

The Alaska



**Human Trafficking
Task Force**

Memorandum
Of Understanding
Proposal

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I. INTRODUCTION

On December 23, 2019, Alaska State Senator Lisa Murkowski stated, "Human trafficking is undoubtedly one of the most horrific crimes and is unfortunately happening in all corners of the state. It's the second-fastest growing crime on Alaska soil—happening in plain sight..." (Murkowski, Sullivan & Young, 2019, n.p.). Senator Murkowski made this statement at a press conference regarding a Department of Justice grant of \$950,000 to Covenant House Alaska for their work in assisting minor victims of human trafficking and sexual exploitation. According to Arctic Today reporter Melody Schreiber, a 2017 research study by Loyola University found, "Of the cities surveyed, Anchorage had the highest rate of trafficking. One in four girls and one in five boys at Covenant House Alaska reported being victims of sex trafficking" (Schreiber, 2019). Considering the gravity of the human trafficking issue, it is clear there is a need for a new, multi-agency and multijurisdictional task force aligned with many non-governmental organizations (NGOs), all of which are committed to ending the scourge of human trafficking in Alaska once and for all.

II. TASK FORCE MODEL

According to the National Human Trafficking Hotline (Human Trafficking Hotline, 2019), 349 total contacts with the organization originated in Alaska between 2007 and 2016, leading to investigations in 84 human trafficking cases. In addition, in 2012, an Ad Hoc NGO Working Group on Sex Trafficking in Alaska was formed by ten Alaskan NGOs, assisted by three Alaskan Governmental agencies. Their report recommended a four-prong attack on sex trafficking (Alaska Department of Law, n.d.). As a result, the Alaska Human Trafficking Task Force (AHTTF) will follow the same four-pronged attack in our human trafficking task force: prevention, protection, prosecution, and partnership.

Prevention will be a task undertaken by the law enforcement agencies involved in the task force and the local NGO partners, such as the Covenant House Alaska, the YWCA, and the Anchorage Community Mental Health Services. The goal is to begin a sustainable program of public education regarding the issues surrounding human trafficking.

Protection will be a task undertaken by both law enforcement agencies and their NGO partners. Once identified, victims of human trafficking will need community support because once identified, the victims have nothing of value and no support system (Alaska Department of Law, n.d.). In addition, law enforcement, social service agencies, and NGOs will need to cooperate to find housing and other needed services such as healthcare and victim advocacy.

The prosecution will be undertaken by the State of Alaska Department of Law unless Federal charges are warranted. In the case of Federal prosecutions, the Alaska Justice System elements will cooperate and collaborate with Federal authorities to ensure the effective sharing of resources and information to facilitate expedient and accurate prosecutions.

The partnership will bring together all Federal, State, Local and Tribal agencies and the NGOs involved in this task force. These strategic partnerships will allow all involved organizations to facilitate cooperation and coordination that will ultimately make the task force successful.

III. TASK FORCE PARTICIPANTS AND STAKEHOLDERS

III.A. Justice Community and Other Governmental Participants

The law enforcement agencies participating in the AHTTF will be the Alaska State Troopers (AST), the Anchorage Police Department (APD), the Anchorage Alaska Airport Police and Fire Department, the Federal Bureau of Investigations (FBI), and the Department of Homeland Security (DHS). The State of Alaska – Department of Law – Criminal Division and the United States Attorney's Office will handle all prosecutions. The Alaska Department of Corrections will

provide probation and parole officer assistance when needed. The Alaska Department of Health and Social Services will also provide support and services. Additional justice community agencies may receive invitations if the scope of the AHTTF grows beyond its original conception.

III.B. NGO Participants

One of the strengths of the AHTTF will be the cooperation of governmental and non-governmental participants. For example, Covenant House Alaska, the Alaska Immigration Justice Project, and Priceless Alaska have all agreed to participate in the AHTTF. They will bring long-term assistance to the victims of human trafficking that our task force will identify and rescue.

III.C. Collaboration

In his book on interagency collaboration, Eugene Bardach pointed out that collaboration is a technical challenge and a political challenge (Bardach, 1998). With both law enforcement and humanitarian goals of the task force in mind, the AHTTF will establish a steering board consisting of one member from each participating agency. Although the AST will maintain overall command of the task force, the board will meet monthly to review task force operations and discuss future goals. Each member of the board will have an equal vote. Law enforcement safety and risk management will be the responsibility of the AHTTF Commander and constitutive law enforcement agencies and are, therefore, outside the board's scope. For example, the board may discuss, devise, and vote on operations, but the task force commander will have final approval of the operation order.

