

Statewide Council on  
Human Trafficking

*Annual Report*  
*2014-2015*





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# LETTER FROM ATTORNEY GENERAL PAM BONDI

Oct. 31, 2015

Dear Friends,

As the Chair of the Florida Statewide Council on Human Trafficking, I am honored to present this annual report to Senate President Andy Gardiner and Speaker of the House Steve Crisafulli, as mandated by the Florida Legislature under House Bill 7141 in 2014. This inaugural year report provides imperative Council recommendations for improvements that Florida can make in the fight against human trafficking.

According to the 2015 National Human Trafficking Resource Center Statistical Overview, Florida ranked third, behind New York and Texas, in calls made to the National Human Trafficking Hotline. Human trafficking takes many forms and is habitually seen in the sex trade industry, including a significant number of underage victims. Over the past year, the Council has additionally examined the many other forms of human trafficking occurring in our state. Extensive testimony revealed that human trafficking activities are seen in industries involving agriculture, child care, factories, commercial cleaning, hospitality, construction, health and elder care, salon services, day labor, and even door-to-door sales.

Human trafficking is modern day slavery and one of the most evil afflictions that confront our state and nation. I am committed to working with the Florida Legislature and Governor Rick Scott to attack this evil head-on. I look forward to this report generating further discussion, not just with the legislature, but within the criminal justice and social services communities, the private sector and all Floridians. Working together, we can collectively focus our energies to combat human trafficking in Florida.

Sincerely,



Pam Bondi

## OVERVIEW

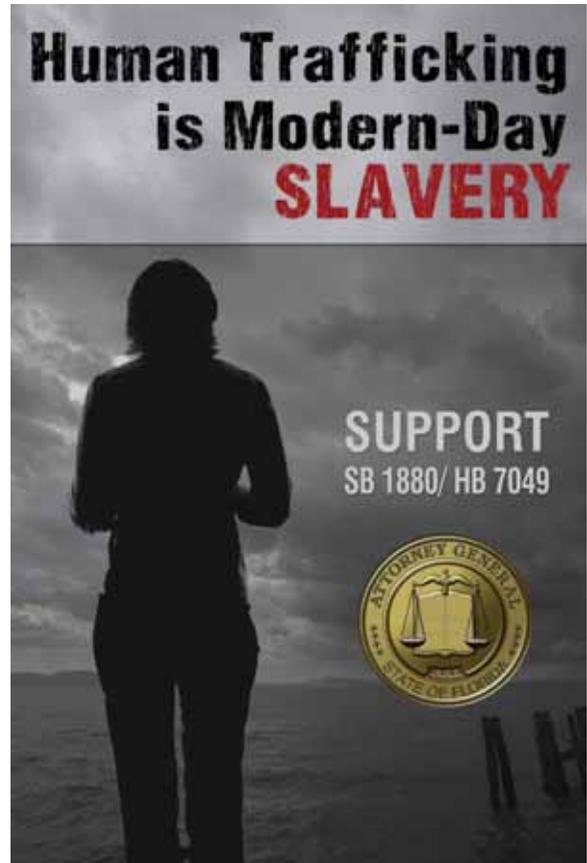
Slavery was once a daily condition of the human race. While an enlightened world does not allow the practice of slavery as it has been known since antiquity, a form of modern day slavery has taken hold in much of the world in new and disturbing dimensions. This modern slavery—in forms both sexual and economic—is embodied in what is now termed human trafficking.

Human trafficking is defined under Florida law as the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjugation to involuntary servitude, peonage, debt bondage, slavery, or a commercial sex act. § 787.06, Fla. Stat. Force is physical violence, which may include imprisonment, torture, rapes, starvations, murder, or beatings. Fraud occurs when there are deceptive offers of employment, marriage, or a better life. Coercion are threats of force, schemes, plans, or patterns intended to cause a failure to perform an act, and make them believe that failure to perform that act would result in ‘force’, document confiscation, abuse or threatened abuse of the legal system, or threats to safety of family in source country.

Activities for which people are trafficked include both legal and illicit industries consisting of, but not limited to, the following: prostitution, exotic dancing, agricultural work, domestic work, child care, factory work, commercial cleaning, restaurant work, construction work, hospitality, health and elder care, salon services, criminal activities, day labor and even in some instances door-to-door sales.

According to the U.S. Department of State 2015 Trafficking in Persons (“TIP”) Report, the United States is a Tier I source, transit, and destination country for men, women, transgender individuals, and children, both U.S. citizens and foreign nationals, subjected to sex trafficking and forced labor. Indeed, human trafficking is an extremely lucrative illicit business, yielding an estimated \$31 billion in profits each year. But unlike trafficking in drugs or, say, weapons, human traffickers can continue to exploit their victims long after the initial point of sale.

Current Florida trends commercial sexual exploitation notably include: (i) internet-based prostitution; (ii) massage establishments; (iii) agricultural brothels; (iv) domestic minor sex trafficking; (v) major sporting events; (vi) delivery “outcall” services; (vii) hotel “incall” services; and (viii) strip clubs. Terry Coonan and William Brunson, *Human Trafficking What Florida Judges Need to Know* (May 2014). Unfortunately, Florida’s proximity to the Caribbean and Latin America, and its vast agriculture and tourism industries constitute an ideal environment conducive to human trafficking operations. Indeed, according to the National Human Trafficking Resource Center 2013 Statistical Overview, Florida ranked third, only behind New York and Texas, in calls made to the Human Trafficking Hotline regarding instances of human trafficking.



The size and scope of human trafficking in Florida constitutes a complex and multilayered problem. While many citizens, various government agencies, victim advocacy groups, nongovernmental organizations, and other stakeholders have gamely taken up the fight against human trafficking, according to the 2010 Florida Strategic Plan on Human Trafficking (the “2010 Strategic Plan”), published by the Florida State University Center for the Advancement of Human Rights with support by the Florida Bar Foundation, human trafficking in Florida is a problem of great and growing significance.



A systemic effort by the Florida Legislature to confront the crime of human trafficking has taken shape only recently, with the Legislature enacting state laws squarely addressing the issue only within the past few years. First, the Legislature in 2013 defined human trafficking as transporting, soliciting, recruiting, harboring, providing, enticing, maintaining, or obtaining another person for the purpose of exploitation of that person. § 787.06(4)(d), Fla. Stat. The Legislature has found that human trafficking is a form of modern-day slavery, with its victims—young children, teenagers, and adults, coming from abroad as well as from within the United States—subjected to force, fraud, or coercion for the purpose of sexual exploitation or forced labor. § 787.06(1)(a), Fla. Stat.

In May 2014, the Florida Legislature passed House Bill 7141, which provided much needed care options for human trafficking victims in Florida. The legislation established a comprehensive approach for certification and funding of safe houses. The legislation also advanced the mission of the Attorney General’s office to develop a comprehensive approach in tackling human trafficking by establishing the Statewide Council on Human Trafficking. Further, the bill required the adoption of screening tools to help in the identification of victims and required those working with victims to provide appropriate specialized care.

In order to better coordinate the disparate responses of the many organizations fighting human trafficking, Attorney General Pam Bondi worked with the Florida Legislature during the 2014 Session to create the Statewide Council on Human Trafficking (the “Council”), which is comprised of 15 members, including law enforcement officers, prosecutors, legislators, as well as leaders in the fields of health, education, and social services.

