

⁶⁸ Ibid, 10 and 55.

⁶⁹ Ibid, 18.

⁷⁰ Erb et al., “Local Approaches,” 1.

⁷¹ Gardner, “An Idea,” 475.

Foot echoes to engage various local stakeholders, most especially survivors. She found survivors “often feel invisible and unheard, excluded from many anti-trafficking efforts and marginalized when they are included.”⁷² If included they are typically tokenized and seen as only survivors instead of whole humans with complex lives and jobs and dreams. Almost always, they are only included in the “narrowly prescribed form of ‘telling their stories.’”⁷³ She advocates they should be consulted on programs, policies, strategies, and materials.⁷⁴ Above all, Foot states survivors must be paid. While many NGOs can rely on volunteers, survivors must not be re-exploited or re-traumatized; it is critical to talk about time and money commitments upfront.⁷⁵ There are helpful checklists on survivor inclusion, which readers can find in the references.⁷⁶

OKLAHOMA's LAWS

OK passed their first HT statutes in 2008, the thirty-third state to do so.⁷⁷ There are five trafficking-specific components of OK law,⁷⁸ and the core of this is OK Statute 21. There are also pertinent sections of OK Statute 22. As mentioned in DEFINITIONS, the OK view of HT mirrors the national TVPA definition. In the “Rights of the Victim,” OK mandates safeguards for victims (medical care, housing, protection from traffickers and more). HT is a felony, which has a minimum five-year sentence in cases with adult victims or fifteen years with minor victims; it is an eighty-five percent crime requiring convicted traffickers may not have parole until serving eighty-five percent of the sentence.⁷⁹ OK amended legislation so a victim's consent cannot be used against a victim by a trafficker in court.

⁷² Foot, *Collaborating Against*, 19.

⁷³ Ibid, 69.

⁷⁴ Ibid, 71.

⁷⁵ Ibid, 76.

⁷⁶ US Department of State, “Trafficking in Persons 2018,” 25. See also Survivor Alliance, “Survivor Inclusion.”

⁷⁷ Polaris “A Look Back,” 1-4.

⁷⁸ Polaris, “Efforts to Combat.”

⁷⁹ Hilborn, “How Oklahoma's,” 466.

OK HT Laws⁸⁰	Statute
Human Trafficking O.S. §21-748v.1	21
Rights of Victims of HT: Civil Action Against the Perpetrator O.S. §21-748.2	21
Child Under 18: Procuring for Prostitution O.S. §21-1087	21
Offering or Transporting Child for Purpose of Prostitution O.S. §21-1087	21
Criminal Forfeiture Procedures O.S. §22-1405	22

Thirty-seven US states have laws on affirmative defense for victims, which mitigate consequences for victims who committed crimes while being victimized. OK's HT laws differ from every other state for three reasons combined: OK's affirmative defense lacks a proportionality requirement, a nexus requirement, and a crime limit. OK is the only state without a nexus requirement and crime limit. This means victims could commit misdemeanors, non-violent felonies, and even violent felonies not strictly connected to their HT exploitation and they could still be seen as victims. Hilborn argues this means OK has the boldest trafficking victim defense in the country.⁸¹ However, they emphasize, "OK's courts have little experience with the trafficking-victim defense because it appears to rarely be raised."⁸²

This scholar's opinion stands in stark contrast to the "F" ranking Polaris gave OK laws in "Criminal Record Relief for Trafficking Survivors: OK."⁸³ OK scored only forty-four of one hundred and ranked 30th in the US. They scored zero in four of eleven categories: Hearing Requirement, Burden of Proof, Official Documentation, and Confidentiality. OK scored poorly in Hearing Requirement because survivors must always appear in person. OK scored zero on Burden of Proof because the statute says nothing on standard of proof. They scored zero on

⁸⁰ Polaris, "Efforts to Combat."

⁸¹ Hilborn, "How Oklahoma's," 458.

⁸² Ibid, 464.

⁸³ Polaris, "Criminal Record Relief."

Official Documentation because in OK, survivors' attempts at criminal record relief may be retraumatizing and difficult. OK scored zero on Confidentiality because the statute does not allow documents to be filed under seal/confidentially. OK scored ten of ten on two categories: Arrests and Adjudications Relief and Nexus to Trafficking. The first is because OK allows survivors to clear their criminal records. The second is because more survivors can get relief due to OK's less restrictive laws.⁸⁴

According to the current Federal HT Report by the HT Institute, OK ranked 22nd for new federal criminal cases, 28th for active federal criminal cases, and 19th for federal convictions. All active criminal cases were ST. OK was one of forty-nine states that failed to initiate a federal criminal LT prosecution in 2018. It is interesting OK ranks 8th for restitution since it ordered four of five defendants (80%) to pay restitution, far above the national average (31.2%). It is important to note the Federal HT Report does not include cases at the state level.

OKLAHOMA'S RESPONSE

In OK there are three OAG certified HT programs: Dragonfly Home (DFH), Dayspring Villa (DSV), and Domestic Violence Intervention Services (DVIS). There are three key LE groups: OBN, OKC Police Department, and Tulsa Police Department.⁸⁵ At the beginning of research the author also thought there was only one TF but was incorrect; this will be discussed more in CHAPTER 2.

Over the past ten years, OK's response to trafficking has been marked by three periods. The first was gradual awareness between the first federal law in 2000 and the first OK law in 2008.⁸⁶ This second was a big surge of anti-trafficking engagement between 2008-2013 led particularly (but not exclusively) by one actor, Oklahomans Against Trafficking Humans

⁸⁴ Human Trafficking Institute, "Oklahoma."

⁸⁵ Dabney, "Human Trafficking," 13.

⁸⁶ US Equal Employment Opportunity Commission, "Pickle." See also Polaris "A Look Back," 1-4.

(OATH). The third happened after OATH dissolved in 2013; OK HT response has been regrouping, but there are surges of activity like collaborative conferences⁸⁷ recently in 2017 and 2018.⁸⁸ Due to COVID-19 one of the only 2020 publicized partner activities was a January candlelight vigil.⁸⁹ The OKHTTF has been reorganizing since 2018.

One of the first anti-trafficking actors in the state was OATH. They formed between 2007-2008 and raised lots of money and awareness throughout the state, bringing together churches, media, businesses, and NGO's. They gained fame at a national level when their founder, Mark Elam, was named FBI Citizen of the Year in 2010.⁹⁰ Through informal discussions, Elam is widely recognized for bringing much HT awareness to OK. He widely cited OK highways contributed to HT, and this inaccuracy is repeated widely today.⁹¹ However, discussions also reveal Elam's problems retraumatizing victims and, eventually, OATH dissolved for embezzling and mysterious reasons in 2013. This caused a vacuum of energy, resources, and communication, and the state is still regrouping.

Another key anti-trafficking actor is the OKHTTF. Formed in 2009, the TF is hosted by the OAG and meets four times each year. It includes VSP's and LE as well as many other care and medical staff and a few academics.⁹² Although now reorganizing, it historically had three subcommittees: Training and Awareness, Data, and Conference Planning. The TF suffers from people fading away, and at informal discussion at 2018 meetings indicated the need for "shared effort" with partners.

⁸⁷ Community Service Council, "Human Trafficking." See also OKHTTF, "Conference Schedule."

⁸⁸ OKHTTF, "2nd Annual."

⁸⁹ OKHTTF, "Candlelight Vigil."

⁹⁰ M3, "Oklahoman of the Year."

⁹¹ News on 6, "Prime Trade Route."

⁹² Alavi, "Advocating," 271-284.

Energy was building with the formation of laws, LE, VSP's, and a TF, and it reached tragic climax in 2011 with the brutal murder of Carina Saunders in Bethany, OK. Unsolved for nine months, her murderers were caught in 2012.⁹³ Her truly chilling and graphic story moved the hearts and resources of many Okies.⁹⁴ A third key anti-trafficking, the OBN, took charge of HT investigations in 2012 when agent power was broadened to investigate HT.⁹⁵ In the same year, DSV became the first shelter in OK certified for HT victims.⁹⁶

Saunders' tragic death opened what Gardner has termed a "policy window," when a lot of actors were moved to do something about HT. In 2013 three measures amended OK HT laws to help victims.⁹⁷ There was also the first federal sentence of HT in OK.⁹⁸ Unfortunately, OATH dissolved amidst this energy. By 2014, the LE members of the OKHTTF split into their own HT Intelligence Working Group.⁹⁹ The OAG also listed two certified HT programs: DSV and DVIS.¹⁰⁰

In 2015, Dabney conducted research statewide, sending 100 surveys to LE, courts, and VSP's, and received 38 responses; they discussed eleven questions primarily focused on the amount of ST in participants' jurisdictions. Dabney found several LE agencies did not talk to each other and hold their numbers without a consistent depository. It is interesting to note Dabney asked participants which laws should be passed; those seen as most favorable were asset forfeiture for sex traffickers and compassionate custody laws (treatment instead of charges) for minors in ST. It is important to note participants *thought* OK ST victims were 31% white, 28% African American, 27% Hispanic, 11% Asian, 3% Pacific Islander, and 1% NA . Respondents

⁹³ Stewart, "Murder of Carina."

⁹⁴ "Okie" means resident of OK, used pejoratively in 1920's but common now.

⁹⁵ State of Oklahoma, "About OBN."

⁹⁶ Dayspring Villa, "About Us."

⁹⁷ Oklahoman Editorial Board, "Compassion for Victims."

⁹⁸ US Immigration and Customs Enforcement, "First-ever federal."

⁹⁹ Patterson, "Oklahoma Gains."

¹⁰⁰ Office of Attorney General, "Sex Trafficking Programs."

stated there were next to no resources for Native victims. Dabney's respondents emphasized the need for rural education on HT, more data, and more case law for prosecutors. LE emphasized they did not need more laws but needed better prosecutions, "especially for customers/Johns."¹⁰¹

In 2016 the OKHTTF updated Dabney's "OK HT Resources Directory;" this was foundational for participants in this research. In the same year, DFH, the third OAG certified VSP formed.¹⁰² More laws were passed in 2018 requiring minor HT victims are not arrested; it is interesting to note these laws echoed Dabney's questions.¹⁰³

To date in 2020, the city of OKC received \$500,000 to help house HT victims, specifically providing transitional or short-term housing including assistance to find permanent housing, employment, occupational training, and counseling.¹⁰⁴ Related and important to note is increasing action to recognize Missing and Murdered Indigenous Women (MMIW). In 2020, a bipartisan coalition of legislators partnered with tribes to pass laws to reduce missing and murdered indigenous Oklahomans; they made a "Red Alert" system and a photo repository of all school kids.¹⁰⁵

Discussions with the OKHTTF, the OBN, OK anti-trafficking VSPs and NGOs beg the question: who is responding to trafficking across OK and how? Is it best summarized by a phrase Bales used to describe global anti-trafficking efforts, "simplistic, emotive, disparate, and disorganized?"¹⁰⁶ Or does it show what Gardner described as "collective, coordinated and sustained effort?"¹⁰⁷ There are examples of groups and individuals "running rogue," who without training are trying to fight HT and, sometimes literally, kicking down doors. Many community

¹⁰¹ Dabney, "Human Trafficking," 32.

¹⁰² The Dragonfly Home, "Our Story."

¹⁰³ Geiger, "Oklahoma Makes Strides."

¹⁰⁴ KOCO Staff, "\$500,000 Grant."

¹⁰⁵ Stecklein, "Coalition aimed."

¹⁰⁶ Bales, "Unlocking," 1.

¹⁰⁷ Gardner et al, "Collaborating for Freedom," 5.

groups such as churches, businesses, and schools have taken action to raise awareness and funds or to train others, but they work in isolation, unaware of a larger statewide network. Anti-trafficking actors have said they see a lot of good people who care. Individuals and groups across the state are eager to take action. To truly prevent, prosecute, and protect against HT, there needs to be collaboration sharing intelligence, raising awareness, training staff, and working around limited resources.

OKLAHOMA'S DATA

When researching HT statistics in OK, the most commonly cited numbers come from the National HT Hotline (NHTH). It provides some data, reporting 671 HT cases between 2007 and 2019 with 799 *highly likely* trafficked in the state. They also report 109 HT cases in OK in 2019.¹⁰⁸ It is important to note ST cases make up a majority of calls; this does not necessarily mean ST is more prevalent, but it is receiving more attention.

NHTH Statistics – Oklahoma*	2014	2015	2016	2017	2018	2019
HT Cases	62	42	89	78	121	109
ST Cases	49	28	71	52	91	77
% of Cases <u>only</u> ST	79%	67%	79%	67%	75%	70%
Calls	271	146	263	234	214	328

*Statistics are non-cumulative; cases may include multiple victims. Callers do not always provide demographic data.

No races or ages are listed. Of these, “Hotel/Motel-Based” was in the top two venues of ST for four of five years listed. “Illicit Massage Businesses/Spa” was in the top two venues of ST for two of five years listed. “Traveling Sales Crews” was in the top two categories for LT. However, although case studies are available through OBN presentations,¹⁰⁹ no other statewide statistics

¹⁰⁸ National Human Trafficking Hotline, “Oklahoma.”

¹⁰⁹ Snowden, “Oklahoma.”

are readily available to the public. What does OK HT actually look like? Do actors keep track of traffickers? Of johns? Of convictions? There is currently a big gap and research is needed to explore the who, what, when, where, and why of HT in OK.

CHAPTER 2: RESEARCH METHODOLOGY

INTRODUCTION

This chapter outlines the research aim, questions, design, timeline, and practical and ethical considerations and how these evolved. It also describes the methodology's strengths and weaknesses and difficulties encountered, including the unexpected ramifications of COVID-19.

AIM

The main aim of this research was to investigate what HT looks like in OK to date and map how actors and partnerships were responding to the problem statewide. Ultimately, this research provides three things: 1) a consolidated overview of OK HT data 2) a consolidated map of anti-trafficking actors/partnerships in OK and 3) a recommendations list for OK to collaborate more effectively to prevent, prosecute, and protect against HT.

QUESTIONS

To accomplish these goals, research was broken down into three questions: 1) What does HT look like in OK? 2) Who is currently responding to HT and how? 3) What gaps are there in current anti-trafficking partnership response in OK? These were further divided into subsections:

1. *What does human trafficking look like in Oklahoma?*

- a. Definition - How is it defined? What is the legal framework?
- b. Data - What data do anti-trafficking actors have to date on the problem? (Case types; demographics of victims, traffickers, or buyers; location data etc.)
- c. Perception - How do anti-trafficking actors perceive statewide HT? (Frequency, case types, shelter numbers/locations, task forces etc.)
- d. Comparison - How do these perceptions compare to actual data available?

2. *Who is currently responding to human trafficking in Oklahoma? How?*¹¹⁰

- a. Types - Which actors are involved in anti-trafficking activities?
- b. Activities - What activities do these actors do? For how long?
- c. Location - Where are these actors located?
- d. Measuring - Do actors measure progress? How? Do they include survivor voices?
- e. Funding - How are these actors funded?
- f. Partnerships - Do these actors partner (formally or informally)? If so, how?
- g. Leader(s) - Which group(s) lead the state anti-trafficking response?

3. *What gaps are there in current anti-trafficking response partnerships in Oklahoma?*

- a. Challenges - What do actors perceive as key challenges?
- b. Good Work - What good work is happening now? (Case studies)
- c. Other Partnerships - How do OK partnerships compare to similar partnerships in other states? (Can Nottingham Rights Lab work be transferred to other contexts?)
- d. Moving Forward - How might partnerships be more effective in future? (What do actors think needs to change? What does other research say about this?)

DESIGN

This research used three evidence sources to examine research question breadth and depth: academic materials, surveys, and interviews. It combined both quantitative and qualitative approaches in a descriptive study.¹¹¹ This loose structure and multi-method approach was necessary because there were no (discernable) studies on OK HT. It was difficult to begin without a foundational study, but this research aims to fill some of this gap, providing basis for future research. Thus, the researcher used a thematic analysis of data, allowing specificity to

¹¹⁰ Questions drawn from Gardner et al "Collaborating for freedom."

