



TENNESSEE DEPARTMENT OF HUMAN SERVICES

**COMPREHENSIVE PLAN
FOR THE DELIVERY OF SERVICES TO
HUMAN SEX TRAFFICKING VICTIMS**

2013



STATE OF TENNESSEE
DEPARTMENT OF HUMAN SERVICES
CITIZENS PLAZA BUILDING
400 DEADERICK STREET
NASHVILLE, TENNESSEE 37243-1403

TELEPHONE: 615-313-4700 FAX: 615-741-4165
TTY: 1-800-270-1349
www.tn.gov/humanserv/

BILL HASLAM
GOVERNOR

RAQUEL HATTER, MSW, Ed.D.
COMMISSIONER

The Tennessee Department of Human Services (DHS) is pleased to present the initial Tennessee Human Trafficking Services Coordination and Service Delivery Plan. This plan was developed in accordance with Public Chapter 963, which tasked DHS with developing a comprehensive plan for the delivery of services to victims of human trafficking, in partnership with the Department of Children's Services (DCS), Department of Health (DoH), Department of Intellectual and Developmental Disabilities (DIDD), Department of Mental Health and Substance Abuse Services (DMHSAS) and the Tennessee Bureau of Investigation (TBI).

Human trafficking is a multifaceted issue facing Tennessee and the nation as a whole. As a state, Tennessee has been recognized for its efforts to combat the problem and serve those affected. These efforts include an in-depth statewide research assessment, grassroots initiatives and several statutory changes, including decriminalizing prostitution for minors.

We are very excited about this initial plan. It serves as an excellent foundation and framework for the state to conduct additional due diligence, which is crucial to further develop the state's approach and ensure overall success once implemented. Due to the complex nature of the issue, it is recommended that this plan be submitted to the Governor's Public Safety Subcabinet to continue plan development. This will also be useful in determining the fiscal and programmatic needs of a long term strategy.

This plan is an excellent example of a public-private partnership. Statewide community partners, such as law enforcement, service providers, survivors, faith based organizations, etc. and state agencies participated. We would like to thank everyone involved for their time, expertise, and commitment to helping Tennessee become a national leader in effectively responding to the needs of human trafficking victims.

We want to send a special thanks to the commissioners of DCS, DoH, DIDD, DMHSAS and their staff for their efforts in this process. We also want to extend a special thank you to the TBI for their previous work on this issue and their active role in the development of this plan.

Every individual has a role in helping to eradicate the issue of human trafficking. It is our hope that this work empowers Tennesseans through human trafficking education, awareness and coordinated service delivery in order to transition those impacted from a state of victimization to one of survivorship.

In Service to Others,

A handwritten signature in black ink, appearing to read "Raquel Hatter".

Raquel Hatter, MSW, Ed.D.
Commissioner, Tennessee Department of Human Services

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LIST OF ACRONYMS

State Government Entities

DCS	Department of Children's Services
DH	Department of Health
DHS	Department of Human Services
DIDD	Department of Intellectual and Development Disabilities
DMHSAS	Department of Mental Health and Substance Abuse Services
DOE	Department of Education
TBI	Tennessee Bureau of Investigations
TOR	Tennessee Office for Refugees

Department of Health and Human Services (HHS) Entities

ACF	Administration for Children and Families
HRSA	Health Resources and Services Administration
ORR	U.S. Office of Refugee Resettlement
SAMHSA	Substance Abuse and Mental Health Services Administration

Department of Homeland Security (DHS) Entities

HSI VAP	Homeland Security Investigations, Victim Assistance Program
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Department of Justice (DOJ) Entities

BJA	Bureau of Justice Assistance
FBI	Federal Bureau of Investigation
NIJ	National Institute of Justice
OVC	Office for Victims of Crime
OVW	Office on Violence Against Women

Other Government Offices

DOL	Department of Labor
DOS	Department of State
EEOC	Equal Employment Opportunities Commission
FDCF	Florida Department of Children and Families
HSTC	Human Smuggling and Trafficking Center
SPOG	Senior Policy Operating Group

Other Acronyms

AA	Alcoholics Anonymous
ADA	Assistant District Attorney
AVSCT	Adult Victim Services Coordination Team
CAASE	Chicago Alliance Against Sexual Exploitation
CCAT	Campus Coalition Against Trafficking
CP	Continued Presence

CPIT	Child Protective Investigative Team
CPS	Child Protective Services
CSEC	Commercial Sexual Exploitation of Children
CVSC	Central Victim Services Coordinator
CVSCT	Child Victim Services Coordination Team
FCAT	Family and Child Assessment Team
HTCC	Human Trafficking Collaboration and Coordination Committee
GIS	Geographic Information System
ICPC	Interstate Compact on the Placement of Children
ILP	Independent Living Program
MLMC	My Life My Choice
NCMEC	National Center for Missing & Exploited Children
NGO	Non-Governmental Organization
NYCTAP	New York City Trafficking Assessment Project
RVSC	Regional Victim Services Coordinator
SIU	Special Investigation Unit
STI/STD	Sexual Transmitted Infections & Diseases
TIBRS	Tennessee Incident-Based Reporting System
TNHTH	Tennessee Human Trafficking Hotline
TVPA	Trafficking Victims Protection Act
UNODC	United Nations Office of Drugs and Crime
P.R.E.V.E.N.T.	Promoting Respect, Enhancing Value, and Establishing New Trust



State of Tennessee
PUBLIC CHAPTER NO. 963

SENATE BILL NO. 2370

By Marrero, Harper, Berke, Ford, Herron, Overbey, Burks

Substituted for: House Bill No. 2492

By Coley, Hurley, Cooper, Johnnie Turner, Maggart, Camper, Weaver, Favors, Jones, Brown, Floyd, Sparks, Swann, Todd, Gilmore, Richardson, Parkinson, Hardaway, White, Lollar

AN ACT to amend Tennessee Code Annotated, Title 38 and Title 71, relative to victims of human trafficking.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE:

SECTION 1. Tennessee Code Annotated, Title 71, Chapter 1, Part 1, is amended by adding the following as a new section thereto:

(a) The Commissioner of the Department of Human Services shall establish a plan for the delivery of services to victims of human trafficking after consultation with the following departments:

- (1) Department of Children's Services;
- (2) Department of Health;
- (3) Department of Intellectual and Developmental Disabilities;
- (4) Department of Mental Health; and
- (5) Tennessee Bureau of Investigation.

(b) The plan developed under subsection (a) shall include, but not be limited to, provisions to:

- (1) Identify victims of human trafficking in this state;
- (2) Identify community-based services for victims of human trafficking;
- (3) Assist victims of human trafficking through the provision of information regarding access to benefits and services to which those victims may be entitled;
- (4) Coordinate delivery of services and information concerning health care, mental health care, legal services, housing, job training, education and victim's compensation funds;
- (5) Prepare and disseminate educational materials and provide training programs to increase awareness of human trafficking and the services available to victims; and
- (6) Assist victims of human trafficking with family reunification.

(c) In addition to the requirements of subsection (b), the plan shall include a timeline for which the department anticipates the state would be capable of implementing the plan, along with anticipated rates of assistance to victims of human trafficking, cost of implementation, an itemized rationale for both, and any other factor that the department opines will significantly contribute to or detract from the success of implementing the plan.

(d) By July 1, 2013, the Department of Human Services shall transmit a copy of the plan and issue a report to the chair of the Judiciary Committee of the Senate and the chair of the Judiciary Committee of the House of Representatives.

SECTION 2. This act shall take effect upon becoming a law, the public welfare requiring it.

SENATE BILL NO. 2370

PASSED: April 27, 2012


 RON RAMSEY
 SPEAKER OF THE SENATE


 BETH HARWELL, SPEAKER
 HOUSE OF REPRESENTATIVES

APPROVED this 10th day of May 2012


 BILL HASLAM, GOVERNOR

METHODOLOGY

The Tennessee Legislature enacted Public Chapter 963 requiring the Department of Human Services (DHS) to collaborate with the Department of Mental Health and Substance Abuse Services (DMHSAS), Department of Intellectual and Development Disabilities (DIDD), Department of Health (DoH), Department of Children's Services (DCS); and Tennessee Bureau of Investigations (TBI) in the establishment of a comprehensive plan for the delivery of services to human trafficking victims throughout the state. DHS enlisted the assistance of LB International Consulting, LLC (LBIC) to assist in addressing the six specific deliverables related to the identification of victims, identification of services, provision of information regarding access to benefits, coordination for the delivery of services and information available to victims, preparation and dissemination of educational materials, and reunification.

Preliminary efforts included numerous consultations with the TBI and formation of the steering committee, which consisted of representatives from key state agencies identified in Public Chapter 963. To ensure inclusiveness and adequate representation of statewide stakeholders, a working group was created, consisting of eighty plus partners from various sectors: survivors, provider agencies, non-governmental organizations, law enforcement, faith-based communities, various ethnic communities, national organizations, etc. Additionally, a separate Survivor Advisory Council (SAC) and National Advisory Council (NAC) were established for the substantiation of contents within the plan. Advisement from all groups has been an invaluable asset throughout the entirety of this process. All groups serve as excellent state resources to be leveraged in future efforts.

Contents of this plan were gathered through mixed-methods. Acquisition of feedback took place through methods such as:

- Strategic sessions,
- Administration of questionnaires,
- Conducting literary research,¹
- Attending National Conferences and
- Consulting with stakeholders (Steering Committee, Working Group, Survivor Advisory Council, National Advisory Council, State Department Leadership, etc.)

All stakeholders were given multiple opportunities to weigh-in on each strategic goal and overall content of the plan. Contents within the final plan represent the general consensus of the ideas shared by stakeholders throughout the process.

Given the extent of statewide partnerships, an assessment was administered as a supplemental effort to satisfy the goal of identifying available resources across the state. Commissioners and Director from each of the six departments collectively endorsed the initiative. The assessment captured information on statewide service providers, such as specific services, type of services, counties where the service is available, location(s) of availability, whether the service is offered

¹ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

in urban or rural areas, whether the service is accessible, the fee for the service, and the funding stream for the service. Both an executive summary and the full results report are referenced within the Goal 2 contents.

The final phase of plan production consisted of in-depth reviews by each department listed within Public Chapter 963. This generative thinking exercise allowed each department an opportunity to begin strategizing for possible future implementation of the plan, a phase to be prescribed at a later date. All other relative stakeholders were notified of their potential inclusion in the plan for informational purposes.

Human Trafficking Collaboration & Coordination Committee

The Human Trafficking Collaboration & Coordination Committee (HTCC) is a proposed group that will function as a State Human Trafficking Task Force. The HTCC should be commissioned to address all forms of human trafficking. The HTCC will ensure the development and implementation of a comprehensive state plan that addresses prevention of human trafficking and effective services to trafficking victims. Participation on the HTCC shall be voluntary and no compensation shall be provided for any incurred expenses associated with meetings, travel or HTCC work completed outside of scheduled meetings.

Members of the HTCC should consist of the Department of Children's Services, Department of Human Services, Department of Health, Department of Intellectual and Developmental Disabilities, Mental Health and Substance Abuse Services, Tennessee Bureau of Investigation, Department of Education, Department of Transportation, Office of the Attorney General and Reporter, Department of Labor and Workforce Development; Tennessee Association of Chiefs of Police, Tennessee Sheriffs' Association, Department of Safety, District Attorneys General Conference, District Public Defenders Conference, a non-governmental organization specializing in human trafficking, a community member or group disproportionately affected by human trafficking, an academic researcher specializing in human trafficking, a survivor or victim of human trafficking, a provider, and a faith-based organization. Representation will come from the infrastructure that currently exists in state government, allowing this initiative to be fully integrated into each department's service delivery and fiscal accountability system. This committee will leverage the resources of current state agencies, thereby increasing ownership of all partners.

Committee responsibilities include:

1. ensuring all departments develop a state plan for their provider agencies to identify and serve victims of human trafficking;
2. establishing a system to coordinate the collection and reporting of human trafficking data regarding victims;
3. providing recommendations and establishing policies to improve coordination between all service partners;
4. reviewing the effectiveness of existing services for victims of human trafficking (an example: health and mental health services; housing; education and job training; language interpretation services; legal services; victim compensation, etc.);
5. evaluating approaches used by state and local governments to increase public awareness for human trafficking and its victims;

6. streamlining the creation and implementation of processes and establishing an accountable screening and approval system for NGOs providing case management and coordinating all services and benefits for trafficking victims;
7. maintaining an updated list of approved counselors, organizations and trainers with human trafficking specializations;
8. establishing a recovery assessment to gauge survivors' appropriateness for the Survivor Advisory Council;
9. appointing NGOs in each grand region that will provide NGO/lead workers to provide case management services and to coordinate services and benefits coordination for trafficking victims;
10. developing a criteria for appointing NGOs to provide case management and to coordinate services and benefits for trafficking victims;
11. exploring funding avenues such as "Emergency Medicaid" that may be used to pay for necessary medical care for those without health insurance or the ability to pay;
12. exploring funding options for trafficking victims' programs and services;
13. approving all public education materials submitted by human trafficking partners, and budgets related to making sure these resources are readily available; assessing the availability of existing resources; coordinating the preparation and dissemination of all materials; identifying a timeline for all materials to be drafted and for products to be ready for distribution; and establishing a regular schedule of re-ordering/ re-printing and re-distribution to audiences; determining which materials will be created in-house and which materials (if any) will be created by external vendors
14. establishing a set of criteria that all public education and training materials must meet in order to be used, and identifying a point person for quality assurance;
15. establishing an Information Coordinator position for the public awareness campaign;
16. ensuring that the development of all training modules are completed through a collaborative process, approving all trafficking training modules and overseeing the training process; and
17. ensuring that a process is established and implemented to mandate the filing of a claim with the National Center for Missing and Exploited Children (NCMEC) on every child trafficking victim who is rescued.

The HTCC will meet at least quarterly and will be authorized to address all aspects of prevention and service delivery for human trafficking victims, both United States citizens and foreign nationals. The HTCC shall submit an annual report to the legislature by December 31 of each year. The report shall include detailed information on the effectiveness of service delivery to trafficking victims, findings and recommendations for improving prevention efforts and service delivery.

The Committee membership will include Department Commissioners and/or their designees representing the Department partners listed above; and private children- and adult-centered service providers (i.e. treatment services, runaway and homeless youth services, mental health and substance abuse treatment, physical health, housing, etc). The Committee will also seek participation from specialized legal, NGO, community, academic and survivors groups. Existing budgeted money will fund this Committee, as no new funds are currently allocated to support this Committee.

STRATEGIC GOALS

The following six strategic goals were discussed and developed to establish the Tennessee Human Trafficking Plan for the Delivery of Services to Trafficking Victims. These goals are based on the Tennessee Legislature enactment of Public Chapter 963 requiring the Commissioner of the Tennessee Department of Human Services (DHS) establish a comprehensive plan for the delivery of services to human trafficking victims throughout the state after consultation with the following departments: Department of Children's Services, Department of Health; Department of Intellectual and Developmental Disabilities, Department of Mental Health and Substance Abuse Services, and Tennessee Bureau of Investigation.

GOAL 1

Establishing a mandatory reporting system for identifying victims of human trafficking in Tennessee

Identifying Victims of Human Trafficking

In addition to law enforcement, many frontline workers will encounter victims of human trafficking while carrying out their regular job functions, including those in the medical and hospital industry, behavioral and mental health professionals, substance abuse professionals, social workers, service providers, advocates, school personnel, hotel and convenience store workers, and numerous others. In addition, community-based and faith-based organizations, as well as ordinary citizens, are in positions to encounter victims of trafficking. Human trafficking indicators and red flags are a resource tool to assist professionals and the general public with identifying trafficking victims. The presence or absence of any indicators neither confirms nor disproves that human trafficking is occurring. Nevertheless, the presence of indicators should prompt further investigation which may lead to confirming cases of human trafficking. See *Appendix A. Indicators of Human Trafficking*.

Mandatory Reporting System: Reporting & Analysis

Biannually, DCS, DHS, DH, DIDD, DMHSAS and TBI must be required to collect and report Human Trafficking data to the Human Trafficking Collaboration & Coordination Committee (HTCC). The HTCC will have the responsibility of serving as a repository and for collecting and analyzing all human trafficking data collected by the departments, as well as evaluating the effectiveness of current services, policies and practices. Based on HTCC's findings, recommendations for new policies and strategies will be reported to the legislature annually. HTCC must serve as the Single Point of Contact for human trafficking data, information and resources.

DCS, DHS and TBI have the responsibility for collecting statewide human trafficking data and reporting biannually to the Committee. HTCC will provide a comprehensive report of findings to the State legislature annually. The agencies responsible for collecting human trafficking data for all sex trafficking victims are:

- DCS – Youth Sex Trafficking (17 years of age and younger)
- DHS – Adult Sex Trafficking (18 years of age and older)

- TBI – Youth and Adults hotline data; Tennessee Incident-Based Reporting System (TIBRS)

DCS, DHS and TBI will refer victims to the appropriate department/agency to ensure victims receive services and that the perpetrator(s) are reported to the proper law enforcement agency. DH, DIDD and DMHSAS will be responsible for collecting and maintaining data on human trafficking for their populations, and for providing this data to the HTCC biannually. While the data is reported biannually, there must be a system for ongoing data collection. The data system used shall be designed to collect information that includes the number, age, gender, region, state and country of origin, and primary language of human trafficking victims, and should have the ability to be cross-referenced by the agencies. The TIBRS data system is designed to collect information that includes the number of incidents involving human trafficking victims.

Adult human trafficking victims who refuse to provide their name, as well as any identifying information or details about the crime, will be assigned a case number. No identifying information will be recorded or stored on those victims. When or if a victim is identified for a second time as a human trafficking victim and she/he refuses to provide any identifying information to another reporter, she/he may be reported again, duplicating the count. It is recognized that this will unintentionally skew the numbers of unduplicated victims; however, it is anticipated that these incidences will be rare. Data will be entered and maintained in TIBRS on the number of victims refusing to give any pertinent information needed to identify them as a trafficking victim.

Reporting System for Sex Trafficking Victims

The Tennessee Human Trafficking Hotline, 855-55-TNHTH (1-855-558-6484) will be the source for reporting all sex trafficking cases. Once the “First Identifier” (the first person to encounter the victim and to report the crime) identifies the trafficking victim, the crime should be reported to TNHTH. All persons, agencies and organizations should refer victims seeking assistance, as well as organizations and persons reporting sex trafficking, to the hotline.

Once a child trafficking victim is identified by the First Identifier, and reported to the TBI Hotline, the Hotline will contact the appropriate law enforcement agency based on where the crime occurred and evaluate the need to take the case and/or to involve other federal agencies. In addition, TBI will refer all cases involving children to DCS and all cases involving adults where the victim is interested in receiving services to DHS.