III.D. AHTTF Formation

The AST will formally invite all AHTTF participants to join the task force. Each participating agency and NGO that accepts their invitation will attend a formation meeting two months before the operational start date to discuss the task force Memorandum of Understanding

(MOU), signed before the beginning of operations. Board members are all welcome to recommend additions to the task force from other interested organizations or entities. The board will approve personnel additions to the task force after the start date. Anyone authorized to join the task force will receive an invitation once the board approves. All personnel added to the task force will have to accept and sign the MOU.

III.E. Stakeholders

Identifying critical stakeholders for the AHTTF can be looked at as either easy or difficult. The simple answer is that all residents and future inhabitants of Alaska are key stakeholders of the task force, as they will all benefit to some extent from the task force's actions. The more specific answer is the key stakeholders are the human trafficking victims themselves; they are the people the task force is designed to help. The task force's goal is to eliminate human trafficking, the result of which would benefit the victims of human trafficking the most.

IV. MISSION

The mission of the AHTTF is the reduction of crimes with a focus on human trafficking. The effective tools for reducing human trafficking are prevention, protection, prosecution, and partnership.

V. TASK FORCE DESIGN

The AHTTF is primarily investigative. Our focus is proactive, intelligence-driven investigations intended to disrupt ongoing human trafficking activity and dismantle the associated enterprises. (Bureau of Justice Assistance, 2008) These cases will target the "economic engines" that support human trafficking. (Bureau of Justice Assistance, 2008) This approach will support the four-prong attack focusing on prevention, protection, prosecution, and partnership.

The Alaska State Troopers will provide the task force's leadership as the lead agency with

additional supervision provided by the Anchorage Police Department in recognition of Anchorage as the population hub.

The AHTTF will maintain active partnerships with NGOs such as Covenant House Alaska, Alaska Immigration Justice Project, Priceless Alaska, and the Alaska Native Tribal Health Consortium. These organizations will address victim as well as community needs. In addition to the five agencies represented, the AHTTF will work with the State of Alaska – Department of Law – Criminal Division, the United States Attorney's Office, and the Alaska Department of Health and Social Services. Open communication lines and a clear understanding of expectations with our partners are vital to this task force's success.

All investigations will be following Alaska State Law unless the opportunity to seek federal charges applies.

Due to the number of NGOs and the desire to be open and approachable by community members, this task force will operate in plain clothes and occupy a leased facility.

Recent discussions with Federal Bureau of Investigation Special Agent Jolene Goeden and Alaska Police Department Detective Lenny Torres suggest that investigations of labor trafficking are non-existent. Many overlook this aspect as simple complaints about "working conditions." The AHTTF should consider directing resources toward this aspect of human trafficking. Additionally, prostitution isn't investigated very much due to the preponderance of traditional adult victims. There could be a nexus here to importing women from outlying villages to traffic them in Anchorage and thus should receive more scrutiny. This trafficking is directly linked to a trend in minor victims, ages 13-17, who have fallen through the cracks and will matriculate to adult prostitution. The cyber element is also often overlooked. These noted gaps and others must be addressed in our investigations.

VI. POLICIES AND PROCEDURES

VI.A. Objective

Under the authority of the Alaska Department of Public Safety, Alaska State Troopers, the AHTTF will focus on the detection and prevention of human trafficking crimes. This work will be accomplished by combining multiple agencies and organizations in and around Alaska, working towards a common goal. This policy and procedure manual will cover guidelines for this task force.

VI.B. Approval

The governing board for the task force will vote on approval of the policy and procedures manual during the first meeting of each fiscal year. The governing board will consist of one member from each agency or organization participating in the task force. These board members must be familiar with the policies and procedures of their agency or organization to ensure a conflict does not arise.

VI.C. Amendments

Everyone involved in the task force is permitted to recommend changes to the policies and procedures. Any changes proposed are due by May 1 preceding the new fiscal year to allow the board time to evaluate the changes before voting. Suggestions will be submitted to the board member from the agency or organization which employs the individual.

VI.D. Distribution

Once the task force board approves the policy and procedure manual, a master copy will be distributed to each agency or organization involved in the task force. In addition, individuals may make a copy of the manual as needed.

VI.E. Policies

- Certified law enforcement personnel are eligible to work undercover positions. However, no non-sworn personnel will be used for undercover assignments regardless of the situation.
- The task force board must approve all undercover operations before initiating.
- The task force board must approve any press release before release.
- All agencies and organizations involved in the task force must have a representative on the task force board.
- Additional policies will be decided after the first official meeting of the task force board.