¹¹¹ Punch, "Developing."

emerge based on survey and interview themes. Although no hypotheses were directly tested, this approach ensured topics and foci most relevant to participants were not overlooked by preconceptions. Furthermore, a multi-method approach of data collection helped ensure internal validity.¹¹²

Method 1: Investigate archival and academic materials (secondary research)

First, the researcher collected all available literature and data on HT in OK. This included over 106 documents on OK statewide criminal and civil HT cases, number and types and locations of cases reported to the NHTH, statewide laws and definitions, news reports, LE presentations, and peer-reviewed research. The author's connections to OBN and OKHTTF proved invaluable to guide initial research. In addition, the author explored the wider US anti-trafficking context and history, findings on partnership HT response, and on the newest research on localized HT responses. This literature answered some initial research questions, especially around definitions and laws. The gaps around data, perceptions, and partnerships created a framework to shape primary research.

Method 2: Conduct surveys (primary research)

With this literature, it was possible to create a survey. After piloting iterations with a dozen colleagues and two OK anti-trafficking actors, the author decided on a twenty-eight-question survey. Twenty-two were multiple choice questions and six had options for participants to elaborate on their organization and activities (see APPENDIX 1). The relatively closed nature of this finalized survey was to help maximize participants' response rate and minimize time required. This also allowed faster analysis, which was crucial for two reasons. First, it was important to find interview participants who answered a survey question about their willingness to do so. Second, concise responses helped develop a map of OK anti-trafficking response,

¹¹² Punch, "Developing."

which was important to provide for interviews as it was crucial to the discussion. A small note should be made on survey language. Many questions were based on Gardner (2017). Particular attention was paid to the difference between the UK meaning of the term antislavery “partnerships” and what the US and OK means by antitrafficking partnership. The author intentionally used the term “task force” (TF) instead of “partnership” in question twenty-three. In OK, the term TF implies a cohesive, more strategic collaboration, which is in line with the UK “partnerships” meaning.

To disseminate the survey, the author began with the OKHTTF 2016 directory, totaling seventy-two organizations.¹¹³ While this is the most recent list, it is outdated and eight organizations no longer exist or have no accessible information so they could not be contacted. Midway through distribution, one TF circulated the survey to its contacts. It is possible this added thirty or more additional organizations reached, but due to privacy there is no way to know the exact number. In addition, the author sent this survey to each of the twenty-five DV/SA tribal programs. In total, the author sent this survey directly to ninety-two groups across OK. Thirty-four completed the survey. Upon closer inspection, two completed it twice. The second response was excluded from each to prevent duplication, leaving thirty-two surveys.

Organization Category	Survey Participants
Law Enforcement	3
Nonprofit (NGO)	17
OK Government	0
Tribal Government	8
Health	2

¹¹³ OKHTTF, “Resource and Referral Information.”

Other	2*
Survey Total	32

*The two "Other" organizations identified as different OK MMIW chapters.

Method 3: Conduct follow-up interviews (primary research)

After discovering relevant survey themes and drafting a map of OK actors, the author followed up with nine participants for in-depth interviews. One interview led to an additional interview with two participants who did not take the survey. In total, the author conducted ten interviews with eleven participants. While it would have been preferable to conduct an additional five interviews, COVID-19 limited the time available. Participants were chosen due to their specific focus on HT, their participation in one of the two TF's, and their likelihood to have direct access to HT data. While surveys focused on the breadth of "who" and "what," interviews were able to focus on the "how" (see APPENDIX 2). Questions included exploring how actors perceived statewide response, how they partnered, how they collected data, how they incorporated survivor feedback, how different levels (federal, state, tribal, and local) interacted, and how to be more effective. Interviews were analyzed by coding themes by hand. Recurring topics were sifted together and then categorized into a theme. The author considered already emergent survey themes and looked for interview echoes, keeping in mind original research questions. The author found ten interview themes: definitions, laws, data, perceptions, actor types, activities, measuring progress, partnerships, challenges, and good work.

Organization Category	Interview Participants
Law Enforcement	3
Nonprofit (NGO)	5
OK Government	0

Tribal Government	0
Health	0
Other	2*
Interview Total	10

*Both "Other" groups identified as members of a HT-specific TF.

TIMELINE

23 September to 13 December 2019 – Literature review; refined proposal; ethics forms

13 January to 30 April 2020 –

- January – Confirmed ethical approval; drafted and piloted surveys
- February – Completed pilot
- March – Personal time (Family emergency and COVID-19 outbreak)
- April – Sent out surveys, continued drafting paper

4 May to 30 June 2020 –

- May – Completed surveys; began survey analysis; began interviews; continued draft
- June – Continued all interviews; began interview analysis and follow up questions

1 July to 30 August 2020

- July – Completed final interview; edited map; drafted report
- August – Refined map, report, recommendations; followed up with some participants with questions; submitted final report to examiners by 31 August

LIMITATIONS OF STUDY

It is important to note the strengths and weaknesses of this methodology. The author has a strong referral network, which enabled them to discuss with experts across OK on frontline responses to HT. This helped address the breadth and depth of research questions and helped begin to fill gaps which exist to date. However, this study did not include the voices of HT

survivors in OK. This is the biggest weakness and is due to time constraints, COVID-19, and a lack of a centralized database or communications network.

In addition to survivor voices, it is very possible the author failed to include other important voices in the OK discussion such as other tribal governments, nonprofits, LE, businesses, legislators, and more. As research continues, the author hopes these errors can be fixed and more voices, particularly survivors, are included.

Moreover, the author is a trained researcher but not a trained professional in mental health, LE, or social work. Readers should consider this when reading findings. In addition, while the author tried to ensure these are the most up-to-date facts and figures for OK, these cannot be guaranteed as data changes. Findings may be helpful in informing research in other states, but this research is specific to OK.

A final potential limitation is how (or if) research findings are utilized after the end of the project. The author's intent is findings do not remain theoretical. The goal is to highlight the foci and concerns of very real actors across OK and to help them enact more lasting, efficient change. The author has sent copies of the paper to all participants and plans to publish within and outside OK to ensure the findings not only do no harm, but also do good.

PRACTICAL AND ETHICAL CONSIDERATIONS

Data Collection, Storage, and Analysis

Archival and academic material data were stored on the author's password-protected computer. The survey data was stored in the JISC online survey database, which complies with both the GDPR privacy requirements and UK accessibility requirements. Interviews were recorded on the author's password-protected computer and a personal recording device with files uploaded to a secure location as soon as possible after the interview. They were also recorded on

handwritten notes and in interview transcriptions (produced by the online automatic transcription service Wreally.) These were kept in a locked drawer and files were deleted from Wreally. All data will be stored for at least seven years and then destroyed in accordance with the University of Nottingham Privacy Notice. All data was anonymized by 29 May, 2020 unless participants gave consent to refer to their name and their organization. The author chose to refer to almost every group anonymously because OK HT is a small space with easily identifiable actors.

Archival and academic materials were analyzed by theme and topic (e.g. "OK laws on HT" or "local and partnership work.") Survey data was analyzed with the JISC online survey tools. Interview data was analyzed by hand using codes, categories, and their relationships.

Challenges

This section discusses the difficulties encountered and how the author tried to adhere to the highest ethical research standards. First and foremost, COVID-19 impacted this study. While it was fortunate the majority of research was organized online (all surveys and most interviews), the pandemic likely diminished response rates and participants' ability to agree to interviews. Primary research was originally scheduled for the period when COVID-19 began to escalate in the UK and the US and thus had to be rescheduled. Furthermore, the author had a family emergency and took personal time while simultaneously relocating countries. Combined, these factors decreased the research window by four weeks.

While the author ran into hurdles, they strove to maintain the highest ethical standard. In addition to obtaining approval from the University of Nottingham Research Ethics Committee, they attended two courses ("Research ethics for doctoral researchers" and "Research Integrity: Concise"). In addition to ever-present anonymity and confidentiality concerns, there were concerns about sensitive topics in surveys and interviews (e.g. sexual abuse, trauma, etc.) due to

HT subject matter. However, questions focused on partnerships and perceptions and did not focus on instances of exploitation. Primary research was conducted with professionals who deal with HT regularly in work.

FUNDING DISCLOSURE

Funding was provided by the Marshall Aid Commemoration Commission¹¹⁴, which funds up to forty-eight Americans for postgraduate study for two years in the UK. These scholarships are administered on behalf of the Foreign and Commonwealth Office, and the Secretariat is provided by the Association of Commonwealth Universities.

¹¹⁴ http://www.marshallscholarship.org/about/who_we_are

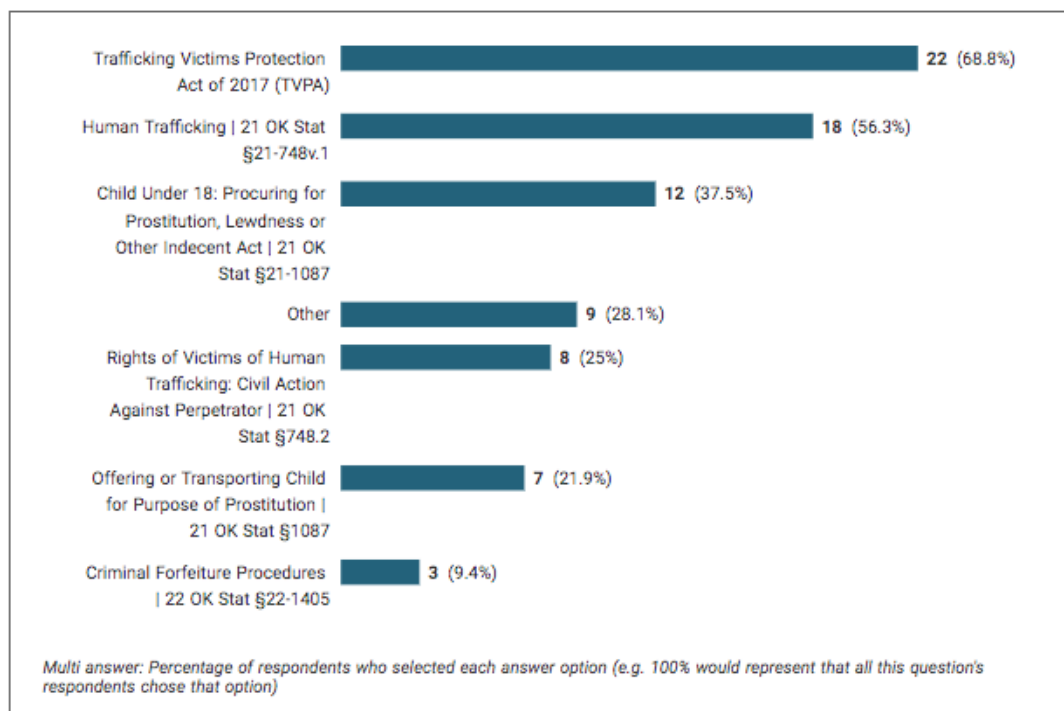
CHAPTER 3: FINDINGS

I. WHAT DOES HUMAN TRAFFICKING LOOK LIKE IN OKLAHOMA?

I.a DEFINITION & LEGAL FRAMEWORK

This section will explore statewide actors' perceptions of HT definitions. Previously, this paper discussed the specific national and state definitions of HT. In one survey question, participants were asked which legal definition(s) of HT they used.¹¹⁵ Of thirty-two participants, twenty-two (68.8%) said they used the national TVPA definition. It is interesting that more did not use this because it is backbone of US and international anti-trafficking efforts. Two had no definition. One said although they were a "federally funded program and assist all who claim to be victims," they did not use the federal definition.

15 Does your organization use any state or federal definition for "human trafficking?" (Please choose all that apply.)



¹¹⁵ Polaris, "Efforts to Combat."

Eighteen (56.3%) said they used §21-748v1, the key HT law in OK. One LE respondent commented they also used other statutes within Title 21. The other laws listed are not employed by most participants. Participants referenced two federal laws not included in the survey: Violence Against Women Act of 2019 and the Mann Act of 1910. Other participants used tribal court definitions.

In a second survey question on definitions, participants were asked if they had their own HT definition, apart from the six listed. Seven participants chose not to answer. Of the twenty-four who answered, seventeen (70.8%) stated they did not have their own definition. Those that did often aligned closely with the TVPA, many listing “force, fraud, and coercion” or “traded for the purpose of sex or labor.” Some comments specified tribal affiliation. One described trafficking as anyone of “indigenous background taken for purpose to acquire money or pa[y] back a debt.” Another listed not only labor and sexual exploitation of Native peoples of all ages but added organ sales. This same participant also equated HT with modern day slavery, matching OK’s definition.

Overall, there was consensus on the two key pieces of legislation – the TVPA and OK §21-748v1 -- defining HT in OK. Organizations’ definitions would vary slightly depending on their jurisdiction and mission. Tribal organizations, in particular, were more likely to have their definition of trafficking, separate from national or state laws.

While the survey showed there was consensus on legislation, interviews highlighted organizations’ terminology varies. It is very uncommon for US actors to use the term “modern day slavery.” Although both the TVPA and OK §21-748v1 equate HT with modern slavery not all participants realized this. All interviews referenced HT, but only two (20%) of ten mentioned the term “slavery” or “modern slavery” at all. One participant thought this was because girls of

color were being victimized and explained that “even Polaris will refer to [HT] as modern-day slavery.”¹¹⁶ While it is possible this participant did not see modern slavery existing only because of racial disparity, it is important to note “modern day slavery” has a specific historical weight in the US and is used far less than in the UK.

Legal Discussion

Interview participants had mixed views on OK's anti-trafficking laws. Discussion highlighted three key topics: effectiveness of statutes, degree of confidentiality, and penalties for “johns.” The first topic drew a wide response. One LE participant with statewide jurisdiction said that OK has “good statutes,” which have held up well because they largely copied federal statutes. Another LE participant stated more recent OK anti-trafficking laws “just get tossed out there”¹¹⁷ and legislators do not consult experts, which leads to a bigger picture that is not “cohesive.” This participant emphasized older and more recent statutes need to be researched further to see how disjointed they actually are, but this is out of the purview of this paper. These two participants agreed OK legislators need to stop unnecessary legislation. One gave an example where the statewide legislature passed regulation on massage parlors (MP's)¹¹⁸ to reduce ST, but this undermined many localities. Some cities had stricter legislation on regulation, but they were overruled by the new, looser state regulations. This led to a headache where key anti-trafficking actors tried to fix the law for years after. One participant emphasized the need for well thought out legislation, stating, “You can pass laws until you're blue in the face, but that doesn't make people moral people.”¹¹⁹

¹¹⁶ Interview 8.

¹¹⁷ Interview 6.

¹¹⁸ Urbanic, “Illegal to Practice.”

¹¹⁹ Interview 10.

Another problem with OK's laws includes their statute of limitations on labor trafficking (LT). Currently, LE may only file charges against LT within three years of *commission* (or the crime occurring.) They often do not find crime in this window. With ST, however, LE can file charges three years after *discovery*, which gives them more time to prepare a case. One participant gave a LT example where they had only thirty days to file charges. To do so they had to get victims back from the Philippines, which was a logistical and legal impossibility. OK's current LT law is set up to fail.

Another aspect of OK law discussed by both LE and VSP's was the confidentiality necessary to carry out good anti-trafficking work. Currently the OAG decides the degree required, or how much VSP's and LE can share with each other and other relevant entities. This statewide practice has been "in place in [OK] for quite a while."¹²⁰ One LE participant pointed out the OAG decision "does not prevent other agencies from putting in a higher degree of confidentiality."¹²¹ This means some VSP's will provide even less information than the OAG states is possible. In short, many agencies may not know who is working with which victim, and they are not legally required to share this information unless the victim signs a waiver. While this exists to protect a victim's identity and ensure their wishes are carried out, some LE remarks it can hinder the effectiveness of cases because VSP's "may not even call [us] back."¹²² LE pointed out both federal and OK law states victims have a right to a status update. Confidentiality makes this hard to fulfill if shelters will not take calls because they are trying to respect privacy. This can cut off opportunities for communication, but LE acknowledged how important privacy

¹²⁰ Interview 6.