Reporting System for Child Sex Trafficking Victims

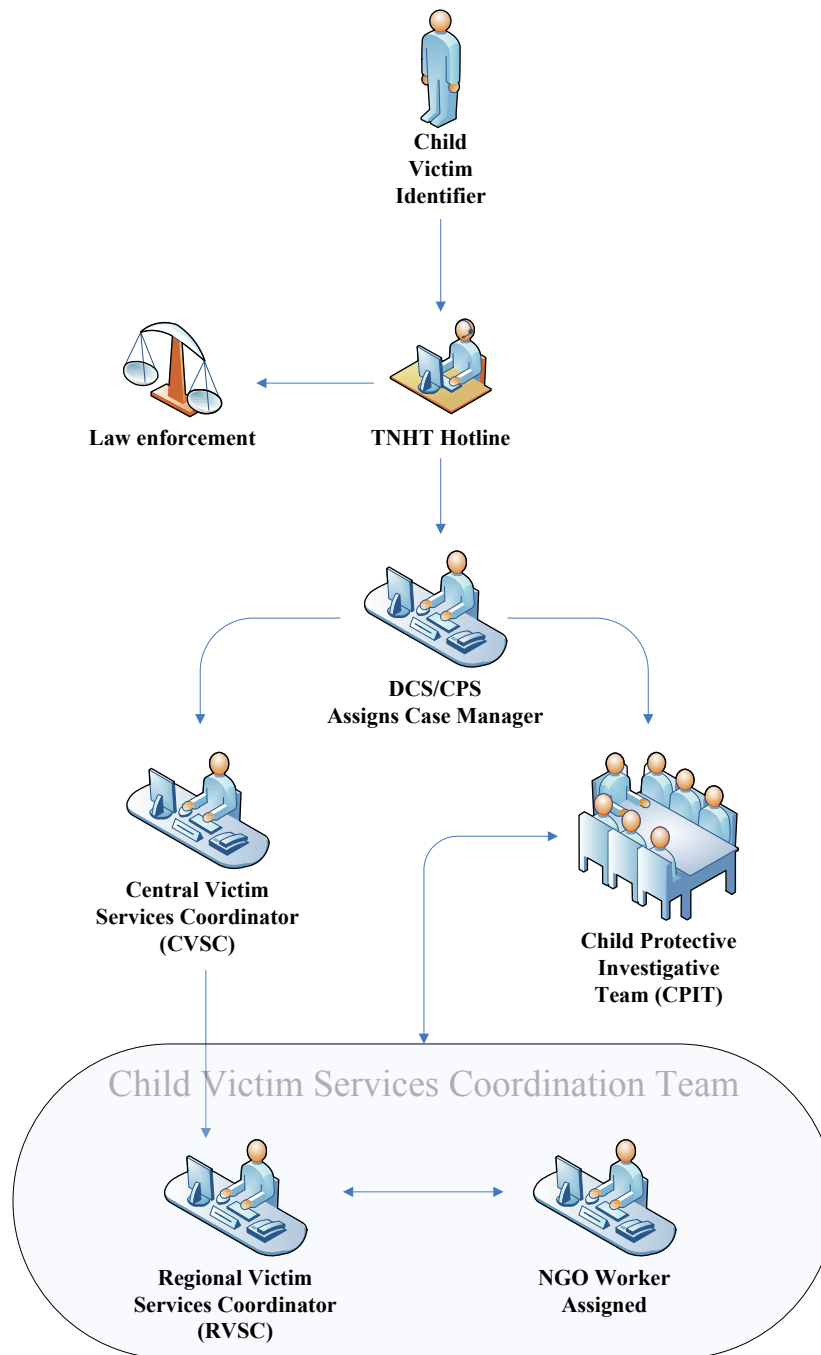
Upon receiving the child sex trafficking case from TBI, Child Protective Services (Division of DCS) will involve the Child Protective Investigative Team (CPIT), and the DCS Central Victim Services Coordinator (CVSC). The CVSC will contact and assign the appropriate Regional Victim Services Coordinator (RVSC). The RVSC will contact the Non-Governmental Organization (NGO). The NGO will assign a worker to the case to collaborate with the RVSC. The RVSC and NGO worker will form the Child Victim Services Coordination Team

(CVSCT), designed to manage, coordinate and address all of the victims' service needs. The CVSCT will maintain communications with the CPIT regarding assessment, placement and case review. As the lead worker, the NGO worker will provide case management and coordinate all services and benefits.

The above reporting system requires DCS define several new positions: one CVSC, and a minimum of three RVSC (one for each grand region). Based on the number of victims referred to each grand region, DCS may be required to increase or decrease the number of RVSC. However, at all times a minimum of one RVSC shall be maintained within each grand region.

Additionally, the above reporting system requires expanding the current role of the CPIT to include the assessment of children who are victims of trafficking. DCS will also be required to establish a contract with NGOs in each of the three grand regions to provide case management and coordinate all services and benefits. The RVSC will serve as the official DCS case manager for all child sex trafficking victims.

Figure 1 - Reporting Child Sex Trafficking Victims



Notes:

The arrow represents information flowing from one source to another.

The double arrow represents the continuous exchange of information between two groups and/or professionals.

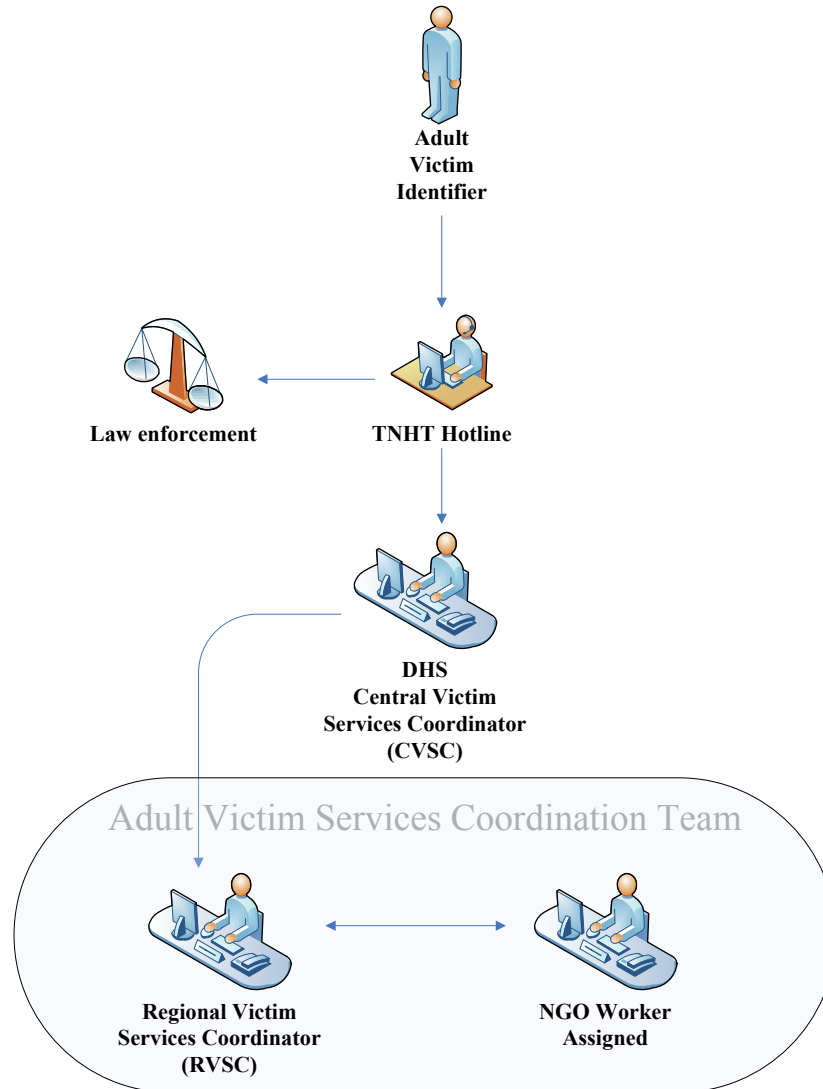
Reporting System for Adult Sex Trafficking Victims

Upon receiving the adult sex trafficking case from TBI, DHS will refer the case to its Central Victim Services Coordinator (CVSC). The CVSC will contact and assign the appropriate Regional Victim Services Coordinator (RVSC). The RVSC will contact the Non-Governmental Organization (NGO). The NGO will assign a worker to the case to collaborate with the RVSC. The RVSC and NGO worker will form the Adult Victim Services Coordination Team (AVSCT), designed to manage, coordinate and address all of the victims' service needs. As the lead worker, the NGO worker will provide case management and coordinate all services and benefits.

The above reporting system requires DHS to define several new positions: one CVSC, and a minimum of three RVSC (one for each grand region). Based on the number of victims referred to each grand region, DHS may be required to increase or decrease the number of RVSC. However, at all times a minimum of one RVSC shall be maintained within each grand region.

Additionally, the above reporting system requires establishing a contract with NGOs to provide case management and to coordinate all services and benefits services. The RVSC will serve as the official DHS case manager for all adult sex trafficking victims.

Figure 2 - Reporting Adult Sex Trafficking Victims



Notes:

The arrow represents information flowing from one source to another.

The double arrow represents the continuous exchange of information between two groups and/or professionals.

Mandatory Data Collection

Mandatory data collection is critical to ending human trafficking. Providing adequate and quality services to trafficking victims requires being able to determine the extent of the crime. Tennessee's State Agencies and Human Trafficking Collaboration & Coordination Committee (HTCC) must collaborate to ensure the state's data collection processes are consistent with federal efforts.

The United Nations Office of Drugs and Crime (UNODC) recommends that agencies conducting Human Trafficking work should ensure a common system for collecting and sharing information so that agencies use consistent language, methods and procedures that allow for comparability across the state. Equally important is that states use the findings from regular monitoring and impact evaluations to help identify gaps in the state or local response and adapt, take corrective actions or additional measures, and/or make the necessary changes in policies or strategies to prevent and combat human trafficking. The following tables identify examples of mandatory measurements for tracking human trafficking data.

Mandatory Data²

Table 1

Human Sex Trafficking Incidents Opened For Investigation by Type of Trafficking

Type of Trafficking	Number	Percent
• All incidents		
Sex trafficking		
• Adult prostitution/commercial sex act		
• Prostitution or sexual exploitation of a child		
• Sexualized labor		
• Other		
Labor Trafficking		
• Commercial industry labor		
• Unregulated industry labor		
• Other		
Other suspected trafficking		
Unknown		

Note:

Type of trafficking is identified as the type of suspected incident reported to or investigated by the law enforcement agency. The type of trafficking investigated is not necessarily the same type of trafficking that may be confirmed, charged at arrest, or prosecuted.

² U.S. Department of Justice Office of Justice Programs Bureau of Justice Statistics. (April, 2011). *Special Report: Characteristics of suspected human trafficking incidents, 2008-2010*. Available at <http://www.northeastern.edu/humantrafficking/wp-content/uploads/cshti0810.pdf>.

Table 2

Agencies Involved In Human Trafficking Investigations by Type of Trafficking

Type of Agency	Sex Trafficking Investigations Number	Sex Trafficking Investigations Percent	Labor Trafficking Investigations Number	Labor Trafficking Investigations Percent
Lead agency				
• Law enforcement/ prosecution/ corrections				
• Victim advocacy				
• Human services agency				
• Regulatory agency				
• Unknown				
Lead agency level				
• State, local, or territorial				
• Federal				
• Non-governmental organization/private				
• Unknown				
Type of agencies involved				
• Law enforcement/ prosecution/ corrections				
• Victim advocacy/ defense				
• Human services agency				
• Regulatory agency				
Level of agencies involved				
• State, local, or territorial				
• Federal				
• Non-governmental organization/private				

Note:

Territorial – territorial- level government agency

Federal agencies - FBI, U.S. Attorneys' Offices, or Immigration and Customs Enforcement, etc.

Table 3

Victim Characteristics in Cases Confirmed to be Human Trafficking by Type of Trafficking

Victim Characteristic	Total	Sex Trafficking	Labor Trafficking
Victim's County			
Sex			
• Male			
• Female			
Age			
• 9 or younger			
• 10-12			
• 13-15			
• 16-17			
• 18-24			
• 25-34			
• 35 or older			
• Unknown			
Race			
• White			
• Black/African American			
• Hispanic/Latino origin			
• Asian			
• Other			
• Unknown			
Citizenship			
• U.S. Citizen/U.S. National			
• Permanent U.S. resident			
• Undocumented immigrant			
• Qualified immigrant			
• Temporary worker			
• T visa			
• U visa			
• Unknown			
Country/State of origin: (data field)			
Primary Language: (data field)			
Number of victims identified			

Table 4

Perpetrator Characteristics in Cases Confirmed to be Human Trafficking by Type of Trafficking

Perpetrator Characteristic	Total	Sex Trafficking	Labor Trafficking
Sex			
• Male			
• Female			
• Unknown			
Age			
• 17 or younger			
• 18-24			
• 25-34			
• 35 or older			
• Unknown			
Race			
• White			
• Black/African American			
• Hispanic/Latino origin			
• Asian			
• Other			
• Unknown			
Ethnicity (data field)			
Citizenship			
• U.S. Citizen/U.S. national			
• Permanent U.S. resident			
• Undocumented immigrant			
• Qualified immigrant			
• Unknown			
Country/State of origin: (data field)			
Primary language: (data field)			
Number of Perpetrator identified			

Table 5

Human Trafficking Incidents Opened for at Least 12 Months by Outcome

Outcome	Total		Sex Trafficking		Labor Trafficking	
	Number	Percent	Number	Percent	Number	Percent
All human trafficking cases						
Confirmed						
Not confirmed						
Pending or unknown confirmation status						

Table 6

Human Trafficking Incidents Opened for at Least 12 Months by Outcome

Incident Type	Confirmed Trafficking	Non- Confirmed Trafficking	Pending Outcome
• Total			
Sex trafficking			
• Adult prostitution			
• Prostitution or sexual exploitation of a child			
• Sexualized labor			
• Other			
Labor trafficking			
• Commercial industry labor			
• Unregulated industry labor			
• Other/Unknown			

Federal Efforts around Data Collection and Sharing

While it is essential that Tennessee establish a data collection system and dissemination procedures, it is also critical to remain informed about federal attempts to establish new data collection mechanisms and data sharing procedures, such as the efforts currently underway by the President's Interagency Task Force to Monitor and Combat Trafficking in Persons.³ *The Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States* outlines the President's Interagency Task Force Plan for establishing new data collection mechanisms and data sharing procedures.

Additionally, it is important that federal, state and local data collection mechanisms are consistent, creating standardized data that can be used to clearly define the extent and distribution of human trafficking throughout the United States. The HTCC should be responsible for ensuring Tennessee data collection mechanisms mirror those of the federal government. It is also critical that the HTCC monitor best and promising practice approaches to providing effective services to human trafficking victims and trafficking prevention efforts.

Screening Tool for Identifying Trafficking Victims

The ability to effectively identify trafficking victims is an important initial step in the process towards ending the abuse and violence experienced by these victims. As we already know, there are considerable barriers to identifying victims of Commercial Sexual Exploitation of Children (CSEC) and human trafficking. These barriers include but are not limited to:⁴

- the common lack of public awareness,
- the victims' inability to view themselves as a victim,
- the exploiters' immense efforts to keep their crimes hidden, and
- the lack of evidence-based screening or measurement tools.

As the research indicates, there is a dearth of screening and measurement tools for identifying human trafficking victims. Nevertheless, it is critical to not ignore the important role these tools serve.

The National Institute of Justice (NIJ) will publish a client screening tool and user guide based on findings tested and evaluated by the Vera Institute of Justice to improve victim identification across diverse populations for use by victim service providers. The Office on Victims of Crime will provide the electronically published NIJ screening tool to all trafficking victim assistance grantees and the field.

³ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

⁴ California Child Welfare Council. (2013). *Ending the commercial sexual exploitation of children: A call for multi-system collaboration in California*. Available at http://www.youthlaw.org/fileadmin/ncyl/youthlaw/publications/Ending-CSEC-A-Call-for-Multi-System_Collaboration-in-CA.pdf.

The Department of Health and Human Services will leverage the work of NIJ to identify targeted screening tools for human trafficking for specific use within medical and health systems (including community clinics and emergency rooms), child welfare systems, mental health and substance abuse treatment providers, human services programs, and other systems likely to encounter potential victims. The HTCC should diligently monitor the release of this tool.

The HTCC will develop a process for selecting and implementing a cross-system human trafficking screening tool for use by multiple systems and professionals to assist with the identification of trafficking victims. It would make sense that the HTCC adopt NIJ's screening tool, which has been tested and evaluated by the Vera Institute of Justice. See *Appendix D. Screening Tools, Public Awareness, and Services & Resources* for examples of additional training tools. See *Appendix C. Framing the Issue of the Commercial Sexual Exploitation of Children* for additional resources for identifying CSEC and trafficking victims.

Mandatory Reporting Statute/Penalties for Failure to Report

The Tennessee Legislature should establish a statute requiring mandatory reporting of trafficking victims. The statute must clearly describe the consequences for "failure to report." The statute should follow a similar structure to that of the Tennessee Mandatory Reporting Requirements Regarding Children/Elderly (abuse, neglect & exploitation).

Additionally, the statute should require that known or suspected cases of trafficking be reported directly to the Tennessee Human Trafficking Hotline (TNHHTH). Cases involving children (17 years of age and younger) will be referred to the DCS by TBI. Cases involving adults (18 years of age or older) will be referred to DHS by TBI. The statute should include the following sections and information:

Who Must Report?

Any person, including, but not limited to, physicians, nurses, social workers or workers in any licensed facility or agency, mental health professionals, medical examiners or coroners, dentists or dental hygienists, optometrists, faith-based practitioners, clergy, victims' advocates, public and private school officials and personnel, chiropractors, psychologists, licensed professional counselors, licensed marriage and family therapists, physical therapists, unlicensed psychotherapists, pharmacists, registered dietitians, peace officers, workers in the state department of human service agencies, juvenile parole and probation officers and child and family investigators.

Reports Made To

Report to TNHHTH or law enforcement where the crime occurred.

Contents of the Report for Children

The name, addresses (current and previous three years), age, sex, race and ethnicity of the child; physical description; primary language spoken; nature and extent of the child's injuries; name and address of person(s) responsible for the suspected exploitation, if known; the source of the report and the name, address and occupation of the person making the report; any actions taken by the source of the report or person making the report; any other information pertinent to the report.

Contents of the Report for Adults

Mandatory reporting requirements for adult victims of sex trafficking state that "Suspected sexual offenses occurring in facilities licensed by the Department of Mental Health and Developmental Disabilities or any hospital must be reported to TNHTH or local law enforcement." Adults do have the option of declining services. The name, addresses (current and previous three years), age, sex, race and ethnicity of the adult; physical description; primary language spoken; nature and extent of the adult's injuries; name and address of person(s) responsible for the suspected exploitation, if known; the source of the report and the name, address and occupation of the person making the report; any actions taken by the source of the report or person making the report; any other information pertinent to the report.

Timing/Other Procedures

Reports may be oral or written and must be made immediately upon knowledge of the occurrence of the suspected exploitation. "Immediately" is defined as within two hours of becoming aware of or suspicious of exploitation.

Penalties for Failure to Report

Any person who knowingly fails to make a report required by this chapter commits a Class A misdemeanor, which may be punishable by not greater than eleven (11) months, twenty-nine (29) days or a fine not to exceed two thousand five hundred dollars (\$2,500), or both.