This mandated annual report shall examine the efforts and the accomplishments of the Council during its inaugural year of existence as well as put forth key Council approved recommendations for improvements in the criminal justice, social services, and legislative response to human trafficking in Florida.

## ***BACKGROUND: THE COUNCIL***

The Statewide Council on Human Trafficking in Florida seeks to enhance the development and coordination of state and local law enforcement and social service responses to fight human trafficking in Florida and to support its victims. The Council is made up of three committees: Services & Resources; Criminal Justice; and Legislative & Special Initiatives. The Council is required to hold an annual statewide policy summit in conjunction with an institution of higher learning. Additionally, the Council is required to submit a report of its accomplishments during the preceding year to the Speaker of the House of Representatives and the President of the Senate by October 31 of each year.

Florida is one of the first states with a statutory council on human trafficking focused on policy. The legislation stipulated the Council's membership as the following: (i) the Attorney General, or a designee, who shall serve as chair (Attorney General Pam Bondi); (ii) the Secretary of the Department of Children & Families, or a designee, who shall serve as vice chair (DCF Secretary Mike Carroll); (iii) the State Surgeon General, or a designee (Deputy Secretary Marty Stubblefield); (iv) the Secretary of Health Care Administration, or a designee (AHCA Secretary Liz Dudek); (v) the Executive Director of the Department of Law Enforcement, or a designee (FDLE General Counsel Jason Jones); (vi) the Secretary of the Department of Juvenile Justice, or a designee (DJJ Secretary Christy Daly); (vii) the Commissioner of Education, or a designee (DOE Anti-Trafficking Liaison Michelle Gaines); (viii) one member of the Senate appointed by the President of the Senate (Senator Denise Grimsley); (ix) one member of the House of Representatives appointed by the Speaker of the House of Representatives (Representative Jeanette Nuñez); (x) an elected sheriff appointed by the Attorney General (Martin County Sheriff Will Snyder); (xi) an elected state attorney appointed by the Attorney General (Eleventh Circuit (Miami-Dade) State Attorney Katherine Fernandez Rundle); (xii) two members appointed by the Governor (Lee Lowry and Springfield Chief of Police Philip Thorne), and two members appointed by the Attorney General (FSU Center for the Advancement of Human Rights Executive Director Terry Coonan and Salvation Army Statewide Anti-Trafficking Coordinator Dotti Groover-Skipper), who have professional experience to assist the council in the development of care and treatment options for victims of human trafficking.

The Council is required to meet each calendar quarter; the first meeting was held Monday, August 18, 2014 in Tallahassee. The Council formed three committees to address the following: (i) awareness; (ii) law enforcement tools; (iii) prosecution; and (iv) victim safety and recovery. The Criminal Justice Committee is comprised of Sheriff Snyder, who chairs the committee, State Attorney Rundle, Jason Jones, Chief Thorne, and Secretary Daly. The Criminal Justice Committee is charged with exploring ways to enhance law enforcement tools, resources, and training. The Services & Resources Committee is comprised of Secretary Carroll, who chairs the committee, DOH Deputy Secretary Stubblefield, Secretary Daly, Secretary Dudek, and Michelle Gaines. This committee examines enhancement of victim safety and recovery. The Legislative & Special Initiatives Committee is comprised of Attorney General Bondi, who chairs the committee, Secretary Carroll, Secretary Daly, Senator Grimsley, Representative Nuñez, Terry Coonan, Dotti Groover-Skipper, and Lee Lowry. This committee will address potential legislation and special initiatives such as increasing public awareness of human trafficking.



## ***COUNCIL MISSION STATEMENT***

The Council's mission is to enhance the development and coordination of state and local law enforcement and social services responses to fight commercial sexual exploitation as a form of human trafficking and to support victims. A secondary mission of the Council is to make Florida a model state for fighting human trafficking.

To accomplish these missions, the Council seeks to improve the ability of state and local law enforcement and prosecutors to both identify the myriad forms of human trafficking and the ways in which to more effectively attack it, while linking these efforts with an expanded and improved 'continuum of care' of social services specially designed to assist the victims of human trafficking.

The Council's first priority is to end human trafficking of minors for commercial sexual exploitation. The Council also seeks to expand the current Florida definition of human trafficking to include a range of economic exploitation of people widespread in our state.

## ***COUNCIL EFFORTS AND ACCOMPLISHMENTS FOR THE 2014-15 FISCAL YEAR***

The following efforts of the Council were undertaken during the reporting period 2014-15 to advance our collective effort of eradicating human trafficking in Florida. But first, the Council needed to create an organizing lens with which to focus its activities. It settled upon four key thematic areas: (i) awareness; (ii) law enforcement tools; (iii) prosecution; and (iv) victim safety and recovery, in working toward the ultimate goal of eradicating human trafficking in Florida.

## **AWARENESS**

A consistent, expanded definition of human trafficking is a critical first step to engaging, and then deepening, society's collective response to this scourge because, simply put, broad misconceptions by both the public and policy makers of what constitutes human trafficking impedes the fight against it.

An early objective of the Council therefore was to identify a consistent definition of 'human trafficking'. To that end, the Services & Resources Committee proposed to consistently adopt and utilize the United Nations *Trafficking Protocol* definition of human trafficking, which is mirrored in federal and state definitions of human trafficking:

Human trafficking is the recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal, manipulation or implantation of organs;

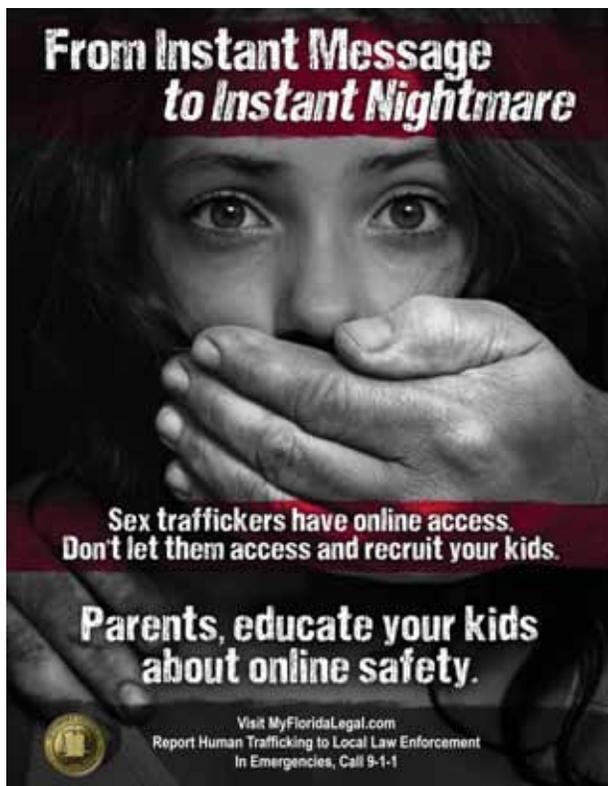
The recruitment, transportation, transfer, harboring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve force, fraud or coercion. A child shall mean any person less than eighteen years of age.

The Council further explored ways to increase education, awareness, and reporting on human trafficking by the general public. Indeed, identifying effective opportunities to raise awareness and educate the public is an important step forward in combating human trafficking in our state.