¹²¹ Ibid.

¹²² Ibid.

was.¹²³ One VSP, in particular, stated, “sometimes people are kind of put off – I would say [LE] is put off – by our inability to talk about cases,”¹²⁴ but they still have a good relationship with one another. Three (30%) interviews pointed out they were unaware of other states with the same level of confidentiality requirements as OK.

Touched on lightly was the disagreement on penalties for “johns,” or customers of sex trafficking (ST). Members of both TF’s said OK “can’t agree as a culture what’s an appropriate punishment for a john.”¹²⁵ Currently, in OK it is a one-hundred and fifty-dollar fine and probation. Participants discussed alternatives that ranged from longer sentences to chemical castration. One LE respondent remarked if johns (or traffickers) are caught, they are not typically prosecuted for trafficking, which is an 85% crime requiring long sentences. It is more common for them to be convicted of “pandering,” which is not an 85% crime and criminals can get “10 years and be out in 9 months.”¹²⁶

I.b CULTURE

While no survey question specifically asked about OK culture or context, this came up often in interviews. These discussions coalesced into seven topics: religion, stigma, race, better narrative, sensationalizing, conservatism, and widespread social problems. Many of these topics are sensitive and controversial, but it is important to note there was also overwhelming consensus that OK’s response to HT was connected, cohesive, and responsive (discussed more in GOOD WORK.)

¹²³ One LE participant found a way around confidentiality through guardians ad litem (GAL), particularly for juvenile ST victims. GAL’s have authority to work with agencies “and have conversations and work together towards whatever that victim needs.”

¹²⁴ Interview 7.

¹²⁵ Interview 10.

¹²⁶ Ibid.

The first, religion, is particularly relevant as 80% of OK is Christian,¹²⁷ and the state is located in the US “Bible Belt.” Christian respondents commented they felt suspicion initially from some potential partners and some victims and knew “some don’t necessarily agree with the spiritual aspect.”¹²⁸ They named one particular OK conference experience, which was “a very antagonistic field towards faith-based organizations.”¹²⁹ One non-Christian VSP was reluctant to refer victims to Christian VSP’s, particularly if victims were LGBTQ. This VSP commented if victims “don’t feel comfortable in a program that promotes a certain religion than the resources available to them are even more scarce.”¹³⁰ Many VSPs require victims to be a US citizen, speak English, and be a female adult. This excludes males, non-binary, LGBTQ+, non-citizen, and child victims. A Christian respondent commented they had “done a horrible job of ministering to the LGBTQ population,” and knew they needed to change. Some non-Christian respondents felt because OK was in the Bible Belt this increased stigma against victims, particularly ST.

Stigma is the second topic and came up often. Three respondents, a VSP and an NGO and a LE, commented they heard of many situations where Oklahomans said, “she could have just left.” There was a lack of awareness of how exploitation happens and how victims cannot simply walk away because of trauma, mental abuse, and coercion. They had seen cases where prosecutors and the public lacked sympathy stating, “a seventeen-year-old child who is still a child and still can’t consent – they just don’t have as much sympathy for seventeen-year-olds.”¹³¹ Unfortunately, one VSP and two LE participants emphasized victims’ ages matter greatly.

The third topic, race, has come to the forefront of discussion with recent global protests. Three interviews discussed race, specifically. There was general sentiment actors have not

¹²⁷ Bada, “Religious Beliefs.”

¹²⁸ Interview 1.

¹²⁹ Ibid.

¹³⁰ Interview 5.

¹³¹ Ibid.

widely discussed it in the past, but some were beginning to address race in their organization. One VSP started questioning why 85-90% of people in their shelter were white, “We are a mainly white shelter serving white people, you know, and that’s not statistically how it should be.”¹³² Another respondent echoed “girls of color and women of color are disproportionately exploited” and “white men are johns for the most part.”¹³³ This respondent referenced historical slavery and implied there were connections to the present day and generational exploitation, “all goes back to that slavery.” One LE respondent pointed out trafficking they saw was “culturally specific.” While they saw primarily white and Black females, victims differ depending on the exploitation type (MP, escort, etc.). They remarked “trafficking in the Hispanic community looks different than the Nigerian community or Irish community.”¹³⁴ The victims they see differ between US citizen and non-US citizen. For instance, LE commented MP’s in the Tulsa jurisdiction tended to be US citizens. MP’s in the Oklahoma City (OKC) jurisdiction tended to be mainly non-US citizens.

The discussion around citizenship brings up a fourth topic. There was a narrative repeated in two interviews that the situation is comparatively better in the US so victims may not come forward. One respondent clarified “that’s one challenge you’re going to have especially with foreign nationals.”¹³⁵ They also described how difficult it can be to work with victims through a non-English language, especially regarding immigration documents. Another LE interview echoed “they’re used to working twelve hours a day where they come from and they’re making

¹³² Interview 1.

¹³³ Interview 8.

¹³⁴ Interview 2.

¹³⁵ Interview 9.

ten times the money.”¹³⁶ Another LE respondent stated most victims and traffickers they see are US citizens and, in fact, Oklahomans.

This brings up the fifth topic: sensationalizing. One LE respondent, in particular, was trying to educate OK that trafficking is not “Okies” getting kidnapped to Pakistan. In fact, the “vast majority of human traffickers we see 90+% are Oklahoman. They’re not foreign nationals. It’s us. You do see LT in Asian or tribal in MP’s...But it’s us. We’re trafficking our own sisters and brothers.”¹³⁷ This came up briefly in a few interviews. Overall there was concern for victims and resources. Participants felt the tendency to sensationalize was detracting from “the quality of services that the real victims are not getting.”¹³⁸

The sixth topic centered around conservatism, which came up in three interviews. While OK is well-known for being a “red” (or Republican) state and in the 2016 presidential election every one of its seventy-seven counties voted for Trump, participants did not generally discuss politics outright. They did, however, describe an aversion to discussing sex and sexual exploitation in schools. One participant was concerned prevention efforts are hindered by this stating, “It’s the fact that we are a conservative state so our kids are knowing more – years far before we think they are and to them it’s just normal.”¹³⁹ They emphasized while high schools may include some prevention efforts, it was almost impossible to educate middle or elementary schools even with age-appropriate curriculum because teachers, and especially parents, would oppose. A few were trying to shift the widespread use of an abstinence curriculum to one that was medically accurate pregnancy prevention and also discussed consent and victim blaming.

¹³⁶ Interview 2.

¹³⁷ Interview 10.

¹³⁸ Ibid.

¹³⁹ Interview 9.

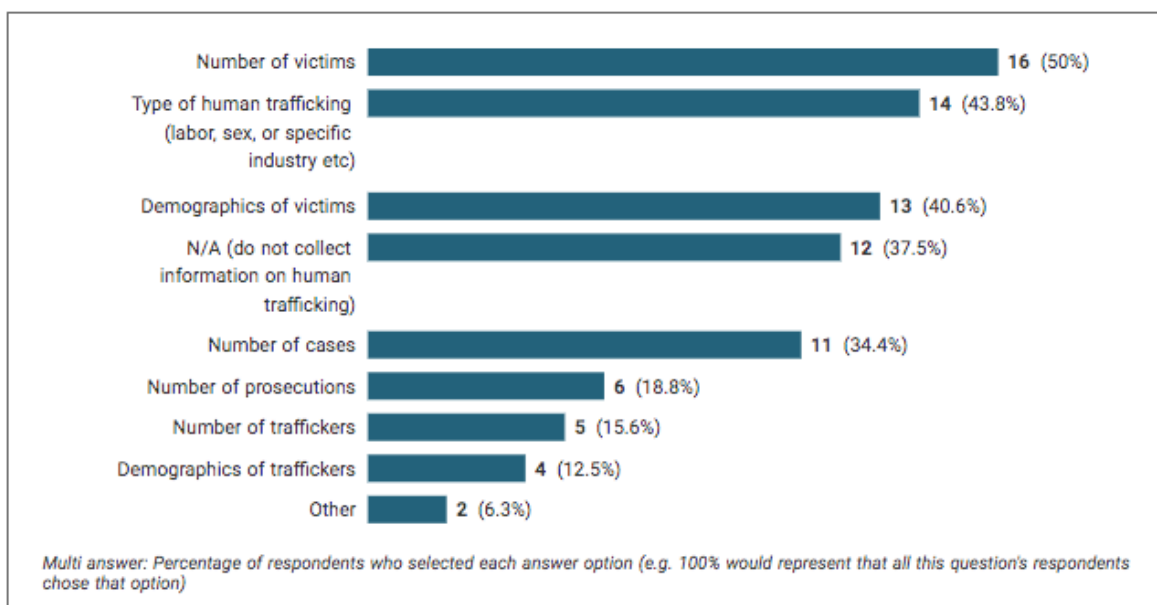
The seventh topic was a combination of OK's social issues including incarceration, alcohol and drug abuse, and teen pregnancy. Two participants stated there were not enough mental health and drug and alcohol abuse treatment programs, these are "overlooked" for HT victims. Participants also mentioned statistics on OK being the first state in incarceration, second for teen pregnancy, and forty-ninth for education. They said, "If you're from OK, you know the statistics. We suck at serving women and the incarceration of women."¹⁴⁰ One participant specifically mentioned many children are put in detention centers and this is "not the place where victims should go. We have not in our state done a good job of serving kids." They also described a general lack of data on juvenile victims.

I.c DATA

Sixteen (50%) survey respondents stated they collect information on HT. Twelve (37.5%) stated they do not. The remaining four (12.5%) who chose "other" clarified when they would keep data. One collects information on calls received, one on victims who seek assistance, a third on "our missing Native people," and the last on girls they see in outreach.

In a follow up question, the sixteen who kept information were asked what type. All sixteen collect information on victim numbers. Fourteen collect the trafficking types, and thirteen collect victim demographics. The number of organizations tracking cases, prosecutions, and traffickers' demographics were lower. One "other" response stated the nonprofit tried to track numbers and demographics of "potential" victims in their outreach. The second "other" response was extremely detailed and in addition to tracking categories listed in the question, the certified VSP tracks the number of services received, specific services, detailed intake information, and types of victimizations.

¹⁴⁰ Interview 8.

14 If your organization collects information on human trafficking, what type of information does it collect?*Oklahoma Data: Myth vs. Fact*

During interviews the author collected four datasets. This data spans the past decade of anti-trafficking efforts by two of the three LE groups and all three certified VSP's. There is one dataset from the OBN, OKCPD, one from TPD, and one from DSV. The author chose to exclude the fourth (DSV) dataset from discussion because parts are shown in the OBN dataset, and it is impossible to separate these. All four include victim demographics, but only one (TPD) includes suspect information. It is interesting to note that whereas all VSP's came together to compile one large data list (and are working to do so again soon), not all three LE agencies knew if their counterparts kept HT data.

The first data, provided by the OBN, is a compilation of victim demographics by all three certified VSP's: DSV, DFH, and DVIS. It includes 422 cases from June 2011 to July 2018. In each case, the VSP was asked fifty-three questions. It is important to note these cases are provided by VSP's which assist adult female victims of ST. This is important as it paints a picture of a decade of anti-trafficking work, but it does not showcase the entire problem.

Of all cases, the most common way for victims to access services was by self-referral, 145 (34%). The second most common was referrals by social services, at eighty-seven (20.6%). Sixty-four (15%) were referred by LE. Lastly, thirty (7%) were referred by healthcare providers.

Of all victims, only thirty-nine (9%) were not born in the US. An additional thirty-two (7%) refused to answer. The remaining 84% were born in the US. The average age was twenty-eight and one-half years, but this ranged from sixteen to fifty-six. Only four listed were males (<1%). There was also information on race and ethnicity. It is important to consider this in the context of OK's statewide population demographics.

OBN Data¹⁴¹	422 Victim Demographics (%)	OK Population Demographics¹⁴² (%)
Native American	15.6	9.4
Black	12.7	7.8
Asian	2.8	2.4
Hispanic	9.2	11.1

The second dataset is from OKCPD.¹⁴³ There were twenty-one victims listed 2016 to 2020. Twelve cases were from police reports mailed to the author. The remainder were provided during an interview. These reports include HT under the Uniform Crime Reporting (UCR) program. All cases were ST (defined by OKCPD as “Escort Prostitution” and “Massage Parlor Prostitution”). Most cases were “contacted” by an undercover officer in response to an escort ad placed on the internet. All victims were female. The average age was thirty-two, ranging from eleven to thirty-eight. Nine (42.8%) were minors. Five (23.8%) were Black. Four (19%) were white. The race/ethnicity of the other twelve are unknown. It is unknown how many were US

¹⁴¹ Snowden, “Data Collection Form.”

¹⁴² US Census Bureau, “Oklahoma.”

¹⁴³ OCPD Records, “Incident Reports.”

citizens. There were fifteen suspects listed and five were female. OKCPD provided no john information.

	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
OKC	*	*	*	*	2	1	2	10	6 (to date)	21
Tulsa	*	*	4	7	8	9	9	4	3 (to date)	44

*When the author requested data for 2012-2020, they were unable to provide data for these years.

The third dataset was by TPD.¹⁴⁴ There were forty-four victims listed between 2014 and 2020. These reports include HT under the Uniform Crime Reporting (UCR) program, but this data will not match official UCR statistics because the collection protocol changed. All these cases were ST. All victims were female. The average age was twenty-one, ranging from thirteen to “forty and older.” Twenty-five (57%) were minors. Sixteen (36%) were Black. Twenty-six (59%) were white. One (2%) was Asian, one (2%) was Indian, and one (2%) was Hispanic. Only one (2%) was not a US citizen. TPD included information on suspects. While some OKCPD arrest information was redacted, TPD stated twenty-four traffickers were arrested. They tracked no “Johns” were arrested for HT in the timeframe.

Limits of Data

Participants discussed the importance of recognizing the limitations of HT data currently available. There are at least six limitations. First, almost every interview discussed information “is only as accurate as the person providing the information.”¹⁴⁵ VSP's and LE alike noted there is a problem of simultaneously over and under-reporting cases. This is because a victim contacted by LE and provided services by one VSP may seek assistance at a second VSP and be

¹⁴⁴ Franklin, “Open Records Request.”

¹⁴⁵ Interview 2.

counted three times. In addition, if that victim leaves and returns, they may be counted again. It is possible to over-report by four times or more.

Second, VSP's and LE have next to no data on minor HT victims. The 422 cases listed by VSP's only covers adults (even though a few cases were under eighteen.) There is a huge gap in minor information. While it may seem like there are not many cases, the truth is the key oversight entity for those minors – OKDHS – has strict limitations on what data is public. One participant likened it to a “black box.”¹⁴⁶

Third, participants described a “missing middle.” LE and VSP's do not force victims into services. This means the numerous victims that never seek services are also never counted in data. This creates a cycle of under-reporting. The people that go into services are a “subset of the victims as a group.”¹⁴⁷ Fourth, even if victims go to VSP's, they could be misidentified. One certified VSP stated “survivors are interfacing with frontline professional all across the state all the time. People aren't identifying it as such.”¹⁴⁸ Many participants noted reporting can be unreliable because LE and VSP's may misidentify HT as sexual assault (SA) or domestic violence (DV).

Fifth, the most commonly referenced report and HT data in the US is the UCR. However, this “doesn't reflect everything that happens.”¹⁴⁹ It only reflects municipal and county government LE. While there are three LE groups in OK heavily focused on HT, one of these – the OBN with statewide jurisdiction – will not show up in the UCR because state entities do not participate. This leads to under-reporting.

¹⁴⁶ Interview 10.

