ACKNOWLEDGMENTS

The study on which the present report is based could have not have been completed without the commitment and support of the faculty of the Jane Addams College of Social Work, University of Illinois at Chicago, especially my dissertation committee members, Drs. Richard Kordesh, Carol Massat, Christopher Mitchell, Dean Creasie Finney Hairston, and Chair, Dr. Jerry Cates. Special recognition goes to Dean Creasie Finney Hairston, Director of the Jane Addams Center for Social Policy and Research, for her invaluable and crucial assistance toward completing this report. I would like to extend thanks to Patricia O’Brien, Nathan Linsk, Larry Bennett, and Alice Johnson-Butterfield, for their accessibility and advice. A special thank you to Dr. Jim Gleeson for his great patience in reviewing this report. Thanks to Dean Mark Rodgers, and Mr. Frank Massolini for helping establish key connections in the process of this research. I am also grateful to the leaders of the 73 coalition member organizations who participated in the study.
# Illinois State’s Policy Responses to Human Trafficking

## TABLE OF CONTENTS

I  
**INTRODUCTION** ........................................................................................................... 1

II  
**BACKGROUND OF THE STUDY** ............................................................................... 1

   A.  Overview of Human Trafficking in Illinois ................................................................. 1

   B.  Issue of Domestic Trafficking .................................................................................... 4

   C.  Overview of the Illinois State’s Human Trafficking Policy Responses ................. 6

      1.  The Legislation ...................................................................................................... 6

      2.  Overview of the Illinois Rescue and Restore Coalition ...................................... 7

III  
**SIGNIFICANCE OF THE STUDY** ........................................................................... 10

IV  
**CONCEPTUAL FRAMEWORK AND RESEARCH QUESTIONS** ............................ 11

V  
**METHODS** ............................................................................................................. 13

VI  
**RESULTS** ............................................................................................................... 14

   A.  Characteristics of the Study Participants ................................................................. 14

   B.  Overview of the Context of Organizations’ Services ........................................... 16

   C.  Awareness of the Problem of Human Trafficking and the Related Policies ....... 17

   D.  Issues of Adequacy of the Human Trafficking Policy Responses in Illinois ... 19

   E.  Commitment of Members to Help Achieve the Coalition’s Goals .................... 21

   F.  Capacity of Members to Respond to Human Trafficking Cases ....................... 25

   G.  Perceptions about the Coalition’s Effectiveness ................................................... 27

VII  
**DISCUSSION** ......................................................................................................... 31

VIII  
**IMPLICATIONS AND LIMITATIONS** ................................................................. 37

**REFERENCES** ............................................................................................................. 39

**APPENDIX** ................................................................................................................ 43
LIST OF TABLES

I Types of Organizations in the Study................................................................. 15
II Position of Study Participants in their Organizations...................................... 15
III Coalition’s Action Steps Organization was Involved in............................... 24
IV Organization’s Participation in Trafficking-Related Trainings and Work......... 25
V Estimates of Trafficking Cases Organization Handled...................................... 26

LIST OF FIGURES

I Survey respondents’ perceptions of prevalence of human trafficking in Illinois... 18
II Survey respondents’ level of awareness of the TVPA...................................... 18
III Survey respondents’ level of awareness of the Illinois human trafficking policy... 19
IV Length of time as a coalition member organization...................................... 22
V Number of coalition’s meetings organization attended................................. 23
VI Frequency of participation in outreach day events...................................... 23
VII Survey respondents’ perceptions about the Coalition’s goal attainment.......... 27
VIII Survey respondents’ perceptions of the Coalition’s leadership..................... 28

LIST OF ABBREVIATIONS

CCCWI Cook County Commission on Women’s Issues
FBI Federal Bureau of Investigations
GAO Government Accountability Office
ILO International Labour Organization
TIP report Trafficking in Persons report
TVPA Trafficking Victims Protection Act
TVPRA Trafficking Victims Protection Reauthorization Act
UNODC United Nations Office on Drugs and Crime
U.S. DHHS United States Department of Health and Human Services
U.S. DHS United States Department of Homeland Security
U.S. DOJ United States Department of Justice
U.S. DOL United States Department of Labor
U.S. DOS United States Department of State
SUMMARY

The Illinois Rescue and Restore Coalition was launched in June 2005, with the mission to raise awareness on the issue of human trafficking and to identify and serve victims of human trafficking in Illinois. This coalition became the spearhead of the State’s efforts of implementation of the human trafficking policy. As of December 2008, the Coalition consisted of 115 member organizations including 96 non-profit organizations, 17 public agencies and two for-profit organizations.

This study was designed to examine the effectiveness of the Coalition in Illinois State’s policy responses to human trafficking. It explored first, the awareness of the member organizations of the problem of human trafficking in the State and the related policy responses; second, their commitment to help implement the human trafficking policy; third, their level of capacity to respond to human trafficking cases; and finally, their perceptions and recommendations about the Coalition’s effectiveness.

The representatives of the organizations in the Coalition, or the organizations’ designated spokespersons regarding the area of human trafficking, were selected to participate in the study. Ninety organizations identified their spokespersons for the study. A survey and an interview were used to collect the data. The survey data were collected with a questionnaire mailed to the 90 organizations’ representatives. Participants in the follow-up interview were selected from the survey respondents, on their indication in the survey responses that their agencies had experience of handling human trafficking cases, and that they were willing to take part in the interview.

Seventy-three organizations’ representatives (81%) participated in the study. The participants consisted of 55 women (75%) and 18 men (25%). Approximately 90 percent of the study participants were the leaders of their agencies or in positions of authority in their programs or
departments. Eleven of the survey participants, including six women and five men, participated in the follow-up interview.

Most of the survey participating indicated that human trafficking was a substantial problem in the State of Illinois. Sex trafficking was perceived to be more prevalent than labor trafficking. Though literature suggests that domestic trafficking is rampant in Illinois, most of the respondents believed that it was less prevalent than international trafficking. The survey findings show that almost half the respondents had limited awareness of the Trafficking Victims Protection Act of 2000. A parallel observation applies to the findings about the awareness of the respondents about the Illinois State’s human trafficking policy. The third of the respondents reported having no knowledge of the Illinois’s Trafficking in Persons and Involuntary Servitude Act of 2005.

The major challenges to the implementation of the human trafficking policy in Illinois perceived by the survey respondents were as follows: difficulty for identifying human trafficking victims, lack or limited financial support for trafficking-related activities, limited political support to accompany the policy responses, low community outreach, limited interagency collaboration, and issue of commitment of member organizations to the statewide anti-trafficking coalition’s work.

It was assumed that there would be a good level of interagency collaboration inside the coalition. Yet, the survey findings show that the percentage of interagency collaboration between sister organizations inside the collaboration was almost similar to the percentage of collaboration member organizations had with other agencies outside the coalition. These findings imply that the coalition provided limited opportunities for member agencies to develop collaboration.

The survey findings show that the main motivating factors justifying organizations’ coalition membership were respectively social justice, mission of the coalition, and human trafficking as an area of agency’s services. The exploration of length of time in the Coalition for
the period 2005-2008 reveal that the majority of the participating organizations were coalition members for over two years. The findings regarding the frequency of attendance to coalition meetings for the period 2005-2008 show more than the third of the member organizations attended no coalition meetings. The examination of the frequency of participation of member organizations in the events of the Illinois Rescue and Restore Outreach Day from 2005 to 2008 reveals that more than the third of the member organizations were involved in none of those events.

The interview findings show that one of the reasons why people did not feel motivated to be involved and stay committed to the coalition was the lack of prosecution of human trafficking cases in Illinois since the enactment of the State’s human trafficking legislation in 2006. The interview findings also reveal that very few coalition meetings were actually called, and little engagement of members was encouraged.

The survey findings show that 39 organizations (55%) participated in trafficking-related trainings, with an average of two trainings, primarily as trainees, and to a small extent as trainers or sponsors. Forty-seven agencies (75%) reported having done no work related to handling human trafficking, whereas 16 organizations (25%) reported having experiences of working with trafficking cases. The survey findings show not only a very low perception of the respondents of the coalition’s coalition achievement, but also a negative view of the effectiveness of the management of this coalition. While seven of the 11 interview respondents described achievements or positive aspects of the coalition, ten of them had far more to say about issues and areas of improvement for the coalition. The coalition was viewed as having been effective in its efforts of awareness raising just in its first year of activities. The lack of visibility of the coalition leadership and its lack of vision were the most widely discussed issues through the interviews. Communication issues were the third most discussed weakness of the coalition, whereas scarcity
of meetings was perceived as a primary cause of member organizations’ failure to be widely involved in the coalition’s activities.

The interviewees had several recommendations for the Coalition’s management. The various suggestions they made for improving functioning of the coalition could be classified into four major themes: 1) identification of a full-time leader for the coalition with adequate executive power; 2) development of more effective strategies of awareness raising about human trafficking; 3) development of strategies for engaging member organizations in the coalition’s work; and 4) need for members to consider the coalition as a great opportunity for outreach and networking.

Three issues related to the adequacy of the policy responses to the needs of trafficking victims were stressed in the interviews: lack of housing, lack of financial resources, and a cumbersome process of access to benefits and services. Finding housing/shelter for trafficking victims was reported as arguably one of the biggest challenges of assistance services. Although the federal human trafficking policy indicates substantial allocations of services and benefits for victims, the study evidenced challenges of accessing federal funds for assistance to victims.

