



BALTIMORE CITY COUNCIL PUBLIC SAFETY COMMITTEE

Mission Statement

On behalf of the Citizens of Baltimore City, the Public Safety Committee will be responsible for matters concerning public safety, including, but not limited to, emergency preparedness, police services, fire/EMS, & their administrative functions.

The Honorable Mark Conway

CHAIR

PUBLIC HEARING

2/17/2026

1:00PM

CLARENCE "DU" BURNS COUNCIL CHAMBERS

25-0036R

*Informational Hearing – Human Trafficking
Investigations and Prosecutions*

City Council Committees

BUDGET AND APPROPRIATIONS

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Isaac “Yitzy” Schleifer – Vice Chair
Sharon Green Middleton
Paris Gray
Antonio Glover

*Staff: Paroma Nandi
(Paroma.Nandi@baltimorecity.gov)*

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Zac Blanchard – Vice Chair
Danielle McCray
Isaac “Yitzy” Schleifer
Paris Gray
Phylicia Porter
Antonio Glover

*Staff: Ethan Navarre
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*Staff: Anthony Leva
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James Torrence
John Bullock
Odette Ramos

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*Staff: Anthony Leva
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*Staff: Juliane Jemmott
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John Bullock - Vice Chair
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Jermaine Jones
Odette Ramos

Staff: Ethan Navarre (Ethan.Navarre@baltimorecity.gov)

CITY OF BALTIMORE

Brandon M. Scott – Mayor
Zeke Cohen – Council President



Office of Council Services

Nancy Mead – Director
100 Holliday Street, Room 415
Baltimore, MD 21202

PUBLIC SAFETY COMMITTEE

The Honorable Mark Conway
CHAIR

Resolution Hearing

25-0036R

Informational Hearing – Human Trafficking Investigations and Prosecutions

For the purpose of inviting representatives from the Baltimore City Office of the State’s Attorney, the Baltimore Police Department, the Baltimore City Fire Department, the Baltimore City Public School System Police, the Baltimore City Sheriff’s Office, the Baltimore City Human Trafficking Collaborative Co Chairs and all subcommittee Chairs, the Federal Bureau of Investigation, Homeland Security Investigations, the Maryland State Police, the Maryland United States Attorney’s Office, the Maryland Department of Social Services, the Maryland Department of Juvenile Services, The Hope Center (formerly known as Baltimore Child Abuse Center), BlueDOT, and other collaborators from the Baltimore Human Trafficking Collaborative who provide victims of human trafficking with emergency interventions and support services to brief the City Council on the scope of the human trafficking problem in Baltimore City, current efforts to investigate and prosecute perpetrators of human trafficking, further strategies that could be implemented to bring these individuals to justice, and resources that are needed to assist survivors of human trafficking.

REPORTING AGENCIES

- Baltimore Police Department
 - Baltimore City State’s Attorney
 - Baltimore City Fire Department
 - Department of Social Services
-

BACKGROUND

Baltimore City continues to make efforts to combat human trafficking. In late-2025, the Baltimore Police Department (BPD) Human Trafficking Team, in collaboration with a variety of partners, conducted an [operation](#) near Baltimore’s Horseshoe Casino and apprehended several individuals in a “prostitution sting” operation.

Criminalized under both [federal](#) and [state](#) law, human trafficking involves the use of force, fraud, or coercion to compel a person to enter into commercial sex acts, labor, or services against their will. The law also distinguishes between instances involving sexual acts and those involving non-sex-based labor.

Although human trafficking is present throughout the state and country, Baltimore is [often considered](#) particularly vulnerable due to its proximity to several major highways, airports, and ports. Baltimore is

also home to a host of hotels and casinos. These factors, combined with the City's [higher](#) than [average](#) poverty rate, result in an environment primed for human trafficking.

Often under and un-reported, organizations including the [Maryland Human Trafficking Task Force](#) and [National Human Trafficking Hotline](#) work to connect victims with critical resources. Since 2007, the National Human Trafficking hotline has received over 7,000 communications, resulting in the identification of over 3,500 victims in [Maryland](#) alone. In 2024, 179 cases were identified via the hotline with 254 involved victims. Of those cases, the majority were related to sex trafficking, with only about half as many cases related to labor.