Specific to Children Under DCS Custody

Based on the State of Tennessee Department of Children's Services – Administrative Policies and Procedures: 14.25 (TCA 37-5-105 (3), 37-5-106, 37-1-401 et seq., 37-1-601 et seq.) DCS Special Investigations Unit (SIU) currently conducts investigations of allegations of child abuse and neglect that occur while a child is in DCS custody. Special investigations include facilities where children/youth are residing in a DCS or contract agency placement, non-custodial children/youth in licensed day care facilities, unlicensed daycare facilities with four (4) or more children, licensed childcare agencies, schools, and religious organizations or youth groups. The SIU reports to the Office of Child Safety and is responsible for conducting investigations involving reports of child abuse and/or neglect in the following situations:

1. Custodial Children

Allegations of child abuse or neglect of children in DCS custody, and allegations against a child in custody who resides in a:

- *resource placement;*
- *licensed contract agency placement;*
- *youth development center; or*
- *emergency shelter*

This does not include allegations that occur while a child is on a home visit, a trial home placement, on runaway, or any previous abuse prior to custody. Regional CPS units will investigate these allegations.

2. Non-Custodial Children

Allegations of child abuse or neglect involving children under the supervision or care of an individual or individuals functioning in an official employment or volunteer capacity (e.g., licensed day care facilities, licensed childcare agencies, unlicensed daycare facilities with more than four (4) children not including biological children, schools, religious organizations or youth groups, etc.). The Special Investigation Unit (SIU) will investigate allegations of child abuse or neglect involving foster, adoptive, or biological children residing in a foster home.

3. Multiple Victims

Regional staff may request assistance on macro cases or mega family investigations through the Director of SIU.

4. Employees/Volunteers

SIU will also conduct investigations into allegations that would affect the alleged perpetrator's employment or volunteer status as it relates to working with children. These allegations must occur within the scope of the alleged perpetrator's employment or volunteer status. This does not include allegations relating to an intact family situation such as an allegation involving biological children.

The law requires individuals to report known or suspected child abuse directly to DCS or the police; it does not allow an employee of a childcare agency to instead report it to the agency supervisor/director/owner/etc. The failure to report abuse is grounds for the suspension, denial or revocation of the child care agency's license.

The rules also require child care agency staff to undergo regular training on the detection, reporting and prevention of child abuse, and for children attending child care agencies to receive an annual training presentation on personal safety, including the prevention of child abuse.

The HTCC will recommend changes to the current abuse, neglect and exploitation statutes to include victims of human trafficking. Addition, the HTCC will explore other options for instituting penalties on businesses that are unaffiliated with state agencies (i.e. hotels, convenience stores, truck stops/gas stations, apartment complexes, etc.) that fail to report known or suspected cases of human trafficking.

GOAL 2

Identifying community-based services and gaps in services for victims of human trafficking

Human trafficking victims generally require an array of emergency and long-term services. Needed services typically include, but are not limited to, housing, respite care, transportation, health and dental care, mental health treatment, substance abuse treatment, immigration and other legal services, victim advocacy, literacy education and vocational services, interpretation and translation services, intensive case management, support services, employment and job training services, financial assistance, crime victim compensation, and aftercare/sustainability.⁵

Research indicates that NGOs have shared concerns about the lack of resources from both governmental and non-governmental sources that are needed to provide comprehensive long-term victim care and vital legal services.⁶ In addition, some victim groups find it more challenging than others to secure adequate housing due to their lack of options. Specific underserved victim groups include youth, male and transgender victims.⁷ While it is important to acknowledge that victims' needs are specialized, it is also imperative that Tennessee develop an array of service providers and stakeholders that have the capacity to provide quality services to the various groups of trafficking victims.

Tennessee should also remain informed about federal attempts to identify gaps in services and the sharing of information, such as the efforts currently underway by the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. The *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States* outlines the President's Interagency Task Force plan for identifying resource gaps.

The Human Trafficking Strategic Workgroup acknowledged that services for trafficking victims exist at various levels throughout the state (urban and rural areas). The workgroup identified four service gaps for child trafficking victims (long-term/transitional housing, physical examinations, criminal history expungement, and family reintegration services) and three service gaps for adult trafficking victims (physical examinations, community reintegration, and family reintegration). The workgroup compiled a host of recommendations to improve services overall.

In addition to the Strategic Workgroup report, the Human Trafficking Team conducted two follow-up surveys to assess the availability of statewide services. Both studies were highlighted and discussed in the Methodology. The following is the Executive Summary of the findings from the *Human Trafficking Assessment of Statewide Resources Survey*.

⁵ Study of HHS Programs Serving Human Trafficking Victims: Final Report (2009). Available at http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#_Toc240256544.

⁶ 2012 *Trafficking in Persons Report*, U.S. Department of State.

⁷ Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

Executive Summary

Human Trafficking Resource Assessment Survey Findings

The online *Human Trafficking Assessment of Statewide Resources Survey* was completed by representatives from various public and private social service agencies within the state of Tennessee. Respondents were asked to identify services available within Tennessee in order to determine resource availability and gaps in service provision. The survey asked respondents to provide details on the availability of the following services, including whether there is a cost to the victim and a funding mechanism to cover such cost. The survey included the following sections:

- Housing Services
- Placement Program Services
- Transportation Services
- Health/Medical Services
- Mental Health Services
- Justice Services
- Education Services
- Employment Services
- Financial Assistance
- Reunification/ Reintegration Services
- Aftercare Services
- Miscellaneous Services

The full report provides initial descriptive data on the state of Tennessee's service provision to victims of Human Trafficking. As suspected, the largest counties (e.g., Davidson, Coffee, Bedford, Lincoln, etc.) have on average more available services for human trafficking victims than smaller counties.

Specifically for *Housing*, forty respondents (18.2% of all responses) indicated that their agency provides this service to victims. There was a wide range of housing availability to potential victims, with as many as nine locations in Davidson County and as few as one location in Cheatham. The average number of Housing service locations within each county indicated was three.

Specifically for *Placement*, forty-four respondents (21.2% of responses) indicated that their agency provides this service to victims. There was a wide range of Placement availability to potential victims, with as much as ten locations in Davidson County and as few as three locations in Chester. The average number of Placement service locations indicated within each county was four.

Specifically for *Transportation*, forty-seven respondents (23.5% of all responses) indicated that their agency provides this service to victims. There was a wide range of Transportation availability to potential victims, with as much as eight locations in Davidson County and as few as one location in Clay. The average number of Transportation service locations indicated within each county was two.

Specifically for *Health/Medical*, eighty-five respondents (43.4% of responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as nineteen locations in Davidson County and as few as two locations in Carter. The average number of Health/Medical service locations indicated within each county was four.

Specifically for *Mental Health Services*, twenty-nine respondents (18.2% of responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as thirteen locations in Davidson County and as few as one location in Anderson. The average number of Mental Health service locations indicated within each county was two.

Specifically for *Justice Services*, twenty-four respondents (13.1% of responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as five locations in Meigs County and zero locations in Anderson. The average number of Justice service locations indicated within each county was one.

Specifically for *Education Services*, eighty-one respondents (44.8% of all responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as twelve locations in Davidson County and as few as one location in Decatur. The average number Education service locations indicated within each county was four.

Specifically for *Employment Services*, thirty respondents (17% of all responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as six locations in Davidson County and zero locations in Anderson. The average number of Employment service locations indicated within each county was one.

Specifically for *Financial Services*, twenty-five respondents (14.4% of all responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as four locations in Wayne County and zero locations in Cannon. The average number of Financial service locations indicated within each county was one.

Specifically for *Reunification/ Reintegration*, thirty-two respondents (18.4% of all responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as twelve locations in Davidson County and as few as three locations in Anderson. The average number of Reunification/ Reintegration service locations indicated within each county was four.

Specifically for *Aftercare Services*, thirty-five respondents (20.3% of all responses) indicated that their agency provides this service to victims. There was a wide range of this service availability to potential victims, with as much as ten locations in Davidson County and as few as two locations in Anderson. The average number of Aftercare service locations indicated within each county was three.

From a high of 44% Education Services availability to victims to a low of 13% for Justice Services that victims could access, there is wide range of the type of resource availability reported. Based on the vast needs of victims, it would suggest a challenging environment for any provider attempting to meet all of the victims' needs.

Finally, it is unclear how the various types of available resources are funded within the state. Respondents report a wide variety of public and private funding streams, but the percentage of each type of service that the funding covers is beyond the scope of the questionnaire.

In summary, both the Human Trafficking Strategic Workgroup and the findings from the *Human Trafficking Resource Assessment Survey* indicated that there are services available to trafficking victims throughout the entire state. Although, without concrete numbers of children/youth and adult victims, and the specific area (county, urban, rural, etc.) where the victim will receive services, it is practically impossible to determine the level of services that will be required to effectively address this population's needs. The Victim Services Coordination Team (VSCT) must be required to maintain data regarding the utilization of services and service gaps.

Federal Initiatives for Identifying Resource Gaps⁸

An improved understanding of the current efforts is needed to clarify what gaps remain to better target resource development. Several collaborative federal efforts are underway to better share information on an ongoing basis.

The Office on Violence Against Women (OVW) will collaborate with the Human Smuggling and Trafficking Center (HSTC) to provide federal agencies with Geographic Information System (GIS) mapping of current services and formal collaborations (including locations of OVC/Office of Justice Programs, Bureau of Justice Assistance (BJA) Anti-Human Trafficking Task Forces, Anti-Trafficking Coordination Teams, Department of Health and Human Services (HHS) Rescue and Restore Coalitions, specialized legal services, OVW grantees, Internet Crimes Against Children Teams, Innocence Lost Task Forces, and Project Safe Childhood Task Forces), as well as law enforcement information that includes investigative data from past years, to assist in identifying gaps in resources. This initiative will assist in identifying gaps in types of services provided, types of victims served, and locations that require specific efforts to coordinate and align these resources.

The Administration for Children and Families (ACF), Department of Homeland Security (DHS), and Department of Justice (DOJ) will develop and release a comprehensive process map of federal government services available to victims of human trafficking.

⁸ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

GOAL 3

Develop a standardized system for assisting victims of human trafficking through the provision of information regarding benefits and services to which those victims may be entitled

The purpose of this goal is to improve the way in which victims of human trafficking learn about and gain access to services and resources available to them.

Standardized System for Assisting Victims

Victims of human trafficking typically will encounter a range of law enforcement and health and human services providers and agencies. The goal is to ensure every trafficking victim receives timely and comprehensive information regarding benefits and services they are entitled to receive. While the array of services may be tailored to the victim's individual needs, the following system will ensure each victim receives comprehensive information regarding benefits and services and an appropriate level of care and coordination. A victim-centered approach is likely to elicit the greatest success. This includes a paradigm shift from victims being seen as criminals, to being viewed and treated as victims of crime. The U.S. Department of Justice cautions that prosecution without victim protection is unworkable.

Tennessee's Department of Children's Services (DCS) will provide services for child and youth human trafficking victims (17 years of age and younger), and the Department of Human Services (DHS) will provide services for adult trafficking victims (18 years of age and older). The Child Protective Investigative Team (CPIT) should be included in the case assessment and coordination process regarding human trafficking victims so that necessary treatment discussions and decisions can occur.

The Tennessee Human Trafficking Hotline (TNHTH) will be responsible for referring trafficking cases to the appropriate agency (a case for someone under 18 is referred to DCS; a case for someone 18 and older is referred to DHS). TNHTH will immediately (upon receiving knowledge of the crime) contact the appropriate law enforcement agency based on where the crime occurred and evaluate the need to involve federal agencies. After the referral to DCS or DHS, the departments would follow the procedures under Goal 1. Establishing a mandatory reporting system for identifying victims of human trafficking in Tennessee, Section: Reporting System for Child Human Trafficking Victims & Reporting System for Adult Human Trafficking Victims.

In instances where neither DCS nor law enforcement can substantiate removing a child from their home setting, but where known activity has raised concerns, DCS must be required to provide in-home supports to the family. These services should be designed to support the child

and family, as well as assist the home-based worker with uncovering any behaviors that warrant the child being removed from home and placed in an appropriate setting that best meets his/her needs. The child should also be referred to the Tennessee Child Advocacy Center (TNCAC) for additional assistance with services and interventions.

Process for Ensuring Trafficking Victims Receive Timely & Comprehensive Information Regarding Accessing Benefits and Services

Within one hour of receiving notification of a case, the Central Victim Services Coordinator for both DCS and DHS will refer the case to the appropriate Regional Victim Services Coordinator (RVSC). Within one hour of receiving the referral, the RVSC will contact the appropriate non-governmental organization (NGO). Within one hour of the NGO receiving the case, they will assign a worker and within one hour of being assigned the case, the NGO worker will make face-to-face contact with the victim.

The CVSC/RVSC Roles

The number of RVSCs in each region will depend on the number of victims requiring services and the ability to maintain manageable caseloads. The RVSC and NGO worker will create the Child/Adult Victim Services Coordination Team (CVSCT and AVSCT). The team will be responsible for informing the victim of all benefits and services to which they are entitled. In addition, the team is responsible for coordinating all victim services and benefits. While DCS/DHS Regional Directors will serve as trafficking victims' case managers, the NGO worker will coordinate all services and benefits to eliminate duplication of services and case confusion. The NGO worker will be the only member of the Child/Adult Victim Services Coordination Team (CVSCT/AVSCT) to maintain regular face-to-face contact and communication with the victim.

The CVSCT/AVSCT must be aware of promising practices surrounding service needs of trafficking victims, available services, benefits to which trafficking victims are entitled, effective treatment approaches, the prevention of human trafficking, and the importance of involving survivors as mentors and counselors in the delivery of quality services and information to human trafficking victims. Therefore, the CVSCT/AVSCT will need to make every effort to include in the service delivery process survivors who have advanced sufficiently in their healing process. The CVSCT/AVSCT will collaborate with law enforcement, Federal Bureau of Investigation, Immigration and Customs Enforcement (ICE), prosecutors, service providers and numerous other federal and state agencies and stakeholders to meet victims' needs. The NGO worker and RVSC, (CVSCT/AVSCT) will be responsible for the following:

- assessing the victim's service needs;
- informing and educating the victim about benefits and services;
- informing the victim of his/her rights;
- advocating for the victim, as needed;

- establishing a comprehensive service plan with the victim;
- identifying and making service referrals;
- coordinating services;
- accompanying the victim to appointments;
- providing after- care/follow-up services; and
- providing emotional and moral support.

The NGO worker and RVSC, as well as the CVSCT/AVSCT, are also responsible for keeping victims informed of the status of their legal cases, including T-Visa and other applications (e.g., social security card, work permit). The NGO worker and CVSCT/AVSCT will communicate with law enforcement and federal agencies to ensure this occurs.

The CVSCT/AVSCT will assist the victim throughout the recovery process. The CVSCT/AVSCT will assist with providing aftercare services, which must include, if appropriate, family reunification and community reintegration services. Once the victim successfully completes treatment (achieves survivor status) and is functioning well in their community and family, the team must be able to provide continuous support, as needed.

Human Trafficking Collaboration & Coordination Committee Role

The Human Trafficking Collaboration & Coordination Committee (HTCC) will appoint NGOs in each grand region that will contract with DCS and DHS to provide case management and to coordinate services and benefits for trafficking victims (children/adults). NGOs will assign a Lead Worker to provide these services.

To streamline the creation and implementation of processes and an accountable screening and approval system for NGOs, the HTCC will:

- establish processes to identify, screen and approve eligible NGOs qualified to serve victims of human trafficking;
- establish a protocol to select qualified NGOs in each region to refer victims and provide case management services;
- establish a protocol for the role of Sexual Abuse Centers throughout the victim's involvement with services;
- establish a protocol for counselors to be deemed qualified and approved in the specialty area of treatment of victims of human trafficking; and
- establish a protocol for an individual or entity to report organizations, employee counselors, and/or independent clinicians that are not authorized to serve victims of human trafficking.

As the approval body, the HTCC will keep an updated list of approved counselors, organizations and trainers with this specialization.

Human Trafficking Survivors Council

Tennessee should further the efforts of sustaining a Human Trafficking Survivors Advisory Council to provide victims with additional support and to assist case managers with providing victims comprehensive information about services and benefits to which they may be entitled. Eligible and interested survivors shall be assessed to determine where they are in their recovery process, thereby providing mentors who are capable, motivated to help others, and advanced enough in their own healing to effectively guide and advocate for current victims. The HTCC should develop a process for receiving on-going input and feedback from the Council regarding Tennessee's prevention efforts, delivery of services to human trafficking victims and promising practices for serving victims. The HTCC shall establish a recovery assessment to gauge survivors' appropriateness for the committee.

GOAL 4

Establishing a standardized system for coordinating the delivery of services and information concerning health care, mental health, legal services, housing, job training, education and victims' compensation funds

The purpose of this goal is to improve service coordination and implementation for victims of Human Trafficking across the state; and to enhance effectiveness in service delivery through a standardized service delivery system.

The first step to ensuring adequate services would require children from states and territories other than Tennessee to be transferred back to their home state or territory using the Interstate Compact on the Placement of Children (ICPC). Children from other countries who were brought to the United States without their parents' permission or knowledge shall be transferred back to their country of origin and reunited with their family.

Standardized System for Accessing Medical and Mental Health Treatment for all Sex Trafficking Victims

All victims should receive a complete medical evaluation and responsive treatment within seventy-two (72) hours of their last sexual encounter. When this timeline cannot be verified, or it has been more than 72 hours, victims should receive a comprehensive Forensic Medical Evaluation and responsive care immediately after the referral to the Department of Children's Services (DCS) or Department of Human Services (DHS). Provisions must be established for those victims who lack health insurance (i.e. private insurance, Medicaid, etc.) and are not able to pay for services. Those individuals who are suspected of being victims of trafficking but are unable to admit it at the time of the forensic medical examination shall be treated as victims of trafficking and afforded all necessary medical interventions. The Human Trafficking Collaboration & Coordination Committee (HTCC) should explore funding avenues such as emergency Medicaid that may be used to pay for necessary medical care for those without health insurance or the ability to pay.

Additionally, the Department of Health (DH) clinics should be utilized to provide screening and treatment for sexually transmitted infections (STIs/STDs). All human trafficking victims are eligible for these services, which are provided by appointment, at no cost to the victim, in all DH clinics. DH clinics should also be used to provide family planning medical services such as physical exams, cervical cancer screening, breast/testicular cancer exams, sexually transmitted infection testing and treatment, blood pressure screening, anemia screening, pregnancy testing and contraceptive methods. These services are provided on a sliding fee scale by appointment. Services may only be provided to patients who voluntarily consent to medical treatment. Since it can be assumed most human trafficking victims will not be employed at the time of services,

their services will be provided free of charge, or at a minimum cost for those who are employed. Another option for victims without health insurance would be for the Child/Adult Victim Services Team (CVSCT/AVSCT) to refer them to TennCare for Medicaid eligibility.

To ensure the victims' mental health and substance treatment needs are met, the Department of Mental Health and Substance Abuse Services (DMHSAS) will inform, educate and empower its community providers across the state to support and play an active role in the coordinated service system for trafficking victims, when appropriate. Since DMHSAS contracts with community providers to provide a vast array of mental health and substance treatment services throughout the state, they should be utilized for trafficking victims. Additionally, DMHSAS contracts statewide for 24/7 Crisis Services for immediate assistance in emergency situations.

SERVING CHILD VICTIMS

Standardized Coordinated System of Service and Information Delivery to Child Sex Trafficking Victims

The Department of Children's Services (DCS) will be responsible for ensuring the delivery of services and information to all child trafficking victims (17 years of age and younger). The Regional Victim Services Coordinator (RVSC) and the Non-Governmental Organization (NGO) Worker will form the Child Victim Services Coordination Team (CVSCT). The CVSCT will be responsible for managing and coordinating all victim services and benefits. All team members shall maintain regular communications, ensuring that all victims receive quality and timely services, regardless of where in the region they reside. The RVSC will serve as the DCS case manager for all trafficking victims. As the Lead Worker, the NGO Worker will provide case management and coordinate all services and benefits. The Lead Worker will maintain regular and consistent face-to-face contact and communication with the victim.