VII. PERSONNEL

Human Trafficking is an issue of rising concern in communities across the United States. Alaska is not immune from this crime or its damaging consequences. "The cycles of violence and trafficking [are] an 'epidemic' in Alaska, and girls are being targeted at younger and younger ages." (Arctic Today, 2019) As community members, we must come together and work to combat those who chose to prey upon and benefit from our most vulnerable populations. To that end, we will strive over the coming weeks to develop a task force designed to work together to identify, investigate and prosecute the suspects involved while simultaneously providing important stabilizing and rehabilitative services to the victims of these crimes.

The overall concept of the task force would be to bring together members from various government and non-government organizations. "We cannot attack these criminal organizations with just a handful of authorities, but we can with combined authorities." (IACP – Segment 2,

2015) This approach is necessary to respond to the myriad issues cohesively and effectively while providing increased engagement opportunities at varying levels. The working AHTTF will be comprised of the following agencies:

- Alaska State Troopers - 2
- Anchorage Police Department - 3
- Anchorage Alaska Airport Police and Fire Department - 1
- Federal Bureau of Investigations – Anchorage Office - 1
- Department of Homeland Security - 1

To support victims with legal, housing, immigration, and health concerns, the equally important, non-government organizations involved in the AHTTF as advisory council members will be:

- Covenant House Alaska
- Alaska Immigration Justice Project – Alaska Institute for Justice
- Priceless Alaska
- Alaska Native Tribal Health Consortium
- State of Alaska – Department of Law – Criminal Division
- United States Attorney's Office
- Alaska Department of Health and Social Services

The Alaska State Troopers will provide the task force's leadership in recognition of their role as the lead agency and the statewide implications of the work to be performed. The task force supervision will be provided by the Anchorage Police Department as a contribution to the management and direction of the work while recognizing Anchorage as the population hub of the

state. Additionally, the task force will be comprised of one officer from each of the partner agencies. The Anchorage Police Department will provide one non-sworn clerk to assist with the various administrative and clerical responsibilities. The Department of Law and United States Attorney's offices will provide an attorney to the AHTTF to serve in an advisory capacity.

It is understood that each AHTTF member will be subject to the standard operating procedures established and will still be bound by their agency's existing policies. Any differences in these will be recognized and rectified to create consistency in operations. It is further planned that while assigned as an AHTTF member, command and supervision of AHTTF operations will be coordinated and completed by the assigned AST Lieutenant and APD Sergeant.

Each agency that selects employees to be a part of the AHTTF will implement an internal selection process intended to identify and choose the most qualified and appropriate members. Desired employees should possess a working knowledge of Human Trafficking issues, a willingness and demonstrated ability to work in a team-oriented environment, and experience conducting in-depth investigations while also treating crime victims with respect and dignity.

As articulated during the conversation between Dr. Carpenter and Dr. Fritsvold, human trafficking and sex trafficking, in particular, is a "high reward, low-risk endeavor...so traffickers can make a lot of money with very little fear of consequences." (Carpenter and Fritsvold, 2020). The formation and work of this task force will strive to turn this paradigm around.

VIII. DATA COLLECTION

VIII.A. Definitions

Per Alaska Statute AS 11.41.360, "human trafficking in the first degree" is defined as a person who commits the crime of human trafficking in the first degree if the person compels or

induces another person to engage in sexual conduct, adult entertainment, or labor in the state by force or threat of force against any person, or by deception and per AS 11.41.365, "human trafficking in the second degree" is defined as a person who commits the crime of human trafficking in the second degree if the person obtains a benefit from the commission of human trafficking under AS 11.41.360, with reckless disregard that the benefit is a result of the trafficking. Thus, both are felonies and would apply to the "criminal street gang" statutes described below.

Per AS 11.81.900, a "criminal street gang" means a group of three or more persons who have in common a name or identifying sign, symbol, tattoo or other physical marking, style of dress, or use of hand signs; and who, individually, jointly, or in combination, have committed or attempted to commit, within the preceding three years, for the benefit of, at the direction of, or in association with the group, two or more offenses under any of, or any combination of, the following:

- AS 11.41.100 – Murder in the first degree
- AS 11.46.100 – Theft
- Or any felony offense. (Alaska State Legislature, 2020)

A "gang member" is any documented member of the above with at least two or more indicators such as identifying sign, symbol, tattoo or other physical marking, style of dress, or use of hand signs. Additionally, in keeping with the recommendation of the Global Justice Information Sharing Intelligence Strategy Committee (GISIC), self-admission should be included as a standalone qualifier. (Bureau of Justice Assistance, 2008)