Locally, the [Baltimore City Human Trafficking Collaborative](#) works to stop human trafficking in Baltimore and includes representatives from government, law enforcement, activist organizations, and more.

FISCAL NOTE

As an informational hearing, this legislative action carries no fiscal impacts.

In FY 2026, the City's budget allocated just over \$4.4 million for Criminal Justice Coordination under the Mayor's Office of Neighborhood Safety and Engagement. In part, this service works to combat human trafficking. Of that \$4.4 million, \$328,000 is budgeted for Human Trafficking related activities. This \$328,000 is comparable to the budget allocation for FY 2025, which was an increase from the actual FY 2024 spend of \$221,000.

Analysis by: Ethan Navarre
Analysis Date: 2/9/2026

Direct Inquiries to: Ethan.Navarre@baltimorecity.gov

CITY OF BALTIMORE
COUNCIL BILL 25-0036R
(Resolution)

Introduced by: Councilmember Porter

Cosponsored by: President Cohen and Councilmembers Parker, Gray, Bullock, Blanchard, Jones, and Ramos

Introduced and read first time: October 20, 2025

Assigned to: Public Safety Committee

REFERRED TO THE FOLLOWING AGENCIES: Office of the State’s Attorney for Baltimore City, Baltimore Police Department, Fire Department, Baltimore City Public Schools, Sheriff’s Office, Mayor’s Office of Neighborhood Safety and Engagement

A RESOLUTION ENTITLED

1 A COUNCIL RESOLUTION concerning

2 **Informational Hearing – Human Trafficking Investigations and Prosecutions**

3 FOR the purpose of inviting representatives from the Baltimore City Office of the State’s
4 Attorney, the Baltimore Police Department, the Baltimore City Fire Department, the
5 Baltimore City Public School System Police, the Baltimore City Sheriff’s Office, the
6 Baltimore City Human Trafficking Collaborative Co-Chairs and all subcommittee Chairs, the
7 Federal Bureau of Investigation, Homeland Security Investigations, the Maryland State
8 Police, the Maryland United States Attorney’s Office, the Maryland Department of Social
9 Services, the Maryland Department of Juvenile Services, The Hope Center (formerly known
10 as Baltimore Child Abuse Center), BlueDOT, and other collaborators from the Baltimore
11 Human Trafficking Collaborative who provide victims of human trafficking with emergency
12 interventions and support services to brief the City Council on the scope of the human
13 trafficking problem in Baltimore City, current efforts to investigate and prosecute
14 perpetrators of human trafficking, further strategies that could be implemented to bring these
15 individuals to justice, and resources that are needed to assist survivors of human trafficking.

16 **Recitals**

17 According to the Maryland Human Trafficking Task Force (MHTTF), Maryland is a hotspot
18 for human trafficking. In a survey conducted by MHTTF, victim service providers in Maryland
19 identified 396 victims of sex and labor trafficking served in 2014. Of the victims whose ages
20 were reported, 56% were children. According to a 2015 Capital News Service investigation,
21 between January 2013 and May 2015 in Baltimore City, just 10 suspects were charged with
22 human trafficking and prosecutors dropped all charges in at least 8 of those cases.

23 Maryland’s central location makes it easy for perpetrators of human trafficking to use its
24 highways, bus terminals, truck stops, and airports to transport victims to cities along the East
25 Coast.

EXPLANATION: CAPITALS indicate matter added to existing law.
[Brackets] indicate matter deleted from existing law.

Council Bill 25-0036R

1 It is imperative that we protect our most vulnerable members of society by bringing
2 perpetrators of human trafficking to justice and providing resources to those who have survived
3 human trafficking. Effective collaboration between law enforcement, advocacy groups, and
4 local, state, and federal officials will be key in protecting victims and catching perpetrators.