Yet, an effective policy implementation is dependent on the commitment of member organizations to help achieve the policy goals. The availability of a relevant policy may have little effectiveness if the people or organizations responsible for carrying it out are unable or uncommitted to do so (Warwick, 1982). With more than two years of coalition membership for most of the organizations in this study, one would think that the participation in activities of the coalition such as meeting attendance, and participation in outreach days would be substantial. Yet, as evidenced by the study findings, very few members attended the few activities of the coalition. The survey finding showing high levels of involvement of most respondents’ organizations in the five actions steps of the coalition contradicts the finding of almost 40 percent of the coalition members being absent from the annual outreach day events, the major activity of the coalition in
which every member could effortlessly take part. Reasons that may explain member’s lack of engagement include the lack of information and updates related to human trafficking cases rescued, the absence of prosecution of trafficking cases, and human trafficking not being part of the mission of, or a priority for some organizations. Considering that one of the main characteristics of a coalition of organizations is the development of interagency collaboration, a substantial level of interagency collaboration inside the Illinois Rescue and Restore Coalition was expected. Yet, as the study findings show, interagency collaboration initiatives between member organizations did not depend much on coalition membership.

The perceived low goal attainment of the coalition for the period of 2005-2008 appears less due to issues of commitment of members or resources than to management issues in general, and especially a lack of an actual, visible leadership in this coalition. Considering the basic principle that any community coalition building is based on complementary coordination of resources to address a social problem, resources should not be considered a determining factor of the limited goal achievement of the coalition. As Brown (1984) argues, coalitions consist of organizations of diverse interests that combine their resources to effect a specific change the members are unable to bring about independently. The State of Illinois, the network builder for this policy implementation network, should be consistent in that coordinating role.

This exploratory study informs policymakers about the strengths and challenges of the coalition strategy in the anti-trafficking policy responses in Illinois. The finding regarding the low level of awareness of the human trafficking policy responses among the study participants calls for more training for human services professionals across the Illinois State. This study has an important implication for the Illinois Rescue and Restore Coalition because of the following points. First, the substantial participation of member organizations in the study is a positive sign about most members’ availability and interest to be actively involved in the coalition’s work.
Second, one key finding about the Coalition’s limited effectiveness is its little impact on the development of interagency collaboration among members. Third, the effectiveness of any leadership for the Illinois Rescue and Restore Coalition would depend not only on member organizations’ commitment to make things work, but also on a renewed political commitment. Therefore, this policy implementation network needs to take advantage not only of the diverse resources represented by its membership, but also of the federal and state governments’ tangible and intangible support, to develop initiatives and opportunities for interagency cooperation toward an effective involvement in the implementation of the trafficking policies in the State.

Note: This monograph is based on Charles Hounmenou’s (2009) doctoral dissertation titled “The Illinois Rescue and Restore Campaign Coalition’s Awareness of and Involvement with Human trafficking.”
I. INTRODUCTION

On September 20, 2010, during the signing into law of the Illinois Safe Children Act by Governor Pat Quinn, protecting children in Illinois from being forced into the sex trade, Cook County State’s Attorney Anita Alvarez stated that “Many people consider the sex trafficking of children to be an international issue and not a problem that impacts us here right in our own communities, but that is not the case at all.” This law is the latest of the various policy responses initiated by the State of Illinois to tackle the pervasive problem of human trafficking in its borders. The Illinois Rescue and Restore Coalition, a federal-state partnership, is the major statewide program for the implementation of human trafficking policies in Illinois.

This report is based on a study that explored the involvement of this coalition in the implementation of the human trafficking policy in the state. Beyond the exploration of the Coalition, the key aim of the study was to explore human services professionals’ perceptions of human trafficking policies and their involvement in the implementation of these policies in the State of Illinois. The objectives set for the research were: first, to explore the general context of human trafficking policy implementation in Illinois; second, to explore the extent of awareness of human services professionals regarding the problem of human trafficking and the related federal and state human trafficking policies; third, to identify strengths and gaps of the Illinois Rescue and Restore Coalition with respect to implementation of its trafficking policy; and finally, to identify and disseminate key recommendations for improving the Coalition’s work.

II. BACKGROUND OF THE STUDY

A. Overview of Human Trafficking in Illinois

By its demographics and its economic situation, the state of Illinois appears to play a major part in human trafficking activities in the Midwest region of the United States. Illinois has the largest population of non-English-speaking adults among the Midwest states, with over 1.5
Illinois State’s Policy Responses to Human Trafficking

million persons, representing nearly half of all foreign-born persons residing in this region (Jones & Yousefzadeh, 2006). A large influx of ethnic groups into a region often indicates potential cases of human trafficking. Thus, the increase in immigrant population experienced by Illinois since 1990 probably implies an increase in trafficking activities in this state. Chicago, the biggest city in Illinois, has the highest number of immigrants at any Midwest port of entry (Shin & Bruno, 2003). Bales et al. (2004) also argue that the presence of many industries in an area implies the presence of many trafficking victims. Illinois has the largest workforce in the arts, entertainment, and recreation industries in the Midwest region, which includes massage parlors and strip clubs where victims of sex trafficking may be present (Jones & Yousefzadeh, 2006). Other areas where trafficking victims may be found in Illinois include construction, accommodations and food service industries. Forced labor networks thrive in highly populated states with large immigrant communities like Illinois, and their activities go undetected in many local communities in the Midwest region (Tanagho, 2007; Venkatraman, 2003).

Chicago is considered a major crossroads of the trafficking in persons nationwide. In June 2003, it was among the 13 major U.S. cities identified by the FBI as hubs of human trafficking (Frederick, 2007; Landesman, 2004). Due to Chicago’s sophisticated transportation infrastructure, this city’s main airport - O’Hare International Airport - has become a major transit location for traffickers to transport victims and distribute them to other cities and states (CCCWI, 2007, Frederick, 2007). Primarily women and girls are trafficked throughout Cook County and to other states (CCCWI, 2007; Raphael & Ashley, 2008). Major events in Chicago, when the city is filled with a great number of tourists, are opportunities for high profits from human trafficking (Tanagho, 2007). Hundreds of young women are trafficked and held captive as sex slaves in Chicago, while teenage girls are sexually exploited on Chicago streets. In Cook County, places such as massage parlors and strip clubs often serve as a front for sex trafficking (CCCWI, 2007).
In 2005, Chicago was identified by the FBI as one of thirteen locations of “High Intensity Child Prostitution” (Tanagho, 2007). In metropolitan Chicago, 16,000 to 25,000 women and girls are involved in commercial sex trade annually, with one third of them first getting involved in prostitution by the age of 15 years, and 62% by the age of 18 years (CCCWI, 2007; Raphael & Ashley, 2008; Vergara, 2007). Given these findings, and considering that under both the federal and Illinois human trafficking policies anyone under age 18 who is found in the sex trade is considered a trafficking victim, it can be implied that more than half of the females involved in the sex trade in Chicago are victims of sex trafficking of children.

Human trafficking activities are not limited to Chicago. In Rockford, on February 7, 2005, several brothels disguised as spas, where Chinese and Korean women served as sex slaves, were uncovered (Tanagho, 2007). Apart from sexual exploitation, people are also trafficked for forced labor including domestic servitude and forced begging. Yet, it is difficult to estimate the number of forced labor victims in the State of Illinois. The most famous case of forced begging known in Illinois was the Paoletti case in the 1990s. The Paoletti family trafficked over 1,000 deaf and mute Mexican men and women from Mexico to Chicago, New York City and other U.S. cities where the victims were coerced into begging on subways and buses (Tanagho, 2007). Domestic servitude, another type of labor trafficking occurring in Illinois, mostly involves foreign women and girls who often agree to come to the United States to be maids but are then physically abused, exploited, and enslaved upon arrival. Such women and children are held in domestic servitude as unpaid nannies and maids in wealthy Illinois suburbs.

Although Chicago is still considered a major hub of trafficking in persons, very few trafficking victims have been rescued and assisted (CCCWI, 2007; IGNN, 2006; Jones & Yousefzadeh, 2006; Raphael & Ashley, 2008; Tallon, 2005; Vergara, 2007). For instance, Heartland Alliance assisted over sixty victims of international trafficking rescued from rural,
suburban, and urban areas of Illinois, between 2003 and 2005 (Jones & Yousefzadeh, 2006). There is a lack of prosecution of traffickers due to reasons including the hidden nature of this trade, its highly lucrative aspect, and the difficulty in having trafficking survivors come forward and testify against their abusers (Chicago Foundation for Women, 2006). Only one human trafficking case was successfully prosecuted in Illinois, and it was even before the enactment of the State’s human trafficking law. On February 13 2002, Alex Mishulovich, an American citizen originally from Russia was sentenced to nine years in prison for bringing several Latvian women into the United States and forcing them to work in strip clubs in Chicago (Conroy, 2002, Sweeney, 2005; Tallon, 2005). According to Terry Kinney, the U.S. attorney who secured this conviction: “The reason there's not more convictions on human trafficking cases in the U.S. is that we can't find the cases. Believe me, when I tell you, as a prosecutor, there was incredible prestige in finding the trafficking cases” (Kinney, as cited in Kelly, 2005, para. 35). Instead of pressing trafficking charges, which are generally unsuccessful, expensive and challenging, most prosecutors would prefer to pursue other charges that have higher chances for conviction of traffickers.

