Human Trafficking in the Uniform Crime Reporting (UCR) Program

This marks the first report from the national UCR Program's Human Trafficking Data Collection. The limited data from the first year of collection (2013) are presented in this article.

Trafficking Victims Protection Act

In January 2013, the national UCR Program began collecting offense and arrest data regarding human trafficking as authorized by the *William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008*. The act requires the FBI to collect human trafficking offense data and to make distinctions between prostitution, assisting or promoting prostitution, and purchasing prostitution.

The *Wilberforce Act* itself does not define human trafficking because it is a reauthorization of the *Trafficking Victims Protection Act (TVPA) of 2000*, which defines "severe forms of trafficking in persons" as:

> (A) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or

> (B) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. (See 22 U.S.C. §7102 (8) (2004)).

Addition of Human Trafficking to the UCR Program

To comply with the Wilberforce Act, the national UCR Program created two additional offenses in the Summary Reporting System and the National Incident-Based Reporting System for which the UCR Program has begun collecting both offense and arrest data. The definitions for these offenses are:

> **Human Trafficking/Commercial Sex Acts:** inducing a person by force, fraud, or coercion to participate in commercial sex acts, or in which the person induced to perform such act(s) has not attained 18 years of age.

> **Human Trafficking/Involuntary Servitude:** the obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting such persons by force, fraud, or coercion into involuntary servitude, peonage, debt bondage, or slavery (not to include commercial sex acts).

In addition to these changes, the national UCR Program staff has also updated the Supplementary Homicide Report form to incorporate a new circumstance code for human trafficking.

Human Trafficking in 2013

The addition of offense or arrest data to the UCR Program is a rarity. The last time the UCR Program added an offense to the list of Part I crimes was in 1982 when the collection of arson data was made permanent. However, given the dynamic nature of criminal justice issues, the UCR Program is being called on to make modifications to reflect the changing realities of law enforcement that were not present when the Program was established in the early part of the 20th century. These changes are not without some impact to law enforcement agencies, and it often takes time for agencies to identify resources that make submission of the new data collections to the national UCR Program possible. As is the case in any new data collection, the first year of data is often sparse. However, the UCR Program anticipates that more data will be reported each year as participation in the new human trafficking data collection grows.

The data in the tables included in this report reflect the offenses and arrests recorded by state and local agencies that currently have the ability to report the data to the national UCR Program. As such, they should not be interpreted as a definitive statement of the level or characteristics of human trafficking as a whole.

Note: In addition to the level of data reported to the UCR Program, it is important to note that this is only one view of a complex issue—the law enforcement perspective. The investigation of human trafficking by local, state, tribal, and federal agencies is one facet of this crime. However, due to the nature of human trafficking, many of these crimes are never reported to law enforcement. In addition to the law enforcement facet in fighting these crimes, there are victim service organizations whose mission it is to serve the needs of the victims of human trafficking. In order to have the complete picture of human trafficking, it would be necessary to gather information from all of these sources.

Human Trafficking Data, 2013[1]

Table 1. State Participation in the UCR Human Trafficking Data Collection (2013)

State	Added to State Summary Collection	Added to State NIBRS Collection	Number of Summary Agencies	Number of NIBRS Agencies
Delaware	No	Yes	0	58
Indiana[a]			370	0
Maryland	Yes	No	155	0
Michigan	No	Yes	11	649
Mississippi[a]			228	4
Missouri	Yes	Yes	616	13
Montana	No	Yes	7	110
Nevada	Yes	No	53	0
Ohio	No[a]	Yes	280	561
Oregon	No	Yes	180	67
South Dakota	No	Yes	9	137
Tennessee	No	Yes	0	466
Washington	No	Yes	51	223

[a] Indiana, Mississippi, and portions of Ohio have no UCR State Program to manage the collection of UCR data within the state. Each law enforcement agency is responsible for reporting its crime data directly to the FBI.

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[1] Due to the use of a later version of the human trafficking data, the tables in this human trafficking publication may differ from other UCR Publications that also include human trafficking data.