VIII.B. Data Collection

When collecting data on possible gang involvement in human trafficking as defined above, we will focus on three areas: Organized Trafficking Groups (OTGs), gang-related human trafficking crimes, and gang-motivated trafficking crimes. The primary focus will be OTGs. OTGs are structured as clandestine, closed networks run by a small group of core individuals. (Carpenter and Gates, 2016) These may have little affiliation to local gangs but could sponsor activities supporting domestic and international sexual and labor trafficking in Alaska. Gang-related crimes would cover most offenses committed by gangs. This standardization provides a consistent and complete report of gang-involved crimes and minimizes subjective decision-making. (Bureau of Justice Assistance, 2008) Establishing a screening and review process is appropriate since there are no absolutes and the connection between local gangs is tenuous at best. Collecting data on gang-motivated crimes occurs when there is clear motivation by the gang affiliation of the offender. It often relies on suspect, victim, or witness statements. (Bureau of Justice Assistance, 2008) These are often subjectively interpreted and rarely trustworthy. Victim services should be detailed to encourage cooperation.

Policies and procedures will govern all data collection systems following 28 CFR Part 23, Criminal Intelligence Systems Operating Policies. (28 CFR Part 23, 1998)

VIII.C. Data Reclassification

The OTG or gang connection may not be known until after the initial report is filed. (Bureau of Justice Assistance, 2008) At a minimum, a first-line supervisor will review each initial report for the use of any related definitions, activities, methods, etc. Integration of other task force partner agencies, technologies should be accomplished at the fusion center.

VIII.D. Analytic Products

Analytic products shall include daily briefings and reports, presentations, link and network analysis, and flowcharting. (Bureau of Justice Assistance, 2008) "Analytic products shall always include analysis, assessment, integrated data, judgments, conclusions, recommendations, and caveats (when appropriate). Forecasts, estimates, and models shall be developed when appropriate. (IALEIA, 2012)

IX. THE INTELLIGENCE PROCESS

The Intelligence Process shall consist of six steps: planning and direction, collection, processing/collation, analysis, dissemination, and reevaluation. (Bureau of Justice Assistance, 2008)

X. CASE MANAGEMENT

X.A. Common Practices to Ensure Efficacy

Given the diversity of the AHTTF members and the complexity of the investigations, all involved must communicate with one another to ensure case efficacy and consistency with the mission. It is understood and agreed that all AHTTF members are held to strict confidentiality standards. Further, the need to discuss cases openly with other AHTTF members is imperative.

It is recognized that having the availability of shared resources for the AHTTF is of great value. Therefore, AHTTF members will seek to reduce duplication of efforts, including those associated with equipment and personnel.

In recognition of the value of our non-governmental partners and the services they can provide, case management will be thought of and managed beyond the traditional criminal perspective. It will include efforts to connect victims to direct services, including physical health, mental health, transportation, housing, and legal resources. In addition, the AHTTF will share

information to the extent able to advocate for and assist with the receipt of services for victims and acquisition of case management funding for our social service partners.

X.B. Deconfliction Management

To assure case deconfliction and alignment of resources, each investigation will begin with an intelligence-based query, including checks of each partner database and through the Alaska Information Analysis Center (AKIAC – Fusion Center). This query will be monitored and recorded at the onset of the investigation and memorialized in the case file. Due to the known international implications of these investigations, this deconfliction will occur at the state level and within the available national record-keeping systems. The case investigator shall first attempt to resolve any identified investigatory conflict. If the deconfliction cannot occur at that level, it will be brought to the chain of command for assessment. All such efforts will be recorded in the case file.

All cases will be reviewed broadly during the regularly recurring AHTTF meetings. This review serves multiple purposes including, deconfliction, resource allocation, investigatory planning, and mission adherence. In cases where a multi-agency or multi-task force effort is required, extra attention will be paid to the continued collaboration and deconfliction. Deconfliction is "critical for both the safety of law enforcement personnel and professional management of their efforts (Bureau of Justice Assistance, 2008).

X.C. Mission Statement Concurrence

The mission of the AHTTF will remain a central focus of the collective efforts. It is understood and agreed that although there are opportunities for law enforcement efforts to be applied broadly in these cases, the predominant focus should be on the identified mission.

X.D. Decision-Making Protocols

The AHTTF Sergeant will meet with the task force members at least once a quarter to

review case progress, discuss performance, review training needs, address resource concerns, and seek development opportunities. This meeting will also serve to ensure the collective work is staying aligned with the AHTTF mission.