¹⁴⁷ Ibid.

¹⁴⁸ Interview 7.

¹⁴⁹ Interview 10.

Sixth, the other most commonly referenced HT data in OK are statistics from the NHTH. However, while there were 109 calls about OK in 2019, this does not mean 109 HT cases. Each call is routed to OBN who decides what to do. A majority of calls are unfounded claims or civilians seeking information. The number 109 is a measurement of callers reporting something that may be substantial at the national level; it is not the same as a measurement of statewide cases. It is extremely important to note calls directly to the three certified VSP's or to other OK safelines are not included in the 109 total. This leads to under-reporting.

One other consistent interview theme was how much more HT data participants wished OK had. Many wished there was a central OK data depository data. Ultimately, participants echoed they wanted more complete data, better reporting systems, and better information sharing between agencies. One key LE actor stated while the state has tried, there's still "not a good or organized way that it's happening in OK that I know of."¹⁵⁰ The Tulsa TF, OCAT, said they are currently working on this by asking their thirty member organizations to fill out monthly forms. The three certified VSP's are also working to make another shared dataset, similar to the list of 422 cases.

Since there is not enough data, participants were asked how and where they go to collect more HT information. The most common answers were Polaris, the TIP Report, Blue Campaign, and Shared Hope International. Many also stated they reach out to key OK anti-trafficking actors from the OAG or OBN.

I.d PERCEPTION

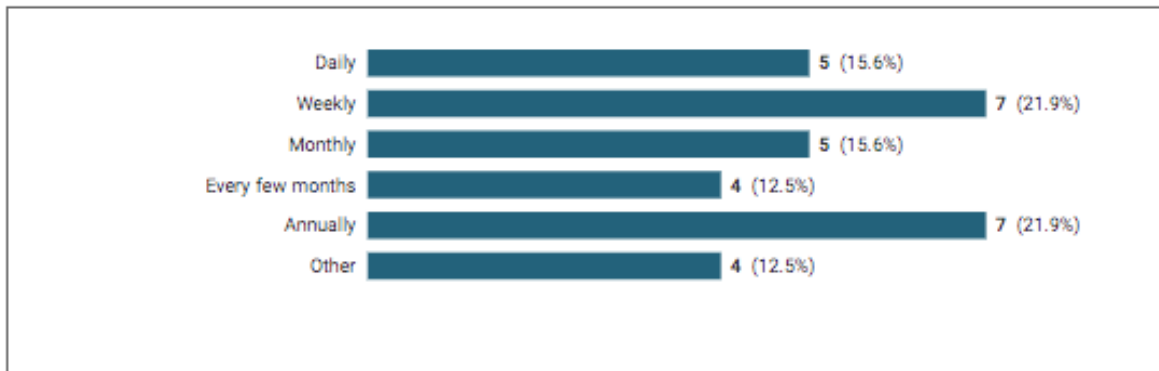
How do anti-trafficking actors perceive statewide HT? This research broke this question into four sections on the perception of HT frequency, case types, shelters, and TF's. After interviews, the author decided to add LE as well.

¹⁵⁰ Interview 6.

Frequency

In this paper, frequency means how often an organization thinks they encounter HT. One survey question asked participants this, offering five answers and an “other” option. The answers were spread fairly evenly. In the “other” answers, one organization pointed out they were not a VSP and victims may not self-identify.

12 How often do you think your organization encounters human trafficking?



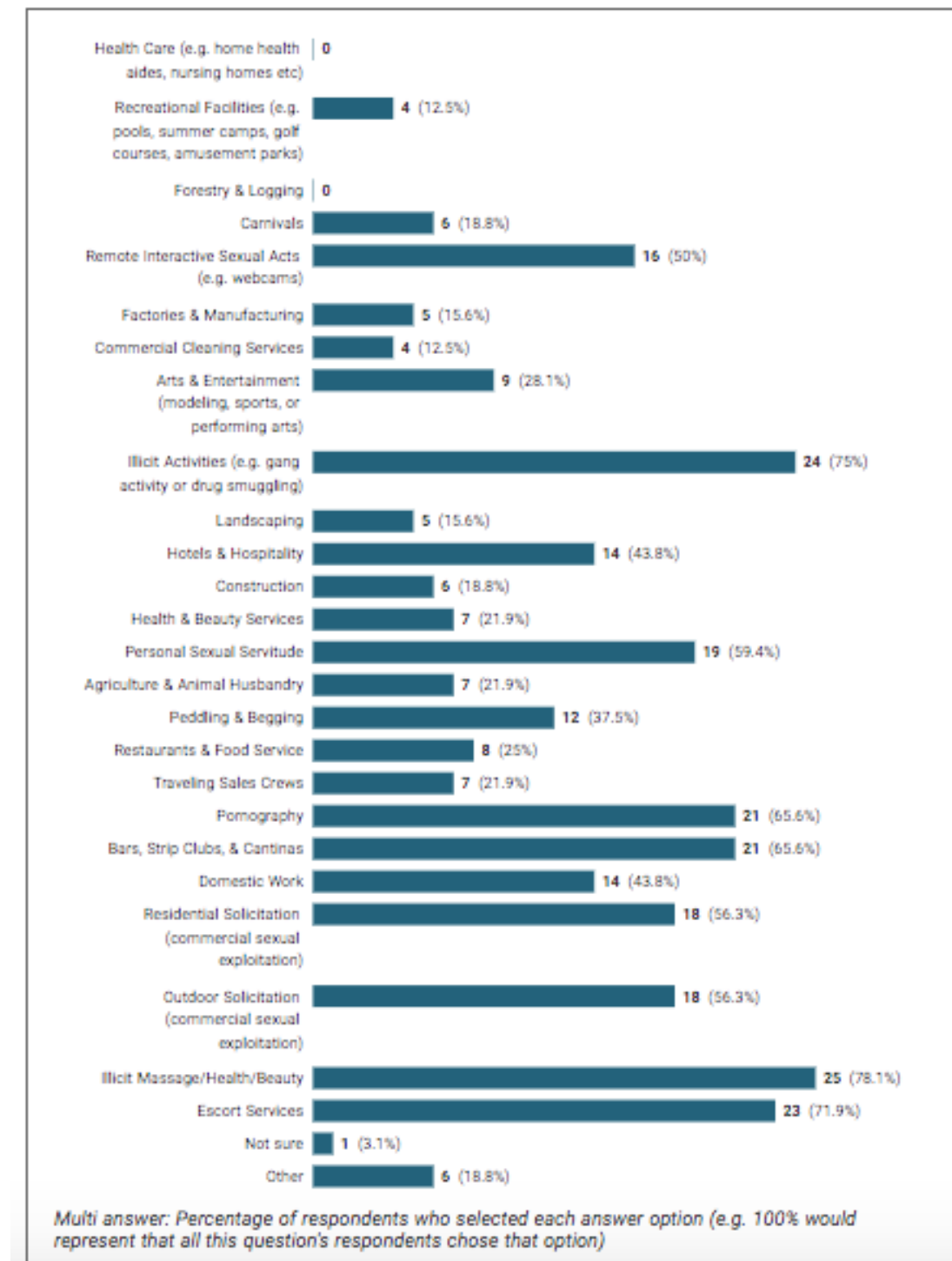
Types of Trafficking - Think

Two different questions asked participants about types of trafficking, using Polaris' twenty-five typologies. One focused on the types they *think* are most prevalent in OK. The second focused on types they actively *saw* most often in their own work. There are some fascinating differences. It is important to use percentage of respondents who selected each answer instead of raw number of answers because organizations could mark multiple answers.

By far, most (78.1%) thought “Illicit Massage, Health, Beauty” was a key OK type. This was followed by “Illicit Activities” (75%) and “Escort Services” (71.9%). “Pornography” and “Bars, Strip Clubs, and Cantinas” tied (65.6%). Four additional types were chosen by at least half: “Personal Sexual Servitude” (59.4%), “Outdoor Solicitation” (56.3%), also tied “Residential Solicitation” (56.3%), and last Remote Interactive Sexual Acts (50%). Although fifteen of the twenty-five types were not purely sexual, LT types got lower rankings. In fact, no

LT type gained half of the votes. The highest labor category was Hotels & Hospitality (43.8%). Neither "Healthcare" nor "Forestry & Logging" had any votes. Respondents did not see LT as prevalent as ST.

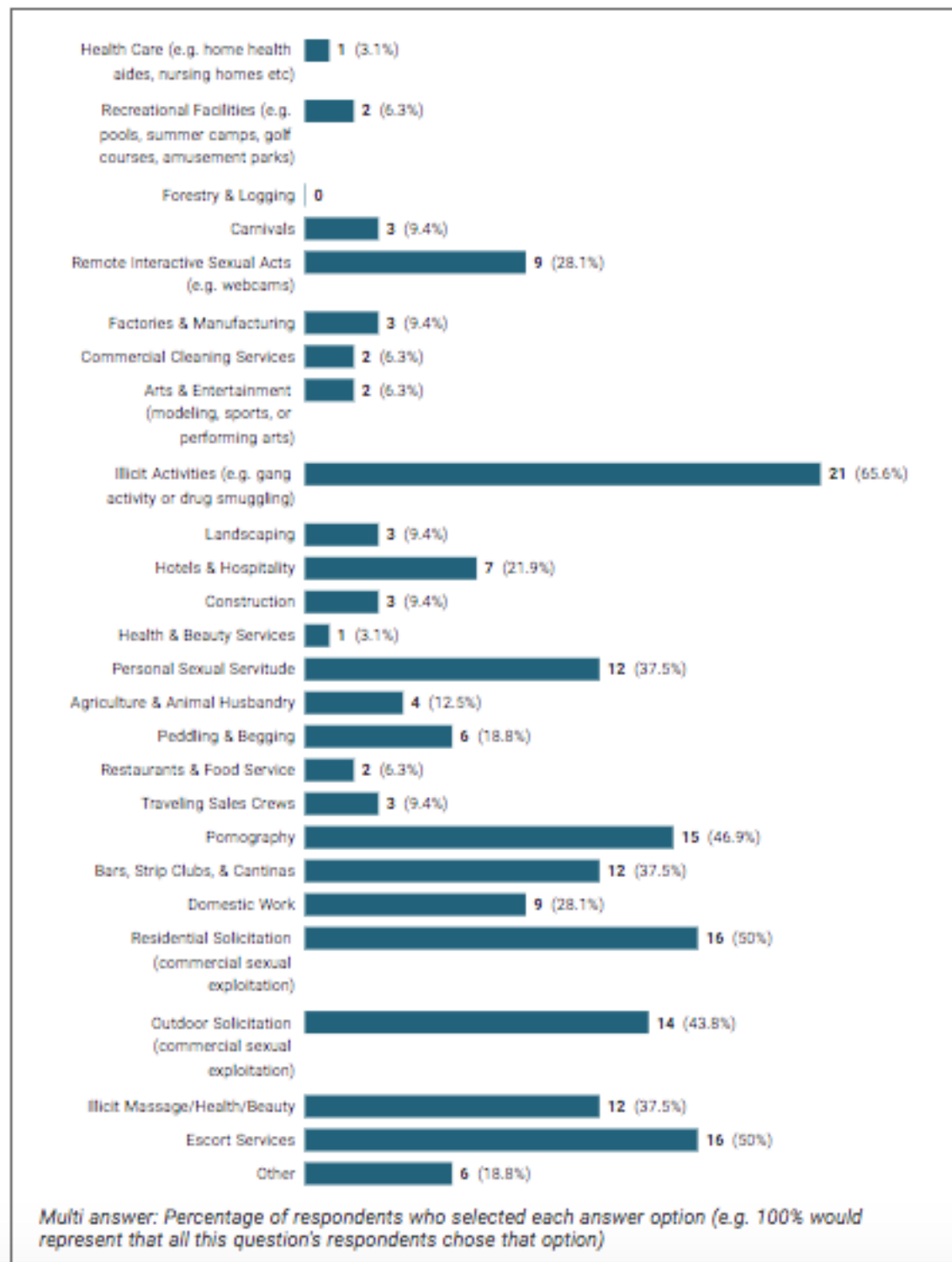
Six participants added unlisted types. These included three separate mentions of "Oil & Gas Field" trafficking, two mentions of "Casino" trafficking, one mention of "Family" trafficking, one of "Manufacturing," and one of "Domestic Minor Sex Trafficking."

What HT types do you think are more common across OK?

Types of Trafficking – See

Participants were also asked what cases they actually saw in their work. The primary type seen was “Illicit Activities” (65.6%), up from second in the “think” question. This was followed by “Residential Solicitation” (50%) and “Escort Services” (50%). No other type got over half. “Pornography” was next (46.9%). Although tied with Pornography previously, “Bars, Strip Clubs, and Cantinas” was much lower (37.5%). The first in the “think” category, “Illicit Massage, Health, Beauty” was cut in half (37.5%). The top eight types from the “think” question are still the top in the “see” question although their ranking shifted. One notable shift was the “Health Care” category got one vote. Participants saw LT types much less than ST.

Similar to the “think” question, participants added unlisted types. There were four mentions of “Oilfield” trafficking, two mentions of “Casinos,” and one of “Domestic Minor ST.”

What HT types do you see in your work across OK?

Four Oklahoma Types of Trafficking

Interview discussions explored four types of trafficking. These are familial, oil fields (man camps), casinos, and juvenile trafficking. The first, familial, was referenced numerous times by LE and VSP's. It seemed to be fairly common and, sadly, widespread in OK for spouses, parents, and other family members to exploit one another.

The second type was referenced often, typically by Tribal groups. ST in oil fields, also known as "man camps,"¹⁵¹ is where men who work on oil fields live and where ST occurred in other states. While one key OK industry is oil and gas, no LE or VSP mentioned this type. When asked, one LE participant said they had never seen a case in thirty years but added "that doesn't mean it's not happening because I haven't seen everything the world. But this my job full time with a bunch of investigators working for me and we've never seen that."¹⁵²

Third, ST in casinos was listed often in surveys. One reason some participants thought this may be particularly prevalent in OK is that all casinos in the state are owned and operated by Tribes: "They say the statistics of trafficking at casinos and on tribal land is awful."¹⁵³ An assumption is this could create jurisdictional problems for LE. Similar to oil field trafficking, LE stated casino trafficking was not common. They knew of only one case where traffickers used a casino explicitly because it would cause jurisdictional trouble for four LE groups. When LE saw trafficking in casinos, it was typically in the hotels, not on the gambling floor.

Fourth, one type listed by both VSP and LE was "juvenile" trafficking. This came up in discussions and seemed fairly widespread, but due to previously mentioned under and over-reporting, it is difficult at the current time to measure.

Labor vs. Sex Trafficking in Oklahoma

¹⁵¹ Foot, *Collaborating Against*, 98-99.

¹⁵² Interview 10.

¹⁵³ Interview 1.

The author asked participants how often they saw LT and specific OK types. While OK has a certification for VSP for adult ST, there is no equivalent for LT. Every certified VSP's answer coalesced into one statement: "There is no certification at all for LT so I just don't know of many people doing that kind of work."¹⁵⁴

Participants from Tulsa reported that OKC had more LT, since "we find in Tulsa that we're finding more ST than labor."¹⁵⁵ Participants from OKC disagreed, "We do mostly ST. We will do some LT. But it's not reported here."¹⁵⁶ There is no consensus in OK and next no data or widespread organizational repose.

Participants mentioned types including Chinese restaurants, nannies, agricultural, manufacturing, and MP's (either ST or LT.) One LE group stated LT "can be difficult to identify, much like other trafficking scenarios, you often have to be looking for it to recognize it."¹⁵⁷ Only one participant stated their organization was trying to look for LT but admitted this was recent and they were "testing the waters."¹⁵⁸ The same participant went on to say LT is "not something that is as often as ST." However, there are no reliable OK statistics to prove or disprove this. Until further research is done, OK will not know the true scale of its LT problem. It is important to note until 2005,¹⁵⁹ OK had the largest known LT case in the US.

