EXECUTIVE SUMMARY

The problem of human trafficking is not new, but generally the American public still perceives human trafficking as primarily a “third world” problem or one only affecting nationals of other countries being trafficked here. In actuality, Florida is the third most popular American destination for human traffickers. Florida is an agricultural state, and human trafficking in labor to work in our fields has been identified as an issue for many years. However, as a tourism-based economy, Florida is also ripe for trafficking in labor to work at restaurants, country clubs, and hotels. While labor trafficking is the most prevalent type of human trafficking that occurs in Florida, sex trafficking, including domestic minor sex trafficking is also prevalent, yet is the most under-reported offense. The “Strategic Plan” developed by the Florida State University Center for the Advancement of Human Rights (CAHR), states that “Sex trafficking in Florida remains a scourge throughout the state and is more complex and nuanced than previously thought.”

During the 2009 Legislative Session, the Statewide Human Trafficking Task Force was created by SB 168, included as Appendix A to this report. The legislative mandate to the Task Force, which began its work in October 2009 and concluded in June 2011, was for “examining the problem of human trafficking and recommending strategies and actions for reducing or eliminating the unlawful trafficking of men, women and children into this state”. The membership of the Task Force was also outlined in the legislation.

The Statewide Human Trafficking Task Force developed five committees to address specific aspects of the human trafficking issue. Those committees were:

1) The Special Populations Committee, which was directed to identify gaps in services around the state for specific categories of victims.
2) The Criminal Justice Committee, which was to identify existing training on human trafficking, the requirements for participation, and the availability of training opportunities.
3) The Resource Committee, which was to identify existing training resources, coalitions, workgroups and task forces to address human trafficking as well as social services programs providing services to victims.
4) The Education, Training and Public Awareness Committee, which was to develop a strategy for a statewide human trafficking education and awareness campaign.
5) The Ad Hoc Committee on Domestic Minor Sex Trafficking, which was to specifically identify a system of services for minor sex trafficking victims and identify what legislation may be required to implement those services.

All members served without reimbursement for costs associated with attending meetings. The Department of Children and Families was designated staff to the Task Force. All documents related to the Task Force were posted on the DCF website to allow openness and accountability to the public and to fulfill the commitment of the Department of Children and Families related to transparency.
The Strategic Plan developed by the Florida State University Center for the Advancement of Human Rights provided an examination of the actions governmental and private non-profit agencies could take to educate their employees to recognize human trafficking, provide assistance to victims of trafficking, and prosecute persons engaged in trafficking.

The Strategic Plan recommends 188 specific actions by the Legislature, state agencies and communities that would promote a comprehensive response to trafficking in Florida. Some recommendations gave specific direction to state agencies, such as the recommendation to the Fish and Wildlife Commission to post trafficking contact information on its website. Other recommendations offered broader directives, such as an appeal to foundations to fund legal representation for trafficking victims. A few recommendations were consistent to all parties: a need for more training and awareness throughout government and the private sector.

Once it received the Strategic Plan, the Statewide Human Trafficking Task Force asked staff to send questionnaires to all state agencies and private non-profits identified in the report, asking what actions they could take or planned in response to the recommendations. Questionnaires were sent to fourteen state agencies, the twelve Anti-Trafficking Task Forces in Florida, and more than thirty private, non-profit agencies providing services to victims of human trafficking. Eighteen responses were received, twelve from state agencies and six from local task forces or services providers.

The Implementation Report identifies progress that has been made in enacting the recommendations of the Strategic Plan. It does not attempt to categorize each of the 188 recommendations as that list included directives to organizations outside the scope of the Task Force, including foundations, community groups and organizations outside the State of Florida. Instead, the Implementation Report uses the Strategic Plan’s five goals to identify highlights in current and planned implementation by agencies responding to the Task Force’s questionnaire.

As the following pages will demonstrate, considerable progress has been made in Florida. State laws have been enacted, many communities are engaged and state agencies have implemented policies that provide a positive atmosphere for the identification of trafficking and support for its victims.

The Strategic Plan’s first goal identifies the need for more comprehensive collection of data on victims and prosecutions of human trafficking. The Implementation Report consolidates available data: reported cases of child trafficking through the Florida Abuse hotline, calls from Florida to the National Human Trafficking Resource Center, victims in Florida certified by the Department of Health and Human Services, medical screenings for certified victims by the Department of Health and the number of certified victims receiving public benefits through the Department of Children and Families. The Implementation Report also notes that while additional data are needed on tracking arrests and prosecutions at the state level that there are efforts at both the state and federal level to amend crime reporting systems to capture trafficking cases.
The second goal of the Strategic Plan identifies the need for a state resource guide of services to victims of trafficking. That guide has been developed and is available online.

Goal Three identifies strategies for public awareness and collaboration between entities active in combating human trafficking. The Implementation Report reviews efforts that have been made to use materials available through the existing United States Department of Health and Human Services (HHS) awareness campaign and inter-agency efforts at the state and local level.

The fourth goal defines changes to substantive law and funding needed to address trafficking in Florida. The Implementation Report identifies the number of laws that have already been enacted to combat trafficking and new provisions proposed during the 2011 Legislative Session.

The Strategic Plan ends with a broad goal identifying a need for strong and effective social services, criminal justice systems and community responses. The Implementation Report highlights agency activities and plans to implement goals related to training, awareness, collaboration and services.

It should be noted that the responses highlighted in this Implementation Report do not reflect all responses of all agencies, but achievements and practices occurring in Florida that should be recognized and applauded. The Strategic Plan provided a blueprint for action that should guide the development of policies and practices, both within government and in Florida’s communities.

Following the “Task Force Membership and Meetings” section in the Table of Contents is a four page summary of the Florida Strategic Plan on Human Trafficking created by Florida State University’s Center for the Advancement of Human Rights. (CAHR). This report was submitted to the Task Forces for review and suggested implementation of actions recommended to state agencies and non-profits to combat human trafficking. After this summary, you will find the Implementation Report that, upon final review and approval by the Task Forces would be sent to state agencies and other stakeholders to reflect and report the outcomes of the Task Forces’ deliberations.
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Statewide Task Force Membership and Meetings

Introduction

During the 2009 Legislative Session, SB 168 created the Statewide Human Trafficking Task Force. The Center for the Advancement of Human Rights at Florida State University was charged with research, evaluation and analysis to develop a Statewide Strategic Plan. The mandate of the Task Force was for “examining the problem of human trafficking and recommending strategies and actions for reducing or eliminating the unlawful trafficking of men, women and children into this state”. The Task Force was further charged with receiving the Strategic Plan from FSU and proposing recommendations for its implementation.

Members of the Statewide Task Force and Ad Hoc Committee Members

As established in legislation, the Statewide Task Force on Human Trafficking has the following members:

- George Sheldon, Secretary, DCF, Co-Chair
- Gerald Bailey, Executive Director, FDLE, Co-Chair
- Representative Maria Lort Sachs
- Ann Gannon, Chief Financial Officer Designee
- Gregory A. Delgado, Commissioner of Agriculture Designee
- Emery Gainey, Attorney General Designee
- Jan Davis, State Surgeon General Designee
- William Shepherd, Statewide Prosecutor Designee
- Cornelius Brownlee, Florida Commission on Human Relations Designee
- John Powell, Secretary of Business and Professional Regulation Designee
- Lee County Sheriff Mike Scott
- Port Orange Police Chief Gerald M. Monahan, Jr.
- Terry Coonan, FSU Center for the Advancement of Human Rights
- Ana Vallejo, Florida Immigrant Advocacy Center Designee
- Laura Germino, Coalition of Immokalee Workers
- Luz Nagle, Florida Coalition Against Human Trafficking Designee
- Suzy Cop, International Rescue Committee, Florida Freedom Partnership
- Kathryn Mackovjak, Gulf Coast Legal Services Designee
- Jennifer Dritt, Executive Director, Florida Council Against Sexual Violence.
- Nina Zollo, Florida Coalition Against Domestic Violence Designee
- Michael F McAuliffe, Office of the State Attorney
- Walter A McNeil, Secretary, Department of Corrections
- Major Grace O’Donnell, Miami-Dade Police Department
- Floy Turner, South Region Amber Alert Liaison

The last three members listed were added to the Task Force at the request of the Task Force membership following the initial organizational meeting, held October 30, 2009 in Miami, Florida following the first Summit on Human Trafficking sponsored by the Department of Children and Families.
As set forth by Florida Statute 20.03 during the 2009 Legislative session, the Florida Statewide Task Force on Human Trafficking was created within the Department of Children and Families, comprised of appointees from various governmental and non-governmental entities. This task force was developed for the purpose of in-depth study, analysis, and to promote implementation of strategies to augment private and governmental efforts toward the elimination of human trafficking in Florida.

Florida State University’s Center for the Advancement of Human Rights (CAHR), was charged with the development of a Strategic Plan to be submitted to the task force to provide them with a detailed and current examination of human trafficking. In addition to identification of the issues, CAHR was also asked to present recommendations for actions to be taken by the state agencies and other concerned parties based on their findings.

In response to the request from the Legislature, CAHR structured the Strategic Plan around five goals. Synopses of each goal and the actions recommended by CAHR follow.

**GOAL ONE: To have useful data that reflect and are used to evaluate the prevention of human trafficking, protection and support for victims and success in prosecuting traffickers.**

The Plan reviews recent trafficking trends, characteristics of victims and methods of trafficking, various aspects of recent assistance to victims and provides a review of the role of law enforcement in trafficking investigations, as well as details of CAHR’s work related to victims and the traffickers in Florida.

The Plan provides data on specific prosecutions in Florida from 2004 to 2010, citing numerous cases and outcomes to illustrate the broad scope of trafficking crimes against a wide variety of individuals, including an increasing number of male victims, U.S. citizens and immigrants.

CAHR identifies data key to the comprehensive tracking of human trafficking in the state. CAHR asserts that these numbers are becoming more and more difficult to measure accurately for the various state and national organizations that do so, and that precise statistics are essential in order to gauge what actions will be necessary to battle human trafficking.

**Recommendations:** CAHR recommends that the Legislature commission studies of statistics on child sex trafficking numbers and tracking the correlation between teenage victims and runaways. The Plan recommends that government agencies should track
data pertinent to any suspected or actual human trafficking in Florida and should report these data to the Florida Department of Law Enforcement.

**GOAL TWO: To have a resource directory of all service programs that is user-friendly and current.**

The second goal proposes the formation of a fully up-to-date directory consisting of all organizations that currently offer assistance to victims of Human Trafficking. This directory should be designed to serve as a central hub of information on available resources, and would be accessible to all service providers who might wish to participate in the program.