B. Issue of Domestic Trafficking

Converse to smuggling, trafficking in persons does not require the crossing of international borders. People may become trafficking victims without ever leaving their neighborhood or their state. Research shows that victims of domestic trafficking are often overlooked (Bales et al., 2004; ILO, 2005; Smith, 2007). Victims of domestic trafficking are U.S. citizens or lawful permanent residents who are trafficked within their own country. They get ensnared or kidnapped by trafficking networks that move them inside their original location, between cities and around the country primarily for sex trade (CCCWI, 2007; Kuhn & Stankus, 2006; Lydersen, 2002; Venkatraman, 2003). As Lydersen (2002) argues, “Though these victims are still in their home country, it may be just as hard for them to escape or leave as it would be for
Illinois State’s Policy Responses to Human Trafficking

Many vulnerable or disadvantaged American women, and particularly girls, are recruited by fraud or coercion just like international trafficking victims.

The U.S. Senior Policy Operating Group on Trafficking in Persons (SPOG) Subcommittee on Domestic Trafficking is the major federal program to raise awareness about and deal with domestic trafficking (SPOG, 2007). Based on the review of information and reports from non-governmental organizations (NGOs) providing services to trafficking victims, the SPOG Subcommittee found two recurrent themes: a) the belief that domestic trafficking victims tend to be considered and treated more as criminals (i.e., prostitutes or juvenile delinquents) than as victims; b) domestic trafficking victims are less likely to have access to comprehensive assistance services than international victims. The issue of domestic trafficking in the U.S.A. has not only often been ignored, but also victims of this type of trafficking have been generally left out in the policy implementation process (CCCWI, 2007; Kuhn & Stankus, 2006; Lydersen, 2002; Smith 2007; Venkatraman, 2003). The commonly cited TIP report’s estimate of 14,500 - 17,500 trafficking victims refers only to persons, primarily female victims, trafficked into the United States from other countries. This estimate not only overlooks the number of U.S. citizens who are trafficking victims, but it is also inaccurate regarding the total number of trafficking victims in the country (GAO, 2006; Smith 2007).

A recent report from the U.S. Department of Justice’s Bureau of Justice Statistics about alleged human trafficking incidents in the U.S.A. shows that more than fifty percent of all the 1,442 victims in the 1,229 alleged human trafficking incidents between January 2007 and September 2008 in the United States were U.S. citizens (Kyckelhahn, Beck, & Cohen, 2009). American citizens represented 63 percent of sex trafficking victims, compared to four percent of labor trafficking victims in these incidents. Moreover, American citizens accounted for 66 percent
of human trafficking suspects in the alleged 1,229 incidents, whereas almost three-quarters of sex trafficking suspects and a third of labor trafficking suspects were U.S. citizens.

According to Lydersen (2002), international trafficking gets much more attention from the government, assistance services organizations, and the media than domestic trafficking. CCCWI (2007) states that, “The victims of domestic trafficking have historically been overlooked in local efforts to enhance the criminal legal system and social-service response to victims of trafficking” (p. 9). Law enforcement services, in particular, often fail to consider American citizens as trafficking victims. Not only are victims of domestic trafficking considered criminals, but they do not often get help for eligibility to benefits and services under the TVPA (Smith, 2007). There is a general failure of accounting for the great number of males and females who are victims of domestic trafficking, thus implying no or fewer policy responses to assisting such victims (Bales & Lize, 2005).

In Chicago, many victims of domestic trafficking are homeless women and girls who become vulnerable to traffickers because of basic needs for shelter, food, and clothing (CCCWI, 2007; Raphael & Ashley, 2008). According to CCCWI (2007), “There are funds available in the Chicago area and in Illinois for foreign-born victims, but not for domestic victims of trafficking” (p. 9). This observation is emphasized by Kuhn & Stankus (2006) who argue that advocates for trafficking victims in the State of Illinois are frustrated at the lack of resources and services for domestic trafficking victims; they recommend that both public and private service providers in Illinois provide resources to both domestic and international victims.

C. Overview of the Illinois State’s Human Trafficking Policy Responses

1. The Legislation

Illinois was among the first states to develop its own legislation to address the problem of human trafficking. On January 1, 2006, the Illinois State’s Trafficking in Persons and
Illinois State’s Policy Responses to Human Trafficking

*Involuntary Servitude Act* (Illinois Public Act HB 1469) took effect. This anti-trafficking law considers trafficking in persons a human rights violation. Penalties may be up to 60 years imprisonment when kidnapping or injury occurs (Frederick, 2007). It was followed by the *Predator Accountability Act* (Illinois Public Act HB 1299) which was signed into law on July, 3 2006. This complementary law allows victims of the sex trade to sue their abusers, including anyone who recruited or maintained them in the sex trade or who profited from their activities.

The application of the prosecutorial provisions of the Illinois human trafficking policy appears problematic. The state’s anti-trafficking legislation clearly stipulates that any person under the age of 18 years who is found in commercial sex trade is recognized as a victim of trafficking in persons. Even though research shows that in metropolitan Chicago 16,000 to 25,000 women and girls are involved in the commercial sex trade annually, with one third of them first getting involved in prostitution by the age of 15 years, and 62% by the age of 18 years, no trafficking cases have been prosecuted to date under the Illinois State’s trafficking law (CCCWI, 2007; Raphael & Ashley, 2008; Vergara, 2007). Another limitation of this policy is its lack of specific financial provisions for services to trafficking victims, in contrast with the federal human trafficking policy that allocates financial resources for its programs. It is through its Rescue and Restore Coalition, established in June 2005, that Illinois has developed a unique statewide, multidisciplinary, policy implementation network to address the problem of human trafficking in its borders.

2. **Overview of the Illinois Rescue and Restore Coalition**

In June 2005, the Illinois State government partnered with the DHHS to launch the statewide Rescue and Restore Coalition. The mission of this coalition is to raise awareness about the problem of human trafficking and to identify and serve victims of human trafficking in Illinois. The specific goals of this anti-trafficking coalition are to: 1) conduct public outreach through
Illinois State’s Policy Responses to Human Trafficking

statewide distribution of posters, brochures and fact sheets, and hotline information about and for potential victims; 2) train potential first-responders about how to identify and assist trafficking victims; 3) collect data on the issue of human trafficking; 4) prosecute offenders; and 5) coordinate adequate assistance services for trafficking victims (IDHS, n.d.).

The role of the anti-trafficking coalition member organizations is to help achieve the above-mentioned goals by implementing the following action steps (U.S. DHHS, n.d.):

- Including information about trafficking in organization newsletters, on websites and through other communication vehicles
- Providing orientation and training sessions, or joining with other organizations in hosting information forums on the trafficking problem and the efforts to counter it
- Requesting and disseminating information materials produced by the DHHS
- Taking part in national efforts to keep local organizations informed about developments in the awareness campaign as well as ways to address the trafficking challenge
- Encouraging other organizations to access the information and resources available to rescue and restore the victims of trafficking.

As of December 2008, based on the listing available on the website of the Illinois Department of Human Services, the Illinois Rescue and Restore Coalition consisted of 115 member organizations including 96 nonprofit organizations, two for-profit organizations, and 17 public agencies (IDHS, n.d.). The nonprofit member organizations include community health services agencies, social services organizations, ethnic associations, faith-based organizations and other non-governmental organizations across the state. The 17 public agencies include the FBI, five major state departments and 11 local governmental agencies.

The five state departments are: the Illinois Department of Human Services, the Illinois State Police, the Illinois Department of Labor, the Illinois Department of Public Health, and the
Illinois Department of Children and Family Services. At the launch of the Coalition, these five state departments were to share responsibilities to achieve the network’s goals. According to Vergara (2007), the main responsibilities of the Illinois Department of Human Services were to: a) disseminate outreach materials including posters and brochures available in various sizes, shapes and languages through its community resources centers; b) help staff of the four other major departments in the Coalition receive intensive training on human trafficking. The role of the Illinois Department of Children and Family Services was to provide “web-based training to investigative personnel” (Vergara, 2007, p. 1004). In November 2005, this department broadcast a trafficking training session by satellite to more than 300 social service and health care providers (Frederick, 2007). The Illinois Department of Public Health was to provide training to outreach workers, case managers, and other program site coordinators and departments. The Illinois Department of Labor was to provide training to its officers to help them identify labor trafficking cases in their investigation activity of the day labor industry in Illinois. As for the Illinois State Police, 1,800 of its officers were to be trained about prevention and prosecution of human trafficking cases.