5 **NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF BALTIMORE,** That the City
6 Council invites representatives from the Baltimore City Office of the State's Attorney, the
7 Baltimore Police Department, the Baltimore City Fire Department, the Baltimore City Public
8 School System Police, the Baltimore City Sheriff's Office, the Baltimore City Human
9 Trafficking Collaborative Co-Chairs and all subcommittee Chairs, the Federal Bureau of
10 Investigation, Homeland Security Investigations, the Maryland State Police, the Maryland United
11 States Attorney's Office, the Maryland Department of Social Services, the Maryland Department
12 of Juvenile Services, The Hope Center (formerly known as Baltimore Child Abuse Center),
13 BlueDOT, and other collaborators from the Baltimore Human Trafficking Collaborative who
14 provide victims of human trafficking with emergency interventions and support services to brief
15 the City Council on the scope of the human trafficking problem in Baltimore City, current efforts
16 to investigate and prosecute perpetrators of human trafficking, further strategies that could be
17 implemented to bring these individuals to justice, and resources that are needed to assist
18 survivors of human trafficking.

19 **AND BE IT FURTHER RESOLVED,** That a copy of this Resolution be sent to the Baltimore City
20 State's Attorney, the Commissioner of the Baltimore Police Department, the Chief of the
21 Baltimore City Public School System Police, the Baltimore City Sheriff, the Co-Chairs,
22 subcommittee Chairs, and all members of the Baltimore Human Trafficking Collaborative
23 including all nonprofit and federal law enforcement partners, and the Mayor's Legislative Liaison
24 to the City Council.

BALTIMORE CITY COUNCIL



PUBLIC SAFETY COMMITTEE

25-0036R

*Informational Hearing – Human Trafficking
Investigations and Prosecutions*

Agency Reports



**HUMAN
TRAFFICKING
COLLABORATIVE**

Baltimore City Council

**BALTIMORE CITY HUMAN TRAFFICKING
COLLABORATIVE UPDATES**

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A Special Acknowledgment

COUNCILMAN KRISTERFER BURNETT

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Announcements

COUNCILWOMAN PHYLCIA PORTER

COUNCILWOMAN ODETTTE RAMOS

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Chair Updates

THOMAS STACK, CO-CHAIR

**ANTI-HUMAN TRAFFICKING AND SEXUAL ASSAULT RESPONSE MANAGER
MONSE**

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Brandon M. Scott
Mayor

Baltimore City Human Trafficking Collaborative City Council Hearing

P R E P A R E D B Y

Mayor's Office of Neighborhood Safety and Engagement (MONSE)

Tuesday, February 17, 2026

Baltimore City Human Trafficking Collaborative (BCHTC) Overview

The BCHTC was started by Councilmember Kristerfer Burnett and Tom Stack through ordinance passed by the Baltimore City Council in 2017.

- This is a diverse group of Stakeholders working in a collaborative effort to combat both sex & labor trafficking in the City of Baltimore
- Raising awareness through education, law enforcement training, and media campaigns;
- Supporting both State and Federal investigations and prosecutions of traffickers;
- Supporting human trafficking survivors by providing them access to quality services through a victim-centered, trauma-informed approach.

Baltimore City Human Trafficking Collaborative

Partners

Victim Service Providers

- TurnAround, Inc.
- Araminta Freedom
- City of Refuge,
- Baltimore University of Maryland ROAR Center
- Salvation Army (Catherine's Cottage)
- HER Resilience Center
- Woodbourne Center
- Center for Hope
- Maryland Volunteer Lawyers Service/Human Trafficking Prevention Project
- Health Care Access Maryland
- Esperanza Center
- Tahirih Justice Center
- Greater Baybrook Alliance Maryland
- Coalition Against Sexual Assault
- Drink at the Well Inc.
- Fearlessly Loving Yourself, Inc.
- House of Ruth
- Let's Thrive Baltimore
- Safe Exit Initiative
- Asylee Women Enterprise
- Board of Childcare
- Anchored Hope Therapy
- Amara Legal
- Baltimore Crisis Response
- Black and Missing Foundation
- Harriets House
- Center for Children
- Family Tree
- For All Seasons

Baltimore City Human Trafficking Collaborative Partners (Cont.)