*Recommendations:* The Strategic Plan recommends that a directory should be maintained and made available to the public via CAHR’s website, the DCF website, and those of other state agencies as applicable. Action taken: The Directory has been developed and is available on FSU’s website at http://www.cahr.fsu.edu/sub_category/resourcedirectory.pdf.

**GOAL THREE: To deploy effective public awareness strategies.**

The third goal focuses on the need for efforts to increase public awareness of human trafficking. CAHR states that widespread education is proven to increase motivation to volunteer or provide funding to support anti-trafficking causes, and therefore increased efforts to educate the general public are essential to plans to combat human trafficking in Florida. The Strategic Plan notes the importance of a broad support base of dedicated individuals and organizations, diversified methods of conveying information, and accurate and well researched methods of doing so.

The Plan highlights public awareness materials and activities of different organizations in Florida: the Clearwater/Tampa Bay Area Task Force website includes public service announcements, videos and other materials; the Coalition of Immokalee Workers has developed a traveling Florida Modern-Day Slavery Museum; and the Florida Coalition Against Human Trafficking and the Florida Freedom Partnership have had strong regional efforts.

*Recommendations:* CAHR recommends that the Legislature provide funding for campaigns to increase public awareness and recommends that local anti-trafficking task forces connect with one another and share campaign materials and strategies for outreach. Non-governmental organizations and all others working with victims of human trafficking should take great care in ensuring that victims’ privacy and safety are not jeopardized by campaign activities.

**GOAL FOUR: To enact effective laws to protect and support victims and punish traffickers.**

The fourth goal addresses the evolution and enforcement of laws against human trafficking. It details the 2004 addition of human trafficking as a criminal offense to the
Florida Criminal code and 2006 legislation allowing civil redress against traffickers by its victims.

CAHR states that further progress was made with 2006 legislation mandating that new law enforcement personnel receive training on human trafficking, effective January 1, 2007. In addition, the 2006 legislation required all State Attorneys to create training standards for their prosecutors to enable them to effectively investigate and prosecute cases involving human trafficking. Judges and attorneys were later included in the groups requiring training as established by this legislation.

Florida legislation on human trafficking culminated in a law which became effective in 2008. The law is significant in that it re-examined the limited criteria for establishing the definition of child sex trafficking as set forth by existing laws. The adoption of this law broadened those definitions considerably, establishing that proof of fraud, coercion or force is not necessary to define the sex trafficking of children. This change made Florida laws consistent with those established by the federal Trafficking Victim Protection Act of 2000.

Recommendations: CAHR recommends that the 2006 law requiring training for Florida courts, judges, attorneys and others be more fully implemented. Higher sentencing guidelines for convictions are recommended. A law providing for the protection of communication between advocates and victims should be proposed to prevent risk of their discovery in court proceedings. Legislation should also be proposed to provide information on the dangers of human trafficking wherever liquor is sold, as this has been proven very successful in reaching victims in other states. Investigation should be made into viable sources of funding for anti-trafficking programs other than taxpayer dollars.

GOAL FIVE: to have strong and effective local and state programs, law enforcement, social services, justice system and other community responses that protect and support victims and punish traffickers, especially among those communities that are disproportionately affected by human trafficking.

In the final goal of the Plan, CAHR speaks to the need for effective, well defined programs of action to be taken by responders within social services, law enforcement, the justice system, and other organizations responsible for assessment of traffickers' crimes and assistance to their victims.

The Plan asserts that government plays a powerful role in any truly effective plan to eliminate human trafficking. Emphasis is placed on the impact of government action in increasing public awareness, which CAHR states would be greatly enhanced by creating a training program on human trafficking for public employees. CAHR notes that government services are essential to the support of trafficking victims, including the most basic needs as health care, housing, and job training.

The Strategic Plan provides specific recommendations to state agencies to promote identification and appropriate response to cases of human trafficking. Some
recommendations are directed at all agencies and incorporate broad goals, including the designation of a point of contact on trafficking, training and awareness. Other recommendations are very specific to particular agencies’ missions and authority.
Statewide Task Force on Human Trafficking

Implementation Report

The Task Force was charged with identifying a plan for implementation of the Center for the Advancement of Human Rights’ Strategic Plan. The Strategic Plan made 188 recommendations, suggesting numerous and wide-ranging activities, some of which would have required new authority, additional funding or shifting activities from existing priorities within the agency.

The Task Force sent questionnaires to state agencies and private non-profits identified in the Plan to determine which amongst the numerous recommendations they could or were planning to implement, and which would require additional funding or other support. Questionnaires were sent to fourteen state agencies, the twelve Anti-Trafficking Task Forces in Florida, and more than thirty private, non-profit agencies providing services to victims of human trafficking. Eighteen responses were received, twelve from state agencies and six from local task forces or services providers.

While no agency can claim to have fully implemented all the recommended actions, it is clear that many are making substantial progress in using existing resources to identify opportunities to combat human trafficking and identify and assist its victims. The following section summarizes the actions agencies are undertaking to implement the recommendations of the Strategic Plan. It also highlights some of the positive strategies being developed in Florida.

Goal 1: To have useful data that reflects and is used to evaluate the prevention of human trafficking, protection and support for victims and success in prosecuting traffickers.

Human trafficking is, by its nature, a furtive and hidden activity, and traffickers go to great pains to keep it so. While estimates vary on the number of trafficking victims, there is general agreement that the number of victims far exceeds the number that are identified and receive assistance. According to the U.S. Department of State’s 2010 Trafficking in Persons Report, there were 12.3 million victims of forced or bonded labor or forced prostitution worldwide, of whom only 49,105 victims were identified. While the number of identified victims is minuscule compared to the scope of trafficking, a positive note is that this number represents a 59% increase over those reported in 2008 and prosecutions of trafficking cases have increased 40% worldwide over the same period.

There are no hard data and estimates vary on the number of trafficking victims in the United States. Similarly, there is no mechanism to definitively track the number of victims in Florida, although the state is generally considered both a destination and transit site for trafficking.

Florida has been in the forefront in the identification of victims: the state has the dubious honor as residence of both the first T visa recipient and the first child identified as eligible for interim benefits. Due in part to its geography and its importance as an international gateway, it is expected that Florida will continue to see trafficking victims transported through and residing in the state.

The Strategic Plan recommends that government agencies track data relevant to any suspected or actual human trafficking in Florida and report this data to the Florida Department of Law Enforcement. Florida has made significant steps to identify and report victims, but still faces challenges in the collection and coordination of data.

Victims of human trafficking may be identified during an arrest, a regulatory action at a worksite, an immigration raid, by service providers or when they self-identify. Cases may be identified as trafficking but charged with other offenses that are easier to prosecute. Clients may be in custody for a long period before they disclose the circumstances of trafficking. Other clients may only become known to state officials when they seek benefits long after the trafficking. These factors complicate the collection and analysis of data as victims and perpetrators are identified at different points and may appear in more than one dataset.

Existing data have been collected to identify as fully as possible the number of victims that have been identified in the state and in which context. Unfortunately not all data, particularly federally-collected data, have state level detail.

**Continued Presence**

National data FFY2010: 299 Continued Presence Status issued\(^3\)
No state level data

Continued Presence (CP) is a “temporary immigration status granted by the Department of Homeland Security to individuals identified by law enforcement as victims of human trafficking”\(^4\). Once granted Continued Presence, victims of human trafficking may remain in the U.S. temporarily while the human trafficking crime is investigated. CP is generally granted for one year and may be renewed.

Federal law enforcement normally completes the application for status and sends the application to the Department of Homeland Security, Immigration and Customs Enforcement, Bureau of International Affairs, Law Enforcement Parole Branch for approval. After approval, the application is sent to the Vermont Servicing Center which

\(^2\) A visa available to those who are able to prove they are victims of a severe form of human trafficking and who, with a few exceptions, cooperate with the prosecution of their trafficker(s). Victims of Human Trafficking who receive T-Visas become eligible for interim services until their statuses are adjusted and then become eligible for same benefits as refugees.

\(^3\) “Trafficking in Persons Report 2010”, U.S. Department of State.


http://www.dhs.gov/files/programs/sgc_1284411607501.shtm
is a component of United States Citizenship and Immigration Services (USCIS), where an Employment Authorization Document (EAD) card will be issued.

**Certification**

National Data FFY2010: 793 Certifications Issued  
Florida Data CY 2010: 32 Certifications in Florida

Certification as a victim of human trafficking by the federal Department of Health and Human Services Office of Refugee Resettlement (ORR) allows foreign national trafficking victims access to benefits and services to the same extent as a refugee for non-citizen victims. Victims of trafficking who are U.S. citizens do not need to be certified to receive benefits as certification is established to override eligibility rules that limit benefits to American citizens and certain permanent residents.

To receive certification, victims of trafficking must:

- Be a victim of a severe form of trafficking as defined by the Trafficking Victims Protection Act of 2000 (TVPA)
- Be willing to assist with the investigation and prosecution of trafficking cases; and
- Have completed a bona fide application for a T visa; or
- Have received continued presence status from the Department of Homeland Security, Immigration and Customs Enforcement, Bureau of International Affairs, Law Enforcement Parole Branch

Certified victims receive an official letter of certification from ORR that is used in place of immigration status documentation when applying for assistance. Child victims of trafficking (under the age of 18) are not required to assist in a prosecution to receive assistance. ORR will issue an Eligibility Letter stating that a child is a victim of a severe form of trafficking and is therefore eligible for benefits.

**T visas**

National data FFY2010: 313 T visas issued\(^5\)

No state level data

A T visa allows victims of human trafficking and immediate family members to remain and work temporarily in the United States. Eligibility for a T visa requires that the applicant:

- Be a victim of trafficking, as defined by law

• Be present in the United States, American Samoa, the Commonwealth of the Northern Mariana Islands, or at an American port of entry due to trafficking
• Comply with any reasonable request from a law enforcement agency for assistance in the investigation or prosecution of human trafficking (unless under the age of 18 or unable to cooperate due to physical or psychological trauma)
• Demonstrate extreme hardship involving unusual and severe harm if removed from the United States
• Be admissible to the United States. If not admissible, an individual may apply for a waiver on a Form I-192, Application for Advance Permission to enter as a Non-Immigrant

The United States Citizenship and Immigration Service (USCIS) could not provide the number of T visas that were issued in the State of Florida in 2010 as their system does not allow for the separation of T visas issued per state in their database.

**ORR “Per Capita” Service Recipients**

National data on victims served FFY2010: 380
Florida data on victims served FFY2010: 55^6

The U.S. Department of Health and Human Services, Office of Refugee Resettlement (HHS/ORR) provides services to survivors of human trafficking across the country under the Trafficking Per Capita Services Program through a contract with the United States Council of Catholic Bishops (USCCB). Funding for comprehensive case management services and client expenses are provided on a per capita basis through subcontract arrangements between USCCB and local service providers.\(^7\) Pre-certified clients are eligible for costs for administration and services to $1300 per month for a maximum of nine months and certified clients (who are also eligible for public benefits) are eligible for up to $900 for no more than three months.