Social services agencies with assistance services for trafficking victims primarily get federal grants through the DHHS’s Office of Refugee Resettlement (ORR) and the DOJ’s Office of Violence (OVC) (U.S. DOS, 2008; Vergara, 2007). Based on such funding, in October 2005, two members of the Illinois anti-trafficking coalition, the Chicago Police Department and the Chicago-based Heartland Alliance for Human Needs & Human Rights (often called Heartland Alliance), partnered to establish the Chicago Regional Human Trafficking Task Force (Frederick, 2007). Another well-known case of a trafficking-related interagency network based on similar funding was the Salvation Army’s program PROMISE (Partnership to Rescue Our Minors from Sexual Exploitation) consisting of 24 organizations in the State of Illinois.
III. SIGNIFICANCE OF THE STUDY

Although the Illinois State government appears to have made substantial efforts in its policy responses regarding human trafficking, there is a lack of information about human services professionals’ level of awareness of the problem of human trafficking and their involvement in the implementation of the state’s human trafficking policy. There is a need for research exploring the perceptions and perspectives of first responders (i.e. law enforcement services, and social services and health services providers) about how the policy is responding to the needs of trafficking victims. Having a statewide coalition probably provided a unique opportunity for both the government of Illinois and partner organizations concerned with issues of human trafficking to develop networking and cooperation to effectively respond to victims’ needs. Yet, no research is conducted to explore how the human trafficking policy is being implemented; specifically, there is a lack of information about how or whether the Illinois anti-trafficking coalition has achieved its main goal of developing awareness and collaboration about human trafficking for a comprehensive response to trafficking cases. There is also a lack of knowledge about the awareness and perceptions of the coalition member organizations regarding the performance of their coalition or its leading role in the implementation of the State’s trafficking policy.

Considering the diversity of potential resources and expertise inside the Coalition, the assumption is that the member organizations would have a substantial level of awareness and involvement in the implementation of the state’s human trafficking policy. It is also assumed that, for the almost four years of the Coalition’s existence, member organizations have probably had opportunities to be involved in trafficking-related activities. Thus, it is important, first, to explore the awareness of these organizations about the prevalence of human trafficking in Illinois and their contributions to the implementation of the related policy. Second, there is a need to learn about what they perceived as strengths and limitations of the coalition. It is equally important to explore
their perspectives and recommendations toward enhancing the work of this coalition. This study could help the member organizations assess the impact of their contributions to the implementation of the trafficking policies through their coalition membership. Exploring the challenges the coalition members face could also help improve the quality of the assistance to trafficking victims in the State of Illinois. Overall, this research could highlight issues regarding the use of coalition building in implementing human trafficking policies.

IV. CONCEPTUAL FRAMEWORK AND RESEARCH QUESTIONS

Schroeder (2001) defines a policy implementation network as a multi-sector, multi-actor association of organizations that aims to maximize resources, influences, and interwoven connections of all members for a purposive action. O’Toole (1988) states that such a network implies a highly diverse and complex group of public and private organizations involved in the conversion of policy intentions into relevant actions for the achievement of the objectives on behalf of a target population. According to Schroeder, it is “where no single actor can solve a problem alone nor compel others to do their bidding, that the need for conceptualizing ‘networks’ arises” (p. 11). The Illinois anti-trafficking coalition can be considered a policy implementation network. In a policy implementation network, government, represented by public agencies, often occupies a distinctive position that cannot be filled by other actors because it owns and manages important resources attached to policy allocations (Kickert, Klijn & Koppenjan, 1997). However, the superiority in resources does not necessarily imply that public agencies hold a leading, influential position in a policy implementation network. Public actors in a coalition have to choose carefully among a number of strategic options (Schroeder, 2001).

The first option for the public actors would be to attempt to impose the government’s goals and plans on non-governmental actors in a network without being participants. The second option consists of public-private partnerships through contracting. This type of relationship is viewed as a
money saving effort by public agencies in performing their public interest duties. In the third option, the public agencies act as mediators of an existing network (Kickert, et al., 1997). In this case, the assumption is that the public interest is served by public actors who effectively mediate between many private interests. In the fourth option, the government acts as the ‘network builder and facilitator’ (Schroeder, 2001, p. 40). In this option, public actors exercise their responsibilities of dealing with a social problem by building a network of actors whose diverse skills and resources can help address the problem. In such a role, the government aims to tackle a social problem by working to satisfy the needs of the non-governmental stakeholders in a network as well as help achieve a shared vision.

The fourth option of the concept of a policy implementation network fits the relationship between the public agencies and the non-governmental partners in the Illinois Rescue and Restore Coalition. In this coalition, four major state level agencies share the common role of network builder and facilitator: the Department of Human Services, the Department of Labor, the Department of Public Health, and the Department of Children and Families. They are in a dual role of primary actors and secondary contributors inside the Coalition. Their important public resources and political authority give them some advantage in coordinating or facilitating the work of the Coalition. They also share with the non-governmental partners in the Coalition the vision of achieving the common goal of implementing the trafficking policies in the state.

Brynard’s (2007) policy implementation research approach called the 5 C Protocol is useful for considering the involvement of member organizations in the Coalition and their perceptions of the effectiveness of this policy implementation network in the implementation of the trafficking policy responses in the State of Illinois. The 5 C Protocol consists of the following five variables: a) content; b) context; c) commitment; d) capacity; and e) clients and coalitions. For Brynard, these five variables are critical for conducting policy implementation research. Each of
the variables is related to, and influenced by, the four others. First, knowledge of the policy content implies awareness of not only resources available to achieve policy goals, but also the way the policy actions are planned to achieve the goals (Pressman & Wildavsky, 1973). Second, the context in which organizations develop their programs may influence a policy implementation process. For an effective policy implementation, the various forms of environments within which actions are developed need to be favorable (Grindle, 1980). Third, Brynard argues that commitment is important at all levels of a policy implementation process. According to Warwick (1982), the implementation of a policy may have little effectiveness if the people or organizations responsible for carrying it out are unable or uncommitted to do so. Fourth, capacity is crucial for an effective implementation. Capacity refers to the availability of and access to tangible resources (human, financial, material, technological, etc.) and intangible requirements of leadership, motivation, and other intangible attributes needed to meet policy goals. Fifth, coalition building among stakeholders can significantly impact the effectiveness of the implementation of a policy.

Based on the 5 C Protocol approach, five research questions were used to explore the work of the Coalition:

1) What is the level of awareness of the problem of trafficking and the related policies among coalition members?

2) What is the coalition members’ context of service provision?

3) What is the level of commitment among members to help achieve the Coalition’s goals?

4) What is the level of capacity to respond to human trafficking cases among coalition members?

5) What are members’ perceptions and recommendations about the Coalition’s effectiveness?

V. METHODS

The representatives of the organizations in the Coalition, or the organizations’ designated spokespersons regarding the area of human trafficking, were selected to participate in the study.
Of the 115 member organizations, 14 could not be reached for reasons including being out of business, and not returning phone calls or replying to e-mails. Eleven from the 101 organizations contacted refused to participate in the study for issues including not having been involved in the coalition, not being aware of being members, and not having at that time anyone to be a spokesperson regarding the area of human trafficking. Ninety organizations identified their spokespersons for the study. The identified spokespersons were individually contacted by phone or e-mail, and recruited for the study.

A survey and an interview were used to collect the data. The survey data were collected with a questionnaire mailed to the 90 organizations’ representatives. Participants in the follow-up interview were selected from the survey respondents, on their indication in the survey responses that their agencies had experience of handling human trafficking cases, and that they were willing to take part in the interview.

The survey instrument was used to obtain information about: a) demographic and service areas of the member organizations; b) their awareness of the problem of human trafficking and the related policies; c) their involvement in the implementation of the trafficking policy, and d) their perceptions of the coalition’s effectiveness. The interview instrument was used to explore the following themes: a) types of trafficking cases organizations handled; b) policy adequacy and challenges for assistance services to trafficking victims; and c) perceptions and recommendations about the coalition’s performances.

VI. RESULTS

A. Characteristics of the Study Participants

Seventy-three respondents out of the 90 organizations’ representatives to whom the survey questionnaire was mailed sent back their responses. This represents a response rate of 81.1 percent. The 73 participants consisted of 55 women (75%) and 18 men (25%). The categories
of the 73 participating organizations in the study were as follows: 55 non-profits (75%), 16 public departments and agencies (22%), and two for-profit organizations (3%) (See Table I).

Table I
Types of Organizations in the Study

<table>
<thead>
<tr>
<th>Type of organization (n = 73)</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nonprofit</td>
<td>55</td>
<td>75.0</td>
</tr>
<tr>
<td>Public</td>
<td>16</td>
<td>22.0</td>
</tr>
<tr>
<td>Private</td>
<td>2</td>
<td>3.0</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table II.
Position of Study Participants in their Organizations

<table>
<thead>
<tr>
<th>Survey Participants (N = 73)</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Director</td>
<td>23</td>
<td>31.50</td>
</tr>
<tr>
<td>Program Director</td>
<td>22</td>
<td>30.13</td>
</tr>
<tr>
<td>Outreach Worker/Specialist</td>
<td>4</td>
<td>5.48</td>
</tr>
<tr>
<td>Operations Manager</td>
<td>3</td>
<td>4.11</td>
</tr>
<tr>
<td>Attorney/Legal Officer</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Business Manager</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Deputy Director</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Police Officer/Sheriff</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Policy Analyst</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Project Manager</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Association President</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Public Health Administrator</td>
<td>2</td>
<td>2.74</td>
</tr>
<tr>
<td>Policy Director</td>
<td>1</td>
<td>1.36</td>
</tr>
<tr>
<td>University Faculty/Dean</td>
<td>1</td>
<td>1.36</td>
</tr>
<tr>
<td>Organization Volunteer</td>
<td>1</td>
<td>1.36</td>
</tr>
<tr>
<td>TOTAL</td>
<td>73</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Approximately 90 percent of the study participants were the leaders of their agencies or in positions of authority in their programs or departments (See Table II). Twenty participants (32%) held the position of executive director of their organizations, and two (3%) were deputy directors. Twenty-two (30%) were program directors. Three (4%) were operations managers, two (3%) were project managers, and two others (3%) were business managers. Two (3%) were public health
department administrators. One participant was a graduate school dean. Two respondents (3%) were presidents of their organizations. Two (3%) were attorneys. The three law enforcement officers in the study (4%) include one F.B.I. special agent and one deputy Sheriff. Eleven of the survey participants, including six women and five men, participated in the follow-up interview.