Law Enforcement/Prosecutors

- Baltimore City Police Department
- Baltimore City School Police
- Baltimore City Sheriff's Office
- FBI
- HSI
- Baltimore City States Attorney's Office
- United States Attorney's Office
- Maryland Transportation Authority Police
- United States Marshall Service
- United States Department of Labor
- Baltimore City Liquor Board Inspectors
- Maryland State Police
- Maryland Attorney General's Office
- Maryland Board of Chiropractors Investigations
- Custom & Border Patrol
- Transportation Safety Administration

Healthcare Providers

- Mercy Medical Center Baltimore City Health Department
- All City Hospitals

State Agencies/City Agencies/Other Agencies

- Department of Social Services
- Department of Juvenile Services
- Maryland Department of Education
- Baltimore City Fire Department
- Mayor's Office of Neighborhood Safety and Engagement
- Mayor's Office of LBTGQ Affairs
- Mayor's Office of Equity and Civil Rights
- Governor's Office of Crime Control and Prevention
- University of Maryland
- Baltimore School of Social Work
- Maryland Judiciary Maryland
- Office of the Public Defender
- Maryland Children's Alliance
- National Center for Missing & Exploited Children
- Baltimore City Public School System



BCHTC Subcommittees

The BCHTC has five subcommittees:

**Victim's Services
Law Enforcement
Legislative
Public Awareness
Medical**



Outcomes and Impact



MONSE Human Trafficking Grant Program

- \$1.8 Million distributed to over eleven (11) unique organizations.
- In FY '26 MONSE funded nine (9) organizations with \$300,000 toward survivor support services and ground-level outreach.
- 2,657 Victim/Survivor and At-Risk People served in 2025

MONSE Human Trafficking Awareness Training

- More than 1,030 in 2025



BCHTC Highlights

- Creation of the Blue Dot Human Trafficking Initiative
 - Unprecedented collaboration between stakeholders
- Two "B-More Helps" resource fairs
- Monthly targeted street outreach events
- Annual Polar Bear Plunge to support Special Olympics



Contact MONSE

phone: 410-396-0125

e-mail: monse @baltimorecity.gov

Baltimore City Human Trafficking Collaborative: <https://www.bchtc.org/contact-us>



Brandon M. Scott
Mayor



**HUMAN
TRAFFICKING
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MEDICAL COMMITTEE

CO-CHAIR DEBRA HOLBROOK, MERCY

CO-CHAIR LT. COLLEEN LULL, BCFD

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**HUMAN
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VICTIM SERVICES COMMITTEE

CO-CHAIR SHERRY JONES, DEPT. JUVENILE SERVICES
CO-CHAIR CARYN DAYHOFF, ASYLEE WOMEN ENTERPRISE

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Law Enforcement Committee

CHAIR SGT. DAVID KINCAID

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Legislative Committee

CO-CHAIR KIMBERLY SAUER

THE OFFICE OF COUNCILMAN PARIS GRAY

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Public Awareness Committee

CHAIR KIMBERLY SAUER

THE OFFICE OF COUNCILMAN PARIS GRAY

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HUMAN TRAFFICKING COLLABORATIVE

Website Launch

Baltimore City Human Trafficking Collaborative's

Resource Hub

Home

About Us...

What is Human Trafficking?

Welcome!

Welcome to the Baltimore City Human Trafficking Collaboratives website.

Baltimore City Human Trafficking Collaborative

Home

About Us...

What is Human Trafficking?

Request a Training

Resources for Victims & Survivors

Professionals Corner

Events

Printable Resources

Partners

Contact Us!

Action-Means-Purpose (AMP) Model

The Action-Means-Purpose (AMP) Model for human trafficking is a conceptual framework used to better understand the dynamics and structure of human trafficking. This model breaks down the phenomenon into three distinct components: Action, Means, and Purpose. By examining human trafficking through these lenses, professionals can gain a clearer understanding of how trafficking operates and how it can be addressed at different stages. **Here's an explanation of each component:**



Action

The **Action** refers to the specific act of trafficking itself. This includes the recruitment



Means

The **Means** involve the methods or tactics used by traffickers to manipulate, control, or exploit



Purpose

The **Purpose** refers to the end goal or ultimate intent of the traffickers. This is the exploitation



Professionals Corner

Home

About Us...