Of the 55 human trafficking victims served in Florida in 2010:
• 33 were male/22 were female
• 52 were adults/3 were children
• 50 were labor trafficking victims
• 5 were sex trafficking victims

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^6 United States Conference of Catholic Bishops
The National Human Trafficking Resource Center (NHTRC) is a program of Polaris Project, a non-profit, non-governmental organization working exclusively on the issue of human trafficking. The NHTRC manages the tip line (1-888-373-7888) which is featured on the United States Department of Health and Human Services (HHS) “Look Beneath the Surface” campaign material (www.polarisproject.org). Since the tip line opened, Florida has been the third-ranking state for calls to the tip line, with 7.73% of all calls originating from the state, behind only California and Texas. The hotline received 620 calls from Florida in 2010 including 88 tips in 2010, of which:

- 26 were regarding labor trafficking
- 54 were regarding sex trafficking
- 2 were regarding both labor and sex trafficking
- 6 were classified as “other”

**Prosecutions**

Federal prosecutions FFY2009\(^9\): 114 Individuals charged
47 convictions in 43 trafficking prosecutions
(21 labor trafficking, 22 sex trafficking)

State prosecution data not available

According to the United States Department of Justice (DOJ), no statistics are kept for the number of Human Trafficking cases prosecuted for each individual state. They are also unable to provide the number of individuals indicted in each state or how many victims were involved in each case.

Efforts are underway at the Federal Bureau of Investigation (FBI) to add Human Trafficking as a data element in the Uniform Crime Reporting (UCR) Program's National Incident Based Reporting System (NIBRS). Once the national program has established the capability to accept such data, participating agencies would then have to develop their capability to capture and report it to the national program. The tentative date for adding these capabilities is early 2013.

The Human Trafficking Data Collection and Reporting System (HTDCRS) is maintained by Northeastern University. The HTDCRS tracks information about human trafficking investigations, offenders and victims who have been identified by law enforcement agencies but have not been systematically recorded in the past. However, they only

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\(^8\) “Polaris Project: For a World Without Slavery” http://www.polarisproject.org/resources/hotline-statistics
maintain that statistical information from the federally funded DOJ task forces. If a case is developed outside of a DOJ task force, this system would not accept their statistical information.10

Certified Victims Receiving Health Screenings

National data not available
Florida screenings performed FFY2010: 34

The Florida Department of Health (DOH) performs health screenings on individuals eligible for refugee assistance, generally within 90 days of entering the U.S. or obtaining an eligible status. Certified trafficking victims can receive this service through county health departments. According to the Florida Department of Health in FFY2010:

- 34 letters of Certification/Eligibility were presented at a county health department
- 32 were for adults
- 2 were for children

Public Assistance for Trafficking Victims

Certified victims of trafficking are potentially eligible for public assistance including food assistance (SNAP) and up to 8 months of Refugee Cash Assistance and Refugee Medical Assistance (Medicaid for refugees). The trafficking designation only identifies non-citizen certified victims, as certification is established to override eligibility rules that limit benefits to American citizens and certain permanent residents. The ACCESS Program served 60 certified trafficking victims in 2010:

- Women 33/Men 27
- Haiti (25)
- Mexico (8)
- Philippines (7)
- Guatemala (6)
- Cuba (4)
- Honduras (3)
- India (2)
- El Salvador (2)
- Jamaica (1)
- Colombia (1)

Florida Abuse Hotline Trafficking Reports

Florida data CY2010: 271 Trafficking Allegations

10 Northeastern University, Human Trafficking Data Collection and Reporting Project. http://www.humantrafficking.neu.edu/
The Florida Abuse Hotline is the first state abuse hotline to accept reports and identify calls specifically alleging child trafficking. The Florida Abuse Hotline reported during 2010:

- 406,249 calls were received by the Hotline
- 271 calls were made alleging Human Trafficking

**Department of Children and Families Runaway Population Tracking**

The Florida Department of Children and Families, along with their Community Based Care partners have developed one of the nation’s most aggressive systems for tracking children who have run away from foster care. Contained within this population of runaways (2062 runaways in 2010) is a subset of potential Domestic Minor Sex Trafficking (DMST) victims. In 2010, ninety-six foster care runaways were identified as being potential victims of Domestic Minor Sex Trafficking (DMST). This number should not be viewed as a definitive statement as to the overall scope of the DMST issue in Florida but instead offers an overview as to the number of potential DMST that can be identified when attention and resources are focused on identifying potential DMST victims.

**Reporting Crime Data**

Verifying the number of investigations opened by local law enforcement in Florida is difficult as few law enforcement agencies have a dispatch signal for human trafficking. Some agencies first identify other crimes, such as “sex crimes”, “miscellaneous offenses” or “suspicious incidents” to document a human trafficking report while other agencies may use other citations. The FBI is currently reviewing changes to the Uniform Crime Report that may allow tracking of human trafficking cases. Once this occurs, guidelines for local law enforcement reporting to the FBI can be established.

In addition, the Florida Department of Law Enforcement notes it is implementing the Florida Law Exchange Project (FLEX) which will connect local records management systems and computerized dispatch systems of law enforcement across the state. Additional data on human trafficking may become available with the implementation of the FLEX system in FFY2012.
Goal 2: To have a resource directory of all service programs that is user-friendly and current.

The Center for the Advancement of Human Rights (CAHR) has compiled a list of service providers in the State of Florida, as well as a list of the task forces around the state. It is included in their Strategic Plan as well as on their website. This resource directory includes providers who provide services to various populations and have included victims of human trafficking amongst those that they serve. Also included are several agencies that contract directly with United States Conference of Catholic Bishops or Office for Victims of Crime (OVC) and these agencies receive funds to directly assist victims of Human Trafficking.

http://www.cahr.fsu.edu/sub_category/resourcedirectory.pdf
Goal 3: To deploy effective public awareness strategies.

The Strategic Plan recommends a funded public awareness campaign and enhanced collaboration between state agencies and between local anti-trafficking task forces to share the campaign materials and strategies for outreach.

Public Awareness Campaigns

Rather than embark on potentially duplicative efforts to raise awareness, most state and local efforts have focused on taking advantage of materials that have been developed for national campaigns and increasing their distribution within Florida.

The U.S. Department of Health and Human Services (HHS) has developed an anti-trafficking campaign entitled “Look Beneath the Surface” aimed at law enforcement, social service organizations, health providers and the general public. Materials from the campaign are available free of charge and in a variety of languages.
Promising practices on the use of Anti-Trafficking Materials:

The Florida Department of Transportation has pledged to display the posters inside the restrooms and outside the complex at the service plazas along the Turnpike. DCF has also distributed HHS posters to all of its ACCESS offices around the state.

Awareness Materials

The Statewide Human Trafficking Task Force’s internet page includes a number of links to services of outreach and training materials on human trafficking, including:

- U.S. State Department 2010 “Trafficking in Persons Report”
- “DCF Information Kit”
- “Role of the Nurse in Combating Human Trafficking”
- “Dependency Immigration and the Haitian Crisis”
- “Protection for Child Victims of Human Trafficking”
- “Services in the State of Florida for Victims of Human Trafficking”

Inter-Agency Working Group

Several member agencies of the Statewide Task Force coordinate efforts through an inter-agency working group comprised of:

- The United States Department of Labor’s (DOL) Wage and Hour (WHD) Division. WHD enforces federal labor laws on minimum wage, overtime pay, record keeping, child labor and special employment, family and medical leave, migrant workers, lie detector tests, and worker protections in certain temporary worker programs.
- The Florida Department of Agriculture and Consumer Services (DACS). DACS’s law enforcement division handles cases involving unfair and deceptive trade practices against consumers, theft and related crimes against the state’s agricultural industry, food safety, wildland arson investigations and protection of the state’s natural resources.
- The Florida Department of Business and Professional Regulation (DBPR). DBPR regulates the issuance of licenses in the State of Florida and has child labor and farm labor specialists who regularly make field visits. Within DBPR, the Division of Alcohol, Beverage and Tobacco ABT regulates the alcoholic beverage and tobacco industries.
- The Agency for Workforce Innovation (AWI) AWI manages the Florida Farm Worker complaint line and directs those complaints to the appropriate agency for investigation. AWI is also the state agency that manages the United States guest worker program for Florida. Due
to the large amount of labor trafficking in the agricultural sector, AWI is in a prime position to receive complaints and distributed those complaints to DCF to disseminate to the local Human Trafficking Task Forces. AWI also conducts housing inspections if the guest workers are living on the property of their employer.

- The Florida Department of Environmental Protection (DEP). DEP’s law enforcement division is responsible for statewide environmental resource law enforcement and for providing basic law enforcement services to state parks, greenways and trails.

**Promising Practice**  
**Northeast Human Trafficking Task Force Outreach**

Local task forces have utilized their local resources and connected with national and international businesses that make human trafficking or human rights a social priority for their company. The Northeast Human Trafficking Task Force in Jacksonville has set up tables in front of “The Body Shop” clothing store in their local mall and distributed human trafficking awareness information.
GOAL FOUR: To enact effective laws to protect and support victims and punish traffickers.

The Florida Legislature has been very responsive to the issue of human trafficking, enacting an array of laws designed to identify and protect victims of trafficking and to prosecute the traffickers. State laws include specific penalties for trafficking offenses, civil liability for acts of trafficking and access to investigations for potential victims through the Florida Abuse Hotline. Following is a list of Florida Statutes already enacted that address or are associated with human trafficking:

- § 39.301 - protective investigations that reveal criminal conduct, which includes human trafficking, are reported to law enforcement
- § 409.9531 - authorizing DCF to provide services to immigrant survivors of human trafficking and other serious crimes
- § 772.104 - provides a civil cause of action for any person who proves injury from a pattern of criminal activity
- § 787.05 - unlawfully obtaining labor and services
- § 787.06 - human trafficking – focus on forced labor or services
- § 796.045 - sex trafficking
- § 796.03 - procuring person under age of 18 for prostitution
- § 796.035 - selling or buying of minors into sex trafficking or prostitution
- § 796.04 - forcing, compelling, or coercing another to become a prostitute
- § 796.05 - deriving support from the proceeds of prostitution
- § 847.0145 - selling or buying of minors
- § 895.02 - sex trafficking as a Racketeering Influenced and Corrupt Organizations (RICO) crime

The Strategic Plan makes a number of recommendations for additional legislative actions that could further address human trafficking, either through new laws, appropriations or direction to executive agencies.