B. Overview of the Context of Organizations’ Services

The exploration of the social, demographic, and environmental context in which member organizations provided services showed that the Illinois anti-trafficking coalition was an extended policy implementation network of agencies whose services spread all over the state. The survey findings show that the member organizations were located in various regions of the State, and their services covered diverse geographical areas. Though approximately 50 member organizations (70%) had their offices and/or headquarters located in Chicago, they provided services in other geographic areas. Most organizations served in more than one geographic area as the following percentages show: 44 organizations (62%) served urban areas, mostly in metropolitan Chicago; 36 organizations (51%) served rural areas; and an equal percentage of agencies (36) served suburban areas.

The survey findings show that most organizations provided more than one type of service: community outreach (73%), advocacy (66%), case management (49%), counseling (49%), housing assistance (38%), and to a lesser extent, other services including law enforcement, education, victim services, domestic violence, health/ mental health, legal assistance, and immigration services. These findings also reveal that more than half of the member organizations, the nonprofit agencies in particular, provided services to cultural and immigrant groups - two types of groups among which potential victims of international trafficking could be found.
C. Awareness of the Problem of Human Trafficking and the Related Policies

On a five-point scale ranging 0-4, with 0 = ‘Not a problem’ and 4 = ‘Severe problem’, 25 survey participants (40%) rated the prevalence of human trafficking in Illinois as 3, whereas 20 participants (35%) rated it as 4, 11 participants (18%) rated it as 2, and five participants (8%) as 1 (See Figure I). Sex trafficking was perceived to be more prevalent than labor trafficking. Though literature suggests that domestic trafficking is rampant in Illinois, most of the respondents believed that it was less prevalent than international trafficking.

On a five-point scale ranging 0 – 4, with 0 = ‘No knowledge’ and 4 = ‘Expert knowledge’, 24 respondents (33%) rated their level of knowledge of the Trafficking Victims Protection Act of 2000 (TVPA) as 2, whereas 18 respondents (25%) rated their level of knowledge of the TVPA as 1, and ten respondents (14%) as 3 (See Figure II). Seventeen respondents (24%) reported having no knowledge of the TVPA, whereas three respondents (4%) reported having an expert level of this policy. On the same scale, 23 respondents (33%) reported having no knowledge of the Illinois’s Trafficking in Persons and Involuntary Servitude Act of 2006, whereas four respondents (6%) indicated having an expert level of knowledge of this legislation (See Figure III). Twelve respondents (17%) rated their level of knowledge of this state policy as 3, 15 participants (22%) rated their level as 1, and 15 other respondents (22%) rated theirs as 2. Overall, the survey findings show that over half of the respondents reported low awareness of both the federal and Illinois State human trafficking policies. Approximately one third of the respondents reported having no awareness of the trafficking policy contents, whereas less than five percent perceived having a substantial level of knowledge of these policies.
Illinois State’s Policy Responses to Human Trafficking

Figure I. Survey respondents’ perceptions of prevalence of human trafficking in Illinois (N=63)

Figure II. Survey respondents’ level of awareness of the TVPA (N = 72)

The major challenges to the implementation of the human trafficking policy in Illinois perceived by the survey respondents were as follows: difficulty identifying trafficking cases (64%), limited financial support for trafficking-related activities (55%), limited political support to accompany the commitment of the member organizations (53% of responses), low community outreach (51%), limited interagency collaboration (40% of responses), lack of commitment of coalition members (40%). Most of the interview respondents believed that Illinois was far ahead of most States in human trafficking policy responses. A third of the interview respondents perceived there was some success in efforts to increase general awareness about the prevalence of human trafficking in the State.

The interview findings show that commendable efforts were made by the State of Illinois regarding raising awareness about the problem of human trafficking. These findings also provided detailed information about difficulties faced by agencies with experience in handling human
trafficking cases. The challenges to an effective trafficking policy implementation include: lack of housing/shelter for victims, burdensome access to services/benefits, lack of trafficking-focused agencies, lack of coordinated first response teams, limited referral and resource information for rescued victims, and lack of witness relocation programs. According to the interview respondents, finding victims or reaching out to them so they could get needed benefits and services remained the paramount challenge to policy implementation. Access to funds dedicated to services and benefits for victims under the federal trafficking policy was perceived as problematic. Federal monies were primarily available for services and benefits to victims of international trafficking. Victims of domestic trafficking were reported as generally disregarded in benefits and services available for victims under the TVPA. Challenges to secure federal monies designated for policy implementation have an impact on services for trafficking victims. The administrative and legal difficulties rescued victims endure in order to have access to services and benefits they need was assimilated to a re-victimization: even after fully cooperating with the prosecution process, there is no guarantee that trafficking victims will gain access to long term assistance services or benefits they need. Moreover, most agencies were reported as having no specific program funds dedicated for assistance to trafficking cases. For some interview respondents, limited political support partly justified the lack of appropriate resources for assistance to trafficking victims.

Challenges related to the lack of appropriate resources or comprehensive services for trafficking victims could probably be addressed with substantial interagency collaboration. It was anticipated that there would be a good level of interagency collaboration among the coalition member organizations. Yet, the survey findings showed that the percentage of interagency collaboration between sister member organizations inside the collaboration (45%) was almost equal to the percentage of interagency collaboration of the coalition member organizations with other agencies outside the Coalition (43%). It was not clear what percentage of such collaboration
focused on issues of human trafficking. In addition, 40 percent of the survey respondents perceived lack of interagency collaboration as one of the major challenges to the implementation of the trafficking policy in Illinois. These findings appear to show that the Coalition provided limited opportunities for agencies to develop interagency collaboration.

The interview findings also stress the low level of interagency collaboration as related to assisting trafficking victims in Illinois, and consequently the crucial need for interagency collaboration. Communication and cooperation were stressed as the main ways through which awareness about human trafficking would have desired impacts: “Police cooperation, prosecutor cooperation and social service cooperation is crucial. Collaboration and cooperation takes a lot of energy and time; and, it takes a while to build relationships/trusting.” Although more than 75 percent of interview respondents described cases of interagency collaboration their organizations were involved in regarding their work in the area of human trafficking, some of them stated that competition for funding among agencies sometimes hampers collaborative work.

E. Commitment of Members to Help Achieve the Coalition’s Goals

The following themes helped describe the extent of engagement and input of coalition members in the implementation of the human trafficking policies in general, and specifically in the Coalition’s work: a) motivating factors for joining the Coalition; b) link between organization’s mission and the area of human trafficking; c) length of time of the organization’s coalition membership; d) frequency of attendance at coalition meetings; e) levels of involvement in the anti-trafficking campaign Outreach Day events; and f) levels of participation in the five action steps of the Coalition.

The main motivating factors reported as justifying member organizations’ membership in the Illinois’s anti-trafficking coalition were as follows: social justice (69%), mission of the Coalition (53%), and area of human trafficking as part of the agency’s services (30%). In addition,
61 percent of the respondents reported that the social mission of their agencies included human trafficking.

![Figure IV. Length of time as a coalition member organization (N=60)](image)

The exploration of length of time in the Coalition for the period 2005-2008 reveal that twenty-four organizations (40%) had been members of the coalition for more than three years, whereas nine organizations (15%) had been members for three years, and 19 (32%) for two years (See Figure IV). Very few organizations had been in the coalition for one year (8%) or less than a year (5%). Overall, these findings indicate that the majority of the participating organizations were coalition members for over two years.

The findings regarding the frequency of attendance to coalition meetings for the period 2005-2008 show that ten organizations (16%) participated in one meeting, ten others (16%) in two meetings, three (5%) in three meetings, and 18 agencies (28%) in more than three meetings of the Coalition (See Figure V). However, 23 member organizations (36%) attended no coalition meetings.
The examination of the frequency of participation of member organizations in the events of the Illinois Rescue and Restore Outreach Day from 2005 to 2008 reveal that 18 organizations (28%) took part in one Outreach Day, whereas 13 agencies (20%) attended two of these events,
nine organizations (14%) participated in three Outreach Day events (See Figure VI). Yet, 25 member organizations (39%) were involved in none of the Outreach Day events. This percentage of organizations that were involved in none of the Outreach Day events was relatively was almost equal to the percentage of agencies not involved in any of the Coalition’s meetings (36%).

The interview findings show that one of the reasons why people did not feel motivated to be involved and stay committed to the coalition was the lack of prosecution of human trafficking cases in Illinois since the enactment of the State’s human trafficking legislation in 2006. The interview findings also reveal that very few coalition meetings were actually called, and little engagement of members was encouraged:

Since I’ve been involved with the coalition, I don’t think a lot of direct work is done inside it. I think, in fact, I cannot remember the last time we had a coalition meeting. I think it’s probably been almost a year.