The CVSCT shall be responsible for completing an initial face-to-face comprehensive assessment of the victim's needs; securing access to the forensic interview and medical examination; informing victims of all benefits, services and rights available to them; connecting the victim with needed services (i.e., medical, substance abuse screening, referrals and treatment, mental health, education, job training, legal, transportation, housing/shelter, victim compensation, clothing, food, etc.); coordinating all services and benefits; coordinating the development of comprehensive service, treatment, transitional and permanence plans; and providing after-care, supportive and follow-up services.

Within two hours of the NGO receiving the referral from the RVSC, the NGO Worker will make face-to-face contact with the trafficking victim. The CVSCT will utilize the Tennessee Human Trafficking Survivors Council as mentors, counselors, and a source of support as well as for assistance with developing trusting relationships with victims. For expedient and appropriate service referrals, the CVSCT will have available a comprehensive and updated list of identified human trafficking service providers throughout each grand region of the state, as well as information and resources regarding federal benefits.

The NGO Worker's and CVSCT's initial tasks include ensuring the victim receives a complete physical examination; creating a safety plan for the victim and service providers; accessing emergency services for the victim, if needed; and completing a comprehensive assessment of the victim's psychological/physical/emotional/educational needs for the purpose of individualizing their treatment and services. The comprehensive physical examination, including a routine physical, must be completed prior to a community placement. This will ensure the victim receives treatment for any sexually transmitted infections and diseases (STIs/STDs), and determines whether the victim is pregnant, has any other health concerns, or is currently dependent on any substances. Based on the substance abuse screening results, children shall receive appropriate service referrals and treatment. Other initial tasks would include filing a claim on behalf of the victim with NCMEC, and service and permanency planning.

The CVSCT is responsible for maintaining ongoing communication, working in conjunction with the Family and Child Assessment Team (FCAT), and actively participating in the case re-evaluation assessments conducted by the team every three months. The CVSCT will base its placement decision on the trafficking victim's individual needs and the least restrictive setting that will best address the victim's needs. Placement facilities must have professional staff (therapists, counselors, medical staff, etc.) on-site with experience working with victims of sex trafficking and Commercial Sexual Exploitation of Children (CSEC), and the ability to maintain specific programming and facilities for trafficking victims. In addition, facilities must have access to and contracts and/or agreements with other professionals and service providers (mental health, substance abuse, hospitals, clinics, psychiatrists, psychologists, etc.) in the community. Every attempt should be made by the CVSCT to secure all necessary documents for the youth (i.e. social security card, birth certificate, proof of medical insurance, state-issued identification card, etc.) prior to non-emergency placement.

The CVSCT will access wraparound services through existing and new contractual agreements with service providers that have experience working with sex trafficking victims. Wraparound services will also be used to support placement decisions and to assist with family reunification and community re-integration. Additionally, aftercare and supportive services will be utilized to assist the victim with sustaining and transitioning to survivor.

Additionally, refugees are eligible for all benefits and services available to a U.S. citizen with little exception. Passage of the Trafficking Victims Protection Act (TVPA) makes minor victims of severe forms of trafficking (as defined by federal statute) eligible for benefits and services to the same extent as refugees. Victims of severe forms of trafficking under 18 years of age are also eligible for benefits to the same extent as refugees but, unlike adults, do not need to be certified. For the purposes of benefits eligibility, TVPA defines an eligible minor victim as a person who has been subjected to a severe form of trafficking and who has not reached 18 years of age. The Office of Refugee Resettlement (ORR) issues letters similar to the adult certification letters, stating that a child is a victim of a severe form of trafficking. ORR has a network of service organizations available to assist victims of severe forms of trafficking, including state refugee programs and other national and community-based organizations.⁹

⁹ U.S. Department of Health and Human Services, Administration for Children and Families, Fact Sheet: Human Trafficking.

Residential Programming Services

Research indicates that service “providers and law enforcement agreed that residential facilities should be designed to serve homogeneous populations.”¹⁰ Service providers (residential and runaway and homeless youth shelters) have acknowledged the challenges that exist when this population is mixed with those of various ages and genders. The challenges range from preventing sex trafficking victims from being further exploited by older residents, to sex trafficking victims recruiting other residents into the life of trafficking. The Child Welfare League of America and some providers have advocated for smaller residential programs regardless of the population.¹¹ Smaller populations allow staff to provide residents with more individual attention and reduce the amount of disputes between residents.

There is no clear consensus regarding the best location for facilities serving minor sex trafficking victims. Some facilities are purposely located in suburban areas away from the city and the attraction of the streets and “the life” (human trafficking), while others are located in urban areas near friends, family and professional supports. There is strong advocacy for programs serving sex trafficking victims to be managed by someone who has actually experienced and lived through trafficking and who is considered a survivor. Additionally, it is suggested that facilities employ an all-female staff since, in many trafficking cases, minor females were trafficked by males. However, programs should create a mechanism for allowing minor female sex trafficking victims to interact with positive males in a controlled situation on their road to recovery.

While much attention has been given to the need for appropriate facilities for minor sex-trafficked girls, there is also a need to develop similar facilities for males and transgender youth. Tennessee must further research the need for services for these specialized population groups.

It is critical that any residential program providing treatment to sex trafficking victims operate from victim-centered and trauma-informed care approaches. The victim-centered approach minimizes re-traumatization commonly associated with the criminal justice process by providing victim advocates and service providers for support, as well as by empowering survivors as engaged participants and decision-makers in the process, and by providing survivors with the opportunity to participate in the prosecution of their trafficker.¹² This approach plays a pivotal role in the restoration of victim’s rights, dignity, and autonomy, while also advancing the interest of the government and public in prosecuting traffickers.

¹⁰ U.S. Department of Health and Human Services, Office of the Assistance Secretary for Planning and Evaluation. (n.d.). *Finding a path to recovery: Residential facilities for minor victims of domestic sex trafficking*. Page 3.

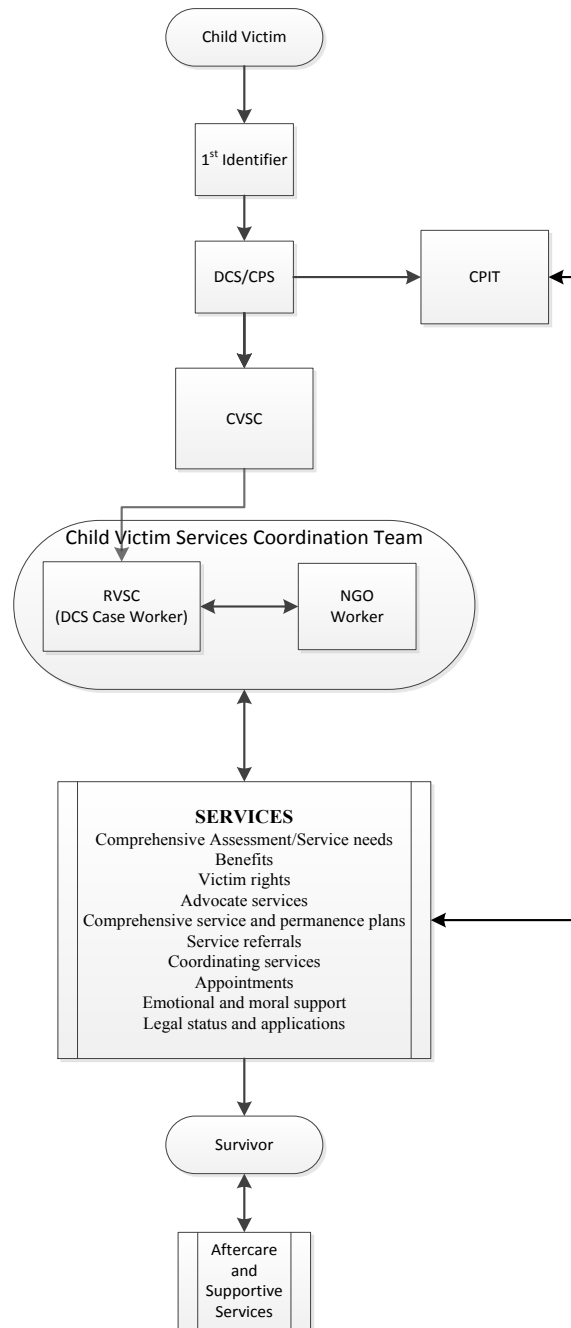
¹¹ Child Welfare League of America. (2004). *Standards of excellence for residential services*. Washington, DC: CWLA Press.

U.S. Department of Health and Human Services, Office of the Assistance Secretary for Planning and Evaluation. (n.d.). *Finding a path to recovery: Residential facilities for minor victims of domestic sex trafficking*. Page 3.

¹² President’s Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

A trauma-informed approach focuses on understanding the social, emotional and physical impact of trauma on behaviors, as well as the impact of trauma on service providers. Programs that are trauma-informed ensure that all services and supports are firmly grounded in an understanding that traditional service approaches may re-traumatize the survivor. This requires the agency/program to possibly revise old service delivery approaches and adopt new approaches that will avoid the re-traumatization of survivors.

Figure 4 – Standardized Coordinated System of Service and Information Delivery to Child Sex Trafficking Victims



Notes:

The arrow represents the flowing of information from one source to another.

The double arrow represents the continuous exchange of information between two groups and/or professionals.

SERVING ADULT VICTIMS

Standardized Coordinated System of Service and Information Delivery to Adult Sex Trafficking Victims

The Department of Human Services (DHS) will be responsible for ensuring the delivery of services and information to all adult victims (18 years of age and older). The Regional Victim Services Coordinator (RVSC) and the Non-Governmental Organization (NGO) Worker will form the Adult Victim Services Coordination Team (AVSCT). The AVSCT will be responsible for managing and coordinating all victim services and benefits.

AVSCT members shall maintain regular communications, ensuring that all victims receive quality and timely services regardless of where in the region they reside. The Regional Victim Services Coordinators will serve as the DHS case manager for all sex trafficking victims. The NGO Worker will provide case manager services and coordination of all victim services and benefits. The NGO Worker will be the only AVSCT member to maintain regular face-to-face contact and communication with the victim.

The AVSCT shall be responsible for completing an initial face-to-face comprehensive assessment of the victim's needs; for informing victims of all benefits, services and rights; accessing the victims' service needs (i.e., medical, substance abuse screening, referrals and treatment, mental health, education, job training, legal, transportation, housing/shelter, victim compensation, clothing, food, etc.); coordinating all services and benefits; coordinating the development of a comprehensive service plan; and providing after-care and follow-up services.

Within two hours of the NGO receiving the referral from the RVSC, the NGO Worker will make face-to-face contact with the victim. The AVSCT will utilize the Tennessee Human Trafficking Survivors Council as mentors, counselors, and a source of support, as well as for assisting with developing trusting relationships with victims. For expedient and appropriate service referrals, the AVSCT will have available a comprehensive and updated list of identified trafficking service providers throughout each grand region of the state, as well as information and resources for state and federal benefits and grants (Supplemental Nutrition Assistance Program (SNAP), Families First/Temporary Assistance for Needy Families (TANF), Community Service Block Grant (CSBG), TennCare/Medicaid, etc.).

- SNAP provides food stamps to US citizens and Alien Victims of Severe Forms of Trafficking who are certified by the U.S. Department of Health and Human Services.
- Families First/TANF provides temporary cash benefits to families who have children, and are experiencing financial difficulties. These benefits are time-limited to 60 months in a participant's lifetime.
- CSBG provides services to eligible low-income individuals and families to improve the communities in which they live. Allowable services range from "safety net" emergency services through job development, adult education, and self-sufficiency programs. The state administers the CSBG program through a network of 20 local agencies that reach

all 95 counties. Agencies conduct annual needs assessments, develop a community action plan, and offer services based on identified local needs.

- TennCare is the State's Medicaid program that provides health care for eligible Tennesseans.

While the same standardized system would be used for Undocumented Adult Sex Trafficking Victims, the AVSCT would work with several federal agencies Homeland Security Investigation (HSI), Federal Bureau of Investigation (FBI) or the Department of Justice (DOJ), to ensure a Continued Presence (CP) petition is filed on behalf of the victim. The CP would permit victims who do not have legal status and who are assisting law enforcement as potential witnesses to remain in the country for the course of the criminal investigation.

Once the CP certificate is granted, the victim can obtain a social security card and is then able to access these state and federal non-emergency services and benefits.

INTERSECTION OF STATE AND FEDERAL DEPARTMENTS SERVING UNDOCUMENTED ADULT TRAFFICKING VICTIMS

The AVSCT also refers Undocumented Adult Trafficking Victims and Victims of Severe Forms of Trafficking to the Tennessee Office for Refugees (TOR), a department of Catholic Charities of Tennessee, Inc. designated by the federal Office of Refugee Resettlement (ORR) to administer the state refugee resettlement program. Funded by ORR, the Tennessee Refugee Program helps refugees statewide access cash and medical assistance, initial medical screenings, employment, social adjustment services, and English language training in an effort to achieve self-sufficiency.”¹³

TVPA (the Trafficking Victims Protection Act) designates the U.S. Department of Health and Human Services (HHS) as the agency responsible for assisting victims of trafficking to access benefits and services designed to help them rebuild their lives in the United States. The federal ORR within HHS is responsible for conducting human trafficking victim certification.

ORR makes certification determinations in consultation with federal law enforcement and issues certification letters to an adult who meets the requirements for certification after consultation with federal law enforcement and who:

- (I) is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and
- (II) (aa) has made a bona fide application for a visa under section 101(a) (15) (T) of the Immigration and Nationality Act that has not been denied; or
(bb) is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in person.¹⁴

¹³ Catholic Charities of Tennessee, Inc. (2013). Tennessee Office for Refugees. Available at <http://www.cctenn.org/tor>.

¹⁴ U.S. Department of Health and Human Services, Administration for Children & Families. (2001). Office of Refugee Resettlement, State Letter #01-13.

The goal of the Refugee Resettlement program is to provide a process by which individuals are able to attain legal entry into the U.S. Under the 1980 Refugee Act, the federal government guarantees assistance and services to refugees, based on the understanding that they have lost their country and belongings and are forced to flee due to fear of persecution due to race, religion, nationality, membership in a particular social group, or political opinion.

Refugees are eligible for all benefits and services available to a U.S. citizen with little exception. Passage of TVPA makes adult victims of severe forms of trafficking (as defined by federal statute) certified by the U.S. ORR eligible for benefits and services to the same extent as refugees. ORR has a network of service organizations available to assist victims of severe forms of trafficking, including state refugee programs and other national and community-based organizations.¹⁵

The AVSCT will also work to secure an immigration attorney to address any legal issues pertaining to immigration and to file for a T visa. See *Appendix D. Screening Tools, Public Awareness, and Services & Resources* for more specific details. HSI provides some assistance to the Immigration Attorney with the required documentation for filing for the T visa. The team may also need to secure other attorneys to address specific legal issues such as criminal charges, custody issues and divorce.

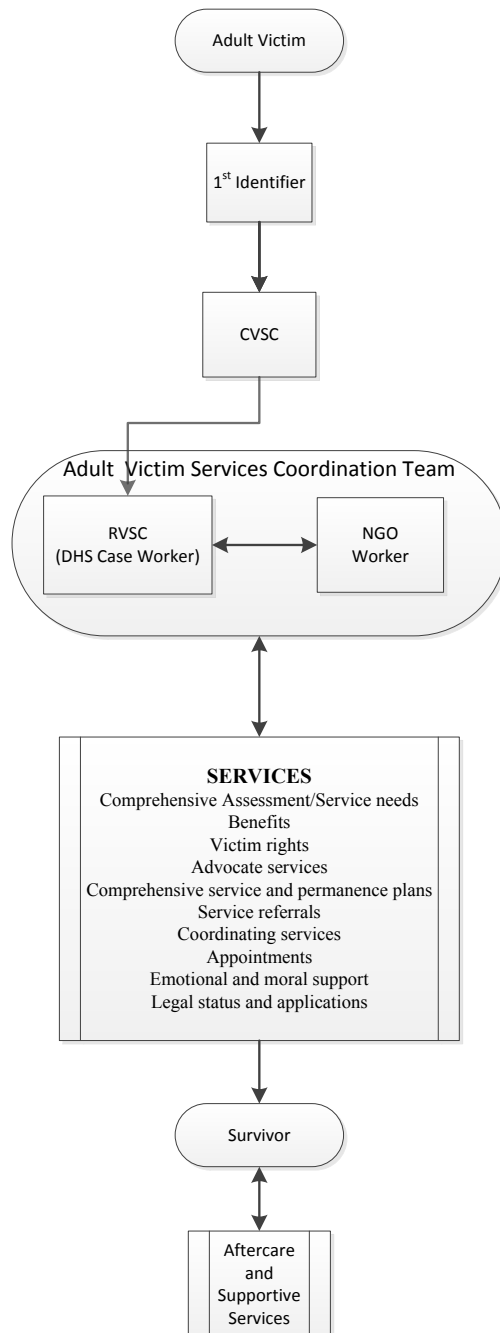
Additionally, the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States* shares that foreign-born victims of human trafficking may be eligible for T nonimmigrant status, provided they are willing to assist authorities with the investigation or prosecution of traffickers.¹⁶ The Department of Health and Human Services committed to bring up to date its regulations around streamlining the application process and providing better guidance on how to obtain T nonimmigrant status, as well as ensuring the integrity of the immigration system.¹⁷

¹⁵ U.S. Department of Health and Human Services, Administration for Children and Families, Fact Sheet: Human Trafficking.

¹⁶ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

¹⁷ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

Figure 5 – Model for Coordinated Service and Information System Delivery for Adult Sex Trafficking Victims



Notes:

The arrow represents information flowing from one source to another.

The double arrow represents the continuous exchange of information between two groups and/or professionals.

SERVICES FOR VICTIMS' FAMILIES

Family support groups (parents, partners/spouses, siblings, victims' children, etc.) should be made available to assist any family member(s) identifying and dealing with a victim of trafficking or the commercial sexual exploitation of children (CSEC). Parents should have access to information via webinars, chat lines, social networking sites, mail pieces and parent sponsorship programs (similar to the AA model). Additionally, any children within the family should receive any relevant services (i.e. therapy, counseling, etc.) that will assist them in processing this family trauma.

Collaboration

Collaboration is an essential component in providing timely and comprehensive services. Collaborative agreements should be established with the legal community to increase education and awareness of human trafficking, to provide timely legal services for victims, and to advocate for policies that do not re-victimize survivors for their actions as trafficked victims. In addition, collaborative agreements should be established with hospitals and medical centers to assist in medical examinations and with psychiatric facilities to assist victims with mental health diagnoses (i.e. bi-polar disorder, schizophrenia, depression, etc.). The Georgia Care Connection Office has established effective collaborative agreements and could be used as a model for Tennessee (See *Appendix D. Screening Tools, Public Awareness, and Services & Resources*).