What is Human Trafficking?

Resources for Victims & Survivors

Professionals Corner

Events

Printable Resources

Partners

Contact Us!

Human Trafficking Support Network: Tools, Resources, & Referrals for Professionals

The BCHTC has put together professional toolkits to assist service providers with direct referrals, resources, and contacts to support their work.





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Raising Awareness



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2026 Priorities



Community Trainings

Continue offering training to both professionals and the community at large.



Awareness Campaign

Partnering with CharmTV to produce a PSA that will be promoted across platforms such as CharmTV.



Annual Bmore Safe Resource Fair

Hosting the annual Bmore Safe resource fair. Last year's event drew over 75 vendors, providing on-site resources to residents.



Expand Awareness

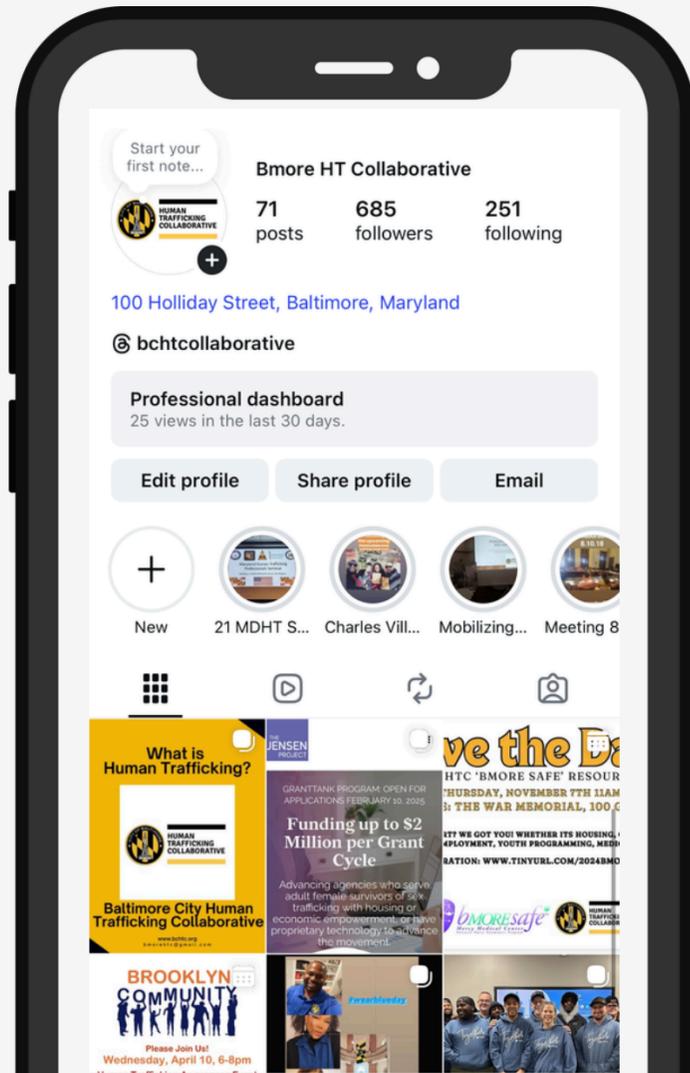
Build on partnerships to expand awareness campaigns & promotions, such as hospitals, gas station videos, etc.

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General Public

Continue to build awareness with public service announcements and educational posts, as well as training offerings for any and all community members.

Professionals

The BCHTC has a LinkedIn page that connects professionals together, creating synergy, resource sharing, and collaboration.

Victims/Survivors

Creating a safe space for victims and survivors to access resources and support.