One additional difficulty acquiring more LT information is cases are "almost always unprosecutable,"¹⁶⁰ according to a key LE participant. Even if a case goes well and victims testify, at the end they almost always get deported. This creates a cycle of witnesses being unwilling to testify and no cases reported.

¹⁵⁴ Interview 7.

¹⁵⁵ Interview 9.

¹⁵⁶ Interview 2.

¹⁵⁷ Interview 6.

¹⁵⁸ Interview 9.

¹⁵⁹ Braddock, "American Samoa."

¹⁶⁰ Interview 10.

Shelters

How many HT specific shelters do you think are in OK? When asked, participants were split between three shelters (28.1%) and one shelter (28.1%). One pointed out it depends if a victim is a juvenile or adult stating “There are 3 adult certified and 1 [juvenile].” Some did not know “we have them only for those who were a victim of that.” Unlike some survey questions, this lacked a majority answer.

Interviews confirmed there are three certified programs for adult ST: DFH, DSV, and DVIS. The main oversight group is the Oklahoma Attorney General (OAG). It is different for juveniles. One organization, Believe in Me (BIM), is *contracted* by DHS to shelter minors. DHS is the main oversight group for minor victims because in OK they are automatically placed into state custody. One additional organization, Restoring Identities After Sexual Exploitation (RISE), is *licensed* by DHS to provide some services to minors. However, this DHS license is different from the BIM contract to shelter. If victims shelter at RISE they must be in parental custody. While most participants said there was only one DHS contract (with BIM), there was confusion. There may be an additional contract through Youth Services Tulsa (YST), but they never responded and the author was unable to determine if a second DHS contract exists.

There are OK organizations working to shelter victims with any certification. One is the Demand Project, which is owned privately in Tulsa and has been trying to open a shelter for two years. Many participants discussed their concern because it is not working with the OAG. Some called organizations who do not collaborate as “flying by the seat of their pants.”¹⁶¹ They went on to say, “you can’t just open up a home and accept very troubled children and expect it to work.”¹⁶² One LE participant remarked “somebody’s going to be using one of those services and

¹⁶¹ Interview 9.

¹⁶² Interview 4.

they're going to get hurt.”¹⁶³ A VSP respondent emphasized the need for publicity saying there should be a better way for “the general public to know who is legit and who is not.”¹⁶⁴

All interviews noted the OAG certification's importance. They said it highlights standards of care and accountability statewide. While not perfect, it provides a baseline for best practices. All VSP's and LE stated they would only work with certified organizations. Many commented on how unique the OAG certification was because it was not the same as a SA/DV certification. In addition, one VSP stated they had seen other states respond to trafficking with random families “wanting to take people in and there would be no oversight or accountability. And so we do believe...that it is unique to [OK].”¹⁶⁵ It is important to note not all LE knew the certified VSP's. One was unsure if DVIS was licensed by OAG for HT. There was some discrepancy from LE on whether they were statutorily required to refer to only certified programs. One LE group said they were required by law. Another LE group said they were not legally required but “nobody legitimate will use you if you're not [certified].”¹⁶⁶

Task Forces

There was a majority on how many OK HT task forces (TF) exist. Sixteen (50%) stated there was one TF. An additional nine (28.1%) thought there were two TF's. One commented there is no LE HT TF in OK, the only TF “is the one run by OAG concerning NGOs.”

A follow up question asked participants if they could list these TF(s). Thirty participants answered, and eighteen (60%) listed the OKHTTF, based in OKC at the OAG. Eleven (36.6%)

¹⁶³ Interview 6.

¹⁶⁴ Interview 1.

¹⁶⁵ Interview 7.

¹⁶⁶ Interview 10.

listed the TF based in Tulsa, the Oklahoma Coalition Against Human Trafficking (OCAT).¹⁶⁷

Nine (30%) said they could not list the TF(s).

In addition to two primary TF's, one mentioned the "OAG Anti-Trafficking Intelligence Working Group," an invitation-only quarterly LE meeting from across the state to discuss HT cases. It is important to note one thought there were "several NA ones," another suggested there was a TF in Southeastern OK, another mentioned "CCRT of Ponotoc County," and one mentioned a Lawton TF. No interview mentioned these.

Interviews confirmed there were two TF's (OKHTTF and OCAT), which differ in focus and membership. They also confirmed one LE working group (typically, "Anti-Trafficking Intelligence Working Group"). This group split from the larger OKHTTF to hold private LE meetings to discuss sensitive casework in depth. It remains invite-only. It was described as "kind of everybody"¹⁶⁸ including cops from Tulsa, OKC, OBN, and more. The TF's, however, are a different story.

Participants seemed split by geography lines and none said they served on both TF's, but a few had attended meetings at both. One VSP pointed out that if a meeting is held in OKC then Tulsa people will go. However, if there is a meeting in Tulsa then OKC people do not typically make the journey. While members of both were open to collaboration, there were no readily apparent attempts to do so. It is important to note neither TF is government mandated; while they are groups interested in HT work, they have no specific authority like other state TF's.

OKHTTF has been around since approximately 2009. It is hosted at the OAG quarterly and, historically, has had three committees: training/awareness, data, and conference planning. It is currently reorganizing. OCAT began in 2013 and hosts monthly Tulsa meetings. It has five

¹⁶⁷ Formerly the Child Trafficking Task Force

¹⁶⁸ Interview 9.

committees: steering, education/awareness, legislative, services, and LE. They have historically had a heavy focus on juvenile trafficking. In the past the two TF's partnered on conferences, but there was "never a really solid checking in or updating, coordination."¹⁶⁹ However, one TF mentioned "there's not a good tie there. Not a good connection. That's probably a responsibility of both sides."¹⁷⁰ The other TF stated, "We communicate with each other, but our strategic plan is for our region and they're doing I think a plan right now for their region."¹⁷¹

All three VSP's know of both TF's. One stated OCAT seemed more focused than OKHTTF with more specific goals. Another said they "did not feel welcome"¹⁷² at OCAT meetings. One VSP was very blunt and stated they thought the OKHTTF "is dead."¹⁷³ They were the only interview to do so. A few remarked they thought OCAT was larger than OKHTTF. Ultimately, multiple respondents noted the two "missions are a little bit different."¹⁷⁴ One TF noted, "We're very different but we're also careful to stay connected."¹⁷⁵

Law Enforcement

Interviews confirmed "in [OK] there are only three agencies that work HT, that have offices dedicated to HT investigations."¹⁷⁶ These include the OBN, OKCPD, and TPD; combined this is approximately eighteen officers statewide working HT investigations. While there is other LE, including federal and tribal actors, participants confirmed that often smaller agencies in the state "are simply going to call on us."¹⁷⁷ In fact, one participant said smaller

¹⁶⁹ Interview 6.

¹⁷⁰ Ibid.

¹⁷¹ Interview 9.

¹⁷² Interview 1.

¹⁷³ Interview 1.

¹⁷⁴ Interview 9.

¹⁷⁵ Ibid.

¹⁷⁶ Interview 2.

¹⁷⁷ Ibid.

agencies “don’t want anything to do with it.”¹⁷⁸ They explained HT cases are difficult to investigate, hard to prosecute, and it is almost impossible to get victims to testify even though often necessary. Cases are extremely time and manpower intensive.

In addition, one respondent confirmed while there are many narcotics or internal affairs investigative schools, they knew of only one in the country which trains officers how to conduct HT investigations. A VSP picked up on this, stating LE training on trafficking is “you know, non-existent essentially.”¹⁷⁹ They said many victims are filtered to DV or runaway cases, contributing to inaccurate data and inadequate resources.

While trafficking-specific training is limited, LE participants described a long history with cases of sexual assault and exploitation. This is another reason smaller agencies will seek guidance: “because we’ve been doing it for so long.”¹⁸⁰ LE used to focus on “pandering” in the 1970’s. They have since shifted to the term HT. While the laws and sentences differ many underlying case facts are the same. However, LE participants emphasized time and again HT is “a very difficult case to make. It’s very difficult to prosecute.”¹⁸¹

LE must typically resort to other charges to get traffickers prosecuted. One said “90% of the time the prosecutor will default to [child porn] instead of HT charges because it’s easier to prove in court” because HT “opens a lot of doors.”¹⁸² One door is defendants are constitutionally allowed to face their accuser in HT cases. However, child porn cases, in addition to being easier to prove, limit victim testimony; LE and VSP alike described this as a major concern. This, of course, is not possible for adult victims. In fact, LE emphasized the age of the victim matters. If victims in OK are under fifteen then they are “statutory” victims and likely do not have to testify.

¹⁷⁸ Interview 10.

¹⁷⁹ Interview 5.

¹⁸⁰ Interview 2.

¹⁸¹ Ibid

¹⁸² Ibid.

If they are sixteen or seventeen they are “presumed” victims but (even though they are minors and unable to consent) they could also be traffickers and the process is more involved. Once victims are eighteen or older, LE must corroborate their case in the same way they would another case. It is interesting to note one LE said almost all cases go through state court (they estimated 98%). However, another LE respondent stated almost “all of our juvenile cases go federal,”¹⁸³ and emphasized “federal prosecutors are much more adept at handling these cases.” Local, state, and federal levels will be discussed further in PARTNERSHIPS.

II. WHO IS RESPONDING TO HUMAN TRAFFICKING IN OKLAHOMA? HOW?

II.a TYPES OF ACTORS

Overall, OK HT response has a heavy nonprofit presence. As previously stated in METHODS, the majority of survey respondents (53.1%), are from nonprofits. There were no responses from government. Three (9.4%) were LE and eight (25%) were tribal governments. The two “other” groups were OK MMIW chapters.

Interviews revealed there are two additional factors: actor's level (local, state, federal, or tribal) and whether or not they are faith-based. The collaborations and complexities of actors will be explored more in PARTNERSHIPS. Actors were also asked how long they have been working on HT. There was a wide range from a few months to over twenty years. The average was five point nine years. Two had worked “0” time on HT but work on intersectional fields.

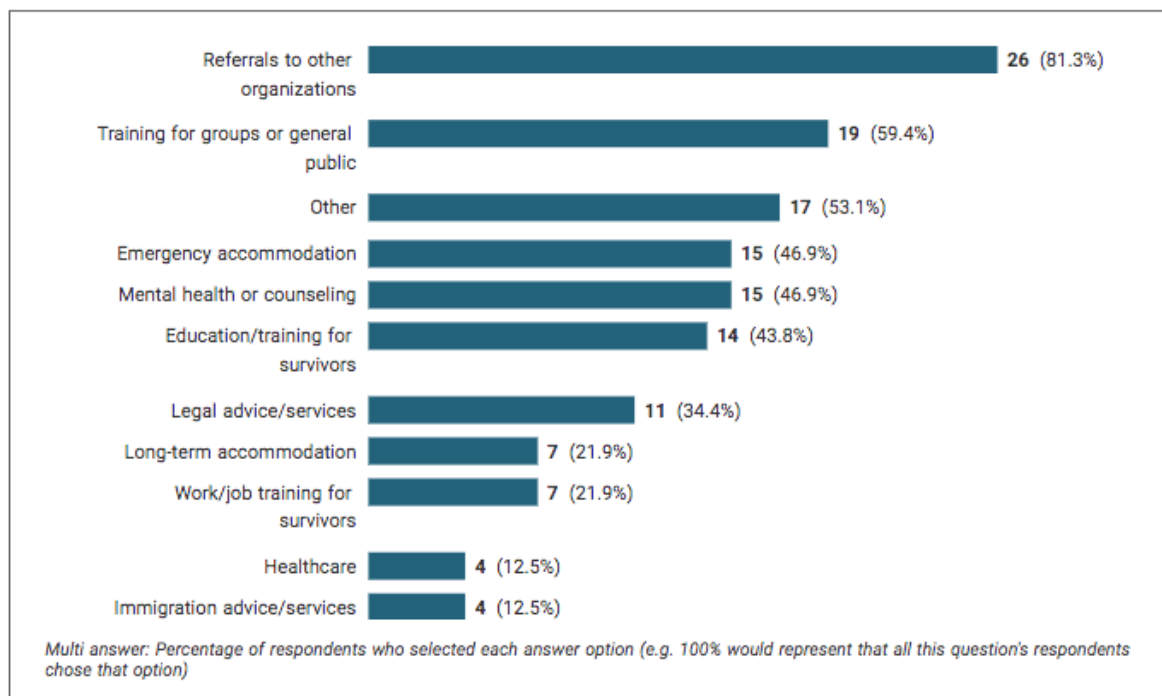
II.b ACTIVITIES

What activities do actors do? Almost all (81.3%) refer to other organizations. Slightly over half (59.4%) train, which could include specific groups or the general public. Whereas 46.9% do emergency accommodation, only 21.9% do long-term accommodation. Work/Job

¹⁸³ Interview 10.

training for survivors was also harder find. Very few organizations (12.5%) provide healthcare or immigration.

10 What does your organization do? Please choose all that apply.



In addition to the ten activities listed, sixteen organizations added “other” answers which ranged from grocery assistance to daycare assistance to transitional housing. Three (9%) mentioned investigations, which mirrors participant profiles. Other services mentioned include: LGBTQ+ services, tattoo removal, advocacy, outreach to marginalized communities, and “making sure people take [victims] seriously” in court or elsewhere.

Participants discussed the training they provide in interviews. For external training, LE train vo-techs or churches. VSP’s train other NGOs, churches, hotel/motel owners, and emergency medical technicians. LE and VSP’s also hold internal training for staff. VSP’s hold internal training for survivors which ranges from trauma to GED to parenting and, in some NGO’s, a faith focus, too.

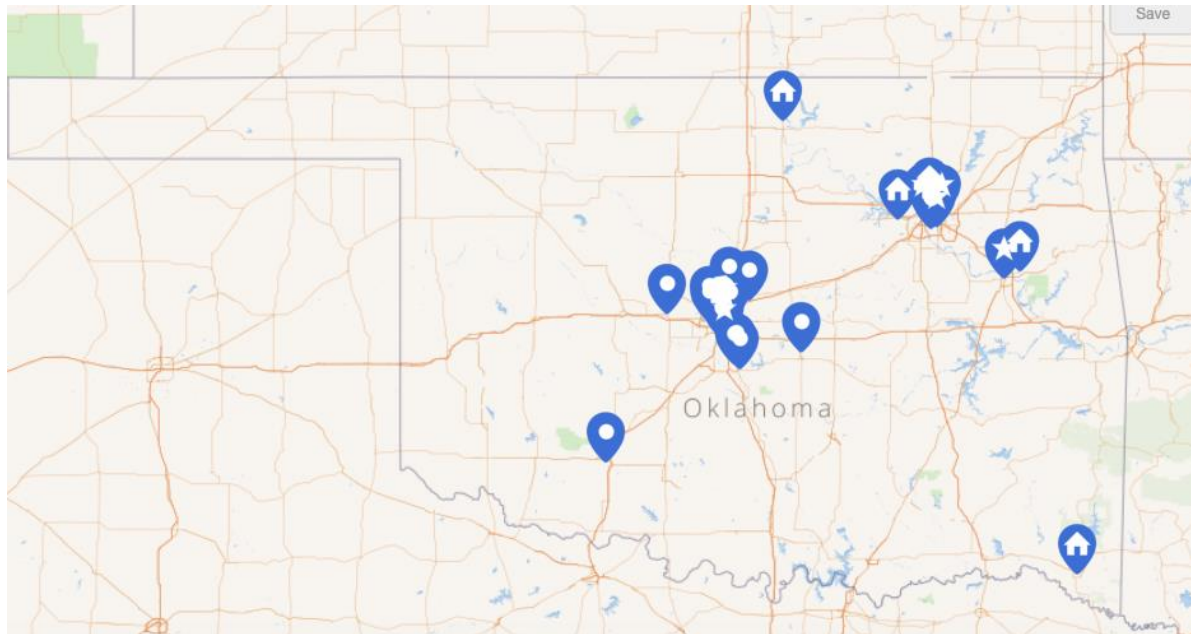
Participants highlighted the importance and confusion surrounding another activity: hotlines. One LE group clarified the law requires one hotline in OK, separate from the NHTH. Organizations confirmed OBN runs this hotline. In addition, each certified VSP's must have a hotline (one called theirs a "safeline.") Participants also referenced an additional hotline run through the YWCA of OKC, totaling at least five hotlines statewide. One VSP bluntly stated, "we need a statewide [HT] hotline,"¹⁸⁴ and clarified while OBN has one it is typically for crime tips and not for survivors needing services.