I’ve actually only participated in that outreach kind of day. I don’t get a lot of emails and stuff, so I’m not sure how active they are; and what exactly the coalition is.

<table>
<thead>
<tr>
<th>In which of the coalition's following action steps has your organization been involved? (N = 55)</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Including information about trafficking in communication vehicles</td>
<td>25</td>
<td>45.5</td>
</tr>
<tr>
<td>Providing training sessions</td>
<td>17</td>
<td>30.9</td>
</tr>
<tr>
<td>Requesting and disseminating information material from DHHS</td>
<td>39</td>
<td>70.9</td>
</tr>
<tr>
<td>Helping raise awareness in local organizations</td>
<td>27</td>
<td>49.1</td>
</tr>
<tr>
<td>Encouraging other agencies to access information and resources</td>
<td>21</td>
<td>38.2</td>
</tr>
</tbody>
</table>
Most member organizations reported participating in more than one of the following five action steps of the Coalition: requesting and disseminating information material from the federal Department of Human and Health Services (71%), putting information about human trafficking in communication vehicles (46%), helping raise awareness in local organizations (49%), encouraging other agencies to access information and resources about human trafficking (38%); and providing training sessions (31%) (See Table III). However, it was not clear whether the trafficking-related efforts were due to their coalition membership or were part of their program activities.

F. Capacity of Members to Respond to Human Trafficking Cases

The exploration of the capacity and experiences of member organizations in handling trafficking cases showed that 39 member organizations (55%) participated in trafficking-related trainings whereas 32 (45%) did not (See Table IV). The former group reported having taken part in an average of two trainings primarily as trainees, and to a small extent as trainers or sponsors. Forty-seven of the 73 participating organizations (75%) reported no work experience handling human trafficking cases, whereas just 16 organizations (25%) reported having experience handling trafficking cases (See Table IV). Fifty percent of the latter reported handling between one and ten trafficking cases, whereas only one organization reported having assisted more than 40 trafficking victims (See Table V).

Table IV

<table>
<thead>
<tr>
<th>Organization’s participation in trafficking-related training and work</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has your organization participated in any training about human trafficking in the last three years? (N =71)</td>
<td>No</td>
<td>32</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>39</td>
</tr>
<tr>
<td>Did your organization handle any human trafficking cases within the last three years? (N = 63)</td>
<td>No</td>
<td>47</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>16</td>
</tr>
</tbody>
</table>
Table V

<table>
<thead>
<tr>
<th>Estimates of number of trafficking cases your organization ever handled (N = 16)</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>One to ten</td>
<td>8</td>
<td>50.0</td>
</tr>
<tr>
<td>Ten to twenty</td>
<td>4</td>
<td>25.0</td>
</tr>
<tr>
<td>Twenty to thirty</td>
<td>3</td>
<td>18.7</td>
</tr>
<tr>
<td>Over forty</td>
<td>1</td>
<td>6.2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>16</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Three broad types of services were provided on behalf of trafficking cases by the interview respondents’ agencies: a) network coordination; b) direct and indirect assistance services (i.e. social, legal, law enforcement and health services); and c) training and education services. Only one major state department played the main coordinating role for the Coalition, being the liaison with the DHHS to coordinate statewide awareness efforts by providing information and support to agencies and facilitating networking among agencies regarding trafficking related resources. Indirect services discussed in the interviews include: contracting for services and referrals and being an information resource center. Direct services include: counseling and sheltering services for domestic violence and human trafficking victims, language assistance, and 24/7 hotline access for assistance to trafficking victims. Only two participating agencies were found to have played major roles in educating and training first responders and policymakers about the problem of human trafficking and related policies. Five of the 11 interview respondents reported their agencies had adequate human resources for delivering services for trafficking cases, whereas six respondents discussed various challenges. Five of the 11 respondents described the types of trafficking cases actually handled by their agencies. Primarily, international and domestic sex trafficking were reported and described.
G Perceptions about the Coalition’s Effectiveness

On a five-point scale ranging 0-4 with 0 = ‘not at all’ and 4 = ‘Successfully’, 30 survey respondents (57%) rated their perception of the coalition’s goal attainment as 2, whereas 14 respondents (26%) rated this perception as 1, and 4 respondents (8%) rated it as 3 (See Figure VII). Only one respondent perceived that the coalition successfully attained its goals, whereas four participants (8%) had the perception that the coalition did not achieve anything.

![Figure VII. Survey respondents’ perceptions about the Coalition’s goal attainment (N=53)](image)

On a five-point ranging 0–4, with 0 = ‘Not effective’ and 4 = ‘Highly effective’, 16 survey respondents (32%) rated their perception of the effectiveness of the coalition’s leadership as 1, whereas 17 respondents (34%) rated that perception as 2, and nine respondents (18%) rated it as 3 (See Figure VIII). Three participants (6%) perceived that the coalition’s leadership was highly effective, whereas five respondents (10%) had the perception that the coalition’s leadership was not effective. The perception of low visibility of the Coalition among the survey participants is reinforced by the relatively high percentage of the related missing data respectively represented by
the following percentages of the total number of participants: 27 percent for perceptions about
goal attainment, and 32 percent for perception about the Coalition’s leadership. Overall, the survey
findings show low levels of survey participants’ awareness of the management of the Coalition.
Respondents had little information about the Coalition’s leadership, organizational structure, or
types of decision-making processes in place.

Figure VIII. Survey respondents’ perceptions of the Coalition’s leadership (N=50)

While seven of the 11 interviewed described achievements or positive aspects of the
Coalition, ten of them had far more to say about areas of improvement than achievements of this
Coalition. Positive perceptions of the Coalition were mainly conveyed through the view that the
Coalition was effective in raising general awareness about the problem of human trafficking,
especially in its first year of activity.

Perceptions of dissatisfaction about the performances of the Coalition appeared to be high
among the interview participants. Failure of the Coalition’s leadership and lack of vision were
widely discussed in all the interviews. The interviews revealed occasions of intense frustration
with the Coalition, especially its leadership, with some viewing the Coalition as existing only on paper. According to some respondents, the Coalition leadership has done little to make itself known other than conducting annual anti-trafficking Outreach Day events. Communication was the third most discussed weakness of the Coalition. According to most of the respondents, there is poor communication inside the Coalition, both vertically from leaders to members and horizontally among members themselves. Meetings are rarely called, and most take place in Chicago:

Since I’ve been involved with the Coalition, I don’t think a lot of direct work is done inside it. I think, in fact, I cannot remember the last time we had a coalition meeting. I think it’s probably been almost a year.

The Coalition leadership’s exclusive reliance on e-mails as a communication tool was viewed as insufficient. Failure of communication was perceived as the primary cause of the failure of members to be widely involved in activities. For some respondents, it was very important for the leadership of the Coalition to use its organizing capacity and assets to reach out to member organizations and to facilitate regular meetings:

So far it’s just we are members of the Coalition, but we just keep doing the work that we already do. If there was some specific goals that the Coalition had, and that, you know, our work would tie into that, that would be very helpful to know.

Well, if they’re trying to promote networking, I would like to know who all the other 114 agencies are, to call them up and be like, you know, ‘Hey! How can we collaborate? How can we do anything? How do we make things work?’

Some of the interview respondents suggested that the absence of financial support could explain many of the leadership, communication, and engagement problems.

Overall, among the interview respondents, there was a deep reservoir of ideas and perspectives for improved coalition functioning and improved trafficking services, ranging from small to large initiatives. The various suggestions for improving functioning of the Coalition could be classified into four major themes:
1) **Identifying a full-time leader for the Coalition, with adequate executive power.** This leader should play a central role in planning, organizing, and coordinating the actions of the Coalition. Specifically, he or she would: a) define specific, achievable goals for the Coalition; b) make available to member organizations information of the Coalition’s planned activities; c) develop or reenergize first response human trafficking rescue and assistance teams across the state, d) establish protocols of assistance to trafficking victims, e) regulate the work of the various human trafficking task forces and small coalitions in Chicago, and f) build strong partnerships with domestic violence agencies because of their potential expertise in providing assistance to trafficking victims.

2) **Developing strategies for raising awareness about trafficking issues** by: a) prioritizing training of member organizations, and especially potential first responders, b) reaching out to and involving organizations in regions outside Chicago, and c) reaching out to ethnic associations because of their potential role in helping find and assist international victims.

3) **Developing strategies and opportunities for engaging member organizations in the Coalition’s work** including the following: a) convening or creating opportunities for meetings of representatives of member organizations for networking and information exchange, b) using other interactive ways beside e-mails to communicate with member organizations, c) encouraging interagency collaboration, d) updating member lists and contact information, and e) creating an updated listserv with alert messages to keep members informed about activities inside the network and issues related to human trafficking. Information about cases of prevention, protection or prosecution of human trafficking cases around the country or at local levels could motivate involvement.

4). **Awareness of member organizations about their responsibility in enhancing the Coalition’s work call for:** a) the need for members to consider the Coalition as a great opportunity
for awareness, outreach, and networking; b) the need for active commitment and engagement of members by having representatives consistently attend Coalition meetings, and participate in planned activities, and c) the need to disseminate information received about human trafficking inside the agency.

VII. DISCUSSION

Based on the conceptual framework of this study, Brynard’s (2007) 5 C Protocol approach, the effectiveness of the implementation of human trafficking policy is dependent on the interplay between the following elements: stakeholders’ awareness of the policy content, the policy context, stakeholders’ commitment, stakeholders’ program capacity, and participation of stakeholders in a coalition to achieve determined objectives.