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Human Trafficking Investigations Update

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Baltimore City Police Department Human Trafficking Unit

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BALTIMORE POLICE DEPARTMENT

**Chairman Mark Conway
Vice Chairman Zac Blanchard**

February 17th, 2026



Process of a Human Trafficking Investigation



Human Trafficking Data

2023	Totals
Cases	2
Victims	2
Arrests	1
Unfounded/ Reclassified	1
Closed / Inactive / No Disclosure	N/A

2024	Totals
Cases	7
Victims	8
Arrests	2
Unfounded/ Reclassified	1
Closed / Inactive / No Disclosure	4

2025	Totals
Cases	6
Victims	4
Arrests	2
Unfounded/ Reclassified	2
Open	2



Victim Services Unit

■ Mission Statement

- The mission of the Baltimore Police Department Victim Services Unit is to provide comprehensive, compassionate and on-call services to victims and survivors of violent crime.

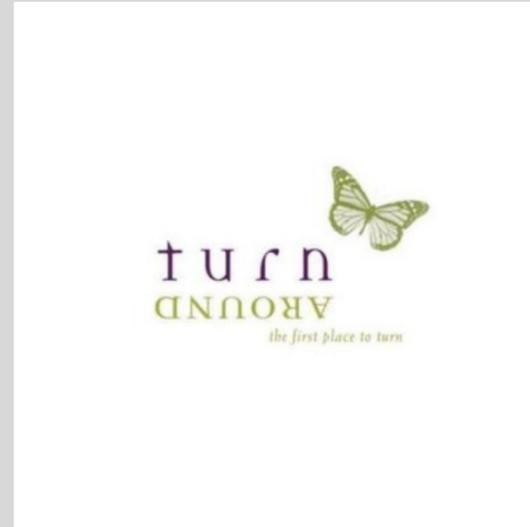
■ Special Victims Team

- Intimate Partner Violence, Sexual Assault and Human Trafficking Survivors
- Act as a single point of contact for survivors of Human Trafficking
- Guide and connect survivors to available resources and services in the community
- Network with and attend meetings with various resource partners to create and enhance resources for survivors



Community Partnerships

- Turn Around



- Araminta



- City of Refuge



- Drink at the Well Inc.



Mercy Medical Center's Blue Dot



Plans for 2026

- **Two-Day Human Trafficking Training – March 19th– 20th**
 - Partnership between the Mayor's Office of Neighborhood Safety & Engagement and the Baltimore Police Department
 - 100+ law enforcement professionals participating
- **Blue Dot Roll Call Refreshers**
 - Ongoing patrol-level training to improve identification and response
- **Community Outreach & Awareness**
 - Care package distributions
 - Community presentations
 - Hotel industry trainings
 - Increased solicitation of tips
- **Enhanced Enforcement Efforts**
 - Focused operations to disrupt trafficking networks and protect victims





**HUMAN
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The State's Attorney's Office

SA Jen McAllister

www.bchtc.org



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Baltimore City Fire Department

Lt. Colleen Lull

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Baltimore City Council
Human Trafficking Investigational Hearing
February 17, 2026

Baltimore City Fire Department Response



Lt. Colleen Lull Baltimore City Fire Department



Why We Train

- ~88% of people trafficked accessed healthcare *while being trafficked*
- ~97% of trafficked patients *never been provided with information/resources*

EMS is part of the healthcare continuum

Supported by data - EMS (& Fire) have unique opportunity to recognize HT

- 911Call Takers
- Dispatchers
- EMS/Fire responses
- Fire Inspections & Investigations
- General community awareness