Summary of Recommendations Requiring Legislative Action

The Strategic Plan recommends that the Legislature enact, amend and/or fund activities to assist victims of human trafficking that:

- Protect the victim by addressing the needs for housing, medical and mental care (i.e. sexually transmitted diseases, post traumatic stress disorder), child care, and legal representation (i.e. incentives to take cases to criminal and/or civil court; expunge past records related to the victimization)
- Impose fines and penalties on labor contractors and other employers who egregiously exploit and enslave workers creating a dedicated source of revenue to assist victims
• Increase privacy protections for victims. For example, authorize judges to clear courtrooms and allow in-chamber discussions with victims; create legal protection for communications between human trafficking advocates and the victims similar to ones that exist between victims of domestic violence and those that serve them
• Train veteran judges, lawyers, agency personnel, law enforcement personnel, and non-governmental organizations to raise awareness of the crime and to raise the quality of services/response
• Raise awareness through statewide and local human trafficking awareness campaigns
• Allow for greater protections of those vulnerable adults between the ages of 19 and 59 who could be trafficked
• Facilitate job placement, education to increase skill level, and transportation to and from work/educational activities
• Establish a body composed of members knowledgeable in human trafficking and from varying backgrounds to develop minimum standards for services for trafficked victims

The Strategic Plan also recommends legislative action to address prosecutors, law enforcement and other agencies to:
• Expand the mission and scope of applicable State agencies allowing each to implement human trafficking activities such as:
  o data collection & reporting to FDLE or other repository from agencies that are likely to come into contact with victims on the number of victims suspected or encountered;
  o require posting of the Human Trafficking hotline number and/or multilingual anti-trafficking information at worksites, places where alcohol is sold, in locations related to health, and Florida highway rest areas;
  o changing or modifying policies and procedures that take human trafficking activities and prevention into account
• Regulate temporary employment agencies where employment is for less than one year and place licensure on these entities
• Increase resources to the Farm Labor program to assist in the inspection of Farm Labor contractors and increase staff in other areas as needed
• Enhance the sentencing level for sex trafficking convictions
• Increase human trafficking investigations and prosecutions (motivate prosecutors to take these cases to court)
• Pass the Florida Safe Harbor Act proposed in FY 2009
• Formulate policies to explore alternatives to incarceration for domestic minor sex trafficking victims

Finally, the Strategic Plan recommends that the Legislature establish the following studies to enhance and support policy makers:

• Statistical study of Florida trafficking victims, including data relating to DCF hotline, trafficking investigations by federal and state law enforcement, and data provided by service providers comporting to confidentiality requirements;
• Child sexual exploitation cases in Florida as defined in statutes proscribing sex trafficking of children;
• Relationship between incidence of teenage runaways and domestic minor sex trafficking;
• Explore how other states use statistics to guide policymakers in creating alternatives to incarceration for minors exploited through trafficking

The 2011 Legislative session considered a number or proposals related to trafficking, though none were enacted:

• SB 1700/HB 535 (2009) Florida Safe Harbor Act
• HB 145 Sexual Exploitation
• SB 246 Human Trafficking
• HB 477 Human Trafficking
• SB 718 Sexual Exploitation

Although not specifically a human trafficking bill, SB 488/HB 251 related to sexual offenses did pass the 2011 Legislature. This bill has a number of provisions to support victims of sexual assault, including expanding the admissibility of evidence in certain cases, requiring the collection of medical evidence and amending the statute of limitations to commence prosecutions in certain cases.
GOAL FIVE: To have strong and effective local and state programs, law enforcement, social services, justice system and other community responses that protect and support victims and punish traffickers, especially among those communities that are disproportionately affected by human trafficking.

The final goal of the Strategic Plan makes numerous recommendations for action at all levels of government, clarifies gaps in available services for victims and identifies law enforcement requests for additional tools to combat trafficking.

In total, more than 150 specific recommendations are communicated under Goal 5, from very broad suggestions to all government agencies to very specific tasks for an individual agency. This report does not attempt to detail the implementation of each of these many recommendations. Instead, the recommendations have been classified under four recurring needs: training, awareness, collaboration, and policies and responses. Each section provides an overview of agency responses to these broad categories and highlights promising practices or successful results.

Training

The Strategic Plan provides specific training recommendations to agencies for positions identified as working in any capacity with individuals affected by human trafficking.

Training plays a significant role in ensuring that the struggle against human trafficking is an effective one. Training that is comprehensive and widespread across multiple state agencies and non-profit organizations will result in a response system that is better equipped to identify trafficking and serve victims.

Each of eighteen agencies that responded to the Task Force received at least one recommendation relating to training; some recommendations identified particular positions in need of specialized training, others suggested awareness training for entire agencies. Of the eighteen agencies responding, sixteen had achieved at least partial implementation of a training goal.

Examples of actions taken to increase human trafficking training in numerous agencies as suggested by the plan include:

- Florida Department of Children and Families: DCF developed and implemented training for workers at the Florida Abuse Hotline and implemented a training track

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11 Department of Environmental Protection, Haven of RCS, Department of Health, Treasure Coast on Human Trafficking Coalition, Salvation Army, Department of Children and Families, Florida Department of Law Enforcement, Florida Commission on Human Relations, Agency for Workforce Innovation, Florida Fish and Wildlife Conservation Commission, Human Trafficking Coalition of the Palm Beaches, Court Administrator’s Office, Department of Juvenile Justice, Department of Business and Professional Regulation, the Clearwater/Tampa Bay Task Force on Human Trafficking, and the Department of Financial Services.
for child protection workers through the Center for the Advancement of Child Welfare Practice.

- **Florida Department of Law Enforcement:** FDLE includes information relevant to human trafficking on its InSite intelligence database system available to local law enforcement statewide and the Criminal Justice Standards and Training Commission (CJSTC) is reviewing online training for trafficking.

- **The Alachua County Sheriff’s Office:** (ACSO) In 2009 the ACSO facilitated a half day training from Brad Dennis from KlaasKids for the Assistant State Attorneys in the 7th Circuit on Domestic Minor Sex Trafficking.

- **Salvation Army:** Ongoing training in human trafficking has been made available within its organization through conferences, training with local task forces and webinars.

## Ongoing Implementation Highlights- Training

- **Florida Commission on Human Relations:** The agency plans staff training including a review of human trafficking, resources available, and an assessment of the agency’s role as a member of the task force.

- **Florida Department of Health:** The Orange County Health Department will complete Training classes for 100 employees by the end of June and training by the Florida Council Against Sexual Violence for rape crisis centers.

- **Florida Fish and Wildlife Conservation Commission:** The agency encourages its investigators to take a 40 hour course in advanced training on human trafficking offered by the Florida Department of Law Enforcement.

- **Agency for Workforce Innovation:** The AWI Office of Civil Rights is incorporating human trafficking into the curriculum for training of Regional Workforce Board Equal Opportunity Officers and designated staff of their One-Stop Career Centers.
Awareness

In addition to the overall state goal of increasing awareness, the Strategic Plan recommended specific actions for government and community entities to promote awareness within their spheres of influence and areas of expertise, such as work safety rules, workers’ rights, the availability of resources, services, and opportunity for collaboration and coordination amongst government and non-government agencies.

The need to broaden the venues through which information on human trafficking can be disseminated (e.g. webinars, guides, posters, information kit, etc.) are amongst some of many recommended strategies brought to the fore in the Strategic Planning process.

All agencies received at least one recommendation regarding awareness. Reported progress in this area was significant. Of the eighteen agencies that responded to the questionnaire, sixteen reported making progress in taking one or more actions to create awareness about human trafficking. Notably, the following agencies reported either substantial or full implementation of at least one goal associated with awareness:

- The Department of Children and Families,
- The Clearwater/Tampa Bay Taskforce on Human Trafficking,
- The Department of Health, and
- The Court Administrator’s Office

Significantly, sixteen out the eighteen responding agencies reported partially completing additional goals associated with promoting awareness. Some noteworthy actions amongst the many reported efforts include:

- **Department of Health**: In their winter 2010 quarterly newsletter, DOH included the contact information of the human trafficking Task Forces around Florida as well as definitions and statistics on trafficking. DOH has a page devoted to human trafficking on their Sexual Violence Prevention Program internet site.

- **Treasure Coast Human Trafficking Coalition**: The Coalition has a subcommittee that works on promoting awareness on a continuous basis in four counties and distributes brochures and pamphlets to promote public awareness.

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12 The Department of Children and Families, Florida Department of Law Enforcement, Department of Business and Professional Regulation, Agency for Workforce Innovation, Clearwater/Tampa Bay Taskforce on Human Trafficking, Department of Highway Safety and Motor Vehicles, Florida Fish and Wildlife Conservation Commission, Florida Commission on Human Relations, Department of Juvenile Justice, Department of Health, The Haven of RCS, Human Trafficking Coalition of the Palm Beaches, The Court Administrators Office, Treasure Coast Human Trafficking Coalition, Department of Environmental Protection, and the Department of Financial Services
Planned Future Actions

A normative feature of strategic plan implementation, some of the identified actions associated with promoting awareness about human trafficking are pending for the near future. Some highlights include:

### Ongoing Implementation Highlights-Awareness

- **Court Administrator’s Office**: The agency’s Office of Court Improvement will work to incorporate topics related to human trafficking in the various family court training materials produced for judges and court staff across the state.

- **Florida Commission on Human Relations**: The agency will include human trafficking banners featuring human trafficking facts, statistics, definitions, and case information on their website. The agency also plans to feature human trafficking information in its internal newsletter.

- **Agency for Workforce Innovation**: The Agency will add human trafficking information to its websites, specifically on its Agricultural Services Program and Alien Labor Certification Program web pages. In addition, the agency plans to add a quick link to DCF’s human trafficking website to the Agency’s webpage.

### Collaboration

Success in combating human trafficking must be a collective goal. This requires collaboration within and among different agencies and organizations, and communication must be well-developed and ongoing. Working together in this way is essential to the evolution of ideas, and shared learning yields viable plans that come together, increasing the impact of each organization involved in the fight.

Each of the eighteen responding agencies addressed recommendations regarding collaboration, and each one reported at least partial completion of the tasks outlined by those recommendations.

Below are several examples of courses of action outlined in responses from various agencies and organizations:

- **Department of Business and Professional Regulation**: The Department works with the North Florida High Intensity Drug Trafficking Area (HIDTA), participates in activities of the state’s Florida Fusion Center, and is involved with the work of various federal law enforcement task forces.
• **Department of Financial Services:** The Division of Insurance Fraud staff disseminates information it receives from attendance at meetings of the Treasure coast Human Trafficking Coalition to the Bureau of Workers’ Compensation Fraud members, who work in situations in which they might learn of cases of possible human trafficking activity.