While there is a need to increase and improve collaboration and coordination between state agencies, service providers, NGO's, law enforcement, the business, medical and legal communities, and the public, there is also a need for better collaboration between federal agencies and the engagement of other stakeholders. The President's Interagency Task Force to Monitor and Combat Trafficking in Persons speaks to the need for increased leadership, coordination, and collaboration among federal agencies, and the increased engagement of public and private partners, as being crucial to developing and sustaining a comprehensive and trauma-informed services network for victims of human trafficking.¹⁸

The President's Interagency Task Force also speaks in greater detail below about its efforts to provide better guidance to states and localities through the updating of their *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States*; efforts to collaborate with faith-based and other community organizations; and the need for standard and consistent terminology. Tennessee must monitor and review this periodically to ensure the state plan and actions continue to be consistent with the Federal Strategic Action Plan, as well as to ensure that the state takes full advantage of the processes outlined within the Action Plan.

Secondary Trauma Impact on Individuals Assisting Sex Trafficking Victims

Professionals who are helping or wanting to help human trafficking victims are at risk of experiencing secondary trauma. The Human Trafficking Training Program must include information on secondary trauma, as well as a comprehensive list of resources for professionals to utilize, as needed.

¹⁸ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

Additionally, all organizations with staff working with or routinely reading and/or addressing pertinent case information of human trafficking victims must develop and implement written procedures on preventive measures for avoiding secondary trauma and effective methods and supports for addressing secondary trauma. Without the appropriate supports and processes in place, agencies may experience an increase in staff turnover among these employees, which would lead to an increase in recruiting, hiring and training costs for new employees.

GOAL 5:**Develop a process for preparing and disseminating educational materials and for providing training programs to increase awareness of human trafficking and the services available to victims**

The purpose of this goal is to intensify anti-human trafficking activities and intervention services, and improve assistance to victims by preparing, identifying and disseminating pertinent educational materials and activities; and by providing specialized human trafficking training that has been approved by the Human Trafficking Collaboration & Coordination Committee.

The specialized educational information and training materials are designed to be delivered to law enforcement; service providers; non-governmental organizations (NGOs); school administrators, employees and parents; students in a peer-to-peer environment; faith- and community-based organizations; and the general public. A critical element of this goal is enhancing cooperation among law enforcement, NGOs, service providers and other agencies providing services for trafficking prevention and response.

Agencies across the state and federal government will ensure that their personnel are well-trained in human trafficking, are better able to identify victims, and provide appropriate referrals and services. There are numerous approaches and resources discussed in this section for preparing and disseminating educational materials, however, the HTCC should assess which approaches would be most effective in Tennessee.

Prepare and disseminate educational materials to increase awareness of human trafficking and the services available to victims**Human Trafficking Public Awareness Campaign**

The Human Trafficking Collaboration & Coordination Committee (HTCC) will be responsible for approving all public education materials submitted by Human Trafficking partners, and budgets related to making sure these resources are readily available; assessing the availability of existing resources; coordinating the preparation and dissemination of all materials; identifying a timeline for all materials to be drafted, and for products to be ready for distribution; and establishing a regular schedule of re-ordering/ re-printing and re-distribution to audiences; determining which materials will be created in-house and which materials (if any) will be created by external vendor(s).

The public awareness campaign should be reflective of the fact that anyone can be a trafficking victim, regardless of gender, ethnicity, age, residence or economic status; messages to offer hope and help to victims; and direction for where to send victims when someone suspects an individual is a victim of trafficking. Above all, each piece of information should give clear

direction on how to help someone who is, or is suspected of being, a victim of human trafficking.

Effective public awareness materials will follow the guidelines listed within *Appendix E. General Characteristics of Human Trafficking Victims*. The guidelines include tips to help individuals identify a child/youth who may be being trafficked. All public education materials should include at least three behavioral traits for identifying a trafficking victim, which are included in *Appendix E* with a more elaborate list found in the discussion of Goal 1. Whenever possible, materials should list one trait each from at least three categories, rather than three traits from the same category. Greater awareness of victims' behaviors will increase the chances that they will be identified and rescued. Refer to the Polaris Project for public education materials, including tips for identifying trafficking victims, how to talk with victims and develop trust, and a guide to understanding victims' initial behavior and responses.

DIDD will assist with the development and dissemination of education materials as it relates to individuals with intellectual and developmental disabilities so that this population will understand how to identify perpetrators and victims. All public education materials should show the established logo so victims know this is information to be trusted. Public education materials include Public Service Announcements (PSAs) for radio, television (network and community access channels), and posted information in emergency rooms and clinics. PSAs shall be made available to any partner that wants to use one, and shall be posted on the TN Human Trafficking website.

Wallet cards with quick tips to identify a trafficking victim on one side, and the Tennessee Human Trafficking Hotline 855-55-TNHTH (1-855-558-6484) numbers on the other side, shall be liberally shared across the state. Information "quick" sheets noting how to talk with someone suspected to be a victim of trafficking, how to establish trust, what to offer them and how to do so, the closest locations to which they can go for safety, and where they can call for a ride if necessary, shall be distributed throughout each community. States are creating safety zones in areas or places where victims frequent, allowing more victims to be identified and rescued.

Information "quick" sheets, wallet cards, and informational posters clearly showing the Tennessee Human Trafficking Hotline, 855-55-TNHTH (1-855-558-6484), should be readily available throughout each community, especially where victims and those who want to help are likely to be located. Locations and people who may want to help include, but are not limited to: schools, businesses, gas stations, restaurants of all price ranges (especially in the bathrooms), convenience stores, bus and train stations, truck stops, bus shelters on local streets, hotels, motels, houses of worship, social service agencies, drug stores/pharmacies, meeting locations for Boy Scout and Girl Scout troops, state-owned/ operated office buildings, community centers, community groups, PTAs, Block Clubs, Boys and Girls Clubs, YMCAs, YWCAs, park districts, community sports leagues, activity groups, police/ fire departments, hospitals, health clinics, doctors, nurses, front desk personnel/ receptionists; social workers, rape crisis workers, therapists, colleges, universities, community colleges, and national and local sporting and entertainment events.

The HTCC will establish a set of criteria that all public education and training materials must meet in order to be used, and identify a point person for quality assurance. NGOs working with trafficked persons should be encouraged to participate in monitoring and evaluating the human rights impact of anti-trafficking measures. Materials should be approved by the HTCC prior to distribution.

Culturally Diverse Public Awareness Materials

Materials for specific audiences, including cultures or groups of people who may be less likely to ask for assistance or to report suspicious activity, should be written in many languages and should focus on helping ensure the youths' safety, rather than "calling the authorities." Materials need to reflect the cultural and ethnic differences in how trafficking occurs. Traffickers will use approaches particular to their culture or subculture; victims may be more or less likely to identify themselves as a trafficking victim depending on the culture and mores of their community. Therefore, the same foundation language can be used in all materials, but slight variations should be made to accommodate differences in currency, the role of children, whether a woman can communicate directly with a male in a leadership role, etc.

The Administration on Children and Families will offer at least one training and technical assistance webinar for domestic violence victim service providers based on the Asian Pacific Islander Institute on Domestic Violence Considerations and Recommendations for Battered Women's Advocates technical assistance brief.

To inform the creation of these materials, the HTCC will refer to ACF's directory of language access options available through service providers that identifies innovative uses of technology to provide language access to victims. The HHS Office for Civil Rights will provide technical assistance so that ACF can continue to make recipients aware of their obligations to provide language assistance services in compliance with Title VI of the Civil Rights Act of 1964.

Effective Distribution of Public Education Materials

For efficient and effective creation, distribution, outreach and management of information throughout the campaign, an Information Coordinator position should be established by HTCC. The Information Coordinator will be responsible for overseeing the creation, distribution, outreach and management of materials, following up with recipients, and being available to answer any questions related to Human Trafficking Public Awareness Campaign, or about the informational materials. All materials should be linguistically- and culturally- sensitive. Groups proficient in each particular language should review non-English materials, accommodating regional dialects when necessary. These materials will be used in refugee communities and in ethnic communities that may not have as much involvement with public services, and therefore, may not be comfortable or trusting enough to seek assistance.

The Information Coordinator should identify entities that cover a broad and diverse audience. The Information Coordinator should establish a point of contact within each entity to disseminate materials to the employees and visitors; and to replenish materials as needed. Each

entity should be able to speak accurately about Tennessee's anti-trafficking services if anyone asks for a referral, for more information, or discloses that she/he is a victim.

It is also important to identify and conduct outreach to non-traditional audiences. The Information Coordinator should maintain regular contact with each audience; ensure materials are available and replenished; and that any questions can be answered. If the site personnel cannot answer questions, the person asking should be given the name, e-mail and phone number for the specific position within a serving agency that can answer questions. No one with questions should be turned away because the person they are talking with did not have answers. A viable referral for assistance should always be offered.

The goal must be to spread awareness about this crime and educate as many communities as possible about its activities, and programs or initiatives in place to stop it. The Information Coordinator must make sure communities have approved public education materials, including wallet cards, informational sheets on how to identify those being trafficked and how to assist someone who is being trafficked, websites and resource hotlines, etc.

Technology-Based Resources

The HTCC shall be responsible for establishing and maintaining a secure, password-protected human trafficking resources website. The HTCC will establish guidelines and an application process for visitors (agencies and/or individuals) to be approved for access to levels of secured (password-protected) content. The website coordinator will post initial content and updates, and establish a schedule for regular updates and levels of security in each section of the site to allow authorized access by external partners. Links to partners already doing work to respond to and/or stop trafficking such as Truckers Against Trafficking, Home Safe, Bridges Domestic Violence Center (Bridges of Williamson County), and the U.S. Department of Health and Human Services' Rescue and Restore Campaign, should be included on the website. PSAs should be posted and made available for download by visitors.

The following will be posted on the website at its inception and updated per the content maintenance schedule: web-based trainings (primarily trainings with introductory content); fact sheets; introductory materials (including dictionary of terms and acronyms); a directory of credentialed, approved trainers and their bios; established resource guides (if current); and approved sources of specialized trainings, etc.

There should also be a link from the human trafficking website to the other relevant organizations. The website should be monitored for news on the upcoming Youth Crisis Line that will allow youth to ask for help via text. Once this is live, it should be included in public education materials, and links should be posted on all social media pages.

This information should also be included on the State of Tennessee's Facebook and Twitter pages, as well as any other appropriate social networking sites. Content should be updated (i.e. tips on reporting, tips on maintaining personal safety, etc.) as needed. A feature should be

included which highlights one organization, group or person per month that is doing excellent work to serve victims of, or prevent occurrences of, human trafficking.

A Smartphone app should be explored or, if necessary, created, that can be downloaded and used to immediately report suspicious activity related to human trafficking, or to ask for help. The app should use the same logo and messaging created for the website and all public education materials, so users know that they can trust the site. Apps can be created using Google Apps, App Builder, and other sites. Tennessee should explore the National Safe Place program's Smartphone app that allows youth who need help to find it immediately through Text 4 Help. Teens can text the word SAFE and their current address to the number 69866 to receive the address of the closest Safe Place site and the contact number for their area youth shelter.

The online gaming industry is designed to attract children and youth and, therefore, is a grooming place for sex trafficking. The HTCC should establish partnerships with online video gaming companies to flash safety messages similar to "If you're being forced to be here and would like help, call 1-[8xx-xxx-xxxx]" throughout their game space and chat rooms.

Provide training programs to increase awareness of human trafficking and the services available to victims

More training leads to increased awareness, identification and intervention to stop human trafficking. Data tracking is critical to getting this information. Therefore, number of trainings conducted, number of trainees completing each session, primary region to be served by each group of participants, and participant satisfaction will be tracked and submitted per an established schedule to the HTCC. Contact people, people who update the websites and people employed by hotlines/ helplines/ safelines/ chat-friendly websites for youth/ informational sites and who do outreach to locate additional resources should be trained on Tennessee's work and resources (i.e. National Runaway Safeline (1-800-Runaway), local and statewide 211s, Trevor Lifeline (866.488.7386), National Center for Missing and Exploited Children's Child Sexual Exploitation Division, Net Smartz, Teenage Health Freak, Planned Parenthood, and the "Info for Teens" program on Twitter).

Initiative Partners

Tennessee will capitalize on partnerships that currently exist, and build more to best prevent and/or serve as many victims as possible. The Women's Funds Alliance, a statewide coalition, is proud to partner with the state of Tennessee to end human trafficking. The Women's Funds Alliance launched a public education campaign in March 2013 to increase awareness of the crime and introduced resources to combat it. The Women's Funds Alliance logo for its public education campaign will be used universally for human trafficking across Tennessee.

Tennessee shall identify and partner with businesses and groups from across the state that are willing to make their businesses or locations a designated *safe place* for any child or youth who is unsafe on the streets and needs an intervention. Training the workers in these locations on the signs and behaviors exhibited by victims of human trafficking, and the necessary steps to serve

them immediately when they come into the building, will make additional resources available for children, youth and adults on the streets to turn to: a known *safe place* for immediate help without fear of being judged.

Partnerships should also be developed with Truckers Against Trafficking and Marriott International, Inc. Additionally, efforts should be undertaken to identify and cultivate people who want to start a grassroots movement to identify, report and stop trafficking, and to connect them with current activities. Good examples of this include the Polaris Project's *Campus Coalition Against Trafficking* (CCAT), encouraging the efforts of college students on campuses across the nation to raise public awareness. The Polaris Project has also initiated a grassroots public awareness project called *Slavery Still Exists*; and the END IT and Shine a Light on Slavery campaigns make resource information available to lay people and faith leaders regarding the issue of human trafficking (domestic and foreign). This information includes posters, ideas on how to spread awareness/break the silence, discussion points for group presentations, and more.

Professional membership associations, including hospital, doctors' and nurses' associations should be encouraged to become active partners in disseminating public awareness materials among their members.

Training Protocol

The following training protocol will be followed to ensure everyone who comes into contact with or handles information pertaining to trafficking victims are employing thorough, approved methods of making service referrals and to increase awareness of sex trafficking victims' specialized needs and available services throughout the treatment and aftercare processes.

Training for trafficking shall be delivered by agencies that specialize with that particular population receiving training. Training should be provided using the following two-tiered system:

- Basic Training – This training will provide participants with an introduction to trafficking.
- Advance Training – This training will provide participants that have already received Basic Training on trafficking with a more in-depth look into trafficking (i.e. promising practices, research, best practice preventive and service approaches, etc.). The Advance Training format will also be used to provide ongoing trainings.

All agencies responsible for delivering training will be required to develop trafficking training modules based on adult learning methods and strategies, trauma-informed care, secondary trauma, victim-centered approach, and cultural and linguistic competence. It is also important that all trainings incorporate guidelines for First Identifiers to use in identifying indicators of trafficking victims, as well as how to utilize culturally sensitive approaches in speaking with victims.

For those agencies including awareness and preventive approaches for educating children, it is important to base this information on the cognitive and socio-emotional development level of the children receiving the information. Agencies shall elicit the assistance of Tennessee Bureau of Investigation (TBI) with the development of the trafficking training modules, since TBI has expertise with delivering Human Trafficking Training throughout the state of Tennessee. In addition, it will be critical that a collaborative process be created between all training agencies to ensure training materials are consistent, creating a standardized framework and approach.

The delivery of these trainings shall include multiple delivery methods (face-to-face classroom instructions, e-learning, CD-ROM, etc.). The training delivery process must include the Train-the-Trainer Model. This would allow each industry to be responsible for ensuring that their employees are adequately trained on trafficking, as well as to reach more individuals by expanding the number of qualified trainers.

Principle agencies responsible for providing human trafficking training are as follows:

- TBI will provide training to all law enforcement agencies and forensic interviewers.
- Service providers, NGOs and the faith-based agencies will provide training to their industry, medical providers, and the general public, including diverse communities disproportionately affected by trafficking.
- Department of Children's Services (DCS) will provide training to their employees.
- Department of Human Services (DHS) will provide training to their employees.
- Department of Education (DOE) will provide training to school employees (early, primary, and secondary education), students, and parents, and educational institutions of higher learning.

Training agencies may decide to collaborate on the development of training modules as well as on the delivery of trainings to reduce cost and duplication of efforts. Agencies not listed as a lead agency may collaborate with a lead agency to ensure that their employees receive proper training.

The HTCC will be responsible for ensuring that the development of all training modules are completed through a collaborative process, approving all trafficking training modules and overseeing the training process. Trainings shall be made available to all Tennessee agencies providing human trafficking services, businesses and the general public to build uniformity across the entire state.

Tailor Training Content by Audience

General Audiences – The Human Trafficking Training can give the general public an understanding of Commercially Sexually Exploited Children (CSEC). It can also educate the public to see victims as victims and dismiss the myth that victims make an informed choice and choose this lifestyle, and are therefore not victims. Also, dispel the myth of the traditional traffickers and perpetrators. This training would be helpful if presented at community centers,

public libraries or at other public locations where people can be educated about concerns within the community.

Child and Adolescent Mental Health Providers - This training can assist with increasing awareness among providers of CSEC and the needs of the victims. Providers will be able to identify potential victims, link victims to resources, and learn key components of working with the victim while being sensitive and meeting their immediate needs.

Juvenile Justice - This training can assist with building awareness to assist judges, Assistant District Attorney (ADA), probation officers, intake officers and other members who are affiliated with the juvenile justice system. The trainings should stress the defense mechanisms developed by victims over time to help them survive, and the necessary differences in how adults interact with this group of youth vs. non-trafficked youth; and foster an understanding of the victims' trauma and possible behaviors so they are more aware when intervening between a victim and a non-trafficked youth in the institution.

Community Groups and Faith-Based Groups - This training can assist community members to see CSEC as a community problem. Risk factors should be reviewed and discussions around how the community can play a vital role in prevention should occur.

Social Services, Foster Parents, Substance Abuse Treatment Providers - This training can assist people who work directly with the victims to view them as victims while recognizing their strengths, and educate the workers on the best treatment modalities for the victims. Treatment must take into special consideration instances of forced drug dependency, eating disorders, self-image issues and other subtle effects of victimization.

Medical Personnel - This training can assist doctors, nurses, emergency room personnel, office personnel, medical assistants and clinic personnel with recognizing physical, verbal and emotional signs of human trafficking; talking and interacting with the individual with sensitivity; appropriate discharge planning, whether from an inpatient stay or an outpatient treatment visit; and community resources to refer the individual to after their medical attention. See *Appendix B. Suggested Tools for Establishing Training Modules* for examples of training materials and resources.

GOAL 6

Establishing a process for transitioning human trafficking victims into permanent living situations (family and community reunification, independent living, adoption, etc.)

The purpose of this goal is to facilitate a safe, stable and permanent living arrangement for victims of human trafficking once they have been identified.

Process for Transitioning Child Sex Trafficking Victims (Domestic & Foreign Undocumented) to Permanent Living Arrangements

The Human Trafficking Collaboration & Coordination Committee (HTCC) will address the Department of Children's Services' (DCS) current procedures for accepting trafficking victims. All child victims are to be referred to DCS.

Additionally, the HTCC shall ensure that a process is established and implemented to mandate the filing of a claim with the National Center for Missing and Exploited Children (NCMEC) on every child trafficking victim who is rescued. Since trafficking victims are considered high flight risks, this will ensure that if a victim does run away, she/he can be located anywhere in the nation.

Since family involvement and decision-making are critical for those children who will be reunified with their families, the Child Victim Services Coordination Team (CVSCT) will make every effort to involve those families determined to be appropriate in these processes. The child must also have a role in these processes, as appropriate for their level of development. It is paramount that the CVSCT and Family and Child Assessment Team embrace this concept.