Training Numbers since February 2023

756 EMS Refresher - 1 hour update for all EMS Clinicians

54 New Recruits (All new sworn members)

85 911 Specialists & trainers

102 Teens at Camp Spark

~~997~~

Total persons trained at BCFD since 2.1.23



Training Beyond Baltimore

200

Midwest Community Risk Reduction Conference, May 2024

45

MidAtlantic Life Safety Conference, September 2024

12

Northern Virginia Fire/PD/HD/HSI Total persons trained

257

since 2.1.23



FoamFRAT online EMS CE Platform, October 2025



Implemented Processes

Follow City Response Model for HT

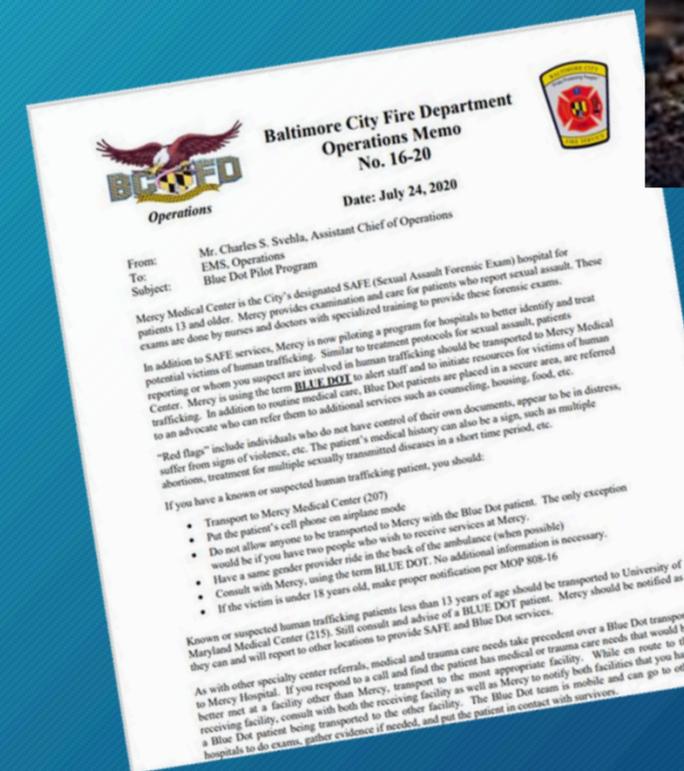
- Supplemental question in patient care reports
 - “Do you suspect human trafficking?”

Plant the seed/offer resources

- Operations Memo 16-20

Mandatory reporting

- Began referral to MDT - Center for Hope





Public Awareness/Education

- Sponsor B'more SAFE - Seeing & Serving Survivors of Human Trafficking
- Camp Spark - annually each summer
- Conferences
- Provide mentorship for nearby fire/EMS jurisdictions
- Collaborating with city partners to encourage comprehensive response to HT
- HT Trafficking Outreach with MONSE, Mercy, and other victim services groups
- Red Sand Project 2026