Investigators will maintain continued interface with the involved prosecutorial agencies to ensure that investigative practices result in the desired end state, consistent with best practice and mission directives.

XI. OPERATIONAL PLANNING / INVESTIGATION AND PROSECUTION STRATEGY

XI.A. Conducting Operations

According to the Office for Victims of Crimes, Human Trafficking Task Force e-Guide, "The operations of an anti-human trafficking task force demand effective leadership and a unified commitment to the mission and the team. The formation of such a task force is a pursuit of justice, justice for the victim through an attempt at restoration of freedom and well-being, and justice for society through a successful prosecution of perpetrators" ("Human Trafficking Task Force e-Guide", n.d., para. 1.). Of primary concern during all operations will be the safety of all AHTTF participants, the victims, the general public and the offenders. Therefore, operations undertaken by the AHTTF will be both planned and unplanned.

XI.B. Planned and Unplanned Operations

All planned operations will be approved through the chain of command as outlined in Part XIV. Risk Management. All operations in which offenders will potentially be contacted will be considered high risk and include local EMS. NGO participants will stand by at an off-scene location in all planned operations, with security, until the primary site is secure. All use of force investigations will fall to the local participant's agency, and upward notification, as per the AHTTF

risk management policy, will take place. Pre-operation briefings will stress officer safety and the safety of everyone involved, including any offenders. The OIC will file After Action Reports on all planned operations. Debriefings will take place as soon as reasonable after operations and stress learning from any issues.

Unplanned operations include all officer-initiated activity such as response to Hot Line tips and contact with local citizens and businesspeople. In addition, the agency risk managers will be responsible for quarterly meetings with all participants, including NGO's, in their area to go over safety issues and maintain a safety-forward attitude for all involved in the AHTTF.

XI.C. Operation Orders

Operation Orders (Op Order) are required for all planned operations. Templates are available on the AHTTF secure website. At a minimum, Op Orders will include: the Officer in Charge (OIC), briefing date, time and location, operation date and time, type of operation, target location, undercover or informants involved, suspect information, vehicle information, and all AHTTF Law Enforcement and NGO participant information. The Op Order template also will have an equipment checklist, emergency/contingency information section, staging and command post locations, and contact numbers for the local Law Enforcement agency and all AHTTF command staff.

XI.D. Investigation and Prosecution Strategy

"Human trafficking task forces need to strategize about how to collaborate and partner with the courts in their jurisdictions to enhance their community response to human trafficking and to provide an integrated approach ("Human Trafficking Task Force e-Guide," n.d., para. 1.). The specialized investigators from each participating agency, along with the assigned prosecutors from the Department of Law, will form a vertical prosecuting unit and take the cases from arrest through

prosecution. It will be the policy of the AHTTF not to prosecute the victims for crimes they may have been involved in related to Human Trafficking, and screening of all other crimes will be on a case-by-case basis. NGO participants will assist in the reintegration and rehabilitation of the survivors and help them with the legal proceedings that may arise out of their contact

XII. CRITICAL INCIDENT RESPONSE / MEDIA POLICY

XII.A. Pre-Incident Planning

While working in the multi-faceted and challenging environment surrounding Human Trafficking, the Alaska Human Trafficking Task Force (AHTTF) members will face critical incidents and resulting media interaction. The critical incidents could be in the areas of task force member uses of force, high-profile cases involving children or victims of interest, and cases of public interest where the investigation outcomes are not as planned. It is recognized that task force members can proactively utilize the media to help identify participants, educate the public and amplify public support. Therefore, all investigations, outreach efforts, and actions taken by the AHTTF will contemplate the potentiality for a crisis and how the media could be engaged.

XII.B. Incident Response Checklist

"Crises can involve an entire organization, members of its staff, or even volunteers. When the media get involved, something that appears insignificant can become a full-blown crisis that may affect the very integrity of any organization" (Seymour & Bucqueroux, 2009, p. 115). Therefore, a checklist will be provided as a guideline to responding task force members. The checklist will include: stabilization of the scene/incident, notification to the respective chains of command, identification of which agency will take the lead, identify the primary spokesperson, gather all the facts, work with the lead PIO office to develop incident-specific messaging strategies and plans.

XII.C. Incident Response Plan

The AHTFF will develop and implement a comprehensive media and crisis response plan as part of its policy. The plan will serve to guide the task force in many traditional areas of police work. "A well-developed plan that is executed and evaluated on a continual basis can have a positive effect on all aspects of an organization, and can positively affect: public knowledge and perception of an organization and its services, outreach to victims and survivors of crime, including those who are, traditionally underserved or unserved, public policy initiatives that strengthen victims' rights and services" (Seymour & Bucqueroux, 2009, p. 110).