According to Brynard (2007), knowledge of the content of the policy relates to the awareness about not only the legislation, but also the policy provisions and resources available to achieve the policy goals. The level of awareness of the policy content could inform the level of ability to contribute to policy implementation. In this study, the extent of awareness of the member organizations about the background of the human trafficking policy, the policy objectives, and the provisions of that policy, was explored. The awareness of both the federal and State human trafficking policy contents was found to be low among the respondents in this study.

The respondents had low levels of sophistication regarding knowledge of trafficking as a problem. The low perception of the prevalence of domestic trafficking in Illinois shown by the survey findings appears to confirm the common belief, even among policymakers, that primarily non-citizens are victims of trafficking. It also appears to partly justify why benefits and services for human trafficking victims were primarily available for victims of international trafficking.

The interview respondents showed a substantial level of awareness of the prevalence of human trafficking in the State of Illinois in general, and especially in Chicago, with variations in
their perceptions of the main forms of trafficking. They perceived sex trafficking as the most prevalent form of trafficking in Illinois. Although these respondents’ perceptions of the prevalence of international trafficking and domestic trafficking diverged to some extent, they converged at reporting that the latter was more visible and rampant in Illinois. This is in sharp contrast to the survey findings that show a low awareness of the prevalence about this commonly overlooked type of trafficking.

Respondents similarly showed low levels of awareness of the trafficking policies in both the survey and the interviews. However, interview respondents appeared to demonstrate better awareness of the services and benefits for trafficking victims, probably because their agencies had experience in working with or on behalf of trafficking cases. The findings of the survey show that one of the biggest challenges remained the identification of trafficking victims. The interview findings show that some agencies in the Coalition had services and resources available, but still the challenge was to find or identify potential victims for access to these services. Challenges of identifying trafficking victims referred primarily to victims of international trafficking. Yet, contrary to common belief, and as the literature shows, the bulk of victims of human trafficking in the U.S. are U.S. citizens (Bales, et al., 2004; CCCWI, 2007; Kyckelhahn, Beck, Cohen, 2009; Lydersen, 2002; Raphael & Ashley, 2008; SPOG, 2007; Venkatraman, 2003).

Three issues related to the adequacy of the policy responses to the needs of trafficking victims were stressed in the interviews: housing, lack of financial resources, and a demanding process to access benefits and services. Finding housing/shelter for trafficking victims was described as one of the biggest challenges of assistance services. Domestic violence shelters are the only places available for trafficking victims. Yet, trafficking victims need permanent and safe housing (Bales & Lize, 2005; Caliber, 2007; Clawson et al., 2003; Kuhn & Stankus, 2006; Shigekane, 2007).
Illinois State’s Policy Responses to Human Trafficking

Next to the issue of housing, the interviews showed that, although the trafficking policies indicate substantial allocations of services and benefits for victims, it is quite difficult to get federal or state funds for assistance to victims because of the complexity of the policy requirements calling for the involvement of trafficking victims in the prosecution procedures before accessing services. Here as well, most of the respondents were referring to funding to provide services to victims of international trafficking. As mentioned earlier, victims of domestic trafficking, that is, U.S. citizens, are generally overlooked in the whole process of policy implementation. With the human services professionals in this research showing low awareness of the high prevalence of domestic trafficking, it is important to refocus training about human trafficking and make access to services and benefits more encompassing to include U.S. citizens who are victims of trafficking.

In his policy implementation approach, Brynard (2007) argues that policy implementation cannot take place without consideration of the context of the social, economic, political and cultural environment. The context in which member organizations of the Illinois anti-trafficking coalition develop their programs may impact their participation in the implementation process. The survey findings show that a large number of the Coalition’s member organizations served various cultural and ethnic groups, in various geographical areas in the state, making this coalition an extended network of stakeholders that could develop interagency collaboration for the implementation of the trafficking policy. The interview findings reveal that the current low political support for the Coalition is in opposition to the general fervor shown for this policy implementation network during its first year of activity. Yet, it is important to revitalize the Coalition and the commitment of member organizations to facilitate policy implementation and help achieve policy goals.
The availability of a relevant policy may have little effectiveness if the people or organizations responsible for carrying it out are unable or uncommitted to do so (Warwick, 1982). For Brynard (2007), stakeholders’ commitment is important at all levels of the policy process; commitment influences all other factors in his policy implementation approach, that is, content, capacity, context, and coalition building. Thus, it can be assumed that commitment of stakeholders is a crucial factor in the effectiveness of a policy implementation coalition. With the average of two years of coalition membership reported in the survey, one would think that the participation in activities of the Coalition such as meetings, and outreach days would be substantial, but this is hardly the case. The finding that 40% of the members were absent from the four annual Outreach Day events from 2005 to 2008, the major activity of the Coalition in which every member organization could easily take part, is informative. Moreover, only five of the 11 respondents admitted their organizations actively participated in some activities of the Coalition.

A conspicuous point in the interview findings that evidences an issue of commitment of members is the use of third person pronouns such as “they” and “them” repeatedly by almost all 11 respondents when discussing their perceptions about the Coalition. Such detachment gives the false impression that the Coalition is a separate entity that does not encompass their organizations as members. As evidenced by the findings of both the surveys and interviews, very few member organizations attended Coalition meetings. The interview findings reveal that the Coalition rarely called meetings. Other reasons that could explain members’ lack of engagement include: the lack of information and updates related to any human trafficking cases rescued, the absence of prosecution of trafficking cases under the Illinois trafficking law, and human trafficking not being part of the mission of, or a priority for, some member organizations. It can be implied that member organizations had few opportunities for input to the Coalition.
A basic condition for effective policy implementation is to have adequate program resources and capacities. In this study, though most of the participating organizations in the interview reported having appropriate services for trafficking victims, less than half of them reported being able to adequately respond to the needs of trafficking cases with their human resources, their program resources, and expertise.

In the Illinois Rescue and Restore Coalition, it was assumed that there would be a substantial level of interagency collaboration among members. One of the main characteristics of a coalition of organizations is the development of interagency collaboration (Brown, 1984; Butterfoss & Francisco, 2004). Yet, the survey findings appear to imply that coalition membership was not an important factor in most agencies’ involvement in the policy implementation. For instance, the levels of interagency collaboration among members inside the Coalition (47%) is almost equal to the level of interagency collaboration between coalition members and other organizations outside the Coalition (43%). The findings also suggest that member organizations whose social missions were linked to the area of human trafficking (61%) are more likely to take part in trafficking-related trainings (55%) than those whose social missions were not related to human trafficking (39%).

The interview findings show the use of interagency collaboration by all the interview respondents’ organizations, but less than 50% of them used such collaboration specifically for assistance services for trafficking cases. So, although the findings suggest that most services needed by trafficking victims could theoretically be provided through interagency collaboration, this rarely happened. The creation of opportunities for collaboration should be the primary responsibility of the Coalition. However, as the study findings showed, interagency collaboration initiatives between member organizations did not depend much on coalition membership.
For Brynard (2007), effective working relations among implementing agencies can be established through transactions and cooperation. This point implies the importance of developing opportunities for networking among stakeholders for an effective policy implementation. It also appears to imply that coalition building can enhance the process of policy implementation.

Exploring the member organizations’ awareness and perceptions of the work of the Illinois Rescue and Restore Coalition was a major focus of this research.

The survey and the interview findings point to high levels of similarity of awareness and perceptions about the Coalition. Both show that respondents perceived the Coalition as having serious issues of management including: a) a poor record of goal achievement; b) ineffective leadership; c) failure to engage its membership; and d) lack of performance. The survey findings show low levels of participant awareness of the nature of the Coalition, and low levels of participation in coalition activities and availability of actual information about human trafficking cases. The interview findings elaborated on these themes and documented occasions of intense frustration with the Coalition, especially its leadership. The level of negative perceptions of the Coalition was very high among the participants. The level of such perceptions was vividly illustrated in the interviews. Issues including lack of financial resources, lack of political support, lack of leadership, lack of members’ engagement, lack of communication, and failure to engage member organization were perceived as causing the lack of performance and visibility of the Coalition in the implementation of human trafficking policies.

From the analysis of the perceptions reported, it can be observed that the inactivity of the Coalition appears less due to issues of commitment of members than to management issues in general, and especially a lack of actual, visible leadership in this coalition. Considering the basic principle that any community coalition building is based on complementary coordination of resources to address a social problem (Butterfoss & Francisco, 2004), resources should not be
considered the determining factor of the limited goal achievement perceived by the study participants. As Brown (1984) argues, coalitions consist of organizations of “diverse interest groups that combine their human and material resources to effect a specific change the members are unable to bring about independently” (p. 4). As the “network builder and facilitator”, there is a need for the government of the State of Illinois to establish an effective leadership team that will take on a consistent coordinating role inside the Coalition.

Coalition outcomes also may depend on program duration, and, more importantly, on political factors (Brown, 1984). The latter may be a major obstacle because coalition achievement may be highly biased to respond to a policy or political agenda. With the loss of political support, as one interview respondent put it, “after the first couple of years, it’s now just – it seems like it’s just a name.” As recommended by the interview participants, for the Coalition to regain its lost credibility and be effective, there is a need for the State of Illinois to identify an official, central, leader with charisma, vision, and deep understanding of the problem at stake, so as to reenergize the network and actively engage member organizations.