<table>
<thead>
<tr>
<th><strong>Ongoing Implementation Highlights-Collaboration</strong></th>
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<tbody>
<tr>
<td>☐ <strong>Department of Juvenile Justice (DJJ):</strong> The DJJ’s work with numerous organizations including local coalitions, task forces, and professionals to share resources and services is well underway.</td>
</tr>
<tr>
<td>☐ <strong>Human Trafficking Coalition of the Palm Beaches:</strong> The Coalition participates in a number of coalitions and task forces and is working with Dade and Broward counties and Judicial Circuit 19 to ensure that all are kept current on their activities.</td>
</tr>
<tr>
<td>☐ <strong>Treasure Coast Human Trafficking Coalition:</strong> The coalition maintains an email list for keeping any interested agencies, organizations and individuals abreast of their ongoing activities.</td>
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</table>

**Policies and Responses**

The development of law, regulations, and administrative policies and protocols is the bridge between an intended social change, implementation, and achievement of a social goal. A number of recommendations call upon state agencies to develop specific policies to formalize actions related to the identification of and services to human trafficking.

Policy and recommendation for agencies generally included consideration of services such as:

- Access to language interpreters for non-English speaking victims
- Access to mental health treatment
- Need for legal representation at early stages
- Review of unintended consequences of existing policies on trafficked persons and funding needs

Progress in this area is by the very nature of the work involved projected into future actions and progressive milestones. Ten agencies responded on their efforts to enact policies related to human trafficking. The following highlights provide a glimpse of the agencies’ progress:
• Department of Health is developing a screening tool to identify possible human trafficking victims
• The Haven of RCS has a policy to maintain access to foreign language interpreters to eliminate language barriers
• DEP’s Division of Law Enforcement’s General Orders Review Committee, which is tasked with creating, reviewing and revising all General Orders, will identify the need for new policy related to human trafficking
• The Department of Juvenile Justice is developing strategies to implement training for licensed providers who also are counseling and working with youth on recognizing and understanding human trafficking and reviewing its “Life Skills” training to include a human trafficking component

**Ongoing Implementation Highlights – Policies and Responses**

○ The Department of Children and Families is focusing concern on runaway children and domestic minor sex trafficking. The Department is seeking to identify characteristics of minors in foster care who have been prostituted or are at risk of sex trafficking and identify needs for outreach, policy, training and services to assist these endangered young people.

The Strategic Plan and implementation process provided an opportunity for Florida’s state agencies and communities to review their efforts on combating human trafficking. The recommendations in the Strategic Plan provide a comprehensive guide for actions that will increase awareness, train key personnel and ensure appropriate responses to victims that are identified.

Through this process, some agencies have been able to highlight promising practices resulting from their existing efforts while others are just beginning to recognize their unique opportunities to have an impact to end modern day slavery. The actions that have already been implemented and those that are underway will ensure that Florida will continue to be a leader in efforts to end human trafficking.

The mandate for the Statewide Task Force on Human Trafficking ends July 1, 2011 but the commitment of the State of Florida to end human trafficking does not. The Department of Children and Families is developing a group comprised of representatives of the 12 regional Human Trafficking Task Forces currently in place throughout the state and selected organizations devoted to combating trafficking in Florida. The task of the working group will be to:

• Ensure that human trafficking continues to be a priority for the State of Florida through education, advocacy and community action
• Provide guidance and support for task forces around the state
• Encourage the formation of additional task forces in communities where trafficking is a problem
• Share information and identify best practices
• Take steps to implement the recommendations in the strategic plan
• Recommend policies related to human trafficking
• Enhance data collection
• Promote public awareness
An act relating to human trafficking; creating within the Department of Children and Family Services The Florida Statewide Task Force on Human Trafficking; prescribe the membership of the task force; providing for members of the task force to serve without compensation or reimbursement for per diem and travel expenses; providing specific responsibilities and duties of the task force and its members; requiring that the task force prepare a final report by a specified date; providing duties of the Florida State University Center for the Advancement of Human Rights; abolishing the task force on a specified date; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Florida Statewide Task Force on Human Trafficking.—

(1) The Legislature declares that the purpose of this act is to create a public and private task force to examine and analyze the problem of human trafficking and to plan for a coordinated, humane response for victims of human trafficking through a review of existing programs, a clarification of existing options for such victims, and revised policy efforts to coordinate governmental and private efforts.

(2)(a) There is created within the Department of Children and Family Services the Florida Statewide Task Force on Human Trafficking, a task force as defined in s. 20.03, Florida Statutes. The task force is created for the express purpose of examining the problem of human trafficking and recommending strategies and actions for reducing or eliminating the unlawful trafficking of men, women, and children into this state.

(b) The task force shall consist of the following governmental members, or a designee:
1. The executive director of the Department of Law Enforcement, who shall serve as co-chair.
2. The Secretary of Children and Family Services, who shall serve as co-chair.
3. The Chief Financial Officer.
4. The Commissioner of Agriculture.
5. The Attorney General.
7. The statewide prosecutor.
8. The executive director of the Florida Commission on Human Relations.
9. The Secretary of Business and Professional Regulation.
10. A sheriff.
11. A police chief.
(c) The task force shall consist of the following nongovernmental members, or a
designee:

1. The executive director of the Florida State University Center for the
   Advancement of Human Rights.
2. The executive director of the Florida Immigrant Advocacy Center.
3. The secretary of the Coalition of Immokalee Workers.
4. The executive director of the Florida Coalition Against Human Trafficking.
5. The executive director of the Florida Freedom Partnership.
6. The executive director of Gulf Coast Legal Services.
7. The executive director of the Florida Council Against Sexual Violence.
8. The executive director of the Florida Coalition Against Domestic Violence.

(d) The Governor shall appoint the sheriff and police chief by July 1, 2009. The
Governor may appoint ex officio members at any time.

(e) Members of the task force shall serve without compensation or reimbursement for
per diem and travel expenses.

3(a) The task force shall receive the Statewide Strategic Plan currently being
formulated by the Florida State University Center for the Advancement of Human
Rights. The strategic plan shall be presented to the task force at the first meeting of the
task force no later than November 1, 2009.

(b) The work of the task force is to receive, revise, and propose a plan of
implementation of the strategic plan no later than October 1, 2010.

(4) The Florida State University Center for the Advancement of Human Rights shall:

(a) Collect and organize data concerning the nature and extent of trafficking of persons
in Florida and measure and evaluate the progress in the state in preventing trafficking,
protecting and providing assistance to victims of trafficking, and prosecuting persons
engaged in trafficking activities;

(b) Identify available federal, state, and local programs in this state which provide
services to victims of trafficking, including, but not limited to, health care and human
services, housing services, education services, legal assistance, job training or
preparation classes, interpreting services, English as a Second Language classes, and
victims’ compensation;

(c) Evaluate approaches to increase public awareness of trafficking, particularly the
risks of becoming a trafficking victim; the common recruitment techniques; the use of
debt bondage, blackmail, forced labor and services, prostitution, and other coercive
tactics; the crime victims’ rights; and the reporting of recruitment activities involved in
trafficking;
(d) Analyze the current state, local, and federal criminal statutes for their adequacy in addressing trafficking and, if the analysis determines that those statutes are inadequate, recommend revisions to those statutes or the enactment of new statutes that specifically define and address trafficking; and

(e) Consult with governmental and nongovernmental organizations, especially those specializing in stopping trafficking or representing diverse communities disproportionately affected by trafficking, in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking, and prosecute traffickers.

(5) The task force is abolished July 1, 2011.

Section 2. This act shall take effect upon becoming a law.

Approved by the Governor June 1, 2009.

Filed in Office Secretary of State June 1, 2009.
Appendix B

Committees and Committee Reports

Statewide Task Force on Human Trafficking

The full Task Force decided that the majority of the work to be done would be best performed in smaller groups or committees. There were four other committees comprised of Task Force members and others. Those committees, their charge, and their membership were as follows:

Criminal Justice Committee
Chairperson- John Powell, Department of Business and Professional Regulation
Responsibilities:
  o Identify existing training, the requirements for participation, and the availability
  o Develop recommendations for content and frequency of training for local and state law enforcement agencies
  o Develop recommendations for content and frequency of training for judges and prosecutors

Members:
  • Emery Gainey , Director of Law Enforcement, Office of Attorney General
  • Luz Nagle, Florida Coalition Against Human Trafficking
  • William Shepherd, Statewide Prosecutor, Office of Attorney General
  • Lt. Gregory A. Delgado, Office of Agricultural Law Enforcement
  • Sheriff Mike Scott, Lee County Sheriff’s Office
  • Chief Gerald M. Monahan, Jr., Port Orange Chief of Police

Law and Public Policy Committee
Chairperson: Maria Lorts Sachs, House of Representatives
Responsibilities:
  o Identify legislation being developed, such as Florida Safe Harbor Act
  o Develop plan for creation of Statewide Trafficking database

Members
  • Emery Gainey , Director of Law Enforcement, Office of Attorney General
  • Luz Nagle, Florida Coalition Against Human Trafficking
  • William Shepherd, Statewide Prosecutor, Office of Attorney General
  • Kathlyn Mackovjak, Gulf Coast Legal Services
Resource Committee
Chairperson: Terry Coonan, Center for the Advancement of Human Rights

Responsibilities:
- Identify existing training resources, coalitions, workgroups and task forces as well as social services programs dealing with human trafficking or providing services to victims.
- Identify gaps in services and programs.
- Create an electronic directory of resources that can be shared and put on the website.

Members
- Nina Zollo, Florida Coalition Against Domestic Violence
- Cornelius Brownlee, Florida Commission on Human Relations
- Suzy Cop, International Rescue Committee

Education, Training and Public Awareness Committee
Chairperson: Ana Vallejo, Florida Immigrant Advocacy Center

Responsibilities:
- Create a strategy for a statewide human trafficking education and awareness campaign
- Develop list of resource people or groups to assist with the campaign
- Develop budget needed for implementation

Members
- Nina Zollo, Florida Coalition Against Domestic Violence
- Cornelius Brownlee, Florida Commission on Human Relations
- Anne Gannon, Palm Beach County Tax Collector
- Lt. Gregory A. Delgado, Office of Agricultural Law Enforcement
- Chief Gerald M. Monahan, Jr., Port Orange Chief of Police

Special Populations Committee
Co-Chairpersons: Jan Davis, Department of Health
- Laura Germino, Coalition of Immokalee Workers

Responsibilities:
- Identify gaps in service and education pertaining to special populations such as minors, runaways, disabled, non-English speaking, and immigrants
- Identify services to refugee population already in place

Members
- Suzy Cop, International Rescue Committee
- Barbara McCormick, Florida Council Against Sexual Violence

Each committee submitted final reports to the full Task Force at the December 2010 meeting. Two of the committees, the Special Populations Committee and the Resource Committee, produced extensive documents that were included in the Florida State University Center for the Advancement of Human Rights' *Florida Strategic Plan on Human Trafficking*. 
Meetings of the Committees:

The Chairperson for each committee initially contacted the membership for an organizational conference call. During that initial call, a meeting schedule was determined, a note taker was elected, and the charge to the committee was outlined in detail to the membership.