The Board of Directors of the AHTFF will, at least annually, determine which agency will lead the media response and outreach efforts. Given the current construct, the Public Information Office of the Alaska State Troopers will take the lead with assistance from the Anchorage Police Department Public Affairs section. These units will work closely with the AHTTF and the various partner agencies.

The current concepts for consideration are – short-term and reactive: press releases, social media integration, and press conferences. Long-term and proactive efforts: website development and implementation, brochures, recurring newsletters, standardized outreach programs, and development of knowledgeable and reliable spokesperson who can engage as a representative of the AHTFF.

XII.D. Media Interaction Planning

When contemplating the use of and interaction with the media, task force members and partner agencies shall keep in mind that "public media partnerships can be useful for marketing the task force's efforts and in raising public awareness of trafficking" (Media & Public Perception, 2020). This overall methodology reveals opportunities to aid in investigations, provide a forum

for survivors to tell their stories, and garner public and political will to combat these issues.

When a survivor is associated with or directly involved in the media reporting, the survivor's protection is of paramount concern. Unfortunately, the unintended release of survivor information has been shown to decrease safety and increase the adverse effects associated with victimization.

XIII. CONFIDENTIAL INFORMANTS / INVESTIGATIVE FUNDS

XIII.A. Background

Developing and managing confidential informants (CI) is critical to the success of any task force operation. It is especially vital in the investigation of human trafficking, where we often have little knowledge of the inside workings of the organization.

"A confidential informant is defined as an individual requiring anonymity who provides useful information, directed assistance, or both, that enhances criminal investigations and furthers the mission the agency, usually in exchange for financial or other consideration. Individuals who serve as witnesses or citizens who provide information regarding criminal activity are generally not considered CIs. This distinction is based in part on the fact that CI arrangements involve the development of a relationship between the individual and the agency that focuses on the trading of information for some form of payment, to include prosecutorial consideration." (IACP LECP, 2017)

XIII.B. Procedures

- A task force member requesting the use of a CI should complete an Initial Sustainability Report. The report shall include enough detail regarding the risks and benefits of using the individual to make a sound determination. (IACP, 2017)

- Before an individual's use as a CI, a supervisor or other designated authority shall review the Initial Sustainability Report and determine if the individual is authorized to serve as a CI. (IACP, 2017)
- Each CI's suitability shall be reviewed annually, and the CI's handler shall submit a Continuing Sustainability Report. (IACP, 2017)
- CI contracts should be terminated, and the CI file placed in inactive status when the CI has been inactive for a year or more. (IACP, 2017)
- CI's shall be treated as assets of the task force and not the individual handler. CI's shall not be used without authorization of the task force through procedures identified in this memorandum. (IACP, 2017)
- All CI's shall sign and abide by this task force's CI's agreement and contract provisions. (IACP, 2017)

XIII.C. Training

All task force members are required to read and utilize the following reference:

- DEA Training Manual, Confidential Informants:
https://www.academia.edu/33002264/Title_intel_DEA_Training_Manual_--Confidential_Informants

Additionally, as time allows, task force members will attend the 2-day class offered by the Public Agency Training Council (PATC), Confidential Sources: Recruiting, Documenting, and Managing. <http://www.patc.com/courses/drugs-informants.shtml>

XIII.D. Investigative Funds

- Investigative funds, also known as confidential funds, shall be used to purchase services, purchase evidence, or purchase specific information. (NYS, N.D.)

- Funds paid to a CI shall be commensurate with the value of the information or assistance provided to the task force. (IACP, 2017) The task force commander must approve payments over \$2000. (NYS, N.D.)
- Two task force members shall always be present when making payments or providing funds to CI's. (IACP, 2017)
- A record of all transactions will be maintained and subject to audit annually.

XIV. RISK MANAGEMENT AND LIABILITY PROCEDURE

XIV.A. Elements of the Risk Management Policy

According to the United States Department of Justice (DOJ) publication Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces, "Taskforce officers face two types of risk: physical risk (personal safety) and professional risk (decisions made that compromise their career path and integrity)" (2008 p. 35). Therefore, the AHTTF will follow the guidelines set out in the DOJ publication to "...protect the task force, the participating agencies, and the officers from unnecessary liability, helping to ensure that all task force personnel return home safely, with their careers intact" (2008 p. 35).