VIII. IMPLICATIONS AND LIMITATIONS

Even though this study has pointed out strengths and challenges the Coalition faces in achieving its goals, issues of feasibility have limited the scope of the research. It cannot be claimed that knowledge and perceptions of one respondent from each of the participating organizations would truly represent the positions of these organizations on the policy issues explored. Some of the participants’ views might not accurately represent the positions of their organizations. It cannot be claimed either that the interview findings represent the perceptions of all the member organizations that took part in this study.

This study has important implications not only for the Illinois Rescue and Restore Coalition, but for other states which plan to develop a statewide policy implementation network.
First, the study informs policymakers about the strengths and challenges of coalition strategy in anti-trafficking policy responses. Second, the findings regarding the low level of awareness of the human trafficking policy responses among the study participants calls for more training for human services professionals. Third, the substantial participation of member organizations in the study is a positive sign about most members’ availability and interest to be actively involved in the coalition’s work. Fourth, the finding that the Coalition had little impact on the development of interagency collaboration among its members calls for opportunities for interagency cooperation and networking. Fifth, the effectiveness of any leadership for the Illinois Rescue and Restore Coalition would depend not only on member organizations’ commitment to make things work, but also on a renewed political commitment. Therefore, this policy implementation network needs to take advantage not only of the diverse resources represented by its membership, but also of the federal and state governments’ tangible and intangible support, to develop initiatives and opportunities for interagency cooperation toward an effective involvement in the implementation of the trafficking policies in the State. Overall, far from undermining the commendable effort of the State of Illinois through this partnership with the federal government, this study could help both the leadership and membership become better aware of the strengths and areas of improvement in this policy implementation network for the sake of victims of human trafficking.

By exploring the use of coalition strategy in the field of human trafficking, this research calls for more knowledge building about the impact of coalitions in the process of human trafficking policy implementation. Research subsequent to this study can focus on comparing members of an anti-trafficking coalition with non-members; or comparing the outcomes of the human trafficking policy implementation in the State of Illinois with other states without any statewide coalitions.
REFERENCES


Frederick, A. (2007, Winter/Spring). The fight against human trafficking: Global forces rally to fight modern-day slave market in laborers, children, and victims of the sex trade. The
Illinois State’s Policy Responses to Human Trafficking


O’Toole, L. J. (1988) Strategies for intergovernmental management: Implementing programs in


### The Illinois Rescue and Restore Coalition Member List (as of 12/30/2008)

<p>| 1. | Apna Ghar | 40. | Illinois Center for Violence Prevention Employees |
| 2. | Asian American Alliance | 41. | Illinois Coalition Against Sexual Assault |
| 3. | Between Friends | 42. | Illinois Collaboration on Youth |
| 4. | Big Brothers Big Sisters of Metropolitan Chicago | 43. | Illinois Criminal Justice Information Authority |
| 5. | Bosnian &amp; American Community Center | 44. | Illinois Department of Children and Family Services |
| 6. | Catholic Charities Daybreak Center | 45. | Illinois Department of Human Services |
| 8. | Center for Prevention of Abuse | 47. | Illinois Department of Public Health |
| 10. | Chicago Chinatown Chamber of Commerce | 49. | Illinois Public Health Association |
| 11. | Chicago Coalition for the Homeless | 50. | Illinois Sheriffs’ Association |
| 12. | Chicago Foundation for Women | 51. | Illinois State Police |
| 13. | Chicago Police Department | 52. | Illinois Violence Prevention Authority |
| 14. | Chicago Read Mental Health Center | 53. | Institute of the Blessed Virgin Mary |
| 15. | Chicago Worker's Collaborative | 54. | Instituto del Progreso Latino |
| 16. | Chicago Youth Centers | 55. | Interfaith Refugee and Immigration Ministries |
| 17. | Chinese American Service League | 56. | Jo Daviess County Health Department |
| 19. | Citizens for Community Values of Peoria, Inc | 58. | Knox County Area Project (KCAP) |
| 20. | Coalition of Concerned Citizens | 59. | Korean American Women In Need (KAN-WIN) |
| 21. | Community Counseling Centers of Chicago (C4) | 60. | La Voz Latina Hispanic Resource Center |
| 22. | Community Crisis Center, Inc. | 61. | Latino Social Workers Organization |
| 23. | Counseling on the Fox, Inc. | 62. | Latinos Unidos Ninos Especiales |
| 24. | Delta Center | 63. | Lazarus House |
| 25. | Dominican University | 64. | Life Span |
| 27. | Embarras River Basin Agency, Inc. | 66. | Macoupin County Public Health |
| 29. | Federal Bureau of Investigation | 68. | Mayor's Office on Domestic Violence, City of Chicago |
| 30. | First United Methodist Church | 69. | Meadows Community Center |
| 31. | Ford-Iroquois Public Health Department | 70. | Men Challenging Violence (MCV) |
| 32. | Freedom House | 71. | Morning Star Mission Ministries, |
| 33. | Genesis House | 72. | Mujeres Latinas en Accion |
| 34. | Greene County Health Department | 73. | National Council of Jewish Women |
| 35. | Healthcare Alternative Systems, Inc. | 74. | Outreach Community Ministries |
| 36. | Heartland Alliance for Human Needs and Human Rights | 75. | Pan-African Association |
| 37. | Hebrew Immigrant Aid Society-Chicago (HIAS) | 76. | People Against Violent Environments (PAVE) |</p>
<table>
<thead>
<tr>
<th>No.</th>
<th>Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td>77.</td>
<td>Peoria County Family Justice Center</td>
</tr>
<tr>
<td>78.</td>
<td>Project Helping Hand</td>
</tr>
<tr>
<td>79.</td>
<td>Project IRENE</td>
</tr>
<tr>
<td>80.</td>
<td>Regional Institute for Community Policing</td>
</tr>
<tr>
<td>81.</td>
<td>Renaissance Stand Hospitality House</td>
</tr>
<tr>
<td>82.</td>
<td>Sangamon County Association for Home and Community Education</td>
</tr>
<tr>
<td>83.</td>
<td>Sangamon County Community Resources</td>
</tr>
<tr>
<td>84.</td>
<td>Sanlaap Foundation: Chicago Support Group</td>
</tr>
<tr>
<td>85.</td>
<td>Sarah’s Inn</td>
</tr>
<tr>
<td>86.</td>
<td>Sargent Shriver National Center on Poverty Law</td>
</tr>
<tr>
<td>87.</td>
<td>Sisters of Mercy, Chicago Regional Community-Justice Committee</td>
</tr>
<tr>
<td>88.</td>
<td>Sisters of St. Joseph of LaGrange</td>
</tr>
<tr>
<td>89.</td>
<td>Soroptimist International of Illiana</td>
</tr>
<tr>
<td>90.</td>
<td>South Suburban Family Shelter</td>
</tr>
<tr>
<td>91.</td>
<td>Southside Mission</td>
</tr>
<tr>
<td>92.</td>
<td>Southwest Women Working Together</td>
</tr>
<tr>
<td>93.</td>
<td>Stephenson County Health Department</td>
</tr>
<tr>
<td>94.</td>
<td>The Chicago Ridge Youth Service Bureau</td>
</tr>
<tr>
<td>95.</td>
<td>The Illinois Caucus for Adolescent Health</td>
</tr>
<tr>
<td>96.</td>
<td>The Illinois Coalition for Immigrant and Refugee Rights</td>
</tr>
<tr>
<td>97.</td>
<td>The Immigration Project</td>
</tr>
<tr>
<td>98.</td>
<td>The Salvation Army</td>
</tr>
<tr>
<td>99.</td>
<td>The Springfield Community Federation</td>
</tr>
<tr>
<td>100.</td>
<td>U.S. Attorney's Office-Southern District</td>
</tr>
<tr>
<td>101.</td>
<td>Vietnamese Association of Illinois</td>
</tr>
<tr>
<td>102.</td>
<td>WAVE (Working Against Violent Environments)</td>
</tr>
<tr>
<td>103.</td>
<td>Western Illinois Regional Council-Community Action Agency</td>
</tr>
<tr>
<td>104.</td>
<td>Women Oppose Trafficking of Women</td>
</tr>
<tr>
<td>105.</td>
<td>World Relief DuPage/Aurora</td>
</tr>
<tr>
<td>106.</td>
<td>World Relief-Moline</td>
</tr>
<tr>
<td>107.</td>
<td>Youth Guidance</td>
</tr>
<tr>
<td>108.</td>
<td>Youth Service Bureau (McHenry County)</td>
</tr>
<tr>
<td>109.</td>
<td>YWCA Emergency Shelter</td>
</tr>
<tr>
<td>110.</td>
<td>YWCA Evanston/Northshore</td>
</tr>
<tr>
<td>111.</td>
<td>YWCA of Freeport Illinois</td>
</tr>
<tr>
<td>112.</td>
<td>YWCA Metropolitan Chicago-Rise</td>
</tr>
<tr>
<td>113.</td>
<td>YWCA of the Sauk Valley</td>
</tr>
<tr>
<td>114.</td>
<td>IFVCC</td>
</tr>
<tr>
<td>115.</td>
<td>Zontas International</td>
</tr>
</tbody>
</table>