II.c LOCATION

Where were actors located? As part of this research, the author compiled a map¹⁸⁵ to show organizations focusing on HT efforts across OK, using surveys, interviews, and publicly available information. There are fifty organizations listed, with a heavy presence over two hubs: Tulsa and OKC. Organizations are broken into thirteen categories: Task Forces; Tribal Organizations; Government (State); Law Enforcement (State); Law Enforcement (Federal); Shelter (Adult Sex Trafficking – Certified by OAG); Shelter (Juvenile Sex Trafficking – Contracted by DHS); Other Shelters (Adult); Other Shelters (Juvenile); Nonprofits (Human Trafficking Specific); Nonprofits (Not Trafficking Specific); Justice Centers; and Other Organizations.

¹⁸⁴ Interview 7.

¹⁸⁵ Full map available: <https://maphub.net/LMaha/mapping-ok-response>



Interview participants were very receptive of the map and commented on what it got right and wrong about their organization and OK response. Participants commented on how clumped resources were in OKC and Tulsa, stating “we need to spread out.”¹⁸⁶ Many were interested to learn about groups they had not heard of before. One VSP cautioned it could be difficult to visually separate emergency housing and transitional housing, two very different categories. A separate VSP mentioned it may be wise to add both “Outreach” and “Awareness” categories. This led to a debate in interviews: should organizations be listed by type or by service(s) provided? Ultimately the author chose the first as it proved confusing to list each service provided, especially as many would then be listed three or more times.

II.d MEASURING

Measuring progress is closely tied to how actors define success. While no survey question addressed this, interviews discussed how participants defined success. When asked about success, many participants discussed a personal, individual story of a victim – typically a

¹⁸⁶ Interview 9.

minor - getting out of ST and never returning to “the life.” One organization (OCAT) created a strategic three-year plan with five objectives, which include Increased Collaborative Partnerships; Increased Community Awareness; Development of Comprehensive Victim Services; Demand Reduction; and Coalition and Community Sustainability. They also listed twenty performance indicators to meet these objectives, and these ranged from number of people trained, number of programs, amount of new funding, and more. OCAT stated they collaborated with Houston's Council on Human Trafficking to develop this framework.

While broader definitions of success and metrics should be explored more, it is critical to include survivor voices and definitions of success. Both surveys and interviews also asked if organizations include survivor voices and input into their work, including survivor input into programs, survivor members of the advisory board, etc. Sixteen (50%) said they do incorporate survivor feedback into their work while twelve (37.5%) said they do not. Four (12.5%) “other” responses clarified their interaction with survivor input. One said they currently do not but “we’d appreciate seeking survivor input.” Another emphasized the voluntary nature of input, “We collect volunteer surveys from all participants who wish to fill one out.” A third response indicated they were unsure if their organization received survivor input stating, “to our knowledge.” Lastly, one LE respondent clarified the survivor input they sought was assistance with LE “contact techniques” (or how to interact with victims, typically at the crime scenes.)

Interviews discussed ways they sought survivor feedback. Not all VSP's mentioned anonymous reporting mechanisms, but two did. It was also common practice to have frequent, sometimes monthly, surveys. One VSP was working to get a survivor on their board. Neither TF could recall any current survivors in their membership; both stated they had at least one in the past. The OKHTTF requires its members to represent an agency that works with HT victims so

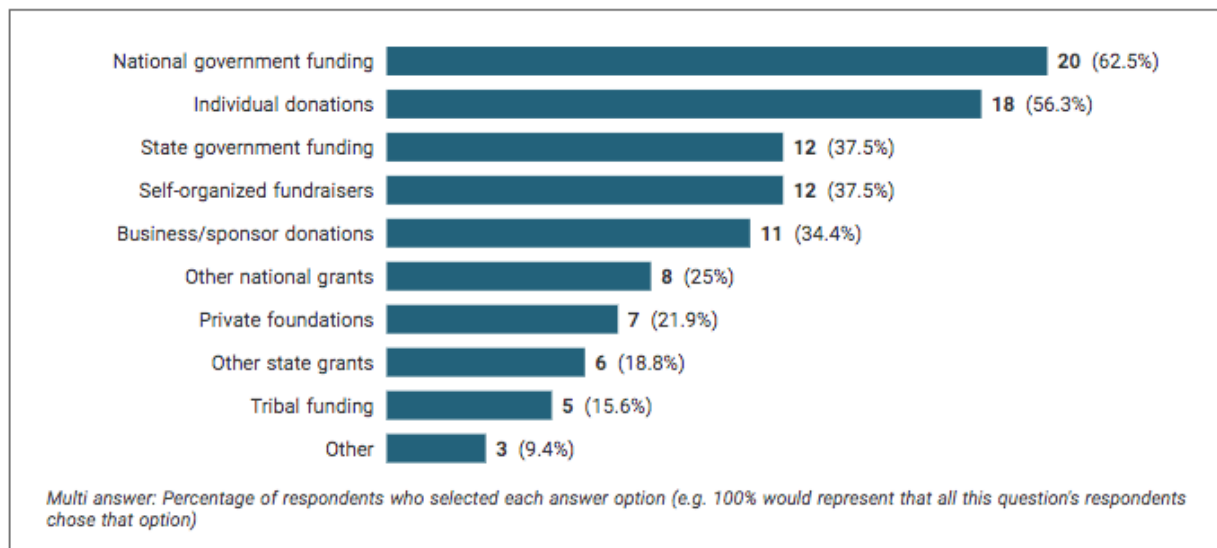
this can restrict survivor membership. LE stated they sought input from survivors on “contact techniques,” or how to interact with victims. They said survivor input kept LE from making the same mistakes twice and they had fairly regular trainings. However, they added they only sought advice from survivors willing to comment as they “don’t want to hinder that victim’s ability to remove herself and get help from the situation and make that transition from victim to survivor.”¹⁸⁷ While OK is doing a bit to seek survivor input, it appears VSP and LE alike could do more to actively, formally and informally seek survivor input in programs, structure, and objectives moving forward.

II.e FUNDING

How are actors funded? Participants were asked to select all funding sources that apply. Most respondents receive funding from the national government (62.5%) or individual donations (56.3%). State government and self-organized fundraisers tied (37.5%). Although eight participants identified as tribal governments, only five selected tribal funding (15.6%).

In the three “other” comments, organizations described their funding more. One is funded by a sponsoring church. The last two comments focused on very localized funding sources: one through city and county contracts and the other through the municipal budget.

¹⁸⁷ Interview 2.



II.f PARTNERSHIPS

A key component of this research is the idea of formal and informal partnerships. If actors do partner, how do they do so? As previously stated, the term “anti-slavery partnership”¹⁸⁸ has a very specific meaning in the UK. For this, the author decided to use the term “task force”(TF) to most closely resemble formalized UK antislavery partnerships. The author also explored the more common informal partnerships and collaborations across the state.

One key question all participants were asked was: “which three groups do you work with most closely – your three “best friends” – on anti-trafficking in OK?” After collating all thirty-two responses, the author found forty separate entities listed. These were displayed on the map and shown in all interviews. After interview feedback and follow-up questions, this list of “best friends” became the fifty groups displayed on the map. One certified VSP noted who they work with “varies widely depending on victims’ needs, situation.” This map shows the more informalized alliances across the state and the two more formalized TF’s.

Levels – Local, State, Federal

¹⁸⁸ Gardner et al, “Collaborating for Freedom,” 7.

In addition, interviews discussed different response levels (local, state, federal) and how they work together as well as the importance of jurisdictions. Overall participants stated these levels had good cooperation; tribes will be discussed in more depth in the *Tribal Collaborations* section. One LE said “The city, federal, state, county, we’ve all since 1907 had to learn to work together very well. Mainly because there’s not enough of any one of us, we have to work together.”¹⁸⁹ Another LE participant agreed they “feel like everybody kind of plays well together.”¹⁹⁰ VSP’s stated partnerships looked almost exclusively like referrals between agencies (almost always state and federal). Some VSP’s once coordinated a two-day conference in Tulsa and other annual events; they also attended various trainings together but had rarely coordinated one. There was one case where an anti-trafficking NGO actively raised money for an anti-trafficking VSP. Overall, there was consensus organizations could do more together.

There were also specific cases where partnerships did not work well. This included the state and local level conflicting over legislation. Discussed briefly in the LEGAL FRAMEWORK section, the state passed regulation on MP’s and this superseded municipal ordinances. This caused city officers problems because municipalities can have stricter laws than the state but not more lenient. Actors spent a lot of time trying to sort this out afterwards.

Another coordination problem included TF squabbles. Specifically, one VSP stated OCAT “seemed to get a little political and seemed to get a little lost in being more concerned with recognition versus just doing it for the kids.”¹⁹¹ They described ego and recognition as a problem. They were the only participant to describe this problem. A third problem the author noticed was how some actors lacked context of others (VSP or LE or other) in the state. In particular, two different certified VSPs did not know of some other VSPs. One seemed to work

¹⁸⁹ Interview 10.

¹⁹⁰ Interview 6.

¹⁹¹ Interview 4.

with Polaris often but know very little about more local resources or which (if any) existed at other VSP's.

Finally, one participant commented many inter-government agencies had set up their own internal HT working groups or internal TF's for particular agencies. However, they were not "necessarily all talking to each other"¹⁹² and it was unclear who was doing what within state government.

Jurisdictional Challenges

A note should be made on OK's unique jurisdictional challenges. While most LE stated this has not been a major problem, it is still a consideration in prosecution and resources. LE must ask, "Are we within Indian country or not? Do we have jurisdiction, do we not?"¹⁹³ There are three federal districts in OK: Northern in Tulsa, Western in OKC, and Eastern in Muskogee. As discussed, thirty-eight federally recognized tribes are in OK and sixty of seventy-seven counties have tribal lands. LE stated this can "get real political"¹⁹⁴ like dealing with a sovereign nation.

The size and location of tribal lands varies greatly. Some tribes, like the Chickasaws, have land in all three federal jurisdictions. LE explains "just because a tribe owns the land doesn't make it trust land."¹⁹⁵ Some counties (like Oklahoma County) have only two pieces of Tribal trust land, making it difficult for suspects to hide. In other counties (like Lincoln or Pottawatomie), LE must find ways around jurisdictional challenges. They typically ask the US Marshal or Bureau of Indian Affairs (BIA) to help work with Tribal government and Tribal police to pick up suspects because some federal entities have authority on Tribal land. OKCPD

¹⁹² Interview 6.

¹⁹³ Interview 2.

¹⁹⁴ Interview 10.

¹⁹⁵ Interview 2.

said certain tribes will not allow investigations on their property, but they have had almost “zero need to clear an investigation with a tribal agency.”¹⁹⁶ They have requested help in counties outside their metropolitan jurisdiction. One way they work with other counties is by being cross-deputized in these counties which, described earlier, is a way to overcome OK's “checkerboard jurisdictions.”¹⁹⁷

OBN gave a good (albeit rare) jurisdictional issue example, highlighting OK's “checkerboard.” A casino is considered trust land or “Indian Country” but its parking lot can be state or a metropolitan jurisdiction. OBN had a case recently with three jurisdictions within one-quarter mile (0.4 km). The casino was Tribal, the highway was OK state jurisdiction, and the nearby gas station was Kanas (KS) state jurisdiction. To ensure they could arrest suspects wherever they ran, the case required OK state police, KS state police, and the BIA.

OK jurisdictions became abruptly reorganized by the July 2020 Supreme Court case *McGirt v Oklahoma*.¹⁹⁸ Overnight, the court ruled OK's eastern half (46% of the population) is a Tribal jurisdiction for criminal cases. This means the federal government, and not the state, has oversight on these cases. State police, like OBN, can now only work in western OK for criminal cases. OK will “need 10,000 lawyers to figure this out.”¹⁹⁹ As this is a very recent development combining criminal, civil, constitutional, and tribal law, further research is needed to determine the exact implication this has on anti-trafficking work.

Tribal Collaboration

In addition to jurisdictions, all interview participants were asked if they collaborated with any particular tribe on anti-trafficking work. Overall, there has been some collaboration, but all

¹⁹⁶ Ibid.

¹⁹⁷ Ibid.

¹⁹⁸ Reid and Curry, “Legal victory.”

¹⁹⁹ Interview 10.

ten interviews echoed that while non-tribal groups had a “pretty good relationship” with tribal actors, they could be doing a lot more.

Participants had a variety of perceptions about how easy or difficult it was to work with Tribes. One TF member said that while they have invited Tribes, “it’s been in and out”²⁰⁰ and they are still “working on that.” One LE participant commented, “I think it’s not robust enough. I think there’s definitely a lot of room for growth with tribal liaisons and engaging with our counterparts.”²⁰¹ While this participant confirmed Indian Country in OK is “much more complicated” than other states, this means “there’s opportunities to engage.” Many respondents, particularly VSP’s, stated tribes generally kept to themselves and seemed “closed off.” One VSP got the impression if “you are not an Indian you are not welcome.”²⁰² A VSP participant gave an example of an event where a faith-based organization attendee tried to exorcise a NA of her supposed demons as a cause of her trouble. While this is an admittedly extreme example, it is important to note this tension.

Overall, one participant explained tribes’ HT response “is going to be varied based on capacity and resources.”²⁰³ Some tribes are wealthier or larger and can provide more. One LE respondent works relatively closely with the BIA and has trained a lot of tribes. They explained the two tribes they work with most frequently are the Chickasaws and Cherokee, which are very large and powerful. Numerous participants echoed they work with the Chickasaws, particularly their Lighthorse Police force. The Cherokee were cited by other respondents but less often; two stated explicitly the Cherokee did not typically allow LE work on their land or casinos.

Respondents had also collaborated with the Potawatomi and with the Six Nations and More

²⁰⁰ Interview 9.

²⁰¹ Interview 6.

²⁰² Interview 1.

²⁰³ Interview 3.

Working Group (Pawnee, Otoe-Missouria, Tonkawa, Ponca, Kaw, Osage, Delaware, and Iowa tribes). One VSP cited there were certain grant programs through tribal programs they used for survivors' needs.

In addition, there was a general call for increased awareness of trafficking in Native communities. One participant commented "there's a lot of awareness that needs to be done in [OK]. I'm sure that you're aware of that...I think Minnesota is probably as far as awareness of ST in tribal communities, Minnesota is doing a good job of that."²⁰⁴ There are twenty-six tribal programs for DV/ SA victims who identified as Native. Due to a law change in 2013,²⁰⁵ these can now serve ST victims. However, the author could find no specific tribal anti-trafficking groups besides the NAAV, which regularly attends the OKHTTF and has hosted HT awareness events. Many tribal groups focus on MMIW. It is important to recognize the intersectionality of high rates of violence against Tribal members, HT, and other related topics.

II.g LEADERSHIP

Participants were asked who they thought led the statewide HT response. They were able to choose only one answer. Thirteen (40%) believed the OKHTTF led efforts. Second to this, (25%) participants believed OBN led the effort. Only two thought the state legislature was leading the way and no respondent chose churches.