Victims whose level of trauma and current needs are such that they can be placed in Level I & II mental health facilities and DCS' resource homes (foster and therapeutic homes) are eligible for family reunification, independent living and adoption. Those children whose level of trauma and current needs are such that they require placement in Level III and IV placements (residential settings, group homes, highly specialized therapeutic care, and acute hospitalization) may require being stepped down to a less restrictive placement (Level I or II) before the process of transitioning them to a permanent setting can be initiated.

The CVSCT will access wraparound services through existing and new contractual agreements with providers that have experience working with human trafficking victims. Wraparound services will also be used to support placement.

Once the child is placed, concrete individualized treatment goals must be established for the child. The treatment goals must be linked to the criteria for program completion. Prior to the completion of the initial treatment program, the CVSCT and Family and Child Assessment Team (FCAT) must assess the child's readiness and appropriateness for being transitioned to a permanent living setting (family reunification, independent living or adoption).

Once it has been determined that the victim has successfully completed his/her individualized treatment and is ready to be reunited with family, a transition plan should be developed and implemented. When the decision is to reunify the child with his/her family, the child and family must be invested and willing to abide by the plan and be active participants in the development of the plan. When the decision is adoption, the process should be initiated once it is determined that the child is free for adoption and that adoption is the most appropriate option.

When an Independent Living Program (ILP) placement is determined to be the most appropriate option, the transition process should begin once it is established that the ILP placement is the best option and that the youth would be a good candidate for ILP. Prior to placement, wraparound and supportive services should be in place, as well as a plan for transitioning the youth to a permanent setting after completing the ILP. There should be very concrete educational/vocational, employment, financial, and living skills goals established that the youth must accomplish and maintain to complete the ILP.

All transition plans must have provisions for integrating the youth back into the family and community, as well as for providing wraparound, aftercare and supportive services. Services must also include the needs of family members (parents, siblings, etc). Aftercare services should be provided long after family reunification and community reintegration occurs. Even after the victim transitions to survivor, he/she will require continuous support. Foreign trafficking child victims follow the same treatment and services track as domestic victims.

Core Services for Transitioning Child Trafficking Victims to Permanent Living Arrangements

Transitions to permanent living arrangements are supported through the following core services that should be available to youth:

- Treatment services to address the youth's trauma and mental health issues.
- Community reintegration services to help victims integrate back into their community with the necessary supports.
- Mentorship and adult connections to support the youth throughout treatment and their transition to permanence.
- Educational and school services to support the youth's transition and integration back into an appropriate educational setting.
- Families' involvement in treatment (as appropriate) and maintaining close links with family, school and other service systems (where necessary), is essential.

Process for Transitioning Domestic Adult Sex Trafficking Victims to Permanent Living Arrangements

The Adult Victim Services Coordination Team (AVSCT) maintains consistent communication with local law enforcement agency and other professionals involved. Once an appropriate treatment program is selected (based on the victim's needs) and the victim is accepted and placed, concrete individualized treatment goals must be established. Accomplishment of the individualized treatment must be linked to program completion.

Prior to completion of the program, the AVSCT must have created a plan for transitioning the victim back into the community and established appropriate permanent housing. Wraparound services should be established well before the transition back into the community occurs. Wraparound services must include aftercare and supportive services that are available throughout treatment and after the victim's transition to survivor.

Process for Transitioning Foreign Undocumented Adult Sex Trafficking Victims to Permanent Living Arrangements

All foreign undocumented adult (18 years of age and older) victims are referred to the Department of Human Services (DHS). Exceptions to this process occur if the trafficking victim refuses services, or if law enforcement intervenes due to pending criminal charges.

The local law enforcement agency may involve the Department of Homeland Security Investigations (HSI), the Federal Bureau of Investigation (FBI), and/or the Department of Justice (DOJ) as investigators in international cases. HSI, FBI or DOJ may file for Continued Presence (CP) on behalf of the victim. Generally, the lead investigative agency files the CP. This allows the victim to remain in the United States during the investigation and prosecution of the trafficker(s). CP is sought for victims who are potential witnesses in severe forms of trafficking. See *Appendix D. Screening Tools, Public Awareness, and Services & Resources* for more specific details.

The Adult Victim Services Coordination Team (AVSCT) works to secure an immigration attorney to address any legal issues pertaining to immigration and to file for a T visa. See *Appendix D. Screening Tools, Public Awareness, and Services & Resources* for more specific details. HSI provides some assistance to the immigration attorney with the required documentation for filing for the T visa. The team may also need to secure other attorneys to address specific legal issues such as criminal charges, custody issues and divorce.

The AVSCT would work with HSI, FBI or DOJ to ensure a CP is filed on behalf of the victim. The CP would permit victims without legal status who are assisting law enforcement as potential witnesses to remain in the country for the course of criminal investigation.

Once the CP certificate is granted, non-emergency services and benefits can be accessed for the victim. The first step to accessing these services would be for the victim to obtain a social security card. This allows access to the same state and federal benefits and services.

The AVSCT also refers the victim to the Tennessee Office for Refugees (TOR), a department of Catholic Charities of Tennessee, Inc. designated by the federal Office of Refugee Resettlement (ORR) to administer the state refugee resettlement program. Funded by ORR, the Tennessee Refugee Program helps refugees statewide with accessing cash and medical assistance, initial medical screenings, employment, social adjustment services, and English language training in an effort to achieve self-sufficiency.”¹⁹

The AVSCT maintains consistent communication with local law enforcement agencies and the FBI. Once an appropriate treatment program is selected (based on the victim’s needs) and the victim is accepted and placed, concrete individualized treatment goals must be established. Accomplishment of the individualized treatment must be linked to program completion.

Prior to completion of the program, the AVSCT must have created a plan for transitioning the victim back into the community and established appropriate permanent housing. Wraparound services should be established well before the transition back into the community occurs. Wraparound services must include aftercare and supportive services that are available throughout treatment and after the victim’s transition to survivor.

¹⁹ Catholic Charities of Tennessee, Inc. (2013). Tennessee Office for Refugees. Available at <http://www.cctenn.org/tor>.

Strategic Workgroup Recommendations for Addressing Service Gaps

Case Management:

- Improve the quality of services provided and incorporate a multidisciplinary approach.
- Develop protocol for communication and collaboration.
- Incorporate the involvement of a long-term legal advocate and allow the case manager to serve as the Single Point of Contact.

Emergency Housing:

- Create compassionate custody placements/settings for children/adults (i.e. currently children are placed in foster care settings and adults are held in secure custody).

Long-Term/Transitional housing:

- Establish more housing programs (i.e. long-term and transitional) for adults.

Respite Care:

- Develop services in rural areas and Western/Eastern Tennessee.

Transportation:

- Establish a system and develop protocol for ensuring services are delivered consistently.

Service-Related Appointments:

- Develop a process for ensuring services are delivered consistently to both children and adults.

Regular/Routine Transportation:

- Establish a system to ensure services are delivered consistently to both children and adults.
- Develop protocol for accessing services.

Transportation to School/Work:

- Create a system for ensuring services are delivered consistently to both children and adults.

Mental Health:

- Improve the quality and availability of mental health services (i.e. current concerns include level of quality treatment and appropriateness of diagnoses).

Educational Evaluations:

- Improve the quality of services for children. Create more programs for adults and improve the quality of current services.

Reintegration – Public/Alternative Education:

- Develop more programs and increase availability of educational services to both children and adults.

Vocational Rehabilitation:

- Develop more programs and increase availability of services to both children and adults.

Education on Benefits/Resources:

- Establish a protocol for informing juveniles and adults about available resources that they are qualified to receive.

Job Readiness Training:

- Establish more programs for adults.

Stipends/Incentive Pay:

- Create system for ensuring services are provided consistently to both children and adults.

Career Services:

- Develop a process for ensuring career services are consistently delivered to adults.

Legal Services:

- Establish more programs to improve the availability of services.

Visas:

- Streamline process for accessing services for both children and adults.

Criminal History Expungement:

- Streamline process for accessing services.

State Benefits:

- Ensure health care is included in services for both children and adults.

Virtual Visitation:

- Establish service for both children and adults (i.e. promising practice model: Pennsylvania Department of Corrections, PA DOC).

Community Reintegration:

- Develop a system to ensure the service is delivered consistently to children transitioning back into the community.

Family Reintegration:

- Create a system for consistently providing services to children and adults upon return to the home and/or community.

GLOSSARY

Adult – any natural person 18 years of age or above.

Alien - generally understood to be a person who comes from a foreign country.²¹

Buyer – anyone who pays for or trades something of value for sex. This person can be male or female, a family member, teacher, baseball coach or member of the clergy.

Circuit/Track – a set area known for prostitution activity.

Coercion – threats or perceived threats of serious harm to, or physical constraints against, any person; a scheme intended to cause a person to believe that failure to perform will result in serious harm to or physical restraint against any person.

Commercial Sex Act:

Under the age of 18 - a sex act occurs and something of value is exchanged.

18 years of age and above - a sex act occurs and something of value is exchanged; in addition, must prove force, fraud or coercion.

Commercial Sexual Exploitation of Children (CSEC) - constitutes a form of coercion and violence against children and amounts to forced labor and a contemporary form of slavery.

Community Reintegration - a term encompassing the return and acceptance of an individual as a participating member of community life.

Continued Presence (CP) – permitting victims who lack legal status and are assisting law enforcement as potential witnesses to remain in the country for the course of criminal investigation.

Cultural Competence – a set of congruent behaviors, attitudes and policies that come together in a system, agency or among professionals and enables that system, agency or those professionals to work effectively in cross-cultural situations (Cross et al., 1989; Isaacs & Benjamin, 1991).

Developmental Disability - a severe and chronic impairment that can be attributed to one or more mental or physical impairments which will require specific and lifelong or extended care that is individually planned and coordinated, and which had an onset before age 22, and which is likely to continue indefinitely. The condition or conditions must create substantial functional limitations in three or more of the following areas of major life activity: 1) self-care, 2) language skills, 3) learning, 4) personal mobility, 5) self-direction, 6) potential for independent living, and 7) potential for economic self-sufficiency as an adult.

or

²¹ Adversity.net (n.d.). *Definition: Alien, immigrant, illegal alien, undocumented immigrant*. Retrieved on June 5, 2013, from http://www.adversity.net/Terms_Definitions/TERMS/Illegal-Undocumented.htm.

A broad term that includes intellectual disability, ASD (autism spectrum disorders), epilepsy, cerebral palsy, developmental delay, fetal alcohol syndrome (or FASD) and other disorders that occur during the developmental period (birth to age 18) that create substantial limitations in major life activity.

Ethnicity - social groups with a shared history, sense of identity, geography and cultural roots that may occur despite racial difference.

Facilitator – any business or person allowing a trafficker/pimp to carry out exploitation. These facilitators, such as taxi drivers, hotel owners, and newspapers where girls are advertised, work in direct and indirect partnership with pimps and enable the commercial sexual exploitation of children.

Family-Driven - families having primary decision-making roles in the care of their children, as well as the policies and procedures governing care for all children in their community, state, tribe, territory and nation.

Family Reunification – the process of returning children and youth placed in temporary out-of-home care to their families of origin.

Federal Law Enforcement Authorization (LEA) - any federal law enforcement agency that has the responsibility and authority for the detection, investigation, or prosecution of severe forms of trafficking in persons.

First Identifier – an individual who is the first person to identify and report a human trafficking victim.

Forfeiture - surrendering to the state all property, including but not limited to money, valuables, real property and vehicles, of persons convicted of a violation of a TVPA Title that was used or intended to be used, or was obtained in the course of the crime, or benefits gained from the proceeds of the crime.

Human Trafficking - Within the Trafficking Victims Protection Act of 2000 (TVPA), the U.S. Congress defined and classified trafficking into two categories: sex trafficking and labor trafficking.

In the TVPA,²² Congress defined severe forms of trafficking in persons as:

- a. Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- b. The recruitment, harboring, transportation, provision or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery (22 U.S.C. § 7102).

²² Victims of Trafficking and Violence Protection Act of 2000. PUBLIC LAW 106–386—OCT. 28, 2000, www.state.gov/documents/organization/10492.pdf.

Intellectual Disability - a disability characterized by significant limitations both in intellectual functioning (reasoning, learning, problem solving) and in adaptive behavior, which covers a range of everyday social and practical skills. This disability originates before the age of 18. The former term for intellectual disability was mental retardation.

OR

A below-average cognitive ability with three (3) characteristics: Intelligent quotient (or IQ) is between 70-75 or below; significant limitations in adaptive behaviors (the ability to adapt and carry on everyday life activities such as self-care, socializing, communicating, etc.); the onset of the disability occurs before age 18.

Illegal Alien - a foreigner who has violated laws and customs in establishing residence in another country.²³

Immigrant - generally understood to be a person who migrates to another country, usually for permanent residence. Under this definition, therefore, an "immigrant" is an alien admitted to the U.S. as a lawful permanent resident.²⁴

Independent Living Program (ILP) – refers to a program model designed to maximize dependent and homeless youth transition to living independently.

Interstate Compact on the Placement of Children (ICPC) – an interstate compact, or agreement, that has been enacted into law by all 50 states in the United States, and the District of Columbia, which controls the lawful movement of children from one state to another for the purposes of adoption. Both the originating state where the child is born, and the receiving state where the adoptive parents live and where the adoption of the child will take place, must approve the child's movement in writing before the child can legally leave the originating state. This Compact regulates the interstate movement of both foster children and adoptive children.²⁵

Involuntary Servitude - forcing a person to work through threats, harm, physical abuse, restraint or legal retaliation.

Labor Trafficking – the recruitment, harboring, transportation, provision or obtaining of a person for labor or services through the use of force, fraud or coercion for the purposes of subjection to involuntary servitude, peonage, debt bondage or slavery (22 USC § 7102).

Linguistic Competence - the ability of an organization and its employees to successfully communicate information in a manner that is uncomplicated and easily understood by diverse individuals and groups, including those with limited English proficiency, low literacy skills or who are illiterate, and those with disabilities (Goode & Jones, 2004).

²³ Adversity.Net (n.d.). *Definition: Alien, immigrant, illegal alien, undocumented immigrant*. Retrieved on June 5, 2013, from http://www.adversity.net/Terms_Definitions/TERMS/Illegal-Undocumented.htm.

²⁴ Adversity.Net (n.d.). *Definition: Alien, immigrant, illegal alien, undocumented immigrant*. Retrieved on June 5, 2013, from http://www.adversity.net/Terms_Definitions/TERMS/Illegal-Undocumented.htm.

²⁵ Adoption for Maryland. (2013). *Interstate compact on the placement of children (ICPC)*. Available at [http://glossary.adoption.com/interstate-compact-on-the-placement-of-children-\(icpc\).html](http://glossary.adoption.com/interstate-compact-on-the-placement-of-children-(icpc).html).

Lot Lizard – a derogatory term for a person who is prostituted at truck stops.

Madam – an older woman who manages a brothel.

Minor - any natural person less than 18 years of age.

Non-Governmental Organization (NGO) – legally constituted organizations created by the private sector or voluntary organizations that operate independently from any form of government.²⁶

Peonage – holding someone against his or her will to pay off a debt.

Quota – a set amount of money that a trafficked girl must make each night before she comes “home.”

Refugee – a person who is outside his or her country of origin or habitual residence because they have suffered (or fear) persecution on account of race, religion, nationality, political opinion or because they are a member of a persecuted “social group” or because they are fleeing a war or natural disaster.²⁷

Renegade – a prostituted person not under the control of pimp.

Seasoning – a combination of psychological manipulation; intimidation; gang rape; sodomy; beating; deprivation of food or sleep; isolation from family, friends, and other sources of support; and threatening to hold a victim’s children hostage.

Secondary trauma – the stress resulting from helping or wanting to help a traumatized or suffering person.²⁸

Services - an ongoing relationship between a person and the actor, in which the person performs activities under the supervision of, or for the benefit of, the actor.

Sex Trafficking - the recruitment, harboring, transportation, provision or obtaining of a person for the purposes of a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age, (22 USC § 7102; 8 CFR § 214.11(a)).

²⁶ Business Dictionary.Com. (2013). *Non-governmental organization (NGO)*. Available at <http://www.businessdictionary.com/definition/non-governmental-organization-NGO.html>.

²⁷ Business Dictionary.Com. (2013). *Refugee*. Available at <http://www.dictionarycentral.com/definition/refugee.html>.

²⁸ Figley, C.R. (Ed.) (1995). *Compassion fatigue: Secondary traumatic stress disorders from treating the traumatized*. New York: Brunner/Mazel, p.7. Available at <http://secondarytrauma.org/secondarytrauma.htm>.

Stockholm Syndrome or Trauma Bonding – the emotional bond a victim feels towards an abuser, as a means of coping to increase his or her own safety and decrease pain during victimization.

Survivor – in instances of human trafficking, survivor refers to a person who is able to overcome their event and function or prosper in spite of opposition, hardship or setbacks.²⁹

Survival Sex - a situation involving a homeless youth who trades a sex act with an adult in exchange for basic needs such as shelter, food, etc.

TennCare – the State of Tennessee's Medicaid program that provides health care for 1.2 million Tennesseans and operates with an annual budget of approximately 8 billion dollars.³⁰

The Game – a fully formed subculture of prostitution, complete with established rules, hierarchy and language.

The Life – the experience of being used as a victim in prostitution.

The President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) - a statutorily established, Cabinet-level coordinating task force chaired by the Secretary of State that brings together federal departments and agencies to ensure a whole-of-government approach that addresses all aspects of human trafficking, including criminal and labor law enforcement, victim identification and protection, education and public awareness, international development, enhanced partnerships and research opportunities or international engagement and diplomacy. The member and invited agencies of the PITF are the U.S. Departments of State (DOS), Defense (DOD), DOJ, the Interior (DOI), Agriculture (USDA), Labor (DOL), HHS, Transportation (DOT), Education (ED) and Homeland Security (DHS); the Office of Management and Budget, the National Security Council, the Office of the Director of National Intelligence (ODNI), the Domestic Policy Council (DPC), the Federal Bureau of Investigation (FBI), the U.S. Agency for International Development (USAID) and the U.S. Equal Employment Opportunity Commission (EEOC). Senior officials designated as representatives of the PITF principals convene routinely as the Senior Policy Operating Group (SPOG) to carry out the priorities set by the PITF.³¹

²⁹ Tennessee Survivors Advisory Council. (2013, April). Variation of survivor definition in dictionary.com.

³⁰ TennCare. (n.d.). *What's new with TennCare*. Available at <http://www.tn.gov/tenncare/>.

³¹ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

Throwaway Youth - a term used to describes two types of circumstances:

- 1) A child who is asked or told to leave home by a parent or other household adult, without adequate alternative care being arranged for the child by a household adult and with the child out of the household overnight; or
- 2) A child who is away from home and is prevented from returning home by a parent or other household adult, without adequate alternative care being arranged for the child by a household adult, and the child is out of the household overnight.³²

Trade Up, Trade Down, Buy and Sell – to move a trafficking victim like merchandise.

Trafficker/Pimp – anyone who receives money or something of value for the sexual exploitation of another person.

Trick – the act of prostitution; also the person buying it. A victim is said to be “turning a trick” or “with a trick.”