Table 2. Reports of Offenses of Human Trafficking (2013)

Agency	Commercial Sex Acts			Involuntary Servitude			Grand Total		
	Actual	Offenses Cleared	Juvenile Cleared	Actual	Offenses Cleared	Juvenile Cleared	Actual	Offenses Cleared	Juvenile Cleared
St. Louis County Police Department (MO)	6	6	0	0	0	0	6	6	0
Allen County Sheriff (OH)	0	0	0	1	0	0	1	0	0
Memphis Police Department (TN)	3	2	0	0	0	0	3	2	0
Morristown Police Department (TN)	1	1	0	0	0	0	1	1	0
Federal Way Police Department (WA)	3	2	0	0	0	0	3	2	0
Total	13	11	0	1	0	0	14	11	0

Table 3. Reports of Arrestees for Human Trafficking by Age and Sex (2013)

Agency	Commercial Sex Acts				Involuntary Servitude				Grand Total			
	Juvenile		Adult		Juvenile		Adult		Juvenile		Adult	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
St. Louis County Police Department (IN)	0	0	3	1	0	0	0	0	0	0	3	1
Morristown Police Department (TN)	0	0	1	0	0	0	0	0	0	0	1	0
Total	0	0	4	1	0	0	0	0	0	0	4	1

Table 4. Reports of Arrestees for Human Trafficking by Race (2013)

Agency	Commercial Sex Acts					Involuntary Servitude					Grand Total				
	American Indian or Alaska Native	Asian	Black or African-American	Native Hawaiian or Other Pacific Islander	White	American Indian or Alaska Native	Asian	Black or African-American	Native Hawaiian or Other Pacific Islander	White	American Indian or Alaska Native	Asian	Black or African-American	Native Hawaiian or Other Pacific Islander	White
St. Louis County Police Dept. (MO)	0	0	3	0	1	0	0	0	0	0	0	0	3	0	1
Morristown Police Department (TN)	0	0	0	0	1	0	0	0	0	0	0	0	0	0	1
Total	**0**	**0**	**3**	**0**	**2**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**3**	**0**	**2**

Data Declarations

TABLE 1

State Participation in the UCR Human Trafficking Data Collection (2013)

The FBI collects these data through the Uniform Crime Reporting (UCR) Program's Summary Reporting System and National Incident-Based Reporting System.

General Comments

- This table includes the states that have added human trafficking offenses to their data collection and the number of agencies per state participating in the UCR. Even though a state program included human trafficking, the individual agencies in that state may or may not have added it to their collections.

- Indiana, Mississippi, and portions of Ohio have no UCR State Program to manage the collection of UCR data within the state. Each law enforcement agency is responsible for reporting its crime data directly to the FBI.

Methodology

This table includes only those states that have added the capability to collect human trafficking data.

TABLE 2

Reports of Offenses of Human Trafficking (2013)

The FBI collects these data through the Uniform Crime Reporting (UCR) Program's Summary Reporting System and National Incident-Based Reporting System.

General Comment

This table provides the volume of human trafficking offenses as reported by law enforcement agencies (listed alphabetically by state) that contributed data to the UCR Program. For UCR purposes, juveniles are individuals under the age of 18 years. Adults are 18 years of age and older.

Methodology

The data used in creating this table were from all law enforcement agencies submitting one or more human trafficking incidents for at least 1 month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months of the calendar year. When the FBI determines that an agency's data collection methodology does not comply with national UCR guidelines, the figure(s) for that agency's offense(s) will not be included in the table, and the discrepancy will be explained in a footnote.

TABLE 3

Reports of Arrestees for Human Trafficking by Age and Sex (2013)

The FBI collects these data through the Uniform Crime Reporting (UCR) Program's Summary Reporting System and National Incident-Based Reporting System.

General Comment

This table provides the number of juvenile and adult male and female persons arrested for human trafficking offenses by agency in 2013.   These data represent the number of persons arrested; however, some persons may be arrested more than once during a year. Therefore, the statistics in this table could, in some cases, represent multiple arrests of the same person. For UCR purposes, juveniles are under the age of 18 years. Adults are 18 years of age and older.

Methodology

The data used in creating this table were from all law enforcement agencies submitting one or more human trafficking arrests for at least 1 month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months of the calendar year.

TABLE 4

Reports of Arrestees for Human Trafficking by Race (2013)

The FBI collects these data through the Uniform Crime Reporting (UCR) Program's Summary Reporting System and National Incident-Based Reporting System.

General Comment

This table provides the number of persons arrested for human trafficking offenses by agency in 2013 broken down by race of the arrestee. These data represent the number of persons arrested; however, some persons may be arrested more than once during a year.

Therefore, the statistics in this table could, in some cases, represent multiple arrests of the same person. For UCR purposes, juveniles are individuals under the age of 18 years. Adults are 18 years of age and older

Methodology

The data used in creating this table were from all law enforcement agencies submitting one or more human trafficking arrests for at least 1 month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months of the calendar year.

Human Trafficking, 2013
Questions and Answers

Q: How long has human trafficking data been collected?
A: The Uniform Crime Reporting (UCR) Program began collecting human trafficking data in January 2013.