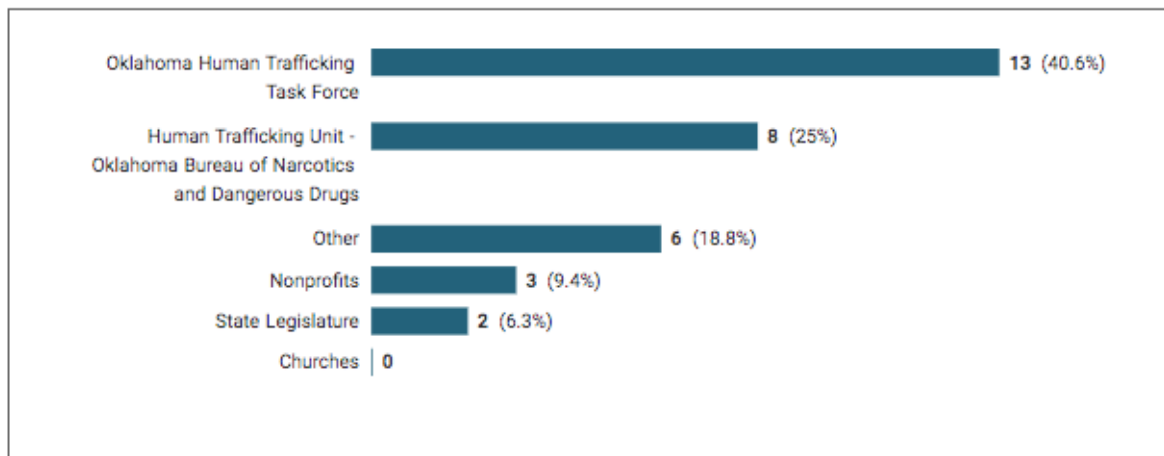
Six organizations clarified what they meant by leadership. They all seemed to imply there was no one central organization. One nonprofit stated they "believe it's done through regional efforts more than one TF." A LE group gave a broad overview, "There is no centralized clearing house. OAG does a lot of NGO coordination with the FBI advocate; OBN does some HT investigations outside the two metro areas; Tulsa PD and OKCPD do the HT investigations in

²⁰⁴ Interview 3.

²⁰⁵ US Department of Justice, "VAWA."

the two metro areas.” A tribal group stated that “all these entities help coordinate and bring attention to ST.” Two different tribal groups emphasized different leadership, stating the tribal and state crisis centers, tribal LE, and tribal advocacy programs were contributing. One health group said, “Each group named above work[s] independently and sometimes with each other.”

21 Who do you believe coordinates anti-trafficking efforts in Oklahoma?



III. WHAT GAPS ARE THERE IN CURRENT ANTI-TRAFFICKING RESPONSE PARTNERSHIPS IN OKLAHOMA?

III.a PRIORITIES

Participants were given three open-ended questions. The first centered around goals and challenges, asking organizations to list two main priorities for 2020-2021. Ten themes emerged from survey responses: education, care, vision, culture, communication, COVID-19, prosecution, funding, legislation, and prevention. Many answers fit into multiple themes and the author chose to highlight particular answers to showcase important aspects of that theme.

Education was listed most often in eleven (35%) of the thirty-one responses. Responses listed the need to educate on a wide range of interrelated topics, which included inter-partner violence, healthy relationships, where and how exploitation was thriving, and connections between porn and ST. In addition to specific topics, participants stated the need to educate

communities of the problem and available resources, particularly at the county level. This tied in with a fairly widespread desire to connect and promote services.

Participants emphasized the need to reach out to smaller or more rural communities, in particular, with education efforts. They also specifically mentioned the need for training and awareness in Indian Country.²⁰⁶ There was a call to educate religious groups, and churches were mentioned most often. Another group wanted to focus on continuing education options. In interviews, three participants (mainly from LE backgrounds) emphasized the need to educate congress representatives, state judges, and federal judges on the importance and legitimacy of cases, particularly in smaller jurisdictions. They highlighted many federal judges feel this should be a state issue and preferred to avoid cases.

The second most listed priority (32%) was care. Overall there was a push to increase capacity, services, and improve care. Priorities ranged from reaching two particular families to over 300 women. There was also a push to identify and successfully refer HT victims to informed service providers. Like education, the integration of services was echoed. In addition, two different participants mentioned establishing a shelter specific to HT. One already certified VSP said they wanted to improve contact with residents after discharge. A few groups mentioned a desire to expand service to Indian Country for victims of DV and SA. Homeless and vulnerable youth were also listed as a priority.

Third, organizations listed some priority related to vision (29%) which, for the purposes of this paper, includes some longer-term goal whether that is increasing their organizational capacity or expanding in some way. These vision goals included sometimes broad topics like “sustainability” or extremely specific like increasing capacity from seven to ten beds or fully implementing services for a new, particular program. Organizations talked about expanding their

²⁰⁶ “Indian Country” is commonly used for self-governing Tribal areas or all of them together.

volunteer base, expanding referrals, expanding their outreach to new HT types, upgrading facilities, increasing housing options, and expanding social enterprising programming efforts.

Some priorities fit into the theme culture, although it was mentioned less (9.6%). As previously discussed, OK has unique context with many vulnerable groups. Three responses highlight key parts of OK culture. First, participants wanted to focus on raising the standard of living. Second, there was one response focusing on “equity, diversity, and inclusion,” which is important to highlight, especially as OK deals with its history of colonization and exploitation. Third, at least four groups mentioned Christianity, God, or the Gospel, as discussed in CULTURE.

A few organizations (9.6%) also mentioned communication. This ranged from a broader desire to “improve communication” to very specific Indigenous conferences on HT, DV, and red alerts. There was also specific mention of wanting to support local NGOs help and communicate with vulnerable populations.

Another category, which few organizations could have predicted, was COVID-19 (9.6%). A few specified they were adapting and thinking outside of the box for programming. As two respondents were health groups, they were working toward preventing disease.

Prosecution was not mentioned often (6.4%), but when it was there was a push to identify, arrest, and “prosecute to conviction those responsible for HT in [OK].” A LE respondent mentioned they would maintain a high presence in escort and MP prostitution.

Funding was barely mentioned (3%). This is interesting and seems to highlight most respondents are extremely mission-driven. One that did mention funding stated a desire to increase the diversity in the “donation pool.”

Organizations did not list the last two categories, legislation and prevention, in their priorities for 2020-2021. This will be discussed more in MOVING FORWARD.

III.b GOOD WORK

The second open-ended question asked: what good anti-trafficking work do you see happening now, either in your organization or across OK? It was heartening to hear the response from thirty survey respondents. Answers fit into five large categories: education, legislation, LE, communication, and nonprofits.

While a key priority was education, it is interesting to hear it is also seen as a success story. Participants felt awareness was increasing. This included how victims could keep themselves safe, how and where parents could get social media help, victims learning life skills, stronger communication between families and kids to keep safe, and the availability of aftercare. One mentioned they saw education through tribal and local advocacy programs and the Native Alliance Against Violence (NAAV) as extremely successful. A health organization saw increased education in minority groups and people with disabilities.

Groups were proud OK's anti-trafficking legislation was up to national standards. They praised the laws for proactively addressing the needs of minor victims. There was general widespread agreement OK has "good statutes." They also praised OK for a state mandated certification for VSP's for adult ST, saying most known work comes from certified programs.

In addition to laws, LE groups were widely praised for good investigations and increased prosecution. NGOs stated they had good cooperation with LE. In particular they praised the TPD for their investment in arrest. They also praised OBN for their arrests and prosecutions. Local LE and OKDHS was seen as better at engaging HT programs for support than "even 5 years ago." One response noted an increased use of skilled forensic interviewers. Participants praised federal

prosecutions in OK's Western District and their use of GALs for minor HT victims. Interviews echoed surveys, stating LE was arresting the right people, "everybody other than the victims."²⁰⁷

Respondents also stated communications and support between organizations is improving. Overall, the OAG was praised for good efforts and coordination with NGOs and certification. The three certified programs were also praised for their communication, outreach, and coordination for victims.

Most extensively, nonprofits were praised in how they were responding to HT. The best summary of this is OK has a "healthy NGO population." Eleven nonprofits were praised by name. DFH was praised the most of any organization for their innovative model of "wrap around" care and services and their high-quality trainings. DSV was mentioned often as well. One respondent called both DFH and DSV "trauma responsive and holistic." Interview participants were excited certified providers had "evolved" in becoming more trauma-informed. One VSP noted how important this was because "when you work with trafficking there's a whole different level of trauma informed."²⁰⁸ Another VSP was excited to note they may open another shelter and hopes it will be outside of the two hubs.

Both HT TF's –OHTTF and OCAT -- were mentioned. Specifically, OCAT's education committee was complimented on trainings. In addition, participants mentioned NAAV for their Indian Country trainings, OK Baptists CARE Team for education, Palomar Justice Center for advocacy work, the Spero Project for grassroots relational work, and the federally funded YST "True Safety" wrap around services. As efforts expand to Indian Country, one participant applauded "Survivors Resource Network Tribal SART" video/social media campaign which led

²⁰⁷ Interview 9.

²⁰⁸ Interview 7.

up to an Indian Country Awareness Event. They also praised their attempts to expand statewide through the OK Indian Gaming Association and bigger Tribal Nations.

The interviews added to these success stories. They revealed Okies widely agree they work well together on anti-trafficking. One LE respondent stated, “all of the organizations that are working on HT work well together, that they do collaborate they are cooperative agencies.”²⁰⁹ They explained there may be some competition for funding, but “I’ve really only seen people pull together.” Participants felt the same sentiment regardless of type of organization or geography. One respondent said they had seen other states lacked the same sense of connection and emphasized, “It’s very unique in [OK], and it’s a good unique but we’ve heard at a lot of conference that that’s not like that most places.”²¹⁰ Four interviewees pointed out this was extremely important for victims’ well-being, to have organizations communicating whether a victim needed service or wanted to testify.

It is important to state one (and only one) participant thought OK was simultaneously the best at anti-trafficking in the US and still problematic, claiming, “I would say [OK] is number one in the nation as far as being organized and on top of this and still it’s a mess. There are times when it’s just a mess.”²¹¹ While the thought OK is the best at anti-trafficking in the US seems unfounded, there is no doubt Okies are tight knit and doing good work. A separate respondent confirmed, “It’s pretty unheard of that people collaborate in the way that we do. They’re not territorial about their agencies.”²¹²

Above all else, when asked for their best example of “good work,” six interview respondents (60%) described heartfelt case studies about victims. One LE respondent described a

²⁰⁹ Interview 6.

²¹⁰ Interview 9.

²¹¹ Interview 1.

²¹² Interview 9.

minor victim who hated LE and refused to cooperate. A year later she invited their LE group to her senior graduation. One VSP described a young woman who had graduated the program, was a senior in high school, got a job and permit, and was looking into ROTC. They said, “that’s the best part,”²¹³ the human connection and watching victims turn into survivors.

III.c MOVING FORWARD

The third open-ended question asked: what three to five things should OK anti-trafficking groups do to be more effective? The thirty-one responses fell into the ten themes of PRIORITIES section, but it is interesting to note no participant mentioned COVID-19 or funding.

Education, again, topped participants concerns (35%). Participants called for fact-based, non-alarmist education. They called for increased HT training for smaller towns, the public school system, community mental health centers, service providers and professionals, LE, and NA casino employees. There were numerous calls for state and federal judges and congressional representatives to be trained and educated on the lack of prosecutions.

Care, again, came in second (22%). Participants stated that OK could move forward if organizations only worked with certified agencies and if they increased care – particularly trauma-informed care. This tied in with a larger push to continue to mandate standards of care and to increase resources and shelters overall as many DV shelters or homeless ones are not right for many HT victims. One LE respondent pointed out it was critically important to identify organizations which should *not* be serving victims, as some overlook standards of care and may be re-traumatize victims. They pushed for agencies to better collaborate on case management so victims’ needs did not fall through the cracks.

Vision (13%) was fourth. For ease of comparison with PRIORITIES it is included here. Organizations specified this included not spreading one’s focus too wide, but not losing sight of

²¹³ Interview 4.

the bigger picture. A few called for a strategic plan instead of “haphazardly” approaching anti-trafficking. As previously discussed, OCAT created a three-year plan.²¹⁴ Participants also called for efforts to work closely with city governments and state legislators, collaborating on TF’s. One NGO thought it would be wise to appoint ambassadors from various local/regional TF’s to represent state efforts in a larger gathering.

Interviews echoed the many calls for strategic plans. One VSP wanted to reach out to other states for guidance on HT short-term goals and strategic plans. They felt “right now...we are at a very base level. We only provide emergency shelter,”²¹⁵ and called for a plan for long-term assistance and transitional housing. Another VSP wanted a central LE communication headquarters for HT. Currently they see it as a “good old buddy” system where at times the FBI, ICE, sheriffs, and sometimes police tackle the problem; it did not feel like LE were communicating. A separate certified VSP had considered a “multidisciplinary team” (MDT) for adult ST survivors, and the MDT would include LE and VSP’s and advocates. One VSP likened expansion to “a large menu that your food is all mediocre,”²¹⁶ and thought organizations to find their focus/niche while being part of the larger vision.

Culture received more attention and ranked third (22%). Many focused on OK’s larger context. This included strengthening families, assisting with poverty, changing substance abuse, attacking porn production, and increasing non-bias training statewide. Two respondents commented directly on victims, calling for a culture shift where it was easier for victims to come forward in the first place, without fear of prosecution (or stigma). They also pushed for an increase in survivor programming input.

²¹⁴ OCAT, “Community Strategic Plan.”

²¹⁵ Interview 5.

²¹⁶ Interview 4.

Communication (13%) tied fourth with vision. Especially surveys called for publicized meetings, open to all, including the public and various actors. Data sharing was also considered important. One LE participant stated OK anti-trafficking groups should “re-evaluate confidentiality required to effectively communicate with partners to facilitate cases and victim needs.”²¹⁷ Interviews explored communication more. One VSP stated even though they were located very near another VSP, they did not talk. They called for information sharing and, very specifically, citywide check-ins so organizations in the same geography have short weekly meetings. Multiple participants also called for a statewide newsletter for organizations to get a regular anti-trafficking briefing. A LE organization stated a central database would be “amazing” but exceedingly complicated because criminal justice statistics would have to be combined with tightly sealed juvenile data and demographics. One LE respondent claimed LE was part of the problem saying, “we must stop being so territorial and share”²¹⁸ because NGO’s do not have a problem doing so. Some participants referenced an outdated anti-trafficking directory.²¹⁹ While many wanted it updated, they believed funding was necessary to do so.

COVID-19 was not mentioned. Prosecution (3%), sixth, was rarely mentioned. When it was discussed, actors called for an overall increase in prosecution of traffickers and for longer sentences, but nothing more specific. Funding was not mentioned.

Legislation, fifth, was discussed a bit more (6%), with an overall call to prevent unnecessary legislation. One LE interview respondent argued “we have enough laws – what we don’t have are treatment facilities.”²²⁰ Participants explained OK needed “streamlined legislation on HT” because legislators try to make laws from various sources without consulting experts.

²¹⁷ Interview 6.

²¹⁸ Interview 10.

²¹⁹ OKHTTF, “Resource and Referral Information.”

²²⁰ Interview 10.

Lastly, surveys left prevention (3%) open-ended with actors calling on OK to “address prevention efforts at a statewide level.” Interviews, however, shed more light on what prevention may mean practically. One respondent stated “exploitation doesn’t just happen. It’s a process.”²²¹ Six (60%) interviews called for more training in schools and youth programs and a much larger focus on vulnerable populations. They emphasized “so much happens... in these kids’ lives after they come home from school.”²²² One participant was blunt, “We’re starting too late” when it comes to children’s education on exploitation. One participant asked a question, “How can we keep young people from being forced into the life to start with?”²²³ This question could (and should) be expanded not only to children but all exploited people in OK.

IV. CONCLUSION

The paper now turns to the third question underpinning research: what gaps are there in current anti-trafficking response partnerships in OK? How can OK collaborate more effectively? This conclusion will briefly discuss ten key findings and highlight ten recommendations as well as seven areas for future research.