As to professional risk, the AHTTF will follow DOJ publication recommendations for policies to guide decisions regarding "Informant use and relationships, evidence-handling policies and procedures, money handling, undercover decision making, use of force and overtime and time-management documentation and practices" (2008 p. 36). The AHTTF will modify the DOJ publication recommendations for physical risks and have policies for high-risk operations, interviews with suspects, arrests, and search warrant service.

To ensure the AHTTF adheres to a sound risk management policy, it will utilize the United States Army's risk management procedure: "Step 1—Identify the hazards. Step 2—Assess the

hazards. Step 3–Develop controls and make risk decisions. Step 4–Implement controls. Step 5–Supervise and evaluate" (Headquarters, U.S. Army, 2014, p. 1-3).

XIV.B. Risk Managers

The AHTTF board will include a risk management position designated as the lead risk manager for the task force. In addition, each participating agency and NGO will assign a local risk manager responsible for training and all communications regarding risk and liability issues. Risk managers will be accountable for the five-step risk management procedure discussed above.

XIV.C. Risk Policy Communication

To ensure all participants in the AHTTF are aware of and follow all risk management policies, all agencies and NGO's assigned risk managers will conduct training for all participants before the kickoff date. A roster will be returned, acknowledging receipt of training on the AHTTF's risk management policy and procedures. Any changes to the policy will be handled in the same manner before the changes take place.

XIV.D. Risk Management Controls for Field Operations

Part of risk management will be operational control. Each participating agency will complete an Operations Order (Op Order) before any planned operation. The Op Order will be completed via an online template available on the secure AHTTF website. All Op Orders will automatically be routed to the taskforce risk manager for review before final approval. Any field operations using NGO participants will need to secure the approval of the local and task force risk managers and the task force commander. Immediate notification to the taskforce risk manager will be made for anything taskforce-related that may cause liability. After all field operations, a report will be filed and will include a section on any risk or liability issues and how they were handled. Risk management of routine fieldwork will be the responsibility of the local agency risk manager

and supervisors assigned to the AHTTF.

XIV.E. Conclusion

The AHTTF is committed to creating an Alaska free from human trafficking safely and responsibly. A hands-on risk management policy is one way to ensure this happens without harm, either physically or professionally, to any of its participants. Through vigorous training, responsible supervision, and adherence to risk management policies, participants will understand the importance of controlling risk and liability to themselves and the AHTTF.

XV. TRAINING

XV.A. Design

In recognition of the complexity, diversity, and sensitivity of the work to be performed, it is standard practice that all AHTTF members attain a base level of training. Further, it is planned that opportunities for advanced courses of instruction will be offered to further the collective knowledge of the members. In addition, as new practices are identified, continuing and updated training will be provided to the members. Finally, in full recognition of the value of our interagency collaboration, it is imperative that training be conducted with all members and advisory members of the task force. This collaborative training will help to build the efficiency and coordination of the various groups.

XV.B. Requirements

The base courses of instruction will include Human Trafficking Identification and Response, Victim Centered Interviewing, Interview and Interrogation, Gang Identification and Investigation, and Providing Court Testimony. The varied advanced courses of instruction will delve into the prosecution, international components, and psychology of the offenders and victims.

This requirement for training goes beyond the officers and agents involved but transcends

into the partner NGO's. Therefore, training courses should occasionally include a curriculum for both task force members and support agencies to attend simultaneously.

All task force members and participants will complete documentation of the training and record it in PowerDMS, the Anchorage Police Department training record repository. The ability to verify and recall AHTTF training will be imperative.

Various training programs will be monitored for availability and obtained from agencies such as the National Advocacy Center (NAC), Department of Justice (DOJ), Department of State, Federal Bureau of Investigations (FBI), Homeland Security (HIS), and the Bureau of Justice Assistance (BJA) (National Strategy, various pages, 2017)

XV.C. Outreach

"One of the major barriers to identifying victims is that law enforcement and service providers fail to recognize the individual as a victim of sex trafficking" (Ad Hoc, 2013, page 5). Therefore, AHTTF will engage in outreach opportunities to educate further officers and prosecutors not assigned to the unit. The training will consist of a two-day course at least once a year, offered regionally throughout Alaska. Additionally, the AHTTF will source or generate shorter, shift-briefing training that can be provided to officers regularly. This training will enrich the officers and prosecutors and empower them to recognize the warning signs of a human trafficking situation.

We distinguish the fact that our community members are our allies in recognizing the warning signs and reporting to law enforcement. As noted in Phase 1 of the Ad Hoc Working Group on Sex Trafficking in Alaska, public education is an imperative recommendation (2013). The AHTTF members will actively engage the community in outreach efforts. This outreach and training of our community can occur in victim service agencies, child service organizations, adult

and juvenile probation, community schools, and community councils, amongst others. This outreach will occur as a method to promulgate knowledge and amplify the efficacy of the AHTTF.