Q: Why have so few agencies reported human trafficking data? Why are the numbers so low?
A: As is the case in any new data collection, the first year of data is often sparse. Reasons for this include the time and resources it takes for agencies to implement technical changes, aligning state and local policies with the federal requirements, and the education and training of participants. The UCR Program anticipates more data will be reported each year as participation in human trafficking data collection increases.

Q: What does it mean for an offense to be cleared?
A: An offense can be cleared by arrest or exceptional means.

An offense is cleared by arrest, or solved for crime reporting purposes, when at least one person is (1) arrested, (2) charged with the commission of the offense, and (3) turned over to the court for prosecution.

If an agency can answer all of the following questions in the affirmative, it can clear the offense exceptionally.

1. Has the investigation definitely established the identity of the offender?
2. Is there enough information to support an arrest, charge, and turning over to the court for prosecution?
3. Is the exact location of the offender known so that the subject could be taken into custody now?
4. Is there some reason outside law enforcement control that precludes arresting, charging, and prosecuting the offender?

Generally, an offense can be exceptionally cleared when it falls into one of the following categories. (This list is not all-inclusive.)

1. Death of the offender.
2. Offender is prosecuted by state or local authorities in another city for a different offense or is prosecuted in another city or state by the federal government for an offense which may be the same.
3. Extradition denied/In the custody of other jurisdiction.
4. The handling of a juvenile offender either orally or by written notice to parents in instances involving minor offenses such as petty larceny.
5. Prosecution denied (for other than the lack of probable cause).

Although agencies may administratively close a case, this does not necessarily mean that the agency can clear the offense for UCR purposes.

Q: Table 1 seems to indicate a few thousand agencies added human trafficking to their collection. Why does Table 2 only list 5 agencies as reporting human trafficking?
A: Agencies with zero offenses to report were not included in Tables 2-4. Table 1 presents the states which have added human trafficking collection and the number of agencies per state participating in the UCR Program. The individual agencies in these states may or may not have added human trafficking.

Q: Were agencies that submitted less than 12 months of data included in the human trafficking report?
A: Yes, all submissions were included.

Q: What is the cut off age for juveniles and adults?
A: For UCR purposes, juveniles are individuals under the age of 18 years. Adults are 18 years of age and older.

Q: In Table 1, what is the difference between the Summary and NIBRS collections?
A: The FBI's UCR Program administers two data collections—the Summary Reporting System (SRS) and the National Incident-Based Reporting System (NIBRS). The general concepts for collecting, scoring, and reporting UCR data are applicable to both the SRS and the NIBRS. Both systems collect information on crimes reported to law enforcement or crimes law enforcement have witnessed and include reports in which no one was arrested.

The SRS provides monthly reports on ten Part I offenses known to law enforcement and reports on persons arrested. The Part I offenses, murder, rape, robbery, aggravated assault, human trafficking–commercial sex acts, human trafficking–involuntary servitude, burglary, motor vehicle theft, larceny-theft, and arson, are considered indicators of the level of crime occurring within the United States. Data are collected at the aggregate level and lack incident-level details for crimes other than homicide. Within the SRS, the Hierarchy Rule governs multiple offense reporting. When more than one crime was committed by the same person or group of persons and the time and space intervals separating the crimes were insignificant, then the crime highest in the hierarchy is the only offense reported.

The second data collection is the NIBRS. It is a more detail-oriented crime data collection system which captures specific details about crimes and offenders through incident-based reporting. These details include information such as the date, time, location, and circumstance of the criminal incident; the characteristics of the victim and offender (such as the age, sex, race, and ethnicity); victim/offender relationship; the involvement of weapons or drugs; property loss; whether the crime was motivated by bias; or if a computer was used to perpetuate certain types of crimes.

Q: What are the benefits of the NIBRS?
A: The NIBRS provides a more comprehensive view of crime in the United States, and offers greater flexibility in data compilation and analysis. When used to its full potential, the NIBRS identifies with precision when and where a crime occurred, what form it took, and the characteristics of its victims and offenders.   Because it provides a broader depiction of the data, the NIBRS provides LEAs with more exact information with which to address the concerns of its constituency regarding crime in their communities and to allocate resources. Likewise, legislators, municipal planners/administrators, academicians, sociologists, advocacy groups, and the public are provided with access to more extensive crime information than the SRS can offer. The data allows a better opportunity of studying crime and criminal behavior.

The FBI intends for the NIBRS to become the law enforcement community's standard for quantifying crime. Efforts are underway to assist states not yet certified as NIBRS contributors and expand NIBRS' ability to provide national crime data management standards and services to inform, educate, and strengthen communities through Uniform Crime Reporting.