A series of Task Force meetings were held to review information on trafficking in the state, identify current efforts to combat trafficking and consider community input:

- October 31, 2009 Miami, Florida
- January 25, 2010 Conference Call
- May 6, 2010 St. Petersburg, Florida
- July 21, 2010 Conference Call
- October 28, 2010 Orlando, Florida

Final Committee Reports:

The final reports of the Special Populations Committee and the Resource Committee were documents that were included in the Strategic Plan on Human Trafficking submitted by the Center for the Advancement of Human Rights. The final reports of the Criminal Justice Committee and the Education, Training and Public Awareness Committee, were presented verbally to the full Task Force. In summary, the Criminal Justice Committee presented recommendations for law enforcement training to include a distance learning format for existing officers. They also recommended a standardized training program for prosecutors and the judicial system.

The Public Policy Committee issued no final report.

The Education and Training and Public Awareness Committee met by conference call and began discussions on a public awareness campaign regarding recognition of human trafficking victims. However, without budget guidance, the committee did not present a final recommendation.
Domestic Minor Sex Trafficking

During the 2010 legislative session, a proposed bill (SB1700/HB535) was presented to the members for consideration. Known as the Florida Safe Harbor Act, the legislation proposed the creation of short and long term safe houses for minors picked up by law enforcement for prostitution.

The Safe Harbor Act opened the door for discussion of a growing need in Florida: a system of care specific to the needs of domestic minor sex trafficking victims beyond that currently offered by the juvenile justice system. While the intent of the act was supported by representatives of social service, law enforcement, and advocacy organizations, several issues impeded the legislation, and it did not pass this session.

During discussions over the Legislative session, the Department of Children and Families and the Department of Law Enforcement committed to addressing this issue through the statewide Human Trafficking Task Force. To that end, DCF staff has recommended the appointment of an Ad Hoc Committee to address the issue of safe harbors for such child victims.

Members of the Ad Hoc Committee on Domestic Minor Sex Trafficking are:

- Annette Pitts, Managing Attorney, Department of Children and Families
- Captain Paul Kelley, Pensacola Police Department
- Christina Spudeas, Executive Director, Florida’s Children First
- Dr. LaWanda Ravoira, Justice for Girls Statewide Advocacy Initiative
- Jeff Rainey, Chief Executive Officer of Hillsborough Kids
- Major Grace O’Donnell, Chairperson, Miami-Dade Police Department, Retired
- Michael Ramage, General Counsel, Florida Department of Law Enforcement
- Roy Miller, President of the Children’s Campaign
- Sarah Willis, Assistant State Attorney in the 15th Judicial Circuit
- Gregory Christopher, Special Agent, Federal Bureau of Investigation
- Terri Eggers, Education Director, Department of Juvenile Justice
- Trudy Novicki, Director of Kristi House
- Stacy Gromatski, President and CEO, Florida Network of Youth and Family Services
- Judge Jeri B. Cohen, Circuit Court Judge for the 11th Judicial Circuit
- Jodi Seitlin, Attorney

The Ad Hoc Committee on Domestic Minor Sex Trafficking met several times over the last six months and their final report to the full Task Force is included as Appendix C to this report.
APPENDIX C

FINAL REPORT OF THE AD HOC COMMITTEE ON
DOMESTIC MINOR SEX TRAFFICKING

The workgroup met several times and discussed the issues associated with the program components and the processes. After many hours of discussion, review, research, and more discussion, following is a summation of our accomplishments;

There are areas of consensus concerning the program to serve DMST victims:

1. There must be standards for both providers and facilities in any residential program created.
   - Licensure and routine inspections of facilities are the preference.
   - Certification of facilities is acceptable
   - Provider certification is essential. Any employees must be certified in their respective fields if a certification program exists.

2. Law Enforcement, Prosecutors, and Social Services need to have a coordinated, unified approach to the issue.
   - This will ultimately require providing information and obtaining the assistance of public defenders.
   - Education of the judiciary will be essential.
   - Schools may be involved in prevention activity; perhaps identifying those involved or “at risk”.

3. The capacity of the state to respond must be increased.
   - Volume: The nuts and bolts such as bed space, intake facilities, staff.
   - Capability: Facilities must have the capability and capacity to deal with those who may be placed in their care.

4. Use existing processes, models, etc. if they make sense in order to:
   - Save resources
   - Make training easier
   - Keep lines of accountability more direct
   - Don’t “reinvent the wheel” if the wheel already works

5. Address Efficacy and Outcomes to measure success for replication purposes and funding purposes.
   - Keeping a child off the streets for a day or so included in definition of success?
• Be realistic and realize that it may take multiple attempts to reach a domestic minor who has been trafficked. They may run several times before they commit to staying in a program.
• It is unrealistic to expect a 180 degree turnaround for all DMST victims.
• Is a “turnaround” actually achieved only after a lengthy intervention process?

6. An education and awareness program is the cornerstone of prevention. This is necessary with all populations currently in care and “at risk”.

7. Basic law enforcement training and certification must be revised and updated continually (CJSTC curriculum).

8. Within law enforcement, focus on appropriate “intervention points” within the system.
   • Uniform patrol officers will not have time to deal with victims extensively, so they should designate a “specialist” response officer who will assume responsibility for the minor and the case management process to ensure proper placement and follow up.
   • Many encounters and solicitations first begin on the Internet. This is more a case for specialist computer investigators such as the Internet Crimes Unit within the Attorney General’s Office. They need to know how to deal with minor victims and what services exist for them.
   • Identification of those who need general information (such as how to identify victims and who to call if a victim needs help) vs. those who need specialized information (such as where safe houses are, who to call for assistance with case management)

9. CBC and CINS/FINS and DJJ response to current and needed capacity must be coordinated. Particularly since those who have a current adjudication pending are not eligible for CINS/FINS and many DMST victims will fall into that category.

10. Custodial Parents may assert their role and desire to return “home” with the youth.

11. Centralized data collection and analysis is essential.
   • Need a statewide database that identifies “encounters” with youths so an officer who is encountering a youth today can find out that the same youth has been previously “encountered” by who and where and when.
   • Is there a need for a DMST Clearinghouse? If so, where would it be administratively placed? Would it be attached to MEPIC? FS 937.022(5) (MEPIC Statute) could become an issue since it states:
“The law enforcement agency having jurisdiction over a case involving a missing endangered person shall, upon locating the child or adult, immediately purge information about the case from the Florida Crime Information Center or the National Crime Information Center databases and notify the clearinghouse.”

- Law Enforcement needs a centralized database on traffickers (their cars, their preferred method of operation, the names of their recruiters) however there is some concern over the intelligence aspect based on the concern identified above with the MEPIC statute.
- Law Enforcement needs to identify and train officers working human trafficking cases regarding forfeiture, RICO, etc. to go after the “enterprise” behind human traffickers.
- There is divisiveness on whether minors arrested for prostitution should be treated as “perpetrators” or “victims” or “either” depending on the situation. This could be an issue that drains energy and resources and prevents progress on areas where mutual agreement exists. It is unlikely that polar “opposites” will change their minds on this. Law Enforcement wants to retain its discretion to decide what option should be utilized. Social advocates are adamant that to charge the youth is revictimization. Substantial improvement and opportunities to enhance our ability to respond can be obtained without having to resolve the differences to the exclusion of one perspective over the other.

12. Social advocates believe DMST is essentially a sex crime and that responses should consider the victim nature of the crime in crafting options focusing on the youth. Law enforcement believes that youth may be victims, but still maintains it should be able to exercise its discretion on what option or approach to utilize instead of being required to treat all of those encountered as victims.

Concerning Process, the following items were derived from group consensus:

1. The Strategic Plan submitted by FSU which is to be discussed and reviewed at the October 28 full Human Trafficking Task Force meeting has addressed many of the concerns we have discussed in our meetings. We recommend that any process discussion be postponed until reviews of the recommendations in the Strategic Plan are completed and each identified entity has responded to their specific recommendations.
2. There should be a consideration of short term, mid-term, and long term goals and plans in developing any process of how DMST victims are served. The workgroup identified some actions that can be done now without a service delivery system in place. And they include:

- Provision of awareness and identification training to all entities and community providers.
- Identification of possible data collection points that would permit better analysis of scope of problem and number of DMST victims that may be in need of services.
- Public awareness campaigns can be developed as well as a compendium of reference materials available to all on a website.

**Possibility:** The issues identified to-date make it difficult, if not impossible, to develop “process recommendations.” A substantial problem is cataloging what capacities already exist in Florida. One option would be the creation of pilot projects to objectively “test” approaches to determine what options best fit Florida’s needs. This may not be the sole option. To a great extent, DCF and its community based partners, under *existing authority and appropriations*, can craft limited pilot projects to begin collecting data and information, and it is not believed that legislative changes would be needed to “run the pilot.” However, having the Task Force endorsement of the pilot project(s) will help facilitate enlistment of essential entities to implement such project(s).

The subcommittee is willing to continue its work to better define process and program components of a service delivery system.

In the interim, from the workgroup’s perspective, it appears making recommendations for legislation would be premature at this time. As information is received, better recommendations can be made by the workgroup and the Task Force.
APPENDIX D

Special Population Committee
Human Trafficking
Analysis of Needs and Gaps

Domestic Adult

Medical Services

Needs:
- Pro-bono care until Medicaid is received
- Treatment may include, but is not limited to testing for communicable and reproductive health issues, substance abuse, and the victims overall physical and psychological well-being
- HIV/AIDS/STD testing, treatment and prevention education
- Trafficking victims may meet the requirements for Crime Victim Compensation funding under Florida Statute 960 that states injuries received because of the crime are reimbursed after law enforcement completes an accurate report or a supplemental report (if crime is later identified, for example victim arrested for prostitution and then identified as victim of commercial sexual exploitation). Both physical and mental health services are available, mental health counseling and physical injuries are included if those injuries are a result of the crime
- Trafficking victims with Certification letter are eligible for medical assistance. The time frame may be as long as eight months, during delay could receive refugee medical assistance
- Domestic victims can apply as regular US citizens for Medicaid benefits. The time frame to receive benefits varies from several days to months

Gaps:
- Medicaid may take a few weeks to be approved
- There is a need for more emergency Medicare providers
- Medical service providers listed under Medicaid may have a long waiting list to see new patients
- There may be fewer medical providers in rural areas

Dental Services

Needs:
- Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, etc.