XVI. FUNDING

XVI.A. Salaries, Benefits and Overtime

Participating agencies remain responsible for the salaries and benefits of their employees while assigned to this task force. Additional administrative staffing may be considered utilizing grant funding.

Participating agencies may request reimbursement of overtime salary expenses from the Alaska Department of Public Safety, Alaska State Troopers as the sponsoring agency of this task force. That maximum reimbursement allowable for overtime worked on behalf of this joint operation is \$15,000 per year per task force officer. (USPIS MOU, 2018)

XVI.B. Vehicles

Participating agencies remain responsible for providing vehicles to their employees while assigned to this task force. Additional vehicles may be leased or purchased by the task force utilizing grant funding through the Alaska Department of General Services contract: <http://doa.alaska.gov/dgs/cam/docs/01-Police-Interceptors-and-SUVs.pdf>. Additionally, vehicle leasing will be considered for undercover and investigative support through Enterprise Lease Management: <https://www.efleets.com/en/locations/alaska.html>.

XVI.C. Support Services

- **Facilities**

The Alaska Department of Public Safety, Alaska State Troopers will lease approximately 1,910 square feet of office space at 101 West Benson, Midtown, Anchorage, Alaska 99503. (<https://42floors.com/us/ak/anchorage/101-w-benson-blvd?listings=1739446%2C1739443>) The

lease cost is \$44,694 annually, and the lease will be executed through the Division of Administrative Services. The office is fully furnished, and utilities and cleaning services are included.

- **Travel**

Travel costs will typically be the responsibility of the participating agencies. However, participating agencies may request reimbursement of excessive travel expenses from the Alaska Department of Public Safety, Alaska State Troopers not to exceed \$5,000 per year, per task force officer.

- **Training**

Training resources are available at the Center for Task Force Training:
<https://www.centf.org/>

XVI.D. Confidential/Investigative Funds

Payments for confidential informants and other sources of information, buy-money, and other related investigative expenses will be provided by the Alaska Department of Public Safety, Alaska State Troopers. \$100,000 is budgeted per year.

XVI.E. Victims Services

Victim services and resources can be accessed through the State of Alaska Department of Law (http://www.law.state.ak.us/departments/criminal/victims_assist.html) or the Alaska Office of Victims' Rights (<https://ovr.akleg.gov/links.php>).

XVI.F. Asset Forfeiture

Assets seized under task force operations shall be following Alaska Statutes Title 17. Food and Drugs § 17.30.112. Proceedings resulting in forfeiture. (FindLaw, 2020)

XVI.G. Grant Funding

Grant funding opportunities, including additional victims' services, are available via the U.S. Attorney's Office, District of Alaska (<https://www.justice.gov/usao-ak/pr/alaska-us-attorney-announces-more-65-million-available-fight-human-trafficking-and-help>) and the Office On Trafficking In Persons (<https://www.acf.hhs.gov/otip/grants>).

XVII. PERFORMANCE EVALUATION

There must be an initial performance baseline established to evaluate the effectiveness of the AHTTF. For example, the Uniform Crime Report (UCR) for 2018 states Alaska had six human trafficking cases reported, two for commercial sex acts and four for involuntary servitude. Numbers like that do not warrant a task force without realizing the UCR does not tell the whole story.

Without looking at any other source, the task force should initially create an increase in the UCR numbers due to more human trafficking crimes detected by the task force and the other entities involved. This initial increase will hit its peak at some point and then begin to decline. The decline after the initial increase is the result we are looking for as the ultimate measure of the effectiveness of this task force. The best task force ultimately eliminates the reason they exist, making them no longer necessary.

Another effective measurement is the number of convictions stemming from the task force. Convictions contributed to the task force can be compared to the history of convictions before the task force's inception, showing the task force's effectiveness. The problem with focusing on convictions is the possibility of missing the higher-ups of a human trafficking organization by focusing on the number of convictions over the quality. When possible, the leader should be the focus.

XVIII. CONCLUSION

The citizens of Alaska have learned about the inhumanity of Human Trafficking through the public outreach of an earlier 2015 Human Trafficking task force in Anchorage when Mayor Ethan Berkowitz said, "The fact that trafficking continues to exist is a reminder that even in our city, human beings are horribly exploited, their humanity and dignity assaulted and stolen" (Alaska Dispatch News, 2015). Alaskans are now ready to see an end to human trafficking in their state, and the AHTTF will be the first step in ending it.

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