Trauma-Informed Care - refers to a frame of reference and set of operational processes adopted in behavioral health care services. It incorporates evidence about the prevalence and impact of traumatic events across the lifespan.³³

Turn Out - to be forced into prostitution; also a person newly involved in prostitution.

T Visa – a type of visa allowing certain victims of human trafficking and immediate family members to remain and work temporarily in the United States if they agree to assist law enforcement in testifying against the perpetrators.³⁴

Undocumented Foreigner – a person from another country not having the required legal documents to live or work in a foreign country.

U Visa - a visa that may be issued to provide immigration status to non citizens who are assisting or willing to assist the U.S. authorities investigating crimes.

Victim-Centered Approach – the systematic focus on the needs and concerns of a sexual assault victim that ensures compassionate and sensitive delivery of services in a nonjudgmental manner.³⁵

³² Green, J.M., Ennett, S.T., & Ringwalt, C.L.(1999). *Prevalence and correlates of survival sex among runaway and homeless youth*. Health and Social Policy Division, American Journal of Public Health, Vol 89, Issue 1406-1409.

³³ Epower & Associates. (2011). TReSIA: Section 2 trauma-responsive systems implementation advisory. Available at http://www.traumainformedresponse.com/uploads/Sec_02-TReSIA-About_TIC.pdf.

³⁴ National Network to End Domestic Violence, Inc. (2008). T-visa laws for trafficking victims. Available at http://www.womenslaw.org/laws_state_type.php?id=13636&state_code=US#content-13638.

³⁵ State of New Jersey. (1998, August). *Standards for providing services to survivors of sexual assault*. Available at <http://www.njdcj.org/standar2.htm>.

Victim of Human Trafficking - any person, whether a U.S. citizen or foreign national, who has been subjected to:

- a. Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- b. The recruitment, harboring, transportation, provision or obtaining of a person for labor or services through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery (22 U.S.C. § 7102).

Youth-Guided - Services shaped by the belief that young people have the right to be empowered, educated, and given a decision-making role in the care of their lives, as well as the policies and procedures governing care for all youth in the community, state, and nation, including giving young people a sustainable voice. The focus should be towards creating a safe environment and enabling young people to become self-sustaining in accordance with their culture and beliefs.

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APPENDICES

Appendix A. Indicators of Human Trafficking

General Indicators for Adults and Children.³⁶

- Out -of- state residence
- No identification or travel documents
- Few or no living essentials and personal possessions (i.e. money, clothes, etc.)
- Deprived of food, water, sleep, medical care or other life necessities
- Transient (i.e. live in hotels with no permanent or fixed address)
- Little knowledge of their whereabouts (i.e. the name of the city or state)
- Threatened with deportation or law enforcement action
- Language barriers/United States is not country of origin
- Numerous inconsistencies in story/deceptive
- Coached on what to say to law enforcement and immigration officials
- Mostly live and travel in groups
- Medical issues (i.e. STD/STIs, untreated injuries)
- Branding and tattoos (i.e. derogatory and/or indicating ownership)
- Disposable or prepaid cell phones/multiple cell phones/hidden personal phones
- Sleep and work in the same location
- Work unusual or long hours with few or no days off
- Clothes typical of those doing sex work
- Recruited for one purpose and forced to engage in some other job
- Mostly use sex-related terms in their communications
- Show signs of physical and/or sexual abuse, physical restraint, confinement or torture
- Fearful, nervous, depressed, submissive, tense or paranoid
- Mental health issues
- Substance abuse and addiction issues
- Signs of trauma (physical or emotional)
- Has a pimp or manager
- Unable to speak for self (i.e. third party insists on being present and/or translating)
- Escorted (i.e. little to no freedom of movement)
- Overbearing additional person with the victim or fictive "family" members that are not family
- Unable to speak the local language
- Specific requests when checking into hotels such as no maid service and/or selection of a specific room
- During hotel stays having numerous male visitors throughout the day and night, and making and receiving multiple phone calls
- Overly aggressive and defensive attitude

* Please note that the presence of one indicator may or may not be due to human trafficking victimization.

³⁶ Polaris Project. (2013). *Recognizing the signs*. Available at <http://www.polarisproject.org/human-trafficking/recognizing-the-signs>.
 United Nation Office on Drugs and Crime. (n.d.). *Trafficking indicators*. Available at http://www.unodc.org/documents/human-trafficking/HT_indicators_E_LOWRES.pdf.
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Children- & Youth- Specific Indicators:³⁷

- Substance abuse or addiction issues
- Shows evidence of mental, physical, or sexual abuse; or suspicious injuries
- Cannot or will not speak on own behalf
- Not allowed to speak to others alone; is being controlled by another person
- Does not have access to identity or travel documents, or documents appear fraudulent
- Works long hours and/or is engaged in work that is not appropriate for a child/youth
- Is paid very little or nothing for work or services performed
- Heightened sense of fear, and untrusting of authority
- Experiences gaps in memory
- Lives at workplace/with employer, or lives with many people in confined area
- Is not in school or has significant gaps in schooling
- Has engaged in prostitution or commercial sex acts
- Has or mentions a pimp/boyfriend
- Presence of older male or boyfriend who seems controlling
- Difficult to engage/ does not make eye contact
- Attachment issues
- Self-harming and destructive behaviors
- Dramatic personality changes (i.e. dropping grades, abnormal behavior, etc.)
- External signs of trauma
- Does not consider self a victim
- Someone else was in control of migration to U.S. or movement into Tennessee
- Any child working where “pay” goes directly towards rent, debt, living expenses/ necessities, fees for their journey/trip
- Threats to child’s parents, grandparents, siblings or own minor children
- Chronic runaway/ homeless/ throwaway youth
- Lesbian/Gay/Bisexual/Transgender/Questioning youth
- Methods of control that leave no visible, physical signs of abuse
- Sleeping/living separately from the “family” (in garage or on the floor, somewhere other than the bedroom)
- Is forced to sell drugs, jewelry, magazines on the street
- Has excess amount of cash
- Behavior is inconsistent with their age
- Isolated, appears to have no friends their age and no time to play or socialize with peers
- Demeanor is fearful, anxious, depressed, submissive, tense, nervous
- Possesses phone numbers for taxis
- Has hotel keys
- Lies about age/has fake ID
- Inconsistencies in story
- Unable or unwilling to give local address or information about parents

³⁷ California Child Welfare Council. (2013). *Ending the commercial sexual exploitation of children: A call for multi-system collaboration in California*. Available at http://www.youthlaw.org/fileadmin/ncyl/youthlaw/publications/Ending-CSEC-A-Call-for-Multi-System_Collaboration-in-CA.pdf.
 United Nation Office on Drugs and Crime. (n.d.). *Trafficking indicators*. Available at http://www.unodc.org/documents/human-trafficking/HT_indicators_E_LOWRES.pdf.

- Not enrolled in school
- No or little access to parents/guardian
- Travels unaccompanied by an adult(s)
- Loyalty, positive feelings toward trafficker
- May try to protect trafficker from authorities

Appendix B. Suggested Tools for Establishing Training Modules

Assessment Tools

- Trafficking Assessment Tools
- Healthcare Professionals - Additionally, click here to access an interactive online training for healthcare professionals.
- Educational Professionals: Human Trafficking of Children in the United States: A Fact Sheet for Schools.
- Community Needs Assessment

Tools for Service Providers

- Human Trafficking Training for Service Providers
- Service Provider Resources
- Special Considerations for Child Trafficking Victims
- Human Trafficking Power and Control Wheel
- Runaway and Homeless Youth Training and Technical Assistance Center Anti-Human Trafficking Resources

Tools for Law Enforcement

- Human Trafficking Case Examples
- Sex Trafficking Networks
- DC Task Force Organizational Model
- United States Task Force Map
- Human Trafficking Training Program presented by the Department of Homeland Security and the Federal Law Enforcement Training Center

*Appendix C. Framing the Issue of the Commercial Sexual Exploitation of Children*³⁸

Framing the Issue of the Commercial Sexual Exploitation of Children

http://www.missesey.org/documents/framing_the_issue.pdf

According to the Trafficking Victims Protection Act, a federal law passed in 2000, any child under the age of 18 years old that is used for the purpose of exploitation through sexual servitude (prostitution), regardless of the absence of economic leverage, manipulation, fraud, coercion, threats, force and violence is considered a ***commercially sexually exploited child (CSEC)***.

KEY ISSUES FACING CSEC NATIONALLY

A child victim of human trafficking does not have to prove that they were tricked or violently forced into sexual exploitation in order to be considered a victim of human trafficking under this federal law. This federal law applies to every child human trafficking victim in the United States.

1. Earlier childhood sexual abuse greatly increases vulnerability to commercial sexual exploitation during teens.

According to national statistics, children who are sexually abused in earlier childhood are four times more likely than their peers to be targeted and victimized by commercial sexual exploitation. Nationally, 95% of “teen prostitutes” were victims of earlier childhood sexual abuse.

2. Psychological trauma, especially Stockholm’s Syndrome, greatly impacts CSEC’s ability to cooperate with law enforcement efforts.

Many CSEC who suffer psychological trauma are seen as willing participants in their own exploitation. The psychological trauma they suffer is similar to what is seen in domestic violence victims.

3. Commercially sexually exploited children are routinely arrested as prostitutes and charged with prostitution.

Every act of “prostitution” where a child is involved is actually an act of child rape and sexual exploitation. Every child that is involved in “prostitution” is actually a victim of child abuse, even when they don’t fit the legal definition of a CSEC.

4. A large number of CSEC have been removed from the care and custody of their families and are wards or dependents of the state.

The resources available to social workers and probation officers, especially placement and facilities, do not meet the current needs of CSEC. Specialized staff, placement, facilities, programs and services are needed within the Juvenile Probation and Child Welfare Systems to fill this gap and serve these children as victims.

³⁸ MISSEY, Inc. (2009). Framing the issue of the commercial sexual exploitation of children. Available at http://www.missesey.org/documents/framing_the_issue.pdf.

5. The public systems' adherence to the TVPA (2000) is critical to the recovery and sustainability of commercially sexually exploited children. Adherence to the TVPA will rely on state & local policy. Education and training coupled with CSEC-specific services and facilities within the public system is required for implementation of the TVPA.

TECHNIQUES USED BY EXPLOITERS

Recruitment
Seduction
Isolation
Coercion
Violence

CSEC RISK FACTORS

- Earlier childhood sexual abuse
- Homelessness
- Running away
- Inadequate supervision or care
- Inadequate food, clothing and shelter
- Family and/or community history of exploitation
- Exposure to domestic violence in the home

LOCAL POPULATION STATISTICS**

- 61% had been raped one or more times
- 55% of them were foster care youth from group homes
- 82% of them had previously run away from home multiple times
- 60% of them had previously been arrested for solicitation
- 58% of them were currently on probation

***Of 149 youth assessed by the program between August 30, 2006 and September 30, 2007*

Q: What is the difference between sexual exploitation and the commercial sexual exploitation of children?

A: Sexually exploited children exchange sex to have their basic needs met (ie: food, clothing, shelter, care); where commercially sexually exploited children exchange sex so that a third party can profit from the sale of their body. Both children are victims. CSEC are victims of human trafficking.

USE OF TECHNOLOGY IN CSEC

Computer/Internet
Cell Phones/Text Messaging
Digital Cameras
Web Cameras
Global positioning system (GPS)

Appendix D. Screening Tools, Public Awareness, and Services & Resources

SCREENING TOOLS (RESOURCES)

The New York City Trafficking Assessment Project (NYCTAP) Screening Tool <https://www.ncjrs.gov/pdffiles1/nij/grants/224391.pdf>

New York City Trafficking Assessment Project (NYCTAP):

- *Part I of the NYCTAP Screening Tool* (See appendix IV, exhibit I for the *final* version for adult respondents). Page 1 provides instructions on screening timing, screening suspension, data handling, and service referrals. Page 2 covers Section 1: *Screening Background* and Section 2: *Personal Background*.
- *Part II of the NYCTAP Screening Tool for Foreign-born Adults* (See appendix IV, exhibit II for the *final* version for adult respondents) includes: Section 3: *Migration*, Section 4: *Work*, Section 5: *Working/Living Conditions*, and Section 6: *Post-Interview Assessment*.
- *Part II of the NYCTAP Tool for U.S.-born Adults* (See appendix IV, exhibit III for the *final* version for adult respondents). Section 3 covers *Work*, Section 4, *Working/Living Conditions*, and Section 5, *Post-Interview Assessment*.³⁹

The screening tool was developed for service providers and will need to be pre-validated and then validated for use in other settings, such as law enforcement, healthcare and education.

Florida's Department of Children and Families (FDCF) Human Trafficking of Children Indicator Tool <http://www.dcf.state.fl.us/programs/humantrafficking//docs/HumanTraffickingOfChildrenIndicatoTool0109.pdf>

Florida Department of Children and Families' (FDCF) Human Trafficking of Children Indicator Tool:

- The Human Trafficking of Children Indicator Tool was designed for Child Protective Investigators to help them in understanding human trafficking and identifying children who are trafficking victims.
- The tool does not represent all occurrences of human trafficking or areas that may be explored to determine if human trafficking exists.⁴⁰

³⁹ Weiner, N. A. & Hala, N. (2008, August). *Measuring human trafficking: Lessons from New York City*. Vera Institute of Justice. Available at <https://www.ncjrs.gov/pdffiles1/nij/grants/224391.pdf>.

⁴⁰ Florida Department Children & Families. (2009, January). *Human trafficking of children indicator tool*. Available at <http://www.dcf.state.fl.us/programs/humantrafficking//docs/HumanTraffickingOfChildrenIndicatoTool0109.pdf>.

PUBLIC AWARENESS (RESOURCES)

- OVC will collaborate with ACF, DHS, DOL, DOS and EEOC to update, translate, print and disseminate *Trafficking in Persons: A Guide for Non-Governmental Organizations* (previously published in 2002).⁴¹ This Guide will present common terminology for use by federal agencies in their anti-human trafficking work and for the purpose of public awareness and education on human trafficking.
- Coalition to Abolish Slavery & Trafficking (CAST), the Legal Aid Foundation of Los Angeles and other members of the Los Angeles Metro Task Force on Human Trafficking created a public awareness campaign called *Know Human Trafficking. Be Alert, Be Aware*, employing the use of a new toll-free hotline, billboards and bumper stickers. CAST also has a campaign called *STOP: Sex Trafficking Outreach Project*. Learn more at CAST.
- The Legal Aid Foundation of Los Angeles (LAFLA) developed a comic book- style community awareness campaign called *Three Tales of Slavery in the USA*. The tales are told in both English and Spanish and instruct those who might be in trouble or know someone in trouble to call the Legal Aid human trafficking toll-free hotline. They have advocates who speak English, Spanish, Khmer, Cantonese, Mandarin, Japanese, Korean and Vietnamese. Additionally, the LAFLA is also actively involved in the Los Angeles Metro Task Force, especially in the outreach campaign. Learn more at LAFLA.
- Free the Slaves (Washington, DC) has created a community awareness and community action guide called *Slavery Still Exists: And it Could Be in Your Backyard*.
- Youth for Human Rights International is creating a song and music video project that educates people on the problem of human trafficking for the purpose of raising money to combat it. The video will highlight prominent musical artists in various genres and from various countries. Learn more at YHRI.
- SOAP is an outreach campaign that aims to distribute thousands of bars of soap with the National Human Trafficking Hotline number and key identifying questions FREE to local motels. Volunteers talk to motel owners and managers and provide them with a quick overview of what is happening to young girls in their hotels. Learn more at SOAP.
- Truckers Against Trafficking (TAT) is a 501(c)3 that exists to educate, equip, empower and mobilize members of the trucking and travel plaza industry to combat domestic sex trafficking
- Bridges Domestic Violence Center (Bridges of Williamson County) serves area women, men and their children affected by domestic violence, ensuring a safe transition to successful independent community living through instruction, intervention, and case management.

⁴¹ President's Interagency Task Force to Monitor and Combat Trafficking in Persons. (2013, April). *Federal strategic action plan on services for victims of human trafficking in the United States*. Available at <https://ACFstrongertogether.ideascale.com>.

- U.S. Department of Health and Human Services' Rescue and Restore Campaign provides materials and resources for human trafficking. Complete the on-line order form for materials.
- The National Center for Missing & Exploited Children[®] (NCMEC) human trafficking public awareness materials are available on Netsmartz.
- The Do Something campaign is a best practice model for billboard campaigns.
- Teenage Health Freak is a website designed to educate children on topics such as sex, drugs, alcohol, etc.
- The United Nations Office on Drugs and Crime (UNDOC) created public service announcements to raise global awareness about human trafficking. UNDOC is working in individual countries to create partnerships with regional and local NGOs. Wherever possible, the new video spots will include local telephone hotlines where victims can call to receive assistance. The video spots are available in the official UN languages, with translations also planned in Eastern European, African and Asian languages.

Vital Voices Global Partnership raises public awareness through an electronic newsletter, "Trafficking Alert," which covers human trafficking issues. Vital Voices also produces in eight languages an anti-trafficking tool kit for use throughout the United States. The kit contains information on identifying victims in local communities, a summary of U.S. anti-trafficking laws, a list of national complaint lines and a fact sheet for health professionals. Vital Voices also works with the United Nations Office on Drugs and Crime to distribute public service announcements to national and regional television stations.

- The NHTRC is able to connect community members with additional tools to raise awareness and combat human trafficking in their local areas, as well as guide service providers and law enforcement personnel in their work with potential trafficking victims. To perform these functions, the NHTRC maintains a national database of organizations and individuals working in the anti-trafficking field, as well as a library of available anti-trafficking resources and materials. To view these materials, access online trainings or report tips online, visit the NHTRC.

SEVICES & RESOURCES (Domestic and Foreign Victims)

- Statewide listing of qualified human trafficking service delivery agencies, hosted by the U.S. Department of Homeland Security.

The “My Life My Choice” (MLMC) curriculum is a nationally recognized and tested ten-week curriculum designed to educate girls and young women about CSEC, reproductive health, substance abuse, self-confidence and access to community resources.⁴²

- Polaris Project is a leading organization in the global fight against human trafficking and modern-day slavery. Named after the North Star "Polaris" that guided slaves to freedom along the Underground Railroad, Polaris Project is transforming the way that individuals and communities respond to human trafficking, in the U.S. and globally. Educational materials from the Polaris Project: Their toolkit is readily available for download. For the public education materials, content will be distinguished between materials for “general audiences” and audience-specific materials. General education materials should include the TN Human Trafficking Hotline number, 1-855-55-TNHTH (1-855-558-6484), and the National Human Trafficking Resource Center number, 1-888-3737-888.
- The Metropolitan Homelessness Commission is Metro Nashville’s coordination and planning entity that brings advocates, nonprofit organizations, for-profit business leaders, government agencies and the general public together to end homelessness in Nashville. The Metropolitan Homelessness Commission should be engaged to assist with forming a committee of likeminded organizations to help with educating the homeless teen population throughout the state about human sex trafficking.
- The National Coalition for the Homeless is a national network of people who are currently experiencing or who have experienced homelessness, activists and advocates, community-based and faith-based service providers, and others committed to a single mission: To prevent and end homelessness while ensuring the immediate needs of those experiencing homelessness are met and their civil rights protected. The National Coalition for the Homeless can assist with identifying potential committee members.
- The Trevor Project is the leading national organization providing crisis intervention and suicide prevention services to lesbian, gay, bisexual, transgender, and questioning youth.
- Safe Place is a national youth outreach program that educates thousands of young people every year about the dangers of running away or trying to resolve difficult, threatening situations on their own. This easily replicated initiative involves the whole

⁴² Guymon & Cardenas, supra note 234; About the My Life My Choice Project, Justice Resource Institute, www.jri.org/mylife/ (last visited June 19, 2012.)

network of Safe Place locations — schools, fire stations, libraries, grocery and convenience stores, public transit, YMCAs and other appropriate public buildings – that display the yellow and black diamond-shaped Safe Place sign. These locations extend the doors of the youth service agency or emergency shelter throughout the community. Youth can easily access immediate help wherever they are.