OK has a unique history of slavery and modern context for HT. With the second highest population of NA’s in the US and a “checkerboard” of tribal jurisdictions, it is unlike any other state; however, OK highways do not single out it as a hub of HT any more than the other twelve states who claim highways make them particularly susceptible to HT. With a myriad of social issues and abysmal rankings on most life categories, OK has increasingly vulnerable populations, especially amidst the COVID-19 pandemic. OK echoes the UK in how it siloes its data and tends to recreate the wheel. However, because of this, there are lessons learned Okies can use. With the big shift to a more local HT focus, OK actors can take a much larger role in HT efforts by

²²¹ Interview 8.

²²² Interview 9.

²²³ Ibid.

including a wider variety of local actors like city governments, businesses, and – most especially – HT survivors. OK anti-trafficking efforts have been regrouping and reorganizing since OATH's 2013 dissolution; there is an increased focus on ST demand and prevention efforts, mirroring national trends. Many believe OK is on a HT learning curve and has great potential.

Legislation

The first action regards OK law. Findings indicate the TVPA and OK §21-748 were widely recognized as key legislation, although HT definitions varied slightly. Tribal organizations were more likely to have their own definitions. Actors should take four actions. First, OK may have very bold victim defense laws, but it should still change four aspects of law: Hearing Requirement, Burden of Proof, Official Documentation, and Confidentiality (in court). Second, OAG confidentiality requirements between VSP's and LE should be re-examined by the OAG in discussions with LE and VSP's to see what can work practically; some victims' cases and needs may be falling through the cracks because of a restricted ability to communicate. Third, actors should re-examine penalties for johns as there is little agreement; the trick is johns are not arrested and there is no data. Fourth and critical, OK should change the LT statute of limitations to three years from *discovery* as soon as possible. OK's current LT law appears set up to fail.

Data – Myth v Fact

The second regards data; OK under-reports and over-reports HT cases at the same time. OK actors should take five actions. First and second, while half of respondents collected data, there is next to no data on juvenile ST and LT. Actors should discuss ways to collect both juvenile and LT data. Third, while the three certified VSP's have come together to compile adult ST data and are working to do so again, there is no discernible LE data sharing and the main LE

agencies were unaware how much HT data their counterparts kept. This should change. Fourth, actors should consider OK demographics of adult ST and address why some are disproportionately affected. Adult ST cases in the past decade were mostly US born and mostly self-referred to VSP's. While people thought victims were mostly white and only 1% were NA, the reality is much different. In the last decade, 15.6% of OK adult ST were Natives, which is almost doubly represents OK's Native population (9.4%) and fifteen times the US NA population. At least 12.8% of OK adult ST victims were Black, which is a number disproportionate to OK's Black population (7.8%). Black and especially Native Oklahomans are disproportionately trafficked. Fifth, all actors should acknowledge the six limits of OK HT data and how this causes both under and over reporting of HT cases; the commonly cited NHTH statistics do not include state LE numbers or victims who contacted VSP's directly.

Culture

The third topic is OK's key cultural aspects. Actors should consider the following when building OK HT responses: religion, stigma, race, "better" narrative, sensationalizing, conservatism, and social problems. There is slight tension between faith-based organizations and areligious organizations. OK also has a myriad of social problems and it is crucial responses are intersectional.

Perception

Fourth, actors' perceptions shape OK's response. They should take four actions. First, Okies see ST as more prevalent than LT. However, because there is no data on LT actors should not assume this, and should begin to examine LT in earnest. The same eight ST categories were chosen in both the "Think" and "See" in work questions (see PERCEPTION.) Actors listed four types of trafficking in OK which are not in the twenty-five typologies. Discussions confirmed

while familial trafficking does occur, LE has never seen oil rig (or man camp) trafficking in OK and they rarely see casino trafficking. Actors do see juvenile ST, but due to the discussed limitations of data it is difficult to measure. Second, actors should work to increase the awareness about the three adult and 1 juvenile VSP's. There are three OAG adult certified VSP's (DFH, DSV, and DVIS) and one DHS contracted (BIM), but there was no majority on how many HT shelters exist in OK. There was widespread agreement the OAG certification was phenomenal. Third, there are three key LE (OBN, OKCPD, and TPD) and they emphasized how difficult it is to prosecute a HT case, particularly because not all judges or prosecutors are adept at them. Actors agree LE need more training for how officers can identify and work HT cases and prosecutors need more training, too. Fourth, there are two TF's (OKHTTF and OCAT), but a majority (60%) thinks there is only OKHTTF and many (40%) think they are leading HT efforts in OK. However, there is actually no central anti-trafficking leader or clearing house in OK. Actors should work to spread awareness of both TF's, and the two TFs should collaborate to increase reach and effectiveness in their geographies.

Actors/Activities

Fifth, there is a heavy NGO presence responding to HT in OK, averaging about five point nine years. Actors should take three actions. First, there is a need for more general victim services (work/training, healthcare, etc.), especially long-term accommodation. Second, actors should collaborate to establish one central clearinghouse hotline to prevent confusion (and help with data collection.) Third, while activities largely include referrals and education/training, this training is very spread out and inconsistent. Actors should establish a more streamlined and standard HT training for groups (both public and private) across the state.

Location

Sixth, HT resource location matters. There are two large hubs over OKC and Tulsa. This includes the three adult VSP's, three LE's, and two TF's; the one contracted juvenile VSP is the exception and located at least three hours from both hubs. Many were unaware of other groups in the state and while the map²²⁴ provides a starting place, actors agreed: they need to spread out.

Measuring

Seventh, measuring HT success in OK typically comes in the form of a story. Actors should take three actions. First, while case studies are crucial – and heartening – groups should consider metrics of success. Only one group (OCAT) developed specific metrics and performance indicators. Second, it was important OCAT looked outside of OK when considering success. Okies should not recreate the wheel; they should use metrics and frameworks, which are already proven and adapt these to OK. Third, while a handful of groups in OK have begun the process of including survivors, OK as a whole is way behind. It can and must do a better job of seeking survivors' voices, and not only as vignettes. They can and should actively seek survivor input in programs, policies, strategy, and materials.²²⁵

Partnerships

Eighth, Okies agree local, state, and federal work well, but there is consensus they could do much more. They should take six actions. First, there is no particularly formal anti-trafficking partnership in OK to directly parallel ones in Houston or the UK. OK can use examples of other, longstanding partnerships as examples²²⁶ for how to institutionalize and expand, particularly to include a wider variety of actors like city governments and survivors. Second, actors mentioned issues around legislation at the state negatively impacting localities and TF squabbles. The two TF's should seek more partnerships at the local and state level to alleviate miscommunication.

²²⁴ Full map: <https://maphub.net/LMaha/mapping-ok-response>

²²⁵ See "Survivor Alliance" for resources.

²²⁶ See "City of Houston" for resources.

Third, many actors lacked context of who was doing what where and this included across the state as well as within state government. While this research hopes to alleviate some misunderstanding, TF's should increase communication between all levels to alleviate confusion about key actors and activities. Fourth, while jurisdictions are not usually a problem, the recent McGirt court case has jumbled this; some tribes would not allow local or state LE which could add time consuming investigations. Actors will have to wait to see the ramifications of McGirt on HT. Fifth, there is a huge consensus everyone can and should do a lot more to proactively include tribes. Many actors feel it has been "in and out" and some tribes are "closed off." Groups highlight they want to work together but may not know how. Sixth, actors stated while some tribes are larger with more resources, there was a large call for more HT awareness in NA communities, and especially a call to recognize the intersections with MMIW.

Good Work

Ninth, actors agreed widely Okies work well together and are "uniquely" tight knit, listing five categories of good work: education, legislation, prosecution, communication, and nonprofits. Actors should acknowledge all they have accomplished, that education is increasing, laws are good, prosecutions are increasing, and most especially there is a range of mission-driven nonprofits and TF's dedicated to HT work. There is a lot of positivity OK is doing well even though this can be grueling work. OK should also examine which actors or actions are most widely praised and why and consider this as they prioritize future HT responses.

Priorities v Moving Forward – Would's v Should's

Tenth, actors should take two actions moving forward. Participants listed many "would do's," their priorities for 2020-2021. However, what participants prioritized did not always align with what they thought *should* happen, the "should do's" in MOVING FORWARD on how to be

more effective. The woulds and shoulds fell into ten themes. First, actors should very heavily focus on three of these: vision, communication, and prevention.

Wishes for a longer-term vision were widespread, many tired of “haphazard” efforts. Groups, especially TF’s, should create strategic plans. This will create a statewide cohesion, possibly enable collaborations with other states/entities, and give direction for organizations to fit into a larger picture; TF’s may include ambassadors from regions. One participant equated HT efforts to a menu, urging NGO’s to not build “a large menu that your food is all mediocre.” OK needs to actually write a “menu” so organizations can realize their own specialties.

Almost every participant mentioned communication. Actors should consider all aspects of communication statewide for HT efforts. While this includes more obvious things like publicizing meetings and sharing data, actors called for the creation of more tangible things. They wanted to see a statewide newsletter, weekly city (OKC or Tulsa) check-ins, a central database, and an updated directory. There are extremely cheap ways to increase communication and this is crucial.

It is difficult to discuss prevention. Actors largely wished to put themselves out of a job – that HT would not exist in the first place, but none listed prevention in priorities. There is a variety of reasons for this. Some actors listed difficulties trying to train schools. This is not the only form of prevention, though. Exploitation is “a process,” and OK should focus much more on the process of creating vulnerable populations. All of OK should strive to answer the extremely difficult question, how do we keep people from being forced into this to begin with?

Secondary to vision, communication, and prevention, actors should also approach education and care in nuanced ways. OK should prioritize very particular groups to educate to maximize impact. There were widespread calls to educate rural OK on HT as well as NA

communities, congress representatives, and state/federal judges. Connected with education, OK should also establish very clearly who should not be caring for HT victims because shelters are increasing in the state, but not all are the same quality.

Future Research

Students typically ask three questions: “What is HT? What does it look like in OK? Do police have everything they need?”²²⁷ This research aspired to dive deeper, but one project cannot cover everything. There are seven future research topics. First, more research is needed on if OK statutes are redundant or streamlined and, importantly, how the LT law can be improved. Second, much more research is needed on how *McGirt v Oklahoma* impacts jurisdictions. Third, a book could be written on HT and OK culture. Fourth, related to the previous, specific research is needed to explore why NA and Black Oklahomans are disproportionately impacted by adult ST. Fifth, also related to the previous, extensive research needs to examine race, gender, and power dynamics on HT response in OK. Sixth, more research is needed on data sharing (or lack thereof) between VSP's and LE. Seventh, someone should explore how OK defines HT success and measure this as well as if/how it includes survivors' voices.

A FINAL WORD

COVID-19 interrupted this research – as it did the lives of billions around the world. It is a stark reminder healthcare intersects every aspect of life, including HT. In the past few years, some OK health actors have shifted to also focus on HT, but this area is new and underdeveloped. OK is learning every day about HT. It is important to note that like COVID-19, HT is a very harsh reality for thousands in OK everyday. It is important to neither sanitize nor sensationalize HT, “it's got to be like playing Russian roulette. It's got to be the most dangerous

²²⁷ Interview 10.

job in America.”²²⁸ It is also very real for responders. HT responders and victims alike are sometimes overlooked – what Foot calls “credentialing”²²⁹ – because they do not have a degree. They have life experience, but one participant said, “36 years in LE doesn’t really count for anything.” This research has attempted to listen to very real stories in a very real and complex context.

As one LE participant stated, their biggest hurdle was convincing Okies “it’s not a [LE] issue. It’s really a societal issue” because “sometimes you tend to overestimate your own importance.”²³⁰ This cannot be done by any one actor. It will take more than a village to change the structural vulnerabilities in OK, but with the positivity and dedication of hundreds, it is possible to stop HT in OK.

²²⁸ Interview 8.

²²⁹ Foot, *Collaborating against*, 50.

²³⁰ Interview 10.

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Anonymous LE. Interview 6 by Author. Digital Recording. Norman, 11 June, 2020.

Anonymous VSP. Interview 7 by Author. Digital Recording. Norman, 11 June, 2020.

Anonymous TF member. Interview 8 by Author. Digital Recording. Norman, 22 June, 2020.

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Survey

32 responses from 30 March to 23 May, 2020. See APPENDIX 1.

APPENDICES

APPENDIX 1 – SURVEY QUESTIONS

Informed Consent

1. I confirm I understand the purpose of this study. I have read the Participant Information Sheet.
2. I know I can address lead researcher Lucy Mahaffey with any questions or concerns I have.
3. I understand my participation in this study is voluntary and I am free to withdraw from the study by May 29, 2020, without giving reason and without consequence.
4. I understand there are no known risks or hazards associated with participating in this study.
5. Taking part in this study involved an online survey questionnaire that will be recorded using online software and written notes.
6. I give permission for the de-identified (anonymized) information I provide to be used for future research and learning
7. I agree to take part in this study.
8. I consent to my data being transcribed and wish to be referred to
 - a. Anonymously in written forms of dissemination
 - b. By name and job title in written forms of dissemination. (*Note: You will be given a copy of the paper before publication to look at and address any questions or concerns.*)

Oklahoma's Response to Human Trafficking

9. What type of organization do you work for?
10. What does your organization do? (Please choose all that apply.)
11. How many years has your organization worked on anti-trafficking efforts?

12. How often do you think your organization encounters HT?
13. Does your organization collect information on HT?
14. If your organization collects information on HT, what type of information does it collect?
15. Does your organizations use any state or federal definition for “human trafficking?”
16. Does your organization have its own definition of “human trafficking?”
17. What types of HT do you think are the most common across the state of OK?
18. What types of HT cases do you see in your work?
19. Which groups do you work with most closely – your three “best friends” – on anti-trafficking in OK? (Please list.)
20. Does your organization include HT survivor input and feedback into your work? (E.g. survivor input into programming, members of advisory board are survivors, etc.)
21. Who do you believe coordinates anti-trafficking efforts in OK?
22. How many shelters specific to HT do you think are in OK?
23. How many HT TF's are there in OK?
24. Can you list the HT TF's?
25. What 3-5 things should OK anti-trafficking groups do to be more effective?
26. What good work do you see happening now? This can be in your organization or across the state of OK.
27. First and Last Name (*Note: Your name & your organization will not be publicized. All survey responses will be anonymized unless we have your written consent that we may quote you.*)
28. Organization's Name
 - a. Job Title
 - b. Organization Mission Statement

- c. What are two of your org's main goals or priorities for 2020-2021?
- d. How is your organization's work funded? Please choose all that apply. *(Note: Your name and your organization will not be publicized. All survey responses will be anonymized unless we have your written consent that we may quote you.)*
- e. Would you be willing to participate in a follow-up interview, approximately 20-45 minutes, to discuss some topics in more depth?

APPENDIX 2 – INTERVIEW DISCUSSION GUIDE

1. Activities - What are your main activities on HT response?
 - a. Are they mostly referrals? To who? Do you train? If so, how?
 - b. Where do you get HT information from for updates?
 - c. Do you include survivor input into work? How?
2. Partners - Who are your 3 “best friends” work on HT response?
 - a. Who are they?
 - b. What do you do together? What do you wish you could do together?
 - c. What does the interaction between the federal, state, and local level look like?
 - d. What does interaction with tribal groups look like?
3. Data - Do you collect information on HT?
 - a. What information do you collect?
 - b. Who has access to this?
 - c. What information do you wish they had on HT in OK?
 - d. Do you see mostly sex trafficking or any labor trafficking?
4. Effectiveness - How can groups be more effective on OK HT efforts?
5. Map – What does this map get right about your organization and other groups working on HT in OK? What does it get wrong?
 - a. Can you look at your specific location?
 - b. Are there any categories I should add? Any groups missing?
 - c. How can I improve this?
6. Good work – What is your favorite example of good HT work, in your organization or across OK?