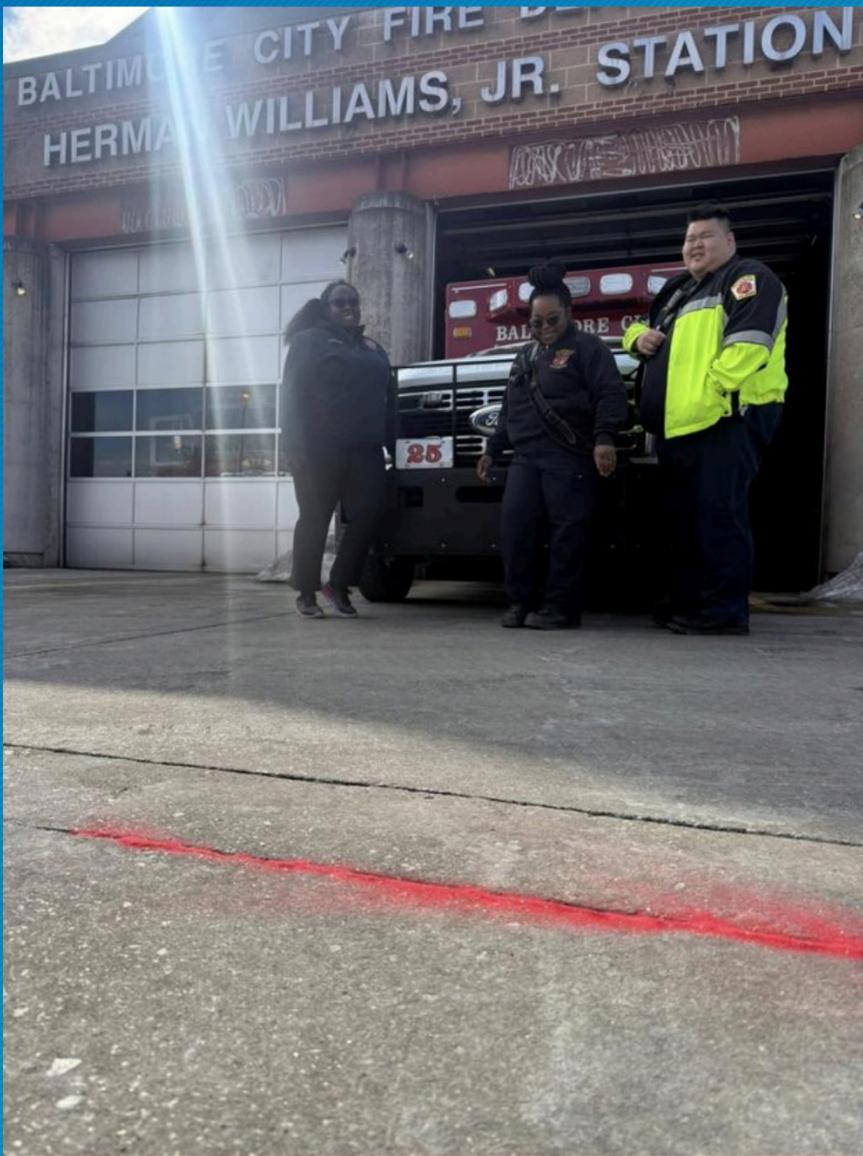
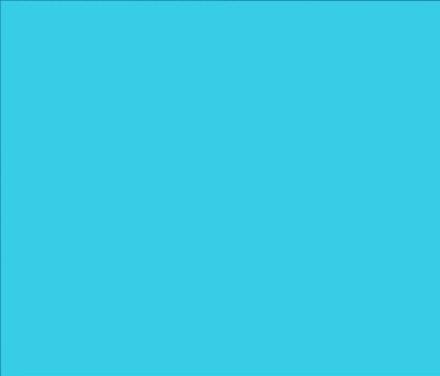


Public Awareness/Education





Red Sand Project 2026



Our Results - The Numbers

February 2020 - February 1, 2023

- 55 CASES

- February 2023 - Present

- **77 CASES**

Most recent case - **February 1, 2026!**



Our Results - Consistent Vigilance



Running Total BCFD HT Cases

FY 20	FY 21	FY 22	4
FY 23	FY 24	FY 25	7
FY26 (YTD)	Total		31
BCFD HT cases			23
			30
			22
			15
			132

Changes, Challenges, Gaps & Opportunities

Within BCFD

- My changing role within BCFD - no longer assigned to EMS Training
 - Allows for time to dedicate to training and other HT work outside of my work hours at MDO so as to not impact operations
 - There is a need to ensure continued opportunities for training throughout BCFD for not only new recruits, but everyone from call takers, dispatchers, EMS, suppression, OFM
- Work needs to be done to ensure this work is structurally a part of the BCFD beyond any one person/time. This requires policies and personnel trained and designated to do this work.

Beyond BCFD

- Identifying what CAN be done for patients who refuse transport, forensic services, or police involvement
- Leaning into partnerships and collaboration with other agencies to do a deeper dive into complex cases

Funding

- Previous VOCA grant funding Requesting the 10k allocation be reinstated and designated to cover both training and administrative work such as case reviews, outreach, medical subcommittee leadership, and to train additional personnel to do this work.

Contact Info

Lt. Colleen Lull

Baltimore City Fire Department

Phone: 410-396-5684

Email: colleen.lull@baltimorecity.gov



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Mercy BlueDot Program

Debra Holbrook

www.bchtc.org



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TurnAround

Lisa Sloyer

www.bchtc.org



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Baltimore City
Department of Social Services
Stephanie Cooke

www.bchtc.org



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Baltimore City Regional Navigator & Multidisciplinary Investigations

Amy Farmer

www.bchtc.org



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Questions?

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BCHTC Collaborative Members & Public Testimony

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