The Services & Resources Committee identified several projects geared towards increasing knowledge of the issue of human trafficking for the general public, as well as means for the public to report suspicious incidents. DCF has partnered with the Wayne Foundation, a nonprofit organization

committed to increasing awareness of Commercial Sexual Exploitation of a Child (CSEC) and Domestic Minor Sex Trafficking (DMST) within the US, with a focus on Florida. The Wayne Foundation runs a drop in center for CSEC victims in the Suncoast Region of Florida. Their Board President is Jamie Walton, a Leader Survivor of DMST. Their Board Vice President, Kevin Smith, is a Director/Actor and Philanthropist. The Wayne Foundation has created a PSA program, "See It, Report It" that will air in the Tampa/Sarasota market. There will initially be 192 spots that will run on the Hallmark channel, AMC, MSNBC, and CNN throughout October. There is potential to expand to other markets following the initial roll out. The PSA will include contact numbers to the National Human Trafficking Resource Hotline, as well as the DCF Abuse Hotline.

House Bill 369 passed during the 2015 Legislative Session. This bill, which will go into effect in January 2016, requires the posting of human trafficking



public awareness signs and directs the Department of Transportation create such signage that must be posted in the following locations:

- Rest areas
- Turnpike service plazas
- Weigh stations
- Primary airports
- Passenger rail stations
- Welcome centers open to the public
- Emergency rooms at general acute care hospitals
- Adult entertainment establishments, and businesses or establishments offering massage or bodyworks services not owned by a health care profession

The Council also partnered with Florida sheriffs to raise awareness of human trafficking in Florida. During the preceding fiscal year, \$100,000 was appropriated to the Department of Legal Affairs to be utilized for a human trafficking public information campaign. This was an opportunity to team up with Florida sheriffs for a human trafficking public awareness initiative just in the Tampa Bay area. This area has a high-incidence of human trafficking reports. This campaign featured a commercial using a version of the Abolish campaign aired on the Tampa Bay cable television markets. The goals of this Tampa Bay area ad campaign were: (i) to increase awareness of human trafficking as a crime that affects Floridians;

(ii) illustrate how to identify signs of human trafficking; and  
(iii) show how to safely report human trafficking to local law enforcement.



Florida sheriffs have found that a local tip line or contacting the police department directly is most efficient in moving investigations forward and ultimately helping victims. As such, the campaign included the telephone numbers for local law enforcement. In addition to cable television, the ad campaign included billboards and a social media campaign. The ad hit airwaves in June. At the end of the campaign, the effectiveness of the ad was analyzed to determine if it could be used as a template for other law enforcement agencies throughout the state.

The campaign was a test to see if a combination of traditional and social media will be an effective advertising model that will allow us to reach both victims and citizens. The Pinellas County Sheriff's Office purchased eight weeks of television commercials that aired on Bay News 9, Nickelodeon, FX Network, BET, Comedy Central, and TNT throughout Brighthouse Networks. In the first four weeks of the campaign, more than 1,000 30-second commercials aired and delivered 1,545,750 household impressions. In the social media leg of the campaign, the PCSO paid for a video advertisement on Facebook. By the campaign's end, the video had been viewed a total of 411,508 times and had made 1,339,593 impressions. Six billboards advertising the Abolish campaign and the Crime Stoppers anonymous tip line were purchased throughout the area: five in Tampa (Hillsborough County), one in Palm Harbor (Pinellas County). Throughout the 56 days the billboards were posted, the six locations garnered a total of 920,947 impressions, for an average of 153,491 impressions per billboard.

Going forward, the Council will need to identify funding for statewide public awareness, such as an expansion of the “See It, Report It” public service announcement. The Council should also work with the Department of Transportation on their public awareness signage to determine how state agencies may consistently utilize signage.

A human trafficking app was previewed at the 2014 Healthy Schools Summer Academy in a beta format. This is a particularly exciting development that promises to reach a potentially huge audience of young people via the emerging realm of social media. Indeed, the Orange County Public School system is piloting the app this year at no cost. The Department of Education (DOE) met with the creators September 8 to discuss next steps. They provided the Council with a presentation at the September 15 meeting. DOE is inviting the programmers and storytellers to the 2016 Healthy Schools Summer to showcase the final version and give them an opportunity to sign-up districts and schools on the spot. The Council will need to assess the costs associated with the expansion of the app throughout the state and identify funding streams for this purpose. Another key component in raising awareness is human trafficking education. The Council sought to identify existing curriculums on human trafficking for the school system. During the September 22 Services & Resources Committee, DOE presented on the status of their human trafficking prevention, education and awareness efforts. DOE reported that there is no identified prevention curriculum currently, the term curriculum implies textbook, and that must adhere to the adoption process. Only no cost trainings and materials would be distributed statewide. Going forward, DOE will unveil training materials and programs for schools by January 2016. Through support from the School Board Association and Superintendents Association, DOE will be on their agenda this fall to discuss trafficking education and resources dissemination. A Commissioner memo will introduce DOE’s new human trafficking website and redistribute the child human trafficking document DOE created in 2013.

As mandated by Section 16.617, Florida Statutes, the Council is required to host a statewide policy summit on human trafficking in conjunction with an institution of higher learning, to be held annually in Florida. This summit served to address human trafficking and provide a space for the collaboration of efforts between different entities to help combat trafficking. The summit also educated attendees regarding the different aspects of trafficking including internet safety, recognizing signs of a trafficked person, and how resources are distributed. A resource fair featured tables for many different organizations with their supplemental materials to present to attendees. The summit had general information sessions for the public as well as specific sessions for law enforcement, service providers, and legal professionals.



Finally, the Florida Human Trafficking Summit was held on October 29-30 at the University of South Florida. The Council, along with DJJ, DCF, and the OAG, collaborated to organize the summit. The Summit website—which can be accessed through [www.myfloridalegal.com](http://www.myfloridalegal.com)—provides information about the event; over 800 people registered for the summit. Four awards—Prosecutor of the Year, Community Advocate of the Year, Law Enforcement Official of the Year and Survivor Advocate of the Year—were also presented at the summit. Eleven CLE and nine CEU credits were offered at the summit.

## **LAW ENFORCEMENT TOOLS & PROSECUTION**

The Council identified a critical need for increased training for law enforcement relating to human trafficking. It is very clear to the Council, based on testimony received and research conducted on its behalf, that those on the front-lines of this struggle—namely law enforcement officers who are so often the first representative of society to come upon possible human trafficking victims—must be able to rapidly identify and assess whether an individual is a human trafficking victim, and if so, what immediate actions to take.



The Florida Department of Law Enforcement has created a two-hour block of training for human trafficking. This training attempts to define human trafficking, explains state and federal laws on human trafficking, lists indicators of human trafficking, and identifies potential victims. Training is available as an elective and is not mandatory, however. There are several other levels of FDLE generated human trafficking focused training products, to include a two hour, online training that is “patrol-focused.” Thus far, over 4400 officers have taken this two hour training. There is also a forty hour live course that is “investigator-and-detective-focused” (for investigators and detectives specifically working on human trafficking cases); thus far, 754 officers have taken this live course. Perhaps most critically, human trafficking has been added to police basic recruitment training, with over 30,000 recruits now having gone through the training. These recruits will now have at least an awareness of the scope and breadth of human trafficking at the very beginning of their careers.

Also encouragingly, the Council heard testimony on how the Miami-Dade State Attorney’s Office is willing to export their human trafficking-focused training, currently used by south Florida law enforcement officers, to any interested agencies in Florida. The Miami-Dade SAO office’s training consists of a “15 Minute Roll Call Training” program that is shown to officers about to start their shift what to look for, what to do and what the appropriate anti-human trafficking statutes are. The Council agrees that adding a slide at the end of the *15 Minute Roll Call Training* with information directing the viewer to FDLE’s two hour, online training would be beneficial, as the two hour training course counts toward mandatory officer re-training.

The Criminal Justice Committee compiled the following list of human trafficking related training available for Florida law enforcement officers:

- Florida Law Enforcement Basic Recruit Curriculum – 40-hour block
- Florida Department of Law Enforcement – 2-hour block available online
- Alachua County Coalition
- Federal Law Enforcement Training Center (FLETC)
- National Human Trafficking Resource Center
- USDOJ, Bureau of Justice Assistance – three (3) day course in Advanced Investigative Techniques for Human Trafficking Task Forces
- St. Petersburg College – 4-hour course
- Office of Refugee Resettlement – DVD training

- Big Bend Coalition Against Human Trafficking
- Metropolitan Bureau of Investigation
- Department of Homeland Security ICE Agents countrywide
- International Association of Human Trafficking Investigators Training

At one Council meeting, testimony was heard from Mr. Al Lamberti, representing the Regional Organized Crime Information Center (“ROCIC”), who stated that ROCIC’s training consists of both on-line, self taught training as well as the availability of mobile training teams for departments. His presentation served as a reminder to the Council that there is a need for continued research into sources of on-line and in-service training on human trafficking for Florida law enforcement officers.

Because the Council strongly agrees that human trafficking in Florida cannot be eradicated by employing a “law enforcement only” approach alone, Attorney General Bondi, Sheriff Snyder (then a state representative), and other policymakers recognized the necessity in bringing all stakeholders, including elected officials, members of law enforcement, agency heads, NGOs, and victim advocates into this process. After a year of work, the Council’s belief has only grown stronger that it is imperative that law enforcement should strive to involve prosecutors as early as possible upon the initiation of a human trafficking case, as steady and continuous communication between prosecutors and law enforcement significantly enhances the effectiveness of human trafficking prosecutions. In addition, to further a comprehensive Criminal Justice System approach, the Council is also recommending mandatory training on Human Trafficking for our Judiciary, to be presented at the Judicial College.

On the prosecution front, the first State Attorney’s Office in our State to have its own stand-alone Human Trafficking Unit incorporates all areas reflected in this report. The Miami-Dade State Attorney’s Office is comprised of not only specifically trained prosecutors, but includes a task force made up of SAO Investigators, as well as detached law enforcement from the various Sheriff/Law Enforcement departments in the County, available 24/7. In addition, they have added Victim Specialists, whose purpose is to follow a trauma informed approach, and assist in securing services for victims, whether adult or minor, and follow through with the victim. This holistic approach has proven to be successful in reaching the goal of increasing Human Trafficking prosecutions while at the same time having the tools to restore the lives of victims.

One critical issue that the Council was made aware of was the need to prevent further trauma to the underage human trafficking victim by eliminating the practice in Florida of allowing the deposition of child victims and child witnesses by aggressive criminal defense attorneys. This activity only serves to further traumatize already deeply scarred children. Indeed, forty-four other states have already eliminated this practice, because doing so does not—at the discovery phase of a criminal proceeding—rob a defendant of their constitutional right to ultimately confront their accuser in a judicial proceeding. The Miami-Dade State Attorney, several weeks ago, proposed legislation and forwarded it to Attorney General Bondi as well as to the Senate and the House.

Finally, and most encouragingly, since 2012 the Florida Legislature has passed several key pieces of legislation which, among other things, increase penalties for human traffickers, assist law enforcement in their efforts to combat human trafficking, aid victims, and raise public awareness. During the 2015 Regular Legislative Session, several new bills addressing human trafficking were passed with bipartisan support. This new legislation seeks to increase public awareness regarding human trafficking, provide victims with relocation assistance, enhance penalties for perpetrators soliciting prostitutes, and authorizes public records exemptions for safe houses and victims of human trafficking.



## ***VICTIM SAFETY & RECOVERY***

Victim safety and recovery is of paramount importance to the mission of the Council. Victims of human trafficking are among the most vulnerable members of our society. Sadly, opportunities for service providers and law enforcement to engage human trafficking victims and provide them physical safety and then, eventually, tools for their recovery, are all too often rare and fleeting. So it is all the more encouraging then that the Council received information on an important new tool for helping identify victims of human trafficking; called the Human Trafficking Screening Tool (“HTST”), it was developed by DJJ in conjunction with DCF through a workgroup consisting of law enforcement officers, community partners, and service providers. The HTST was completed in the Fall of 2014 and the first screening was completed on February 27, 2015. Initial data from the Human Trafficking Screening Tool spans the period from February 27, 2015 through June 15, 2015.

The HTST is now being utilized in all DJJ intake facilities and juvenile assessment centers throughout the state. Initial data from February 27, 2015 through June 15, 2015 revealed the following:

- **Statewide Numbers as of 06/15/15** – 1,340 screenings have been completed on a total of 1,110 youth. Calls were placed to the DCF Abuse Hotline for 389 (35.04%) of the 1,110 youth screened. Of the 389 calls placed to the hotline, 211 (54%) were accepted for further investigation.
- **Demographic Information** – Among youth for whom calls were accepted, 77% were female and 23% were male. Of the female youth assessed, 28% had a call accepted by the hotline compared to 9% of males. 25% of the Hispanic youth screened had a call accepted compared to 20% of White/Non-Hispanic Youth and 16% of African-American youth.
- **Question Most Likely to Result in an Accepted Call** – 46% of those who were screened as having evidence of unsafe online activity warranted a hotline call that was accepted. 50% of those who were screened as having an unsafe living environment warranted a hotline call that was accepted.

The Council also charged its Services & Resources Committee to conduct a comprehensive gap analysis of the anti-human trafficking effort in Florida, identifying specific shortfalls in anti-trafficking resources, with the intention of ultimately providing a more seamless continuum of care to human trafficking victims. The committee is coordinating with Patricia Babcock, Interim Director, Florida Institute for Child Welfare, Florida State University College of Social Work to complete this task.

The evaluation of existing programs is a critical aspect in determining where gaps exist, which programs should be replicated, and what the best utilization of placement and services dollars is. As of this report’s writing, the CHANCE program with Citrus Mental Health is the only specialized human trafficking program that has provided an independent, academic evaluation of their programming, through a contracted evaluation by the University of South Florida. Based on the known gaps in the continuum to date, the Council will, therefore: (i) explore a prevention/intervention program for at-risk youth; (ii) identify how to leverage existing services and resources within the substance abuse and mental health community with existing infrastructures to offer services for human trafficking victims; and (iii) evaluate

implementation of a survivor leader program that will build on the existing continuum structure. This would need to include preventing re-traumatizing survivors by providing support for those in treatment.

The Council also considered how to provide services to 18-21 year old victims who are legally adults. The Council heard presentations and speakers who work with adult and juvenile populations, who highlighted the difficulties with providing continuity of service delivery to these transitional youth—those aging out of care because they cannot remain in placement designed for children under 18. Based on the received testimony, the Council determined that there must be continuation of the Residential Treatment Provider Work group to focus on the development of transitional policies between youth and adult programs. These processes must be trauma-informed and focused on the transition from under state care, to the right to choose to stay in care at 18. The Council must also explore the need for licensure or standardization of adult (18+) programs and identify funding to pay for adult beds in statewide continuum.

The Council also evaluated a centralized referral and assessment process, as well as the benefits and/or limitations of a public/private partnership to meet the comprehensive needs of human trafficking victims. The Services & Resources Committee identified two states that currently utilize centralized response protocols as well as public/private partnership to assist in the funding needs for long term comprehensive treatment of sex trafficking victims. This committee made efforts to gain more information regarding these states' protocols and public/private partnership models. *Minnesota's No Wrong Door* program includes the following components within their Safe Harbor Law:

1. Excludes sexually exploited youth under age 16 from the definition of a delinquent child.
2. Creates a mandatory first-time diversion for any 16 or 17 year old that has been exploited in prostitution.
3. Includes the definition of sexually exploited youth in Minnesota's child protection codes. Increases the penalty against commercial sexual abusers starting Aug. 1, 2011, Minnesota Statutes section 609.3241 increased penalties against adults convicted of patronizing adults and minors engaged in prostitution from a \$250 minimum to a minimum of \$500 and a maximum of \$750. In addition, this change requires a payment of \$100 if the defendant is indigent or can show that the penalty would result in undue hardship for themselves or their family. The fees collected under this statute are to be distributed to law enforcement (40 percent), the county attorney (20 percent) and to the commissioner of public safety (40 percent) to create a specific revenue fund to be distributed to organizations that provide services to sexually exploited youth.
4. Directs the commissioner of public safety to work with stakeholders to create a victim-centered response to sexually exploited youth. The law requires recommendations from the *Safe Harbor for Sexually Exploited Youth Pilot Project* to be considered when developing the statewide model. This provision also required there be no fiscal burden to the state to develop the model. To that end, the Women's Foundation of Minnesota agreed to fund the Minnesota Department of Public Safety in this process. The funding provided a means for the commissioner of public safety, along with the commissioners of health and human services, to work with other governmental and non-governmental stake holders to create the victim centered model.

*Georgia Cares* (formerly *Georgia Care Connection Office*) is the single, statewide coordinating agency connecting services and treatment care for child victims of sexual exploitation and trafficking.

*Georgia Cares* serves any and all youth who have been victimized in the state of Georgia. In existence since 2009, *Georgia Cares* became a 501(c)(3) entity in 2013 in hopes of growing its capacity to serve victims through a public-private partnership.

On September 24-25, DCF and DJJ conducted a site visit to Minnesota, meeting with state agency, prosecutorial, legislative, law enforcement, and nonprofit staff who have participated in the design and implementation of their states' human trafficking response, policies, programming and funding initiatives. A few days later, from September 30th through October 1st, the OAG, DCF, and DJJ conducted a site visit to Atlanta, Georgia, meeting with representatives from the Georgia Attorney General's office and *Georgia Cares* regarding their creation of administrative language for a centralized referral and assessment process for victims of sex trafficking. OAG, DCF, and DJJ subject matter experts gained insight on lessons learned, as well as the benefits conferred by public/private partnership funding flexibility after Georgia transitioned from a governmental entity to a nonprofit.

The Legislative & Special Initiatives Committee highlighted the essentials of establishing effective and sustainable collaborative partnerships that unify, empower, and engage the community to take action to end slavery in Florida. The Council discussed the possibility of creating a framework for a problem-solving collaboration of task forces in Florida. An umbrella task force of all anti-human trafficking task forces would coordinate efforts to place victims based on availability. Such a task force would help achieve authentic collaboration to eradicate human trafficking across Florida and bring justice and restoration to victims and survivors.

The Council recognized the importance of establishing cooperative avenues through NGO's and IGO's to leverage community resources that best serve the needs of victims and survivors of human trafficking. Unification of the multidisciplinary human trafficking task force bodies and initiatives across the state will result in a more focused conduit for NGO's to meet the needs of rescued victims. Collaboration of NGO's is crucial as no single organization has the capacity or ability to handle all the aspects of responding to human trafficking.

The Statewide Task Force Alliance will consist of the NGO Anti-Trafficking Coalitions and Law Enforcement Anti-Trafficking Task Forces within Florida. A unified statewide task force alliance will better unite communication and assist the NGOs, IGOs, law enforcement, and the judicial system to better raise awareness, educate and train all facets of the community, identify service gaps, improve victim services, leverage resources, improve fundraising, distribution, and accountability, aide law enforcement and prosecution, and better bring justice and restoration to victims and survivors.

The Council also connected with the National Association of Attorneys General ("NAAG"), regarding task force models in other states. Several states presently have successful anti-trafficking task force bodies established through their states' Attorney General's offices, including Georgia, Kansas, New Hampshire, New Jersey, Texas, and Mississippi. Minnesota's task force is run through its Department of Health. Further, The Polaris Project reports that twenty states have enacted legislation requiring or encouraging the creation of a statewide task force. In Florida, almost every county has a coalition and/or law enforcement task force for inclusion in a statewide alliance. (SEE APPENDIX III)

Finally, the Council established an organizational meeting of NGOs and IGOS that took place at the Human Trafficking Summit. The Council will continue to examine how to utilize effective and established regional task forces to explore how to best implement a 'comprehensive continuum of care' on a statewide level, building upon the foundation of the 2009-11 Statewide Strategic Plan.

## ***THE STATEWIDE COUNCIL ON HUMAN TRAFFICKING RECOMMENDATIONS FOR 2016***



### **AWARENESS**

- Establish identifiable metrics that better capture the full extent of human trafficking in Florida, especially the economic forms of human trafficking, and encourage routine reporting of these statistics to FDLE.
- Promote a multi-faceted statewide anti-human trafficking media campaign, to include an expansion of the “See It, Report It” public service announcement effort.

### **LAW ENFORCEMENT TOOLS, RESOURCES AND TRAINING**

- Improve and expand law enforcement training on human trafficking, with special emphasis on identifying the signs of human trafficking. Training can be primarily provided through distance learning formats for cost savings. The Council furthermore identified the need for accreditation for human trafficking related training.
- Improve communication between local law enforcement and prosecutors by emphasizing the benefits of including prosecutors at the earliest possible stages of an anti-human trafficking case.

### **PROSECUTION**

- Add ‘labor trafficking’ to Section 16.617, Florida Statutes.
- Discovery - work with the Florida Legislature and the Florida Bar to eliminate the deposition of child victims and child witnesses in human trafficking cases.

### **VICTIM SAFETY AND RECOVERY**

- Continue developing a full ‘continuum of care’ which comprehensively links currently disparate resources for aiding human trafficking victims; key elements for 2016 include recommendations for certification criteria for sustainable assessment centers, safe houses, and safe foster homes.
- Identify methods to kill demand for underage victims of sexual trafficking.

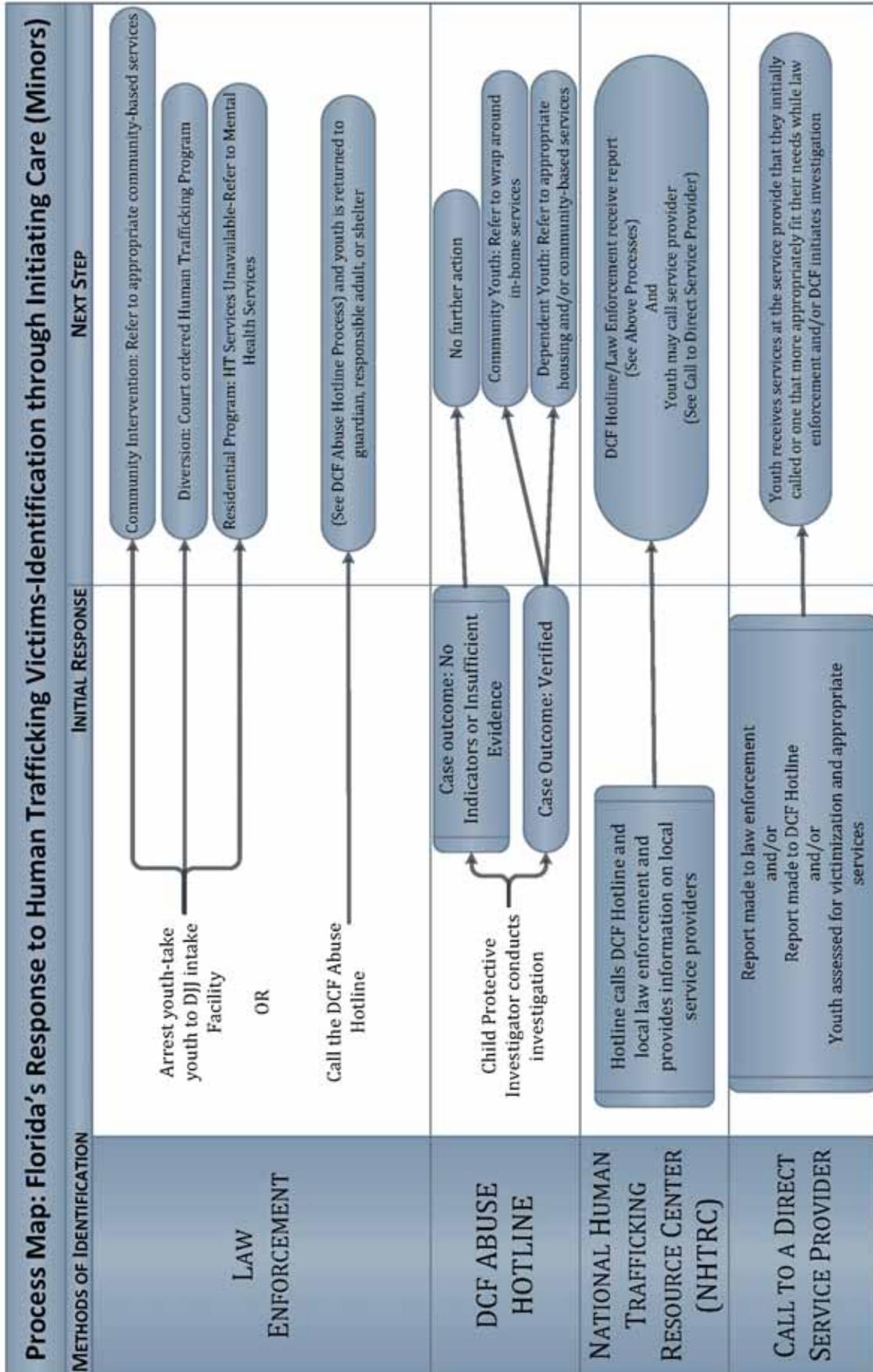
## ***CONCLUSION***

After a year of interdisciplinary collaboration, public testimony, fact-finding missions and in-depth research, the Florida Statewide Council on Human Trafficking believes that Florida enters 2016 with both the resolve and many of the tools needed to turn the tide on this scourge. When augmented with new Laws, improved and expanded systems of care, and additional law enforcement training, the Council is cautiously optimistic that human trafficking—in all its forms—can be substantially curtailed in Florida.

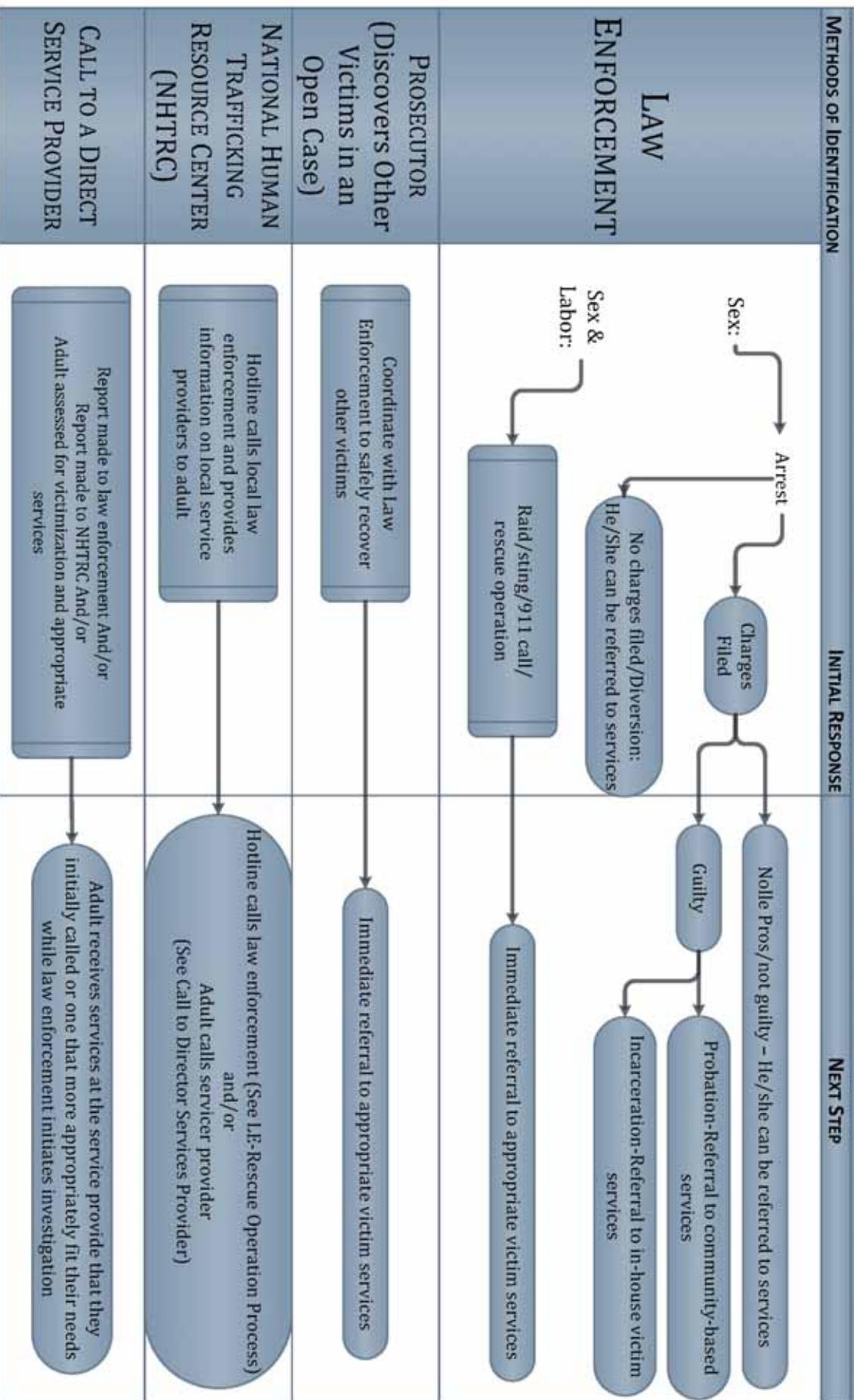
Ultimately, each of us has a duty to create the conditions that permit an equal and good chance for every human being to live a decent, productive life in dignity, and all of us together have a duty to leave the public commons a better place than we found it. This Council is doing its part by fulfilling its legislatively imposed mandate to help end the evil of human trafficking in our state.

# APPENDICES

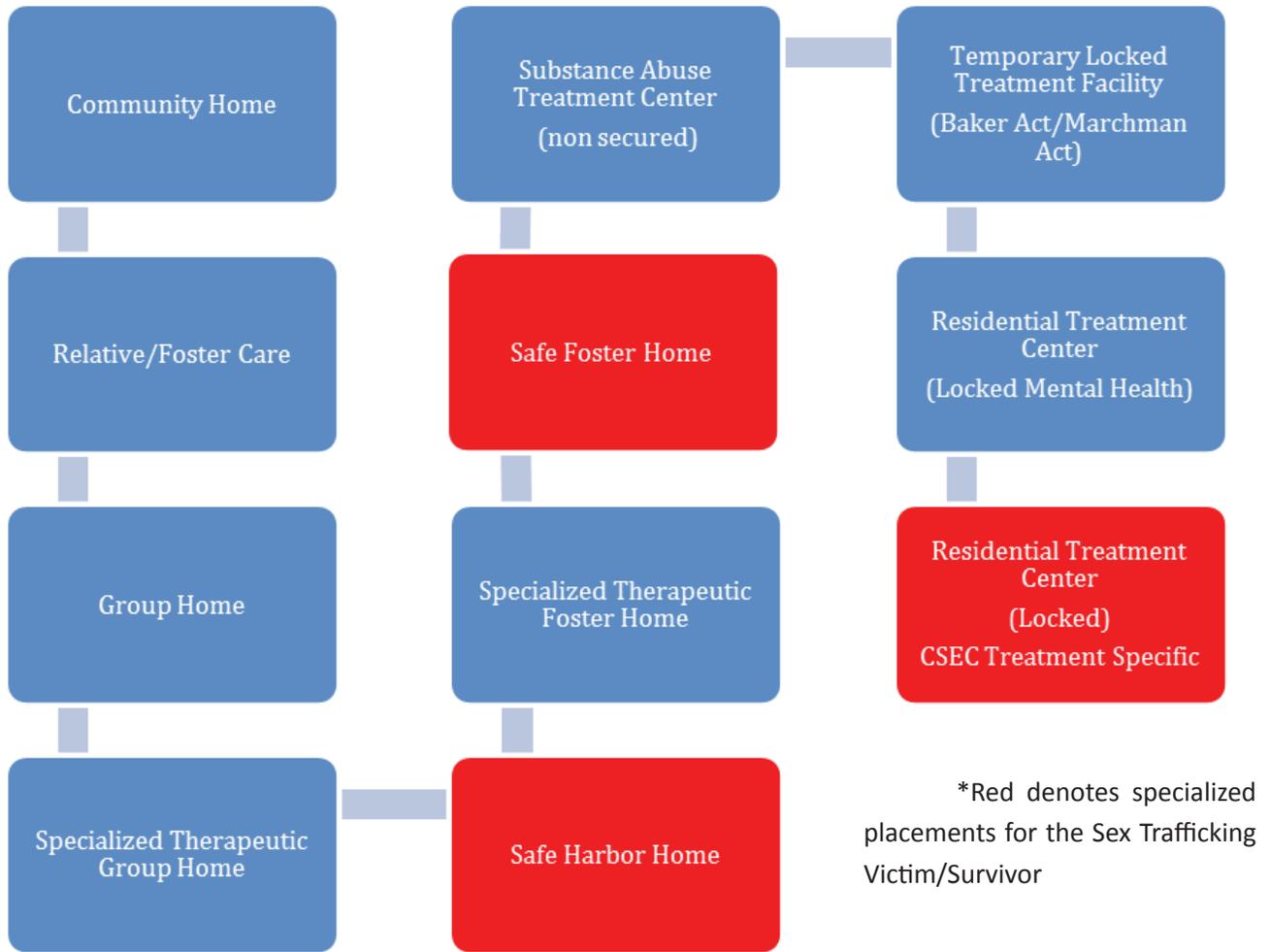
## APPENDIX I - DJJ PROCESS MAPS



# Process Map: Florida's Response to Human Trafficking Victims-Identification through Initiating Care (Adults)



**APPENDIX II - DCF PLACEMENT OPTIONS (18 AND OLDER; 18-21)**



This is not a clear movement up and/or down the continuum; instead, changes in residential setting can be influenced by a variety of factors, such as: protective capacity of caregivers; community supports/relationships; longevity and/or intensity of abuse. Children can move up and down based on a variety of factors.

## APPENDIX III - COMMUNITY HUMAN TRAFFICKING GROUPS

Local community and regional task forces exist across the state. These groups are focused on educating the general public as well as instructing how they might report incidents of potential trafficking. Attached is the current task force list for the state.

### FLORIDA TASK FORCE CONTACT LIST

Circuit/ County	Task Force Law Enforcement	Task Force Service Provider/Chair
<b>1</b> Walton Okaloosa Santa Rosa Escambia	<b>Chad Berry</b> Resident Agent in Charge Homeland Security (202) 391-8891 chad.berry@ice.dhs.gov	<i>Escambia – working group</i> <b>Brad Dennis</b> Search4mmissing@yahoo.com
<b>1</b> Walton Okaloosa Santa Rosa Escambia	<b>Chad Berry</b> Resident Agent in Charge Homeland Security (202) 391-8891 chad.berry@ice.dhs.gov	<b>Sylvester Scott</b> Asst. Superintendent Dept. Juvenile Justice (850) 595-8820 Sylvester.Scott@djj.state.fl.us
<b>2</b> Franklin Gadsden Jefferson Wakulla Liberty Leon	<i>All of Circuit 2</i> <b>Ralph Bradley</b> Homeland Security Investigations Ralph.T.Bradley@ice.dhs.gov (850) 519-2846  <b>Kenneth Tucker</b> Kenneth.s.tucker@usdoj.gov	<b>Terry Coonan</b> tcoonan@admin.fsu.edu  <b>Cody Wood</b> (850) 210-4050 Cody.Wood@djj.state.fl.us
<b>3</b> Columbia Dixie Hamilton Lafayette Madison Suwannee Taylor	<i>Madison, Taylor, Lafayette, Dixie Counties</i> <b>Ralph Bradley</b> Homeland Security Investigations Ralph.T.Bradley@ice.dhs.gov	NONE
<b>4</b> Clay Duval Nassau	<b>Lt. Jackson Short</b> Jackson.Short@jaxsheriff.org	<b>Katy Carigan</b> kcarigan@womenscenterofjax.org  <b>Michelle Clowe</b> mclowe@wr.org
<b>5</b> Lake	<b>Det. Amber Warren</b> Amber.Warren@lcsso.org  <b>Det. Daniel Morales</b> Daniel.morales@lcsso.org	<b>Joelle Aboytes</b> Dept. of Children and Families joelle_abyotes@dcf.state.fl.us Office: (352) 330-5511 Cell: (352) 308-7320