- National Runaway Safeline keeps America’s runaway, homeless and at-risk youth safe and off the streets. It is accessible 24 hours, seven days a week, at 1-800-RUNAWAY.
- The National Center for Missing & Exploited Children (NCMEC) provides assistance to combat crimes against children on the Internet..
- Georgia Care Connection Office (GCCO) provides statewide, independent care coordination for commercially sexually exploited children. Using a System of Care philosophy with a family-driven, youth guided approach, the Georgia Care Connection Office helps set a new direction for their lives.

Federal Services & Resources

- U.S. Department of Health & Human Services (HHS) published *Services Available to Victims of Human Trafficking: A Resource Guide for Service Providers*. This Guide provides the following resources:
 - Resources for pre-certified victims
 - Community resources
 - State-funded assistance
 - Federal assistance
 - Certification for foreign victims
 - Federal benefits and services
- The National Human Trafficking Resource Center (NHTRC) is a national, toll-free hotline for the human trafficking field in the United States and is reached by calling 1-888-373-7888_or e-mailing NHTRC@PolarisProject.org. The NHTRC operates 24-hours, seven days a week, every day of the year. NHTRC provides the following services: crisis intervention, urgent and non-urgent referrals, tip reporting, and comprehensive anti-trafficking resources and technical assistance.

The U.S. Department of Justice’s (USDJOJ) Office of Victims of Crime (OVC) provides services for pre-certified trafficking victims. Services include housing or shelter; food; medical, mental health, and dental services; interpreter/translator services; criminal justice victim advocacy; legal services; social services advocacy; literacy education; and/or employment assistance. In addition, OVC’s Online Directory of Crime Victim Services identifies local organizations providing services for crime victims.

- Substance Abuse Resources
 - For a listing of State substance abuse agencies, [click here](#).
 - To find a substance abuse and/or mental health treatment program near you, [click here](#).
- Mental Health Resources
 - For a listing of State mental health agencies, [click here](#).
 - To find a mental health treatment program near you, [click here](#).
- National Suicide Prevention Lifeline: SAMHSA's Center for Mental Health Services funds a 24-hour, toll-free, suicide prevention service available to anyone in emotional distress or suicidal crisis. If your client needs help, call 1-800-273-TALK (8255). Crisis counselors will locate the closest possible crisis center in your area. With more than 130 crisis centers across the country, the Lifeline's mission is to provide immediate assistance to anyone seeking mental health services. [Click here](#) for more information.

For additional SAMHSA substance abuse and mental health resources, [click here](#) or call SAMHSA's 24-Hour Toll-Free Referral Helpline at 1-800-662-HELP (1-800-662-4357).

Appendix E. General Characteristics of Human Trafficking Victims

General Characteristics

- Is not free to leave or come and go as he/she wishes
- Is under 18 and is providing commercial sex acts
- Is in the commercial sex industry and has a pimp/manager
- Is unpaid, paid very little, or paid only through tips
- Works excessively long and/or unusual hours
- Is not allowed breaks or suffers under unusual restrictions at work
- Owes a large debt and is unable to pay it off
- Was recruited through false promises concerning the nature and conditions of his/her work
- High security measures exist in the work and/or living locations (e.g. opaque windows, boarded up windows, bars on windows, barbed wire, security cameras, etc.)

Poor Mental Health or Abnormal Behavior

- Is fearful, anxious, depressed, submissive, tense, or nervous/paranoid
- Exhibits unusually fearful or anxious behavior after bringing up law enforcement
- Avoids eye contact

Poor Physical Health

- Lacks health care
- Appears malnourished
- Shows signs of physical and/or sexual abuse, physical restraint, confinement, or torture

Lack of Control

- Has few or no personal possessions
- Is not in control of his/her own money, no financial records, or bank account
- Is not in control of his/her own identification documents (ID or passport)
- Is not allowed or able to speak for themselves (a third party may insist on being present and/or translating)

Other

- Claims of just visiting and inability to clarify where he/she is staying/address
- Lack of knowledge of whereabouts and/or does not know what city he/she is in
- Loss of sense of time
- Has numerous inconsistencies in his/her story
- Has been branded or tattooed by the trafficker

Appendix F. Preventing Human Trafficking and the Commercial Sexual Exploitation of Children

Programs across the nation are drawing attention to sex trafficking and implementing successful methods to prevent it. From a victim-centered perspective, a preventive approach begins with identifying youth who are at risk for exploitation and provides services and supports before victimization occurs. Another aspect of prevention targets purchasers by implementing strategies to reduce consumer demand for illicit sexual services. The following are prevention resources:

- ECPAT International is a leading voice in global work to prevent the commercial sexual exploitation of children. ECPAT works with governments, law enforcement, the technology industry and other NGOs to develop protocols for reporting and responding to technology-based crimes through awareness and education, reporting hotlines and other measures to help identify and assist the child victims. It also advocates and works for the development of comprehensive national child pornography laws to protect children.
- Atlanta's school-based Project P.R.E.V.E.N.T. (Promoting Respect, Enhancing Value, and Establishing New Trust), was designed to strengthen skills, help youth identify support networks, and provide youth with positive opportunities in the community,⁴³ and is implemented in small groups in high-risk Atlanta neighborhoods.⁴⁴
- Seattle's "Powerful Voices Powerful Choices" program targets female and female-identified youth between 10 and 17 years of age to promote positive relationship skills and reduce vulnerability to intimate partner violence and commercial sexual exploitation.
- Connecticut's Department of Children and Families partnered with the Connecticut Juvenile Training School to create "Man UP: A Youth Series to Transform the Male Perspective of Women and Its Impact on Sexual Exploitation."⁴⁵ Although the Man UP program was only recently implemented as a pilot project in May of 2012, it has demonstrated promising results.⁴⁶
- The Chicago Alliance Against Sexual Exploitation (CAASE) has developed an interactive curriculum for high school boys called "Empowering Young Men to End Sexual Exploitation."⁴⁷ Since the curriculum was first implemented in 2010, more than one thousand students have completed the course.⁴⁸

⁴³ Gavin L. et al. (2010). A review of positive youth development programs that promote adolescent sexual and reproductive health. *Journal of Adolescent Health*, 46 S75-S91. Available at <http://www.region8ipp.com/Docs/GavinJAH.pdf>.

⁴⁴ Kruger et al., *supra* note 204, at 9.

⁴⁵ Conn. Department of Children & Families, A child welfare response to domestic minor sex trafficking. Available at http://www.ct.gov/dcf/lib/dcf/humantrafficking/pdf/response_to_domestic_minot_sex_trafficking.pdf.

⁴⁶ *Ibid*

⁴⁷ Prevention, Chicago Alliance Against Sexual Exploitation (CAASE), <http://caase.org/prevention> (last visited Dec. 10, 2012).

⁴⁸ *Ibid*

U.S. Government sites and initiatives:

- The U.S. Department of State, Bureau for International Narcotics and Law Enforcement Affairs created a brochure called *Be Smart, Be Safe*, which is aimed mostly at women in developing countries who are considering moving to the U.S. and those already in the U.S. It has a toll free worker exploitation complaint line, includes survivor stories and outlines the rights of the trafficked to the U.S. For general information on the Department of State anti-trafficking program, click here.
- U.S. Agency for International Development's (USAID) Women in Development Program has funded several programs, some of them awareness programs, in many different countries. Their March 2006 report, "*Trafficking in Persons: USAID's Response*" describes these programs.

National and International:

- Business Travelers Against Human Trafficking, an international organization, has developed a campaign to encourage international business travelers to report human trafficking and child prostitution.
- Council of Europe's Campaign to Combat Trafficking, called *Human Being –Not For Sale*, aims to raise awareness among governments, local and regional authorities, NGOs and the general public on the extent of the problem of trafficking in human beings in Europe today. It highlights the different measures that can be taken to prevent this new form of slavery, as well as measures to protect the human rights of victims and to prosecute the traffickers.
- Human Rights Watch created a specific awareness campaign on the trafficking of children in West Africa, available here.
- The International Development Bank (IDB), Ricky Martin Foundation (RMF) and the International Organization for Migration (IOM) launched a campaign called *Call and Live*, which primarily targets women and children through media announcements and community awareness in Latin America, including Peru, Costa Rica, Ecuador, El Salvador and Nicaragua, with plans to bring the campaign to Columbia, Mexico and Latino communities in the Washington D.C. area. The website is in Spanish only.
- The International Labor Organization (ILO) has created a new guidebook for young foreign migrants to Thailand. The campaign is called *Travel Smart– Work Smart*.
- UNICEF has created a campaign to prevent child trafficking by raising public awareness of child trafficking and exploitation and funds to support practical programs that protect children from trafficking.

- Winrock International, with grants from United States Agency for International Development (USAID), launched the *Path to Success* program in the Russian Far East. The program worked with partner NGOs to raise community awareness of the problem of human trafficking, and included a training component and an awareness component. In the awareness component, the organization conducted informational campaigns with the mass media, provided information to journalists, created information for television and radio programs, developed and disseminated printed materials, created websites for youth and organized a hotline.

Appendix G. Cultural and Linguistic Competence Resources

Building Bridges Initiative – Cultural and Linguistic Competence: Guidelines for Residential Programs:

<http://www.buildingbridges4youth.org/workgroups/cultural-linguistic-competence/products>

Child Welfare Training Curricula for Staff Working with Refugees and Immigrants:

<http://www.brycs.org/clearinghouse/Highlighted-Resources-Child-Welfare-Training-Curricula-for-Staff-Working-with-Refugees-and-Immigrants.cfm>

307: Engaging Latino Families/Entendiendo La Cultura Latina y Su Familia Cultura Latina y Su Familia:

[http://www.pacwebt.pitt.edu/curriculum/307%](http://www.pacwebt.pitt.edu/curriculum/307%20EngagingLatinoFamiliesEntendiendoCulturaLatinaFamilia.htm)

[20EngagingLatinoFamiliesEntendiendoCulturaLatinaFamilia.htm](http://www.pacwebt.pitt.edu/curriculum/307%20EngagingLatinoFamiliesEntendiendoCulturaLatinaFamilia.htm)

Building Bridges: A Guide to Planning and Implementing Cross-Service Training, (Bridging Refugee Youth and Children's Services, BRYCS): <http://www.brycs.org/documents/upload/XSVCTFIN.pdf>

Child Abuse: Characteristics and Patterns Among Cambodian, Chinese, Korean, and Vietnamese American Families: An Empirically-based Curriculum: http://www.csulb.edu/projects/ccwrl/Rhee_module.pdf

Child Welfare Practice in a Multicultural Environment (California Social Work Education Center, CalSWEC):

http://calswec.berkeley.edu/CalSWEC/CW_Practice_MCEnv_TrainersGuide.doc

Child Welfare Pre-Service Curriculum, (Child Welfare Training Academy at the University of South Florida):

<http://cwta.fmhi.usf.edu/public/cdown.cfm>

Community and Cultural Considerations in Child Abuse and Neglect Cases (The Permanency Planning for Children Department):

<http://www.ncjfcj.org/images/stories/dept/ppcd/pdf/CulturalCurriculum/culturalconsiderationscurricomplete.pdf>

Cultural Resources for Practitioners (Ohio Child Welfare Training Program, OCWTP):

<http://www.ocwtp.net/PDFs/Trainee%20Resources/Cultural%20Resources%20for%20Practitioners.pdf>

Culturally Competent Practice with Latino Children and Families (Washington Learning Systems):

<http://www.brycs.org/documents/upload/CCPInstructorManual.pdf>

Culturally Competent Practice With Latino Families:

http://dfcs.dhr.georgia.gov/DHR-DFCS/DHR_DFCS-Edu/Files/Latino%20Module%201%20participant%20guide%204-25-07.pdf

Developing Cultural Competence, (National CASA Association): This resource may be free from your local library or purchased from the publisher.

From We to Me : A Curriculum on Working with Transitioning Youth from the Perspective of Culture:

<http://basis.caliber.com/cwig/ws/library/docs/gateway/Blob/44072.pdf;jsessionid=A8AC2B7047D0184A714C08FF6BA0D7AB?rpp=10&upp=0&m=1&w=+NATIVE%28%27an%3D%27%27cd-41174%27%27%27%29&r=1>

Guidelines For Working with an Interpreter, (CT Department of Children and Family):

<http://www.ct.gov/dcf/cwp/view.asp?a=2546&q=314466>

Hmong Population and Child Welfare, (Public Child Welfare Training Academy):

<http://theacademy.sdsu.edu/curriculumcatolog/PDF/Advanced/Hmong%20Population%20and%20Child%20Welfare.pdf>

Human Trafficking of Children Online Course (Child Welfare Training Academy at the University of South Florida):

http://cwta.fmhi.usf.edu/public/Training_Online/Human_Trafficking_of_Children.htm

Immigration and Language Guidelines for Child Welfare Staff, 2nd edition, (New York City Administration for Children's Services, ACS): <http://www.brycs.org/documents/upload/langguidelines.pdf>

Immigration and Naturalization Resource and Practice Guide (Santa Clara County Department of Family and Children's Services): <http://www.f2f.ca.gov/res/ImmigrantionGuidebook.pdf>

Information Packet: Cultural Sensitivity With Immigrant Families and Their Children.

<http://www.hunter.cuny.edu/socwork/nrcfcpp/downloads/cultural-sensitivity-with-immigrants2.pdf>

Manual acerca del Desarrollo: De la Niñez a la Juventud, (New York State Office of Children and Family Services):

http://www.bsc-cdhs.org/Libraries/COMPASS/Child_Development_Guide_Spanish.sflb.ashx

Refugee Communities: Social and Practical Implication for Service Providers, (Public Child Welfare Training Academy): <http://theacademy.sdsu.edu/curriculumcatolog/PDF/Advanced/Refugee%20Communities.pdf>

Training Resource on Legal Residency for Juveniles within the Child Welfare System: Special Immigrant Juvenile Status & the Violence Against Women Act:

http://calswec.berkeley.edu/CalSWEC/00_Training_Resource_SIJS_MgrsSupes.doc

Working with Clients who are Immigrants: A Guide for Connecticut Department of Children and Families' Social Workers:

http://www.ct.gov/dcf/lib/dcf/multicultural_affairs/pdf/immigrants_guide.pdf

Working with Immigrant Children and Families Training Curriculum: Trainer's Manual:

<http://www.brycs.org/documents/upload/GAtrainersguide.pdf>

Appendix H. Legislative Initiatives to Combat Human Trafficking in Tennessee

Public Chapter 242 (HB 128/SB 1035) - Sexual Offenses - As enacted, requires rather than permits that restitution to the victim be paid by the defendant for the offenses of patronizing prostitution, trafficking for commercial sex acts, solicitation of a minor for sexual purposes, and enlisting or paying a minor to engage in child pornography. Amends TCA Section 39-11-118.

Public Chapter 436 (HB 129/SB 466) - Criminal Offenses - As enacted, expands the offense of solicitation of a minor to include solicitations by adults, that if completed, would constitute trafficking for commercial sex acts, patronizing prostitution, promoting prostitution or aggravated sexual exploitation of a minor. Amends TCA Title 39 and Title 40.

Public Chapter 465 (HB 130/SB 1033) - Sexual Offenses - As enacted, creates a Class D felony offense of promoting travel for prostitution; adds the purchase of another person for the purpose of providing a commercial sex act to the types of conduct that constitute the criminal offense of trafficking a person for a commercial sex act; revises other provisions related to sexual servitude and commercial sex acts. Amends TCA Title 39 and Title 40.

Public Chapter 278 (HB 358/SB 1038) - Criminal Offenses - As enacted, redefines "unlawful debt" under the provisions governing organized crime to add debt incurred or contracted in violation of certain sex offenses. Amends TCA Title 39 and Title 40.

Public Chapter 415 (HB 416/SB 1029) - Criminal Offenses - As enacted, adds to the definition of criminal gang offenses, the commission or attempted commission, facilitation of, solicitation of, or conspiracy to commit the offense of trafficking for commercial sex acts. - Amends TCA Title 39 and Title 40.

Public Chapter 485 (HB 520/SB 1032) - Criminal Offenses - As enacted, raises the classification of the offense of promoting prostitution of a minor from a Class E felony to a Class A or B felony. Amends TCA Title 39 and Title 40.

Public Chapter 350 (HB 521/SB 1030) - Criminal Procedure - As enacted, disallows as a defense to offenses of sexual exploitation of a minor, soliciting sexual exploitation of a minor, aggravated sexual exploitation of a minor and especially aggravated sexual exploitation of a minor that the minor consented to the conduct constituting the offense. Amends TCA Title 39 and Title 40.

Public Chapter 416 (HB 709/SB 1028) - Statutes of Limitations and Repose - As enacted, changes the statute of limitations for prosecuting a person for trafficking a person for a commercial sex act, soliciting sexual exploitation of a minor, and exploitation of a minor by electronic means if the offense was committed against a child on or after July 1, 2013, to be 15 years from the date the child becomes 18 years of age; changes the statute of limitations for prosecuting a person for patronizing prostitution and promoting prostitution if the offense was committed against a child on or after July 1, to be 10 years from the date the child becomes 18 years of age. Amends TCA Title 39 and Title 40.

Public Chapter 365 (HB 710/SB 1034) - Child Custody and Support - As enacted, provides that termination of parental or guardianship rights may be initiated if a parent or guardian has been convicted of trafficking for a commercial sex act. Amends TCA Title 36, Chapter 1, Part 1.

Public Chapter 251 (HB 742/SB 1027) - Evidence - As enacted, provides that victims 13 and under of trafficking for commercial sex acts and patronizing prostitution may, under certain circumstances, testify outside the courtroom by closed circuit television. Amends TCA Title 24, Chapter 7, Part 1.

Public Chapter 464 (HB 919/SB 1036) - Human Rights - As enacted, establishes human trafficking task force. Amends TCA Title 4, Chapter 3; Title 38 and Title 71, Chapter 1.

Public Chapter 337 (HB 920/SB 1031) - Criminal Procedure - As enacted, removes as a defense ignorance or mistake of fact concerning the age of a minor to the offenses of patronizing prostitution and soliciting sexual exploitation of a minor; creates an exception to the offense of soliciting sexual exploitation of a minor that the victim is at least 15 but less than 18 years of age and the defendant is not more than four years older than the victim, unless the defendant intentionally commanded, hired, induced or caused the victim to violate the offense. Amends TCA Title 39 and Title 40.

Public Chapter 255 (HB 1050/SB 1390) - Children's Services, Dept. of - As enacted, adds a person who physically possesses or controls a child to those from whose custody a child can be removed if the child is subject to an immediate threat to the child's health or safety and there is no less drastic alternative to removal. Amends TCA Title 37.