Gaps:
- Medicaid does not cover all the dental care services that may be needed
- There may be fewer dental providers in rural areas
- Urgent dental care
Mental Health Services
Needs:
- Pro-bono care
- Crisis intervention expertise
- Recognition and treatment of Post Traumatic Stress Disorder (PTSD)

Gaps:
- If victim is a male, victim identification to dismiss the stigma is needed; training on human trafficking for counselors

Case Management
Needs:
- Effective case management; proper referrals, victim centered approach

Gaps:
- Funding to ensure that victims are recovered; victims need to feel in charge and there needs to be an awareness of the language barrier that can possibly exist with some victims, especially victims with disabilities

Housing Assistance
Needs:
- Housing with proper therapy, safe and relaxing environment, activities for guests so they are not confined to a room

Gaps:
- Many treatment programs are lacking; shelters are short-staffed and there needs to be more training for staff; difficult to find long term affordable housing

Legal Assistance
Needs:
- Training for prosecutors, an increase in human trafficking investigations and prosecutions; pro-bono representation on civil cases
- Protection from traffickers

Gaps:
- Cases initiated by law enforcement, yet are not acted upon by attorneys
- Funding needed for attorneys to take these cases to court; untapped legal resources
- There needs to be a greater awareness of human trafficking
- Training for state agencies

Job Training
Needs:
- Assistance filling out applications and proper interview techniques
- Interpreter or availability to learn a new language to meet job requirements
- Childcare needs if becomes employed
- Life skills
Gaps:
- They may not have had any special training on jobs
- Many victims lack employment skills
- Many victims have educational deficits/example no GED
- Availability to English as a Second Language (EASL) and GED classes

**Transportation**

**Needs:**
- Safe transportation

**Gaps:**
- Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited
- Lack of public transportation in rural areas

**Food/Clothing**

**Needs:**
- Age and trend appropriate clothing
- Money to purchase food

**Gaps:**
- Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as undergarments

**Education and Training**

**Needs:**
- Facilitating the registration for adult education classes when needed; job training
- Training so that instructors can develop a more individualized plan for students

**Gaps:**
- Transportation to classes

**Domestic Minor**

**Medical Services**

**Needs:**
- Pro-bono care until Medicaid takes place, including regular gynecological exams, birth control and pregnancy counseling and services
- These youth, if not enrolled in state custody services, may be estranged from their legal guardians or a victim of exploitation by their legal guardian. During the initial assessment phase, prior to determining custody, it is difficult to establish coverage for medical services
- Age appropriate HIV/AIDS/STD testing, treatment and prevention education
- Flexibility in choosing providers that best suit comfort level of youth, taking into special consideration the gender of youth and prior sexual trauma
Gaps:
- Medicaid may take a few weeks to be approved; medical service providers listed under Medicaid may have a long waiting list to see new patients.
- Youth often end up in clinics or with health care plans that give them no choice in provider. Sexual trauma may make them more reluctant to be examined by men, for example, which causes them to avoid treatment. Consistency of care from a single provider who they feel comfortable with is essential to proper care.

Dental Services
Needs:
- Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, extractions (wisdom teeth) etc

Gaps:
- Services need to recognize and assist trafficked victims; not all dental procedures are covered by Medicaid

Mental Health Services
Needs:
- Pro-bono care
- Specialized therapist dealing with youth, Post Traumatic Stress Disorder (PTSD), and addictions
- Consistent care with one therapist that the youth connects with who follows the child through every agency / institution regardless of “billing issues”

Gaps:
- Services need to recognize and assist trafficked victims; assistance to overcome addiction problems when needed.
- Services are often changed and cases closed when youth run away or are transferred between agencies / institutions. Continuity of care is essential to building good rapport between therapist and youth in order to make substantial progress.

Case Management
Needs:
- The needs of youth victimized by trafficking and exploitation require a coordinated case staffing approach facilitated by a designated victim advocate or other specialist with trauma-based care training. In locations where there are specialized anti-trafficking programs, specialists from the program should be given a primary role in case management or consultation with foster care agencies regarding victims.
- Victim centered approach
- Training in motivational interviewing techniques for all providers providing services
- In dependency cases, specific community based care agencies should be trained and designated to take these cases as transfer cases once they are discovered.
• Diligent search specialists located Community Based Care (CBCs) agencies should take special care in locating biological parents of youth or the father of the youth’s baby and in disclosing the youth’s city of residence as they may be traffickers.

Gaps:
• Funding to ensure that victims are recovered; victims need to feel in charge; case managers need to be aware of any disabilities
• Need for triage
• Youth need primary support person to develop a positive rapport with immediately upon discovery that will provide consistent support over the medium and long term and advocate for the youth’s needs to other providers.

Housing Assistance

Needs:
• Specialized foster homes trained to meet the needs of trafficking victims
• Housing that only resides survivors together and facilitates a peer-support model, taking care not to integrate “at-risk” youth or youth that are recruiters, to increase safety for all youth
• Lack of long-term housing available for prior 18-year-old foster care youth who are now runaways
• The populations of youth between the ages of 18-21 are not legally minors but are often provided youth-based services, because they do not integrate culturally with adult services and do not feel safe in adult service facilities
• Residential options like the federal transitional living program, or state-based independent living program must be supported and expanded to provide successful services, supports, and opportunities for this critical “in transition” population, whether or not they are in dependency at the time they turn 18 years old
• Housing with proper therapy, safe and relaxing environment, activities for guests so they are not confined to a room
• Shelter staff may be the first to discover that a person has been a trafficking victim and need to be trained to identify and provide an immediate and intensive support role in order to facilitate appropriate service delivery and prevent youth from running away
• Training to be aware that individuals, who are placed for other issues such as truancy could be human trafficking victims
• Living stipends for aging out youth that have more flexible requirements

Gaps:
• Specialized emergency shelter and mid-long term residential facilities that are safe, and survivor and gender specific with 24-hour crisis counseling and support
• Individualized interventions that take into consideration positive relationships that youth are building with supportive adults. Priority should be given to any supportive relationships to provide consistency and stability for youth that may be running away. That may mean returning to positive foster homes after running away and “losing the bed” or being transferred between different agencies or “levels of care”
• There are no specialized homes designated for trafficking victims, although, victims will often identify those foster homes whose parents are positive and supportive. These homes can be recruited and specialized through training, much as they are for the URM program
• Many treatment programs are lacking; shelters are short-staffed and there needs to be more training for staff; difficult to find long term affordable housing
• Training to recognize that runaways might be a victim of trafficking or physical, mental and/or sexual abuse
• Lack of mental health support system
• Rural shelters do not have the referral network as in metropolitan areas
• Runaway shelters are not funded for initial intervention
• Transitional shelter and housing for community and dependency youth who age-out

Legal Assistance
Needs:
• Pro-bono legal services that will cross over all courts to successfully provide continuity and advocate for youth in dependency, juvenile, family, and/or criminal and when the youth is the victim witness in federal or state cases against their traffickers
• Privacy. Ability to clear the court room or approach judge in chambers when discussing details of the sex trafficking
• Training for prosecutors; guardian ad-litem; public defenders, dependency court
• Domestic victims need a robust system of referrals for free, subsidized legal advice that supports the rule of law stating that no youth can legally consent to provide sex for services
• Despite the lack of need for evidence of force, fraud, or coercion, these youth are treated as criminals due to ancillary charges or lack of training for Law Enforcement Organizations (LEOs)
• Pro-bono legal services to assist in expunging records and cleaning up prior legal issues specifically related to the trafficking, including child custody when a biological parent is the trafficker

Gaps:
• Cases are made by local police yet are not acted upon by attorneys, needs to be a motivation to take these cases to court
• Untapped legal resources, training for state agencies
• Needs to also be a greater awareness of human trafficking
• Lack of continuity in legal advocacy with some issues not getting addressed due to complexity, lack of priority or lack of mandate

**Job Placement**

**Needs:**
• Teenagers may want to work; proper job training and placement

**Gaps:**
• Lack of skill set and training for job placement
• Lack of available job options

**Transportation**

**Needs:**
• Safe, accessible transportation at any hour, but particularly in the evenings for participation in after-school programs
• Runaway youth may need to be picked up late at night

**Gaps:**
• Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited
• Lack of public transportation in rural areas
• Runaways are not always permitted to take public transportation alone
• Case managers, foster parents and Community Based Care (CBCs) agencies don’t have sufficient resources or time to provide transportation
• Transportation often only provided through agencies up to the end of business hours, requiring youth to miss school in order to attend therapy and other program

**Food/Clothing**

**Needs:**
• Age, body type and trend appropriate

**Gaps:**
• Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as undergarments, maternity and plus size clothing

**Education and Training**

**Needs:**
• Available services/PACE Center for Girls; training in life skills for minors, and focus on the individual
• If available, school program that is linked with the specialized residential facility
• Flexible educational program that is individualized according to the ability of the victim to participate. For example, flexible hours, classes with other survivors, gender-specific classes, online classes
• Trained trust/guidance counselors that provide more intensive counseling and monitoring of school progress
• Increased school security to ensure at-risk youth do not get recruited/trafficked during school hours
• Proper psycho-educational assessments to determine learning disabilities

Gaps:
• Educational institutions where they can receive the proper and individualized assistance; training on trafficking for the educational center staff; centers where male victims can also receive support
• Adequate safety within public schools
• Lack of identification and specialized care for learning disabilities
• Trust counselors are being laid off due to budget cuts, but monitoring and care of emotional health of trafficking victims during school hours and having proper support is imperative to ensure educational success

Foreign Born Certified Adult

Medical Services
Needs:
• Medical evaluation and immunizations funded by Medicaid or Refugee Medical Assistance (RMA)
• Pro-bono care for an extended period of time

Gaps:
• Medicaid/RMA providers may not be available in all areas of the state
• Services need to recognize and assist trafficked victims, mobile medical units including vision, dental and gynecology; victims of trafficking may need assistance for a longer period of time (longer than the 8-10 month period allowed for certified victims)
• Culturally appropriate medical services, including HIV/AIDS/STD testing, treatment and prevention education

Dental Services
Needs:
• Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, extractions etc

Gaps:
• Not all the dental needs are covered by Medicaid, e.g. Medicaid only covers extractions for adults

Mental Health Services
Needs:
• Victims may need counseling for extended period of time.
• Interpreters
• Mentorship
Gaps:
- Culturally competent and linguistically appropriate Medicaid/RMA mental health providers are not available in all areas of the state
- Better training for service staff, long term counseling; victim compensation (Florida Attorney General) is offered by a certain time frame; victims may not be ready for counseling immediately after they are rescued; some victims may not be ready for counseling until a few years after the trafficking has taken place and at that point the Attorney General’s Office may not be able to pay for these services anymore

Case Management
Needs:
- Clients need to have control of their lives as their freedom has been taken away before; they need to make their own choices
- Adult case management services (e.g. assistance with accessing services, referrals, etc.)
- Cultural competency training will be necessary to be able to understand the needs of victims and direct them to resources

Gaps:
- Staff needs to be aware and have proper training, in addition provide sufficient services; provide referrals for different services available
- Funding for case managers may not be available

Housing Assistance
Needs:
- Housing with proper therapy, safe and relaxing environment, activities for guests so they are not confined to a room

Gaps:
- Housing with treatment sometimes re-victimizes the individual and the therapy does not cater to trafficked victims rather those with drug problems; shelters are short-staffed; difficult to find long term affordable housing
- Public housing units or appropriate housing may not be available in all areas of the state

Legal Assistance
Needs:
- Training for prosecutors, an increase in human trafficking investigations and prosecutions; immigration and civil legal representation
- Coordination of local, state, and federal law enforcement authorities

Gaps:
• Cases are made by local police yet are not acted upon by attorneys, needs to be a motivation to take these cases to court; untapped legal resources; training for state agencies
• There needs to be a greater awareness of human trafficking
• Increase in funding and awareness on behalf of the staff
• Translations and interpreters must be available and already trained on human trafficking

Job Placement
Needs:
• Job training as well as interviewing training and workplace behavior
• English class for those with insufficient English skills
• Short term trade skills jobs that are in need in the area (example: landscaping, services repair, welder, truckers, etc.)