Circuit/ County	Task Force Law Enforcement	Task Force Service Provider/Chair
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<b>5</b> Marion	<b>Sgt. Jerry Bevan</b> jbevan@marionso.com  <b>Det. Zackary Hughes</b> zhughes@marionso.com	<b>Donna Guinn</b> Ocala PD dguinn@ocalapd.org (352) 427-2737
<b>6</b> Pinellas	<b>Harris, Stacie (USAFLM)</b> Stacie.Harris@usdoj.gov Office: (813) 274-6000  <b>Major D.H. Dalton</b> Clearwater Police Department (727) 562-4352 David.dalton@myclearwater.com	<b>Dotti Groover-Skipper</b> Free Network Human Trafficking Coordinator, Florida Division Salvation Army Cell: (813) 417-1648 Dotti_groover-skipper@uss.salvationarmy.org
<b>7</b> Flagler Putnam St. Johns Volusia	<i>Volusia County</i> <b>Agent Jesus Martin</b> Homeland Security investigations (321) 403-9162 jesus.martin@ice.dhs.gov  <b>Carla Quann</b> Daytona Police Dept. quannc@dbpd.us Office: (386) 671-5406	<i>Flagler and Volusia</i> <b>Julie Barrow</b> Julie@ovfv.org (386) 947-8301
<b>8</b> Alachua Baker Bradford Gilchrist Levy Union	<i>Gilchrist and Levy Counties</i> <b>Ralph Bradley</b> Homeland Security Investigations Ralph.T.Bradley@ice.dhs.gov (850) 519-2846  <b>Frank Williams</b> frank.williams@usdoj.gov	<i>Alachua</i> <b>Richard Tovar</b> accaht@gmail.com Cell: (352) 870-6151
<b>9</b> Osceola	<b>Jacqueline Molzer</b> jmol@osceola.org  <b>Mike Busby</b> Michael.W.Busby@ice.dhs.gov	<b>Angie Maldonado</b> (407) 697-2953 amaldonado@cfdfl.com  <b>Tina Morgan</b> tina_marie_morgan@dcf.state.fl.us Office: (407) 317-7767 Cell: (352) 745-8329

Circuit/ County	Task Force Law Enforcement	Task Force Service Provider/Chair
<b>9</b> Orange	<b>Mike Busby</b> Michael.W.Busby@ice.dhs.gov  <b>Sgt. David Allmond</b> david.allmond@cityoforlando.net	<b>Tomas Lares</b> Greater Orlando Human Trafficking Task Force tomas.lares@gohttf.org (407) 244-5130 Local Victim Services Hotline: (407) 504-1319
<b>10</b> Hardee Highlands Polk	<b>Det. Gordon Opitz</b> gopitz@polksheriff.org Office: (863) 292-3342	<b>Julia Hermelbracht</b> Dept. Children and Families Julia_hermelbracht@dcf.state.fl.us (863) 578-1735 Cell: (863) 860-2258
<b>11</b> Dade	<b>Agent Victor Williams</b> Homeland Security Investigations victor.b.williams@ice.dhs.gov  <b>Supervisory Special Agent Christopher Chancy</b> Homeland Security Investigations (202) 445-7513 Christopher.m.chancy@ice.dhs.gov	<p style="text-align: center;">NONE</p>
<b>12</b> DeSoto Sarasota Manatee	<b>Det. Theron Robinson</b> Manatee County Sheriff theron.robinson@manateesherriff.com	<p style="text-align: center;">NONE</p>
<b>12</b> DeSoto Sarasota Manatee	<b>Det. Jason Carey</b> Manatee County Sheriff jason.carey@manateesherriff.com (941) 747-3011 Ext. 1927  <b>Lieutenant Barry Overstreet</b> Manatee County Sheriff (941) 747-3011 Ext. 1958 Barry.Overstreet@manateesherriff.com	<p style="text-align: center;">NONE</p>
<b>13</b> Hillsborough	<b>Harris, Stacie (USAFLM)</b> Stacie.Harris@usdoj.gov Office: (813) 274-6000  <b>Major D.H. Dalton</b> Clearwater Police Department (727) 562.4352 David.dalton@myclearwater.com	<b>Dotti Groover-Skipper</b> Free Network Human Trafficking Coordinator, Florida Division Salvation Army Cell: (813) 417-1648 Dotti_groover-skipper@uss.salvationarmy.org

Circuit/ County	Task Force Law Enforcement	Task Force Service Provider/Chair
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<b>15</b> Palm Beach	<b>Detective Tim Daley</b> Palm Beach Sheriff's Office Dalyt@pbso.org	<b>Bonnie Jo Daniels</b> Program Director/Hope for Freedom bonniejod@cftoday.org Office: (561) 776-3216 Cell: (561) 799-1580
<b>16</b> Monroe	NONE	NONE
<b>17</b> Broward	<b>Tammy Measel</b> Tammy_Measel@sheriff.org  <b>Sgt. Mike Tucker</b> MichaelT@fortlauderdale.gov	<b>Nelson Bogren</b> nbogren@covenanthousefl.org
<b>18</b> Seminole	<b>Sergeant Vincent Bosco</b> Seminole County Sheriff's Office Juvenile Justice Division/ Youth Intervention Services (407) 708-7685 vbosco@seminolesheriff.org	<b>Tomas Lares</b> Greater Orlando Human Trafficking Task Force tomas.lares@gohttf.org (407) 244-5130 Local Victim Services Hotline: (407) 504-1319
<b>18</b> Brevard	<b>Det. Sandra Roblin</b> Brevard County Sheriff's Office (321) 633-8419 sandra.roblin@bcso.us  <b>Agent Jesus Martin</b> Homeland Security Investigations (321) 403-9162 jesus.martin@ice.dhs.gov	<b>Dr. Anthony Davis</b> Dradavisr@gmail.com  <b>Traci Klinkbeil</b> Cell: (407) 409-0050 Traci.Klinkbeil@myflfamilies.com
<b>19</b> Indian River Martin Okeechobee St. Lucie	<b>Agent Van Lindsey</b> Homeland Security Investigations van.lindseyii@ice.dhs.gov Office: (772) 461-1293 Ext. 2107	<b>Patti Vazquez</b> Criminal Justice Coordinator Dept. Children and Families Patricia.Vazquez@myflfamilies.com Cell: (954) 804-4270

Circuit/ County	Task Force Law Enforcement	Task Force Service Provider/Chair
<b>20</b> Charlotte Collier Glades Hendry Lee	<b>Tama Caldarone</b> tama.koss.caldarone@usdoj.gov Charlotte County  <b>Det. Aaron Williams</b> Aaron.Williams@ccso.org (941) 575-5361	<b>Alex Olivares</b> aolivares@fgcu.edu Office: (239) 745-4276 Cell: (239) 677-6162
<b>STATEWIDE STAFF</b>	<b>Special Agent Cesar Saldanha</b> FDLE JulioSaldanha@fdle.state.fl.us	<p style="text-align: center;">NONE</p>