Gaps:
• Many of the victims lack the skills to search for jobs; many jobs require on-line usage and they do not have the necessary computer skills to even apply for these jobs
• Many of the victims do not know English or their knowledge is very limited
• Matching grant job counseling and placement may not be available in all areas. Job Corps and One-Stop Career Centers may not be available in all areas

Transportation
Needs:
• Safe transportation to work, different appointments and events (churches, social events)
• Program that will allow victims to obtain a drivers license faster so they are more independent.
• Training on how to use public transportation

Gaps:
• Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited
• Lack of public transportation in rural areas

Food/Clothing
Needs:
• Age and trend appropriate
• Money for food

Gaps:
• Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as under garments
• Lack of knowledge on where food assistance programs are available
• Refugee cash assistance does not cover all the needs
Education and Training
Needs:
• English classes; driving lessons; assistance with studying for driver’s license test
• More opportunities for training (trade skills jobs)
Gaps:
• Not enough centers for training
• Trainings schedule must be in more flexible hours
• Trainings should be tailored for quick placement of victims in the workforce

Language/Interpretation
Needs:
• Cultural specific information
• Culturally appropriate interpretation and translation services
• Language translation to different appointments and interviews
Gaps:
• Language capacity among all service providers
• Trained interpreters and translators are not available for all languages and in all areas

Foreign Born Certified Minor

Medical Services
Needs:
• Medical evaluation and immunizations funded by Medicaid or Refugee Medical Assistance (RMA)
• Pro-bono care for extended period of time
• Clear communication from state custody services and federal agencies that the youth qualifies for all services under state law or federal act such as the Runaway and Homeless Youth Act (RHYA)
• Culturally and age appropriate medical service, including HIV/AIDS/STD testing, treatment and prevention education
Gaps:
• Medicaid/RMA provider may not be available in all areas of the state
• Services need to recognize and assist trafficked victims, mobile medical units including vision, dental and gynecology; victims of trafficking may need assistance for a longer period of time (longer than the 8-10 month period allowed for certified victims)

Dental Services
Needs:
• Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, etc
Gaps:
• Not all the dental needs are covered by Medicaid
Mental Health Services
Needs:
• Victims may need counseling for extended period of time
Gaps:
• Better training for service staff, long term counseling
• Culturally competent and linguistically appropriate Medicaid/RMA mental health providers are not available in all areas of the state

Case Management
Needs:
• Victim centered approach
Gaps:
• Staff needs to be aware and have proper training, in addition, provide sufficient services; provide referrals for different services available
• Funding for case managers may not be available

Housing Assistance
Needs:
• Culturally competent, safe, long-term housing option with a continuum of care that allows for a balance of supervision and independence
• Housing with proper therapy, safe and relaxing environment, activities for guests
Gaps:
• Treatment programs are lacking, housing with treatment often re-victimizes the individual and the therapy does not cater to trafficked victims rather those with drug problems. Shelters are short-staffed; difficult to find long term affordable housing
• Appropriate housing may not be available in all areas of the state

Legal Assistance
Needs:
• Pre-negotiated referral system from public agency to private or public legal representation.
• Training for prosecutors, an increase in human trafficking investigations and prosecutions. In addition there needs to be a family re-unification plan in which victims do not wait long periods of time to be with their family members again
• Coordination of local, state, and federal law enforcement authorities
Gaps:
• Cases are made by local police yet are not acted upon by attorneys, needs to be a motivation to take these cases to court; untapped legal resources; training for state agencies. There needs to also be a greater awareness of human trafficking. Increase in funding and awareness on behalf of the staff
Job Placement
Needs:
- Many minors feel the need to work and they feel an obligation to work to assist their family members in the home countries; many of them have been working for years and therefore find themselves in awkward situations when they are told that they cannot work.

Gaps:
- Finding the right placement to attend school and also find a part-time job to assist their family members.

Transportation
Needs:
- Safe transportation
- Training on how to use public transportation

Gaps:
- Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited.

Food/Clothing
Needs:
- Age and trend appropriate

Gaps:
- Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as under garments.
- Refugee cash assistance does not cover all the needs.

Education and Training
Needs:
- Available services/PACE Center for Girls; English classes
- After school programs for the younger population

Gaps:
- Educational institutions where they can receive the proper assistance; training on trafficking for the educational center staff; centers where male victims can also receive mental or psychological support.
- Language and cultural barriers

Language/Interpretation
Needs:
- Cultural and age appropriate interpretation and translation services
- Access to on-site or online interpreter 24-7, 365. Participation in ESOL courses subsidized by state or federal funds under the McKinney Act

Gaps:
- Language capacity among all service providers.
• Trained interpreters and translators are not available for all languages and in all areas

Foreign Born Pre-Certified Adult

Medical Services:
Needs:
• Pro-bono care, access to medical care until certification
Gaps:
• Services need to recognize and assist trafficked victims, mobile medical units including vision, dental and gynecology
• Culturally appropriate HIV/AIDS/STD testing, treatment and prevention education

Dental Services
Needs:
• Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, etc
Gaps:
• Not all the dental needs are covered by Medicaid
• Emergency Medicaid is not available for acute dental needs

Mental Health Services
Needs:
• Staff needs to recognize and assist trafficked victims, access mental health care
• Continued counseling that is specialized for sexual abuse, Post Traumatic Stress Disorder
• Cultural Competency Training
Gaps:
• Better training for service staff, long term counseling
• Bilingual staff

Case Management
Needs:
• Victim centered approach but at the same time guidance to different procedures to seek services
Gaps:
• Staff needs to be aware and have proper training

Housing Assistance
Needs:
• Housing with proper therapy, safe and relaxing environment, activities for guests
Gaps:
• Housing with treatment often re-victimizes the individual and the therapy does not cater to trafficked victims, rather to those with drug problems. Shelters are short-staffed; difficult to find long term affordable housing
• Training for the home/shelter staff

Legal Assistance
Needs:
• Training for prosecutors, an increase in human trafficking investigations and prosecutions; immigration and civil legal representation
Gaps:
• Cases are made by local police yet are not acted upon by attorneys, needs to be a motivation to take these cases to court; untapped legal resources, training for state agencies. There needs to also be a greater awareness of human trafficking. Increase in funding and awareness on behalf of the staff

Job Placement
Needs:
• Victims of trafficking express the need to work even before they receive a work authorization based on continued presence because their families depend on what they need for daily survival
Gaps:
• Job seeking skills training
• Not enough centers for training
• Trainings schedule must have flexible hours
• Trainings should be tailored to be able to quickly place victims in the workforce

Transportation
Needs:
• Safe transportation
Gaps:
• Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited
• Access to a driver license and insurance so they can become more independent

Food/Clothing
Needs:
• Age and trend appropriate
Gaps:
• Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as undergarments

Education and Training
Needs:
• English classes; job training
Gaps:
• Need more training centers and more flexible schedule
• Classes and training have to adapt to the population in need
Language/Interpretation
Needs:
• Language translation to seek different services
Gaps:
• Language capacity among all service providers

Foreign Born Pre-Certified Minor

Medical Services
Needs:
• Pro-bono care, access to medical care until certification
Gaps:
• Services need to recognize and assist trafficked victims, mobile medical units including vision, dental and gynecology
• Culturally and age appropriate HIV/AIDS/STD testing, treatment and prevention education

Dental Services
Needs:
• Pro-bono care not limited to providing general prophylaxis, x-rays, fillings for cavities, crowns, bridges, treatment for periodontal disease, etc
Gaps:
• Not all dental services are covered by Medicaid

Mental Health Services
Needs:
• Victims may need counseling for extended period of time
Gaps:
• Better training for service staff, long term counseling

Case Management
Needs:
• Victim centered approach
Gaps:
• Staff needs to be aware and have proper training, in addition providing sufficient services, and higher funding

Housing Assistance
Needs:
• Housing with proper therapy, safe and relaxing environment, activities for guests
Gaps:
• Treatment programs are lacking, housing with treatment often re-victimizes the individual and the therapy does not cater to trafficked victims, rather to those with drug problems. Shelters are short-staffed; difficult to find long term affordable housing
Legal Assistance

Needs:
- Training for prosecutors, an increase in human trafficking investigations and prosecutions; immigration and civil representation

Gaps:
- Cases are made by local police yet are not acted upon by attorneys; needs to be a motivation to take these cases to court; untapped legal resources, training for state agencies. There needs to be a greater awareness of human trafficking. Increase in funding and awareness on behalf of the staff. Resources for immigration representation are limited

Job Placement

Needs:
- Many minors feel the need to work and they feel an obligation to work to assist their family members in the home countries; many of them have been working for years and therefore find themselves in awkward situations when they are told that they cannot work

Gaps:
- Finding the right placement to attend school and also find a part time job to assist themselves and their family members

Transportation

Needs:
- Safe transportation

Gaps:
- Public transportation is not as reliable in certain areas of the state. For example, buses do not run to some areas and on the weekends may be very limited

Food/Clothing

Needs:
- Age and trend appropriate clothing
- Money to buy food

Gaps:
- Many second hand stores provide vouchers for clothing; however many of them lack more specific items such as undergarments

Education and Training

Needs:
- Available services/PACE Center for Girls; English classes

Gaps:
- Educational institutions where they can receive the proper assistance; training on trafficking for the educational center staff; centers where male victims can also receive support
Language/Interpretation

Needs:
- Language translation

Gaps:
- Language capacity